EXPLANATORY MEMORANDUM TO

THE OLYMPIC ROUTE NETWORK DESIGNATION ORDER 2009

2009 No. 1573

1. This explanatory memorandum has been prepared by the Department for Transport and is laid before Parliament by Command of Her Majesty.

2. Purpose of the instrument

2.1 This instrument designates a network of roads in England as the Olympic Route Network ('ORN'). The roads in the ORN will be used to transport the athletes, officials, accredited media representatives and marketing partners (hereafter referred to as the 'Games Family') between key competition and non-competition venues during the London 2012 Olympic Games and Paralympic Games ('the London Olympics').

2.2 Designation of the ORN confers on various bodies duties of co-operation with the Olympic Delivery Authority ('ODA') in implementing the ORN and an obligation to seek ODA's approval to exercise their statutory functions as local highway authority, street authority or local traffic authority, in so far as they might reasonably be expected to affect any part of the ORN. It also confers on the ODA certain powers to make orders under the Road Traffic Regulation Act 1984 in relation to roads forming part of the ORN and to act as an approval authority for road and street works on those roads.

3. Matters of special interest to the Joint Committee on Statutory Instruments

3.1 None

4. Legislative Context

4.1 Section 10 of the London Olympic Games and Paralympic Games Act 2006 ('the Act') places an obligation on the ODA to prepare and keep under review a plan (the 'Olympic Transport Plan') for addressing transport matters relating to the London Olympics. The plan must, amongst other things, make provision for the creation and maintenance of the ORN. Section 11 of the Act confers on the Secretary of State the power, by order, to designate roads for the purpose of facilitating travel to and from London Olympic events or for other purposes connected with the London Olympics. The roads thus designated are to be known as the ORN. Once one or more roads have been so designated, the ODA may - with the consent of the Secretary of State - by order designate additional roads for the same purposes. In both cases, designation may only take place following consultation with the relevant highway, traffic or street authority for each road.

4.2 Section 12 of the Act requires certain specified persons to co-operate with the ODA for the purpose of implementing the Olympic Transport Plan (and hence including the creation and maintenance of the ORN). The specified persons are the Mayor of London, Transport for London, the Secretary of State (in relation to certain functions relating to parks) and the local highway authority, street authority and local traffic authority for any road. If a relevant authority does not cooperate, section 12(3) of the Act enables the

Secretary of State to direct the authority to take appropriate action and, if it fails to do so, to exercise the relevant functions himself or have another body do so on the Secretary of State's behalf.

4.3 Section 13 provides that where a local highway authority, traffic authority or street authority exercises a function which might reasonably be expected to affect, amongst other things, any part of the Olympic Route Network, that authority may not exercise its function unless—

(a) it has notified the Olympic Delivery Authority, and

(b) either—
(i) the Authority has approved the exercise of the function, or

ii) the period of thirty days beginning with the date on which the notification is sent to the Authority expires without the Authority sending an objection in writing to the authority, or

iii) any objection sent under sub-paragraph (ii) has been withdrawn in writing, or

(iv) the Secretary of State, having considered any objection sent under sub-paragraph (ii), has approved the exercise of the function.

4.4 This power is similar to the reserve powers that Transport for London has in relation to the TfL Road Network (TLRN) and Strategic Route Network (SRN). In addition, the ODA may take steps to reverse or change the effect of anything done in contravention of this and may recover the reasonable costs of doing so.

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4.5 Under section 15 of the Act the ODA may, with the consent of the Secretary of State, make Traffic Regulation Orders under section 1, 6, 9 or 14 of the Road Traffic Regulation Act 1984 (c. 27) (traffic control) in relation to a road forming part of the ORN as if it were a traffic authority in respect of that road. The ODA may only do this for the purposes of implementing the Olympic Transport Plan or facilitating transport services in connection with the London Olympics. Traffic Regulation Orders will normally be enforced by the traffic authority for the road concerned but section 15(4) of the Act enables the Secretary of State to direct a local traffic authority in relation to enforcement if the authority is not carrying out enforcement appropriately, and failing that for the Secretary of State, or the ODA on their behalf, to take over the enforcement themselves.

5. Territorial Extent and Application

5.1 This instrument applies to England.

5.2 This instrument does not replicate existing legislation in any part of the UK.

6. European Convention on Human Rights

As the instrument is subject to negative resolution procedure and does not amend primary legislation, no statement is required.

7. Policy background

7.1 The policy context for the legislative provisions in the 2006 Act regarding the Olympic Transport Plan and an ORN is the scale of the transport challenge posed by hosting of the Games. The Games are huge in scale - 20 times the size of the Football World Cup. On each of the 16 days of the Olympic Games up to 500,000 spectators and 55,000 athletes, officials, media and sponsors (together the 'Games Family') will need transport; and 160,000 and 16,500 respectively on each of the 12 days of the Paralympic Games. The Games Family are at the heart of any Games. For the Games to be a success, they and their equipment must be moved safely, quickly, and reliably between the competition venues, accommodation and other facilities. At the same time, the impact of the Games on residents, businesses and visitors to London, and around other venues, must be kept to a minimum.

7.2 In response to the lessons from the 1996 Atlanta Games, which suffered a number of problems in respect of transport, every Games since Sydney in 2000 has had its own version of an ORN - each tailored to the specific circumstances of that city - to ensure safe, reliable transport for the Games Family. The key features of an ORN are bespoke arrangements for integrated control over works to the ORN roads, and the implementation and enforcement during Games-time of traffic management measures including dedicated Games lanes to facilitate the movement of Games Family vehicles. In the light of this experience London committed in its Bid, and in the host city contract, to the provision of an ORN, and Parliament has made legislative provision for an ORN in the Act.

7.3 Following the award of the 2012 Games to London, the ODA worked with key delivery partners such as Transport for London, the London Organising Committee for the Olympic Games and Paralympic Games, the Highways Agency and a number of local highway authorities to develop a proposed ORN. Initial plans for the core ORN - subsequently refined - were set out in the first edition of ODA's Olympic Transport Plan published in 2007.

8. Consultation Outcome

8.1 The Department for Transport (DfT) undertook a 14-week public consultation between 11 December 2008 and 19 March 2009. The consultation document set out the rationale for a two stage approach to implementing the ORN: the first stage being consultation on and designation of the roads to be included in the ORN, and the second stage being the ODA-led design (with extensive stakeholder input), implementation and provision of publicity and information about particular traffic management measures on the ORN. The justification for this approach is that it creates early certainty for utilities and others who work on the road network and plan years in advance as to the roads which will be used for the ORN, enabling them to plan accordingly. It also allows the maximum time for the ODA and its partners to engage, consult and work with people and businesses on and around the ORN to mitigate any impacts.

8.2 The DfT consultation sought views on the roads proposed for inclusion in the ORN (set out in maps and in lists), and how individuals and organisations wanted to be involved in the subsequent ODA-led stage of ORN design and implementation. The consultation also sought views on a draft Impact Assessment.

8.3 253 responses were received to the consultation. A full report on the responses has been prepared for DfT and is being published on the DfT website (www.dft.gov.uk). The 253 responses included 33 objecting to particular roads proposed for inclusion. The total number of roads objected to was 127 out of the 562 listed in the consultation

document. A small number of roads in the London Borough of Greenwich received the most objections. Suggestions were made for a total of 19 roads to be added to the ORN, in some cases as alternatives to the roads objected to. Many respondents raised wider issues regarding the implementation of the ORN. These included:

- the absence of sufficient detail on the proposed measures to be able to comment meaningfully on the impact;
- concerns about the impact of ORN operation on local residents, businesses and traffic and public transport congestion;
- concern about the high level of the maximum penalty for infringements on the ORN;
- the absence of quantification of costs and benefits in the Impact Assessment, and the omission of certain potential impacts.

8.4 The Government has carefully considered the responses to the consultation. The final version of this Order includes a number of changes to the roads to be designated in the light of the comments received: 17 roads have been deleted and 15 added. The additions were all at the request of the relevant statutory consultee. The Government's written response to the consultation, published on the DfT website (www.dft.gov.uk), identifies the changes that have been made. It also explains that a number of the other proposals made remain under consideration, either because a decision is contingent on final decisions by others (eg on the location of training venues and how individual venues will be operated) or because the proposal needs more detailed consideration with stakeholders. Any changes to the ORN will be brought forward by ODA using the powers in section 11 of the Act, subject to consultation and the Secretary of State's consent. The Government's response also addresses the wider concerns raised by respondents, in particular through providing greater detail on ODA's plans for engagement with residents, businesses, local authorities and other stakeholders following the making of the designation Order.

9. Guidance

9.1 The formal designation of the ORN will be publicised through a DfT Press Notice and through written contact with all those who responded to the consultation. Building on engagement processes already in place, the ODA will follow this up with detailed engagement with the bodies and individuals who may be affected by the ORN designation. This will include bodies such as utility companies who may be intending to carry out works on the roads concerned; and where traffic management measures are proposed on the ORN the ODA and its delivery partners will engage with the appropriate wider set of stakeholders. These could include residents and businesses along the roads concerned, as well as bodies such as local authorities, emergency services, bus operators and representative organisations. Nearer the Games, once the Traffic Regulation Orders have been made for the measures, the ODA will engage in widespread publicity and communication about the measures in order to secure maximum compliance.

10. Impact

10.1 The impact on business, charities or voluntary bodies is nil.

10.2 The impact on the public sector is anticipated to be negligible.

10.3 An Impact Assessment is attached to this memorandum.

11. Regulating small business

11.1 The legislation does not apply to small business.

12. Monitoring & review

12.1 The objectives of the ORN are to enable safe, secure and efficient transportation of the Olympic and Paralympic families between venues and accommodation, while minimising the impact of the Games on residents, businesses and visitors to London and other venues. The intended effect of the designation is to provide the ODA with visibility of works and powers of approval on the ORN routes and powers to make traffic regulation orders for the purposes of the Games and to keep the rest of the country moving. It will provide sufficient time for the ODA to work with those affected by the ORN to minimise any impact.

12.2 No specific review is planned as the impacts of the designation are estimated to be negligible.

13. Contact

Colin Poole at the Department for Transport Tel: 020 7944 2074 or e-mail: colin.poole@dft.gsi.gov.uk can answer any queries regarding the instrument.

Summary: Proposal & Options		
Department /Agency: **Department for Transport**	**Title:** **Impact Assessment of The Olympic Route Network Designation Order 2009**	
Stage: Final	**Version: FINAL**	**Date:** 22 June 09
Related Publications: Olympic Transport Plan (Olympic Delivery Authority, October 2007); Designation of the Olympic Route Network: a Consultation Paper (DfT,		

Available to view or download at:

http://www.dft.gov.uk/

Contact for enquiries: DfT Olympic Team **Telephone:** 020 7944 2074

What is the problem under consideration? Why is government intervention necessary?

The Host City Contract for the London 2012 Games requires London to provide safe, secure, fast and reliable transport for all of the Games Family. To help London win the bid, The UK committed to transporting the Games Family between venues and accommodation within specific journey times. To meet these contractual obligations, ensure that normal traffic continues to flow, and make the Games a success an Olympic Route Network (ORN) is required to transport the Games Family. The 2006 London Olympic Games and Paralympic Games Act allows the Secretary of State to designate roads as part of the ORN by Statutory Instrument. This in turn provides the Olympic Delivery Authority (ODA) with powers to approve highways works and make Traffic Regulation Orders. Without these powers, the ODA will not have necessary tools to ensure the ORN will function effectively during the Games period.

What are the policy objectives and the intended effects?

The objectives of the ORN are:

- to enable safe, secure and efficient transportation of the Olympic and Paralympic families between venues and accommodation; while
- minimising the impact of the Games on residents, businesses and visitors to London and other venues.

The intended effect of the designation is to provide the ODA with visibility of works and powers of approval on the ORN routes and powers to make traffic regulation orders for the purposes of the Games and to keep the rest of the country moving. It will provide sufficient time for the ODA to work with those affected by the ORN to minimise any impact.

What policy options have been considered? Please justify any preferred option.

Four options were considered: 1) A minimal ORN that only connects venues; 2) Connecting competition and non-competition venues and having alternative routes; 3) Option 2, plus connecting the ORN to regional football stadia; 4) Option 3, plus roads around venues that are not directly needed for the Games.

Option 2 was chosen as it provides an ORN of a manageable size that consists mainly of roads operated by single highway authorities inside and outside London, as well as providing suitable resilience through alternative routes and minimal disruption to other road users. This option had few negatives, all of which are manageable.

When will the policy be reviewed to establish the actual costs and benefits and the achievement of the desired effects? No specific review is planned as the impacts of the designation are estimated to be negligible.

Ministerial Sign-off For final stage Impact Assessments:

I have read the Impact Assessment and I am satisfied that, given the available evidence, it represents a reasonable view of the likely costs, benefits and impact of the leading options.

Signed by the responsible Minister:

Sadiq Khan.....Date: 23rd June 2009

Summary: Analysis & Evidence	
Policy Option: 2	**Description: Designation of an ORN connecting main competition and non- competition venues, and making provision for alternative routes**

COSTS	ANNUAL COSTS	Description and scale of **key monetised costs** by 'main affected groups' The designation of the ORN is an enabling measure, granting a number of powers to the Olympic Delivery Authority in relation to the roads in the ORN, and will not in itself give rise to any material costs or benefits.
	One-off (Transition) **Yrs**	
	£ Nil	
	Average Annual Cost (excluding one-off)	
	£ Nil	**Total Cost** (PV) **£ Nil**
	Other **key non-monetised costs** by 'main affected groups'	

BENEFITS	ANNUAL BENEFITS	Description and scale of **key monetised benefits** by 'main affected groups'
	One-off **Yrs**	
	£ Nil	
	Average Annual Benefit (excluding one-off)	
	£ Nil	**Total Benefit** (PV) **£ Nil**
	Other **key non-monetised benefits** by 'main affected groups'	

Key Assumptions/Sensitivities/Risks

Price Base Year	Time Period Years	**Net Benefit Range** (NPV) **£**	**NET BENEFIT** (NPV Best estimate) **£**

What is the geographic coverage of the policy/option?			Mainly London + some regional routes	
On what date will the policy be implemented?			July 09	
Which organisation(s) will enforce the policy?			The Order does not itself give rise to any enforcement requirement. ODA will enforce measures taken pursuant to these	
What is the total annual cost of enforcement for these organisations?			£ 0	
Does enforcement comply with Hampton principles?			Yes	
Will implementation go beyond minimum EU requirements?			N/A	
What is the value of the proposed offsetting measure per year?			£ 0	
What is the value of changes in greenhouse gas emissions?			£ 0	
Will the proposal have a significant impact on competition?			No	
Annual cost (£-£) per organisation (excluding one-off)	Micro	Small	Medium	Large
Are any of these organisations exempt?	No	No	N/A	N/A

Impact on Admin Burdens Baseline (2005 Prices)			(Increase -
Increase of £	Decrease £	**Net Impact**	**£** Nil

Evidence Base (for summary sheets)

1. Introduction

The Olympic Games and Paralympic Games are taking place in summer 2012. Good transport is critical to the success of the Games, both for participants and for spectators.

The Host City Contract with the International Olympic Committee (IOC) requires it to provide safe, secure and reliable transport for all of the Olympic Family and Paralympic Family groups (Games family). The Games Family is a term used to describe a wide range of accredited, essential people who will be involved in an official way in making the Games happen, from those participating as athletes to those reporting them as part of the world's media. Altogether, it is estimated that there could be 80,000 people in the Olympic Family. Around 55,000 of these could be travelling on any one day; and around 5,000 vehicles (split approximately two-thirds cars and one-third buses and coaches) will be used to transport them. There are around 16,500 people in the Paralympic Games Family.

Following widespread consultation, the first Olympic Transport Plan (OTP) was published in October 2007. The promotion of public transport and cycling/walking is a key plank of the OTP especially for spectators and visitors. Another key plank is transport for the Games Family, of which the creation of an Olympic Route Network (ORN) is an important element.

Tailored transport services for the Games Families will be developed and operated according to a series of agreements between the London 2012 Organising Committee, the IOC and the relevant groups. Transport will be provided that meets the needs of each group, including people with restricted mobility.

The ORN will consist of a network of roads linking all the competition and key non-competition venues which will be used by the vehicles transporting the Games Family. The ORN concept has been used successfully in previous Games.

The ORN is primarily a temporary operational measure for the period in which the Games are taking place in 2012.

There are two distinct stages to the creation of the ORN:

> Stage 1: Identification and consultation on the roads to be included in the ORN, and their formal designation by the Secretary of State; and
>
> Stage 2: Engagement and consultation on and implementation of traffic management measures on the ORN. The ODA and its partners will engage and consult closely with local residents, businesses and road users to ensure that the traffic management measures deliver the best solution possible for the Olympics, the local area, and the road network as a whole

This document focuses on the first of these two stages.

2. Policy Objectives for the ORN

The objectives of the ORN are:

- to enable safe, secure and efficient transportation of the Games Family between venues and accommodation; while
- minimising the impact of the Games on residents, businesses and visitors to London and other venues.

In addition to these objectives, the ORN is itself a measure designed to mitigate the impact of the Olympic and Paralympic Games on the area around and between venues. Achieving these objectives will support the success of the Games by minimising the amount of time spent travelling by athletes, officials and other members of the Games Family, and providing reliable journey times, but doing this in a way that does not compromise the ongoing economic activity of the capital and at venues in other parts of the country.

3. Proposals for the ORN

The Olympic Route Network

The ORN uses powers from the London Olympic Games and Paralympic Games Act 2006 ('the 2006 Act'). The ORN is formally designated by the Secretary of State following consultation on which roads to include. When the ORN has been designated, the ODA will have a range of temporary powers to manage traffic and ensure the smooth operation of the road network during the Games. The ODA will also have the power to add additional roads to the ORN, subject to consultation and the Secretary of State's consent.

Powers related to the ORN

The powers activated by the designation of the ORN allow the ODA to:

- approve the exercise of highway, traffic or street authority functions by authorities which could have an effect on the ORN or the delivery of the Olympic Transport Plan; and
- make Traffic Regulation Orders for the ORN in the same way existing authorities make them.

The whole ORN is temporary. The temporary traffic management measures associated with it and the ODA's powers in relation to it will expire 5 days after the Paralympic Games. In practice many measures may be withdrawn earlier than this.

Nothing in the designation of the ORN or the related powers affect or constrain any decisions on the management of traffic or the closure of roads for security purposes.

Roads in the ORN

The ORN will be made up of four different categories of route which are described further below.

1. **Core ORN:** the main roads between accommodation, the Olympic Park and other main venues which will be heavily used by Games traffic throughout the Olympic Games period. These roads are entirely within London;

2. **Venue specific ORN:** routes to other London venues and venues such as Weymouth, Eton Dorney and the route to Heathrow airport. A number of these venues will be in use for only part of the Games period.

3. **Alternative routes ORN:** included as a contingency against disruption on one of the primary routes and only used if needed.

4 **Proposed training venues ORN:** includes roads that are off the other ORN routes and need to be free from obstruction prior and during the Games so that athletes can get to and from their training venues.

The ORN set out in the designation Order comprises, in London, some 170 km of core and venue specific routes, and 280 km of alternative and training venue routes. Outside London the equivalent figures are 280 km of core and venue specific routes and 400 km of alternative and training venue routes. Overall the ORN uses roads operated by or passing through 47 different highway authorities.

Monitoring and control of highway and utility works affecting the ORN

After the ORN is designated, under the 2006 Act the ODA will have powers to approve or reject works on the network, subject to a right of appeal to the Secretary of State. These powers were designed to minimise works taking place during the Games and any test events, and help keep the maximum amount of road space open.

The ODA intends to use these powers incrementally, with their interest and involvement in the network increasing as the Games grow closer. The ODA intends to build on existing systems and processes to avoid adding onerous reporting requirements on local authorities.

- Within London there is an established system for monitoring and controlling road and street works operated by TfL. The ODA intends to work with TfL and use this existing system and processes as far as possible to assess the impact of any planned works on the ORN. It is envisaged that the ODA will set up similar processes with local highway authorities for venues outside the London area.

- In addition, the ODA aims to work with authorities and utility companies to ensure that during the Games unplanned works can be kept to a minimum. Where they are unavoidable, the amount of time that any road space is required for these works should be kept to a minimum.

- A key reason for designating the ORN now is to allow authorities and undertakers to understand which roads are most important for the Olympics and to plan their works programmes to avoid impacting on them during the Games period. This will help avoid additional costs being incurred as a result of works having to be closed down during the Games.

Development and management of the ORN

The ODA has responsibility for delivering the effective operation of the ORN and will work in partnership with Transport for London (TfL), the Department for Transport (DfT), the Highways Agency and those Highway, Traffic or Street Authorities through which the ORN will pass. The ODA will develop the traffic management plans with the relevant authorities and other stakeholders.

The number of accredited vehicles using the ORN will vary across the network, by time of day and by direction of travel. The core ORN will be the most heavily used section of the network and will experience significant volumes of vehicle traffic throughout the day and throughout the Games period.

Other sections of the ORN, such as the venue-specific route to Broxbourne in Hertfordshire, will be used to a much lesser extent, because the number of days of competition and the number of athletes involved are much lower than for the Olympic Park at Stratford in East London. Parts of the ORN will not be used during the Paralympic Games as some of the venues are only used for the Olympic Games.

The ODA's approach to managing the ORN will take these differences into account. Measures will be tailored to the requirements on each part of the network and to the days and times when that part of the network is required for Games purposes.

The ODA's overall programme for the ORN includes several projects of which the designation process is only one. In parallel with designation and continuing beyond is the development of measures along the routes, including the permanent changes such as traffic control improvements, and temporary measures such as parking restrictions or dedicated Olympic lanes. This work has been in progress for some time but further more intensive work will now take place to work up proposals in detail, using traffic models such as SATURN, TRANSYT and VISSIM where appropriate to assess the effects of the measures, and take them through the necessary statutory processes for traffic regulation orders (TROs), where these are required.

Consultation and engagement with stakeholders and especially with businesses and residents along the ORN will be an important part of the process, not only as part of the formal consultation for TROs but in the early development of measures. This will be used, in particular, to ensure that measures are appropriate for their location and that any impacts on individuals (whether members of the public or businesses) are mitigated so far as is possible. The consultation and engagement programme will take account of the particular needs of disabled people, different racial groups and different genders.

Possible Traffic Management measures on the ORN

The ODA and TfL will do a lot of work behind the scenes to help manage traffic in London during the Games, many of which will not be immediately visible to road users. This will include restrictions on road and street works taking place during the Games, demand management and active management of traffic. Similar, though less intensive, activity will take place outside London.

Permanent traffic measures

There will be permanent measures on the ORN in London which will have a legacy benefit after (and in some cases, before) the Games:

- Upgrading traffic signals. Approximately 200 traffic signal sites have been identified. This will provide the ability for the Transport Coordination centre (TCC) to intervene in real time to ensure the ORN and other parts of the road network are kept moving.

- The installation of additional CCTV will provide full visibility of all key junctions. All the traffic control and CCTV infrastructure installed as part of this ORN project will be permanent and therefore provide benefits to London's travelling public both before and after the 2012 Games. London's population is forecast to grow by 800,000 people by 2025 and the installations covered in this project will help to cope with the demand on the road network.

- A small number of permanent changes such as new pedestrian crossings have also been identified and will have benefits during and after the Games.

Outside London a number of junction improvements and other permanent schemes will be implemented. While some of those schemes are likely to have happened anyway, the

ORN may have influenced scheme programmes leading to earlier implementation, in readiness for the Olympics, and thereby bringing forward their benefits.

Temporary traffic measures
The ODA anticipates that during Games time it will need to put in place a number of temporary traffic management measures. These are expected to last - at most - for the duration of the Games period and could include:

- Olympic Lanes - an Olympic Lane is a traffic measure where an existing traffic lane is designated for the exclusive use of accredited Games Family vehicles. Where needed, these lanes would become Paralympic Lanes during the Paralympic Games;

- Highway Modifications - may include the measures such as signing and lining, carriageway works, removal/installation/modification to traffic islands, modified operating traffic conditions, altered junction layouts, ramp metering;

- Traffic Signal Works - installation of temporary traffic signals, installation of pre-signals, modified traffic signal timings/phasing/operation, closure of existing traffic signals;

- Changes to permitted manoeuvres - restricted/prohibited access for general traffic, no right/left turn; and

- Changes to waiting and loading restrictions – restrictions on when and where vehicles can stop.

4. Options for the ORN

The Olympic Bid included a commitment for provision of an ORN. The options for the ORN are therefore limited to its geographical extent, the individual roads to be included and the timing of the designation.

Extent of the ORN
The starting point for defining the network is the venues that have to be connected, especially the venues that are included in the journey time commitments. This essentially created 4 options, which would get progressively larger:

Option 1. A bare minimum ORN connecting the venues subject to journey time commitments
Advantages- small so easier to define and control. Can be justified with reference to Olympic family requirements. Limited size may make it more publically acceptable.
Cons – weaker ODA visibility and control of events off the network but which could impact it. No control of alternative routes in case diversion needed. Greater risk to journey time commitments. Reduced ability to help manage non-Olympic traffic, risking greater disruption off the ORN.

Option 2. An ORN connecting main competition and non- competition venues, plus allowing for alternative routes
Advantages- wider visibility of network, but still manageable size. Can be largely contained on TfL roads, within London, and Highways Agency roads outside, making

management and monitoring easier. Includes routes for contingency, adding resilience to network. Can be justified with reference to Olympic family requirements.
Cons- potentially increased impact of a larger network. Increased resource requirement for ODA/ partners to manage.

Option 3. A wider ORN including other Olympic venues (such as regional football stadia)
Advantages: Wider coverage and can be said to include all 'Olympic venues'
Cons- potentially increased impact of a larger network. Increased resource requirement for ODA/ partners to manage. Regional football stadia already cope with large crowds, hence hard to justify why additional measures required for Olympic events.

Option 4. A very large ORN including (in addition to the above) other key roads in and around venues, even if not required specifically for Olympic purposes.
Advantages- greatest coverage of ORN allowing ODA oversight of road network- both for Olympic and Non Olympic traffic.
Cons: wider network would impact more people. Increased requirement for ODA resourcing to manage network. Harder to gain support of existing highway authorities. Loses the direct link to the Olympics.

From the above options, **option 2** was chosen due to minimal wider impact whilst giving confidence that the needs of Games Family transport and journey time commitments can be met.

Roads to be included in the ORN
The routes to be included in the ORN have been developed by ODA and their delivery partners. TfL, in particular, has been closely involved in developing the routes. There have also been discussions with other stakeholders. A number of changes have been made in the light of responses to the public consultation carried out by DfT between December 2008 and March 2009: 17 roads have been removed and 15 added, directly relating to specific proposals made.

Factors taken into account in selecting the roads include;

- current network characteristics eg extent of traffic control and CCTV coverage; performance eg journey times, congestion hot spots
- the potential to implement measures that will achieve safe, secure and efficient journeys and, in the case of core and venue specific routes, meet the journey time commitments given in the Bid document
- the extent of frontage activity

In general this leads to using higher categories of roads, so that the majority of the network in London is on HA or TfL roads and most of the rest is on the Strategic Road Network.

The Government and ODA consider that the ORN represents an appropriate set of roads to designate in order to achieve the objectives.

Timing of designation
Designation of the ORN is proposed during 2009 to allow planning and preparations to take place well in advance of the Games, including some trials in summer 2011.

Although it is over three years until the 2012 Games take place, and the Olympic Route Network is primarily an operational measure for the 60 days of the Games, there are clear advantages in designating the network now:

- Early communication. The experience of previous host cities has shown that the key to a successful ORN is good preparation and early and effective communication with those who may be affected

- It creates certainty. The road network is constantly being worked on - for maintenance, improvements or to enable utility companies to get access to their infrastructure below the surface. Many of the things which can require a road to be dug up are planned years in advance so designating now allows utility companies, local authorities, the public and businesses to see well in advance which roads are to be included in the ORN and plan accordingly.

- It provides time to manage impacts. If people or businesses have any concerns about the network it gives the ODA the maximum amount of time to work with them to mitigate any impact.

- It allows visibility of changes. It will allow ODA to see any proposed changes which might affect the network, so they can engage with whoever is proposing the changes well in advance of the Games.

- It gives the ODA and its partners the greatest amount of time to work through the formal Traffic Regulation Order processes

This provides the opportunity for the many stakeholders to work together to ensure that the network gives the greatest possible benefits during the Games, while the impacts are kept to the minimum.

The option of later designation was considered. However the absence of the powers to manage works and the lack of certainty about the roads affected would have significantly undermined the ODA's and its delivery partners' ability (a) to plan the necessary measures for the ORN and (b) to manage the network in the run up to and during the Games. It would also have denied many of those who could be affected (such as statutory undertakers) the certainty they need to plan programmes of works sufficiently far in advance- possibly increasing their costs.

5. Analysis and Evidence

Designation of the ORN is an enabling action and does not directly generate costs and benefits. It is the actions that follow designation where the benefits and impacts will arise.

London is a busy city, even in the middle of summer when there is a drop in traffic levels. Outside London, some roads (eg to the south west) experience higher than normal traffic levels during the summer months. So the changes needed to accommodate Games related traffic will inevitably have an effect on some other road users and some of the people who live or work along the ORN. But in drawing up detailed plans, the aim will be to minimise, as far as possible, any inconvenience to people going about their normal business.

The measures will not necessarily be in force on all roads in the ORN at all times throughout the Olympic Period. Some roads are only needed for the Olympic Games and

not for the Paralympic Games; some venues only have competition on a limited number of days; some training venues will only be needed for a limited time. So the duration of impacts, as well as the level of impact, will vary.

In broad terms:

- The **core ORN** - will link the central London venues and IOC accommodation on Park Lane and Bloomsbury with the Olympic Park at Stratford, and continuing east to ExCeL and southwards from the Olympic Park to Greenwich Maritime. This part of the network will utilise the full range of traffic management measures with measures along most of its length; it will also have the controls on works carried out on the route. It will be in use for the whole period of the Games although some periods will be busier than others.

- The **venue-specific routes** - will branch off from the Core ORN to create links to each of the other competition venues, accommodation venues, and Heathrow Airport. Together with the Core ORN these routes cover those journeys for which journey time commitments have been given. These routes will have a range of traffic management measures on sections of the route, together with the controls on works. Most of these venues will only be in use for part of the Games period.

- The **alternative routes** - between competition and accommodation venues and to Heathrow, principally using main roads, to provide a fall back in the event that part of a core or venue specific ORN route is obstructed. These roads may have few traffic management measures, and only at specific locations along the routes. These routes will only be used if the core or venue specific routes are blocked, so may not be used at all. The main measure will be the control of works on the routes.

- The **training venue routes** - providing access from the first three categories of routes (above) in the ORN to training venues that are not co-located with competition venues. These may have a few traffic management measures at isolated places along the routes as for the alternative routes. The routes will not all be required for all of the Games period, depending on the sports involved at each venue and the competition programme. Again, the main measure will be the control of works.

Benefits of the ORN

The measures that will be introduced to manage traffic on the ORN will significantly assist in the successful running of the Games. It is expected that the measures will lead to:

- better planning and control of works by utilities and highway authorities on the ORN in the run up to and during the Games;
- awareness by the frontagers and public of the ORN and hence that constraints will apply;
- quicker and more reliable journey times for the Olympic Family to ensure that the Games programme runs smoothly;
- better management of local traffic to take account of the requirements of Games Family movements;

- members of the public deciding to use public transport rather than private cars, or re-route or re-time journeys to avoid the ORN or to avoid busy times reducing the risk of congestion; and
- legacy of traffic control investment and learning for more flexible/effective management of the network in the future.

Impacts of the ORN

The impacts of the ORN arise, almost exclusively, from the detailed measures that will be implemented on the ORN and which are still being developed by the ODA. At this stage therefore it is not possible to quantify the cost of implementing those measures. The types of effects which could arise are described below, together with the sort of actions which could be taken to mitigate any adverse effects, working with the people affected and the various stakeholders. The main effects are likely to be in London. As the main centre for the Games, it will have the highest Olympic Family movements and the most intensive traffic management. The same types of effects may arise at other venues but the scale of any effects will be smaller. As noted above, one of the main mitigations to the impacts of the Olympic and Paralympic Games is the early designation of the ORN. The only direct impact of designation is the requirement for highway, street and local traffic authorities to consult ODA on the exercise of powers likely to affect any part of the ORN. This requirement will be applied incrementally as the Games approach. It is not anticipated to result in any significant additional cost to the authorities concerned. Within London, ODA will use TfL's existing system for monitoring planned streetworks.

Possible effects of the ORN

Possible Effect	Comment	Mitigation
Priority given to ORN causes inconvenience or delay to other road users, including emergency services, during the Games period, or has potential adverse safety impact for vulnerable road users	For much of the ORN the main measure will be the control of works on the network. That will have no negative impact on other traffic. Where there are traffic management measures the networks will be managed in a very proactive way with the objective of minimising the impact on people going about their normal business. The majority of trips in London will be unaffected. There will be some local effects in the vicinity of the ORN, principally around the core ORN and routes to competition venues, but there are many areas of London, for example in outer London, which are well away from these roads. The ODA estimate that 80% of all trips will be completely unaffected by the ORN.	Traffic management measures will be implemented, wherever practicable, on a proportionate, as and when needed, basis; eg Olympic lanes may not all be all day everyday; in places there may be different traffic control plans for competition and non competition days. All traffic management measures will be designed with safety and personal security of all road users in mind: measures will be subject to safety audits. Sophisticated traffic control together with the use of CCTV will be used to optimise signals for traffic, including pedestrians A parallel programme will be implementing travel demand management so that where possible general traffic can avoid the ORN during Games time eg using pre-trip and real time information. Discussions with bus operators and emergency service providers will enable plans to be implemented that will minimise the impact on their services. ODA will engage with local authorities to minimise the impact on essential street services such as refuse collection and street cleaning, as well as services such as meals on wheels, which use the roads concerned. ODA will engage with businesses along the ORN roads in order to mitigate the effect of ORN measures on deliveries.

Utility companies and local authorities have to reschedule their works to avoid affecting the ORN in the Games period. Costs may be incurred in reprogramming works and in demobilisation and remobilisation of contractors.	The ODA's powers will be implemented progressively across the whole ORN so that only works which could affect the ORN in the run up to and during the Games will be brought within the ODA's controls. A potential benefit could be realised if the processes and cooperation that will be required for the Olympics is embedded in the future working between utilities and authorities.	Local authorities, utility companies and ODA have formed the Clearway 2012 group to develop the processes and establish the cooperation that will minimise the effect on utility company and highway authority works programmes. Early designation will allow time for planning around the key dates.
Increased damage to utility assets as a result of the volume and speed of ORN traffic management measures implementation.	The ORN traffic management measures are mostly temporary and many of them will comprise mainly traffic signs and road markings and will therefore involve only limited excavation and risk to utility apparatus.	ODA will ensure appropriate supervision of work to implement ORN measures, so that proper procedures are followed for locating apparatus before work starts and work is carried out safely. A planned implementation programme for ORN measures will be developed and will be shared with utility companies. The implementation work will be spread, as far as is reasonable, in order to avoid the risk to quality control and safety that could arise if there was too much work being done at any one time.
Developers have to reschedule their works if their actions would affect the ORN during the Games period.	The ODAs powers to approve local authority actions as a highway or traffic authority in relation to developments that occupy road space or require traffic management, will be implemented progressively across the whole ORN.	Early designation will allow time for planning works around key dates. ODA will work with developers and local authorities to find local solutions.

Stricter loading restrictions on the ORN may affect deliveries to/from businesses on the routes.	On the Core ORN where the traffic management measures will be most concentrated, there are a limited number of businesses fronting the road. Elsewhere on the ORN the impact will depend on the detail of the measures on each section of the network.	ODA and their partners will work with businesses affected to see how they can adjust, eg with night time deliveries by their suppliers, or whether arrangements can be made for loading from adjacent side roads. Early designation and contact with those affected will allow time for arrangements to be developed.
Stricter parking restrictions may affect residents who normally park on the street and businesses who use parking or expect customers/visitors to park	Much of the ORN in London is already red route so parking is already very limited. But there may be some areas where parking is allowed at times of the day. There may be parking spaces on the ORN for Blue Badge holders, some of which might be outside or close to their homes.	ODA will work with local authorities to see where arrangements can be made for parking on side roads. Where Blue Badge holders are affected, special consideration will be given to finding alternative arrangements.
Stricter stopping restrictions might affect frontages, disabled people, taxi & private hire trades	On red routes, buses, London taxis & London private hire vehicles can stop to pick up or set down passengers and Blue Badge holders can stop to pick up or set down disabled passengers. On most stretches of other (non-motorway) roads, any driver can stop for passengers.	Early designation allows effective communications to those affected (taxi & private hire trades, accessible transport providers, frontages) and development of alternative arrangements

Local authorities may incur higher costs, or income losses, in enforcing changed/additional parking controls (including car pound costs)	Effective enforcement of traffic management measures will be important for the operation of the ORN. It is expected that most traffic and parking enforcement will be carried out by local authorities using civil enforcement. Revenue from penalties under the civil enforcement regimes can be used to offset the costs of enforcement, although the aim is to encourage compliance rather needing to issue large numbers of penalties.	Discussions with London authorities are in hand to establish an enforcement regime that is both effective and economical. Similar discussion will take place with authorities outside London. Advance publicity will promote the importance of compliance and should reduce the pressure on enforcement resources.
Increase in traffic levels on or in the vicinity of ORN roads during Games time has adverse impacts on health and the environment (including air quality and noise)	Part of the Host City Contract is that the Games Family is to be transported in vehicles. Public transport is not an option. Background traffic levels are expected to be reduced during the Games beyond normal summer reductions as a result of people changing their travel habits. In part this will be as a result of ODA's transport demand management measures and publicity activity. So although Games Family traffic will be additional, the overall increase will not be so great. The ORN and associated traffic measures are only temporary. Other authorities' initiatives for air quality improvements in London will have much greater significance for health and environment in the capital.	ODA will be implementing travel demand measures to promote the use of public transport, cycling and walking and so reduce the level of car demand across the network. ODA is commissioning work to identify air quality hotspots in and around the ORN. This will enable the consultants developing the detailed measures to take this issue into account in the design process. LOCOG has drawn up a policy for procuring a vehicle fleet with an average emission value of 120mg/km CO2, in order to keep down emissions.

6. Conclusions

The Olympic Route Network is a key part of the transport arrangements for the Games Family during the Olympic Games and Paralympic Games in 2012.

Designation is necessary to activate powers to help ODA and its delivery partners to manage the network and thereby contribute to the success of the Games. However, it only one step in the process. Work on the measures to be implemented on the ORN, the enforcement of those measures and managing the background travel demand is being led by the ODA.

The effects of the ORN derive from the measures rather than designation. The ODA's approach to developing these measures is one of proportionality. Measures will not be imposed on a blanket basis across the whole network for the whole Olympic period. Subject to what is practicable, measures will be tailored to the role of each category of route in the ORN and to the requirements in each location on the network, and the duration will be tailored to when measures are required by the programmes of events. By this the impact of the ORN and any measures on it will be minimised.

The designation of the ORN in the summer of 2009 will allow time for ODA and its partners to engage with those people who could be affected by measures on the ORN, to work out ways to tailor the measures, or ways that people could adapt what they do during the period of the Games, in order to minimise any impacts. The ODA is committed to this proactive approach in the run up to the Games.

Specific Impact Tests: Checklist

Use the table below to demonstrate how broadly you have considered the potential impacts of your policy options.

Ensure that the results of any tests that impact on the cost-benefit analysis are contained within the main evidence base; other results may be annexed.

Type of testing undertaken	***Results in Evidence Base?***	***Results annexed?***
Competition Assessment	No	No
Small Firms Impact Test	Yes	Yes
Legal Aid	No	No
Sustainable Development	No	No
Carbon Assessment	No	No
Other Environment	No	No
Health Impact Assessment	Yes	No
Race Equality	Yes	Yes
Disability Equality	Yes	Yes
Gender Equality	Yes	Yes
Human Rights	Yes	Yes
Rural Proofing	No	No

As indicated above, the designation itself does not generate the impact on road users and others. It is the measures which designation facilitates or makes possible which cause of any effects. The impact tests described below can therefore only outline in general terms the sort of impacts which could arise and the measures which will be taken to mitigate any adverse effects.

Small firms impact

The main effect on small firms is likely to be for those fronting onto the ORN. In some cases arrangements for deliveries and customer collections may need to be modified while ORN measures are in place.

ODA has had discussions with the Federation of Small Businesses and other business groups and is committed to engaging with individual businesses as the measures are developed and through the formal consultation processes for traffic regulation orders. The normal turnover of small businesses means that some new businesses will be setting up on the ORN in the period before the Games. The engagement process will therefore be ongoing to ensure that all businesses that could be affected are included.

The aim of this engagement and consultation is to ensure that, although there may be some temporary adjustments to be made during the Games period, wherever practicable small businesses are able to continue to operate as normally as possible.

To the extent that the ORN has any impact on general traffic movement, commercial traffic will be affected. However the ODA will be working with its delivery partners to manage the ORN in a way that minimises the impact on residents, businesses and visitors in London and other venue locations.

Race Equality

Accessibility and equality is a key theme of the London Games and this will be reflected in the approach to the ORN. The approach to developing measures for the ORN will take into account the needs of those affected, whether as road users or frontagers, from all racial and cultural backgrounds. Some parts of the network pass through areas with a high proportion of ethnic minority residents, for example in Tower Hamlets. ODA will work with the local authorities to ensure that, where appropriate, consultation about measures on the ORN and other information about the operation of the ORN will be available in other languages as well as English.

Disability Equality

Accessibility for people with disabilities is a high priority for both the Olympic Games and Paralympic Games. An Accessible Transport Strategy[1] outlining the provisions that would be made for people with disabilities in relation to the Games was published in May 2008. The provisions made for the Games will leave a significant legacy of improved accessibility. Where improvements are made for disabled people, these will

[1] Available at: http://www.london2012.com/documents/oda-transport/accessible-transport-strategy-accessible-pdf.pdf

frequently benefit other groups of road users, especially older people and adults accompanied by small children.

In developing the measures for the ORN, ODA will ensure that the network operates effectively and safely for all users, for example making sure that pedestrian crossings are fully accessible; that vulnerable road users are made aware of the operation of the ORN through education and awareness campaigns; and that signs and wayfinding takes account of people with disabilities, including parking and access.

Gender Equality

ODA is committed to equality in all its aspects. The approach to developing the measures for the ORN will take into account all road users and will involve engagement with relevant stakeholders. Issues such as personal security, which may be of particular concern for women, will be considered as part of the design process for the ORN measures. It is not anticipated that there will be gender specific effects of the ORN measures.

Human Rights

The measures to be implemented on the ORN will have an effect on some people, as has been described in this assessment, in order to achieve the objective of providing safe, secure and efficient transport for athletes and other members of the Olympic Family. However, the essential rights of individuals are not diminished; for example where traffic regulation orders will restrict the use of the roads, they will be subject to the normal requirements of consultation, allowing people to have their views heard and taken into account; where essential services to people, such as gas and water supplies, are affected by controls on works on the ORN during the Olympic period, arrangements will be established to deal with emergencies; and the ORN and any effects associated with measures on it will be temporary, with the exception of the physical legacy improvements which do not themselves raise human rights issues.

The approach of the ODA and its delivery partners to developing plans for the ORN is to engage with all those potentially affected early on in the process. The aim will be to work with those affected to develop local solutions that will allow the second part of the ORN objective, i.e. to minimise the impact on residents, businesses and visitors, to be achieved.