

A Question of Sports Travel

A review of travel arrangements to and from
London's sports stadiums

October 2007



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Rapporteur's foreword



'The technology for integrated ticketing is already available and clubs have shown an interest. Why should we wait any longer to introduce it in London?'

Sports fans have to endure a lot in order to support their favourite team week in week out, season after season at London's many stadiums. An increase in the number of attendees at matches in our city in the last five years has resulted in transport problems for fans travelling back home after a match and for residents in the immediate proximity of stadiums. Many fans leave the stadium before the match ends to try and get home in a reasonable time. What this report highlights is that the transport problems arising at many of the London grounds can be prevented.

Our report sets out lessons to be learned from the work that has been done at London's new stadiums to ensure vital investment in infrastructure to handle the increasing numbers of visitors at new and expanded venues.

This report also raises fundamental questions about who should take responsibility for fans' journeys whether they are public bodies or private businesses. Clearly, stadium owners could do more and take on greater responsibility for their fans. Should their responsibility stop at the stadium gate? I certainly hope that this report will kick-start a debate on this question.

The report suggests several ways to ease congestion on the roads and public transport in the immediate vicinity of existing stadiums such as Park and Ride, supporter coach services and shuttle bus services. Much has been proposed to sort out travel arrangements for spectators to the 2012 Olympics like integrated ticketing, improved public transport infrastructure and better travel information. The technology for integrated ticketing is already available and clubs have shown an interest. Why should we wait any longer to introduce it in London? Indeed, it would be useful to test these initiatives before the Olympics, to ensure they work properly.

Finally, this report gives a vision of how travelling to sports stadiums in London can be made as pleasurable an experience as possible and makes recommendations to ensure that this vision can be realised. This will help ensure that, in the future, fans will remember the match rather than their journey home afterwards.

Murad Qureshi AM

Rapporteur, Transport Committee

Executive summary

‘London’s sporting stadiums and the events held within their gates bring vibrancy and character to the capital.’

About 250,000 fans use the capital’s transport network to get to and from sporting matches week in week out during the autumn. London’s sporting stadiums and the events held within their gates bring vibrancy and character to the capital. They have the potential to bring in important investment and contribute to the identity of the communities surrounding them.

However problems with matchday travel, especially after games, are threatening to undermine these benefits. Fans experience delays, disruption and congestion when trying to watch their team play at London’s stadiums. Similarly the lives of local residents are disrupted on matchday by congestion on local roads and public transport.

A number of factors are putting increased pressure on London’s transport network on match days, affecting its ability to cope with the movement of fans. These include:

- An increasing number of sporting and non-sporting events taking place in London every weekend and mid-week.
- Increased capacity of events and stadiums in London, in part due to new stadiums being built or existing stadiums being redeveloped.
- A breakdown of links between London’s stadiums and their local communities as clubs are increasingly drawing their support from outside London and fans are travelling from further afield.

A number of stadiums have been built or redeveloped in London in recent years. This provides new challenges for the transport systems but also new opportunities. Our examination of the recent developments at the Emirates and Wembley stadiums revealed important lessons to be learnt for future developments.

The planning agreements entered into at these grounds as a means of securing stadium owner investment in transport infrastructure have had mixed success. Lessons learnt from the Emirates and Wembley stadium developments indicate that robust business costings and studies need to be undertaken at the start of the negotiations about these agreements. Transport improvements have been achieved at new stadiums, such as Wembley Stadium, where the costs of investing in transport infrastructure have been shared between transport providers and developers. This is in stark contrast to the situation at the new Emirates Stadium where a number of promised improvements to transport infrastructure have not materialised.

There are also transport problems at London’s existing stadiums. We make a number of recommendations in this report designed to help ease the congestion for fans. Central to these recommendations is the involvement of the fans themselves and the clubs. We received little evidence of fans being consulted or involved in measures to ease congestion. Similarly, the clubs which are often in a

prime position to promote relatively low cost initiatives appear to be doing little to help unless compelled to do so as part of planning agreements.

One such initiative is integrated ticketing. This could play a key role in speeding up the dispersal of fans after the match as well as making it easier for non-London based fans to negotiate London's transport network. We recommend that TfL should take the lead on this idea and work with clubs to develop integrated ticketing prior to the 2012 Olympic and Paralympic Games.

Similarly, stadium travel plans have the potential to encourage more fans to use less frequented public transport routes to get to and from stadiums or even to walk and cycle. TfL has worked with some stadium owners as part of the planning process to help develop sophisticated travel plans which use a range of media to get information to fans. Again, there is little evidence of such initiatives being adopted by stadium owners voluntarily. We recommend that TfL contact London's stadiums to promote its travel planning services and to name and shame those stadium owners which fail to engage with what is a relatively low cost initiative.

The relationship between the various bodies responsible for matchday travel is complex. The responsibility for and the costs of managing the crowds leaving games depends on where the fans are on their journey between the stadium and their home. Who should pay for these costs is a contentious question which many of those involved raised with the Committee. We seek to start a debate about this issue and, in the light of the evidence we received about the lack of involvement of stadium owners, ask whether they should take more responsibility for what goes on outside the stadium.

The Committee believes that matchday travel arrangements need to change. London residents and fans of London's sporting teams should not be expected to put up with the congestion, delays and disruption that they regularly experience on matchdays. Below we set out our vision of what a fan's journey to a London stadium should and could be like. For this vision to become a reality all those involved must commit themselves to improving the lot of fans by taking on board the conclusions and recommendations we make in this report.

'Central to these recommendations is the involvement of the fans themselves and the clubs. We received little evidence of fans being consulted or involved in measures to ease congestion.'

Our vision

1pm, Saturday, November, 2011:

David and his daughter are football fans planning a trip to a London derby with a 3pm kick-off. He remembers that his mate John had mentioned that his football club has a new website where people travelling to the stadium can see all the different transport options available. David visits the website and puts his postcode into the journey planner. This gives him instant access to a number of alternative ways of travelling to the ground, maps of the routes and train times. He can also see exactly how long the journey should take. He decides to use a combination of rail services and walking.

2pm, Saturday, November, 2011:

David has bought integrated travel and match tickets from the home club. At their local rail station, David and his daughter are able to swipe their integrated tickets on the electronic reader to get quickly through the ticket barriers. When they arrive at the stadium they swipe their integrated tickets again to get into the stadium.

5.15pm, Saturday, November, 2011:

After the match David and his daughter decline the coach service provided by the club that is ferrying fans to stations on the outskirts of London. Using his journey planner information David decides to walk to the second closest Underground station for their journey home, as it will be less congested. Stewards along the route to the station offer directions and support the police with crowd management. When they get to the station it's very busy, but their integrated tickets, the station refurbishments and the more frequent trains have improved access and eased congestion at the station and its surrounds.

12.30pm, Sunday, March, 2012:

David and his daughter are going to watch the return fixture at another stadium in London. Having consulted the club's online travel planner David sees information about a club initiative to encourage cycling. He prints off the recommended cycle route and cycles to the game with his daughter. When they arrive at the ground, they lock their bikes up in the clearly signed secure bike area and are handed a voucher for the club shop which gives them discounts on official merchandise.

1 Background

Every autumn weekend in London about 250,000 fans travel into, out of and across the capital to watch games of football and other sports. Fans routinely encounter delays and congestion during their journeys. Crowds build up around stadiums at the start and end of matches causing inconvenience to local residents and delays for the fans. Roads around major stadiums are brought to a standstill for the hours before and after matches, and rail and Underground stations become overcrowded as fans try to leave the area and begin their journeys home.

Fans described leaving games early to “beat the queues which go on for a good mile just to get the train home”.¹ Others said their travel “experiences this season led us to seriously consider not taking up our season tickets for the forthcoming season”.² Residents were similarly vociferous in expressing their concerns. One described being “obliged to put up with transport disruption on a regular basis”.³ Another said that their journey home takes two hours on matchdays because the congested roads block buses.⁴

These problems have been getting worse in recent years and are likely to continue to do so. Since the 2001-02 season, average attendances at London’s football stadiums have increased by 23 per cent and total attendances in each of the last two seasons have exceeded five million.⁵ The number of events at stadiums is also increasing. For example, the new Wembley stadium is planning to host 15 more events in its first full year of operation compared with the last year of the old stadium. Furthermore, as the London Assembly noted in a report in 2003, the longer-term trend of large football clubs increasingly attracting home fans from areas beyond their immediate vicinity is exacerbating the pressure on the transport network and heightening tension between local residents and fans from outside the area.⁶

Experience from the new national stadium at Wembley shows that these problems can be addressed, at least to an extent, by major investment in public transport. Other recent examples provide lessons to be learned to ensure that commitments made during planning negotiations for new stadiums can be delivered. This report sets out a number of recommendations aimed at ensuring that proposals for new stadiums, or increasing capacity at existing stadiums, are accompanied by robust and enforceable proposals to deliver a transport system which can accommodate the increased numbers of fans.

‘Since the 2001-02 season, average attendances at London’s football stadiums have increased by 23 per cent and total attendances in each of the last two seasons have exceeded five million’

1 Submission 92, fan.

2 Submission 121, fan.

3 Submission 01, resident.

4 Submission 02, resident.

5 <http://stats.footymad.net/divisions/attendances.asp?divno=1&asid=06>

6 Culture, Sport and Tourism Committee, *Away from home*, July 2003, p 4; Submission 26, Supporters Direct, p 2.

The report also seeks to examine ways of improving the travel arrangements to stadiums that do not necessarily involve large capital investment. There is potential to develop innovative approaches to stadium travel which can be taken forward as London prepares to host the 2012 Olympics. Such approaches need to include consultation with fans at all stages to avoid unsupported top-down policies. Fans can be crucial agents for change and getting them on board is important to the success of any new schemes.

In setting out new approaches to fan travel, we also seek to spark debate on a question which we believe is integral to delivering a co-ordinated approach to stadium travel: how should responsibility, and ultimately the costs, be shared for the delivery and impact of sports fans' journeys from when they leave home to their arrival at a stadium?



Photo: Wembley Stadium

2 Improving public transport

New stadiums

The most extensive opportunities for improving transport infrastructure are afforded during the planning phase of new or re-designed stadiums. These mainly arise from contributions secured from developers during the planning process in the form of section 106 agreements (see separate box below). Recent experiences at the rebuilt national stadium at Wembley and the new Emirates Stadium provide useful lessons to be learnt about future stadium construction projects and the associated development of public transport infrastructure.

Section 106 of the Town and Country Planning Act 1990

The granting of planning permission often increases the value of land dramatically but the local community does not necessarily see much benefit from the disruption or loss of amenity that may result from that development. In addition the local authority may find itself liable for increased infrastructure spending on things such as new roads or schools as a result of the development being granted planning permission.

Section 106 of the *Town and Country Planning Act 1990* allows local authorities to negotiate agreements with developers and requiring them to make some form of commitment if planning permission is obtained.

A section 106 agreement (or planning obligation) is a form of contract between a developer and local authority, offering benefits which otherwise would make a planning application unacceptable. It is a mechanism for overcoming grounds which otherwise would lead to refusal of planning.

There are limitations on the types of section 106 agreements that can be negotiated and what can be included in them: it must be relevant to planning; it must be necessary to make the proposed development acceptable in planning terms; it must be directly related to the development and it must be fairly and reasonably related in scale and kind to the proposed development.

Section 106 agreements are used to provide the following benefits to the community:

- Affordable housing in terms of on-site or off-site provision or commuted payments
- Open space provision or environmental improvements
- Transport and highway improvements or travel schemes
- Community works and leisure including arts and recreation facilities, public toilets or security measures
- Education developments such as schools or employment and training measures

Wembley National Stadium

The new Wembley National Stadium opened in March 2007. With a capacity of 90,000 the new stadium holds at least 10,000 more people than the old stadium. There are also more events at the new stadium. In its last full year of operation the old Wembley Stadium hosted 22 events.⁷ In 2008, 37 events have been booked 16 of which are expected to host a capacity crowd.⁸

Around £100 million was spent on transport improvements for the Wembley area to serve the new stadium. The costs were shared between various public bodies and Wembley National Stadium Limited, a wholly owned subsidiary of the FA. This contribution was part of the funds secured through the section 106 planning agreement with Brent Council. The breakdown of costs is shown in the table below.⁹

Contributor	£ million
Transport for London	43
London Development Agency	40
Department for Transport	7
Wembley National Stadium Limited	9

Improvements to the transport infrastructure included the re-development of Wembley Park station serving the Jubilee and Metropolitan Underground lines. This station was rebuilt to provide 70 per cent more capacity to allow an extra 15,500 people to use the station every hour. Wembley Central station, serving the Bakerloo Line on the Underground and the national rail Silverlink service was upgraded to provide a new ticket office and pedestrian footbridge which enable the station to handle 12,000 passengers per hour. Platforms have been extended at the Wembley Stadium station serving Chiltern Line trains, increasing the capacity by an extra 1,000 passengers per hour.

‘The work to upgrade and redevelop the three stations serving the new stadium is certainly impressive.’

TfL told us that the first FA Cup Final at the new Wembley in May 2007 was an example of “what successful planning, co-operation between agencies and the right level of investment can help to achieve”.¹⁰ An estimated 75,000 of the 90,000 capacity crowd used the stations on the day. The work to upgrade and redevelop the three stations serving the new stadium is certainly impressive. On a site visit to one of the test events we saw the police able to disperse the crowds quickly and effectively, in part, because of the enhanced capacity at each station.

7 Information provided by Wembley National Stadium Limited, 25 July 2007.

8 Minutes of meeting of Wembley Stadium Transport Forum, 12 April 2007.

9 TfL press release, 16 May 2007, <http://www.tfl.gov.uk/corporate/media/newscentre/5146.aspx>

10 Submission 59, TfL, p 6.

Emirates Stadium

The Emirates Stadium opened in July 2006 and is the largest club stadium in London with a capacity of 60,000. This is an increase of 22,000 on Arsenal's old stadium and, as a result, over the course of the 2006-07 season an additional 355,000 fans attended matches at the new stadium. Recent reports suggest the move to the Emirates Stadium has increased Arsenal's annual turnover to over £200 million and that gate revenue at the stadium provides an income of £3.1 million on average for each match, more than double that of matches at their old stadium.¹¹

The planning permission and associated section 106 agreement for the new Emirates Stadium identified up to £7.595 million to be provided by the stadium owners for public transport measures to accommodate the increase in fans. These included improvements to Holloway Road Underground station; improvements to, and enhanced capacity of, Drayton Park station; and the Finsbury Park Central Area Project which included improvements to bus station facilities and the arrangements for people changing from one mode of transport to another.

As part of the agreement there was to be a travel plan developed in conjunction with Transport for London which would help provide for the efficient and safe management of crowds arriving at and leaving the stadium. The stadium travel plan published in July 2006 also identified additional measures outside the section 106 agreement such as capacity improvement to Finsbury Park, Arsenal, and Highbury & Islington stations.

Over a year since the new stadium opened its gates for the first time, the reality has proved very different. The Finsbury Park Central Area Project has been completed and "a £300,000 contribution from the section 106 agreement has been sought" by Islington Council.¹² However, the improvements to Holloway Road Underground station and Drayton Park overground station have not been taken forward. Both stations have restricted access on matchdays because they cannot accommodate safely the demand from fans leaving the stadium. This means that two of the five stations serving the Emirates Stadium are closed to fans leaving the grounds on matchdays. The Head of Transport Planning at Islington Council told us that although TfL plans improvements to Highbury & Islington and Finsbury Park stations these are not expected to increase capacity on matchdays.¹³

It is perhaps not surprising therefore that key stakeholders told us that they consider parts of the development at Emirates Stadium to be wasted opportunities.¹⁴ It also raises some important questions: why have some of the high

'two of the five stations serving the Emirates Stadium are closed to fans leaving the grounds on matchdays.'

11 Gunners cash in to top rich list and break £200 barrier , The Guardian, 24 September 2007.

12 Submission 136, London Borough of Islington, Appendix 1, p 3.

13 Submission 136, London Borough of Islington, p 2.

14 Submission 136, London Borough of Islington, p 2; and meeting with BTP, 16 July 2007.

profile proposed public transport improvements not been delivered; is it too late to deliver these improvements; and what lessons can be learned from this experience? We deal with each of these questions below.

Why have some of the proposed transport improvements around the Emirates Stadium not been delivered?

The answer to this appears at first sight to be a relatively simple one: not enough money is available. London Underground prepared a business case for the upgrade of Holloway Road station which indicated a cost of at least £60 million. As Islington Council noted in its evidence, “the sum of money needed to satisfy the section 106 agreement is ... far greater than indicated at the time the section 106 agreement was negotiated”.¹⁵

Similarly, work to keep Drayton Park station open on matchdays was eventually estimated at just under £8 million. First Capital Connect told us that this was “significantly greater than the £2 million available in the section 106 Agreement and would require funding from other sources”.¹⁶

Is it too late to deliver these improvements?

No, but the prospects do not appear to be good. The funding available under the agreement remains available until August 2011. The experience from Wembley Stadium shows that where the costs of transport infrastructure improvements are shared with the transport provider significant improvements can be made. However, this would require a good business case for further public investment.

London Underground said its business case showed that the benefit-cost ratio of the work at Holloway Road station was poor.¹⁷ Islington Council suggested that this business case methodology is skewed against justifying investment in new transport capacity for stadiums because the additional capacity is only needed on around 30 occasions per year. The Council makes the case that the methodology should be revised to reflect the importance of stadiums to the London economy and the additional costs to other parts of the public sector, such as policing, as a result of not carrying out the work.¹⁸

Other options may be deliverable with the money available. Islington Council told us it was working with Network Rail to examine further options for improving Drayton Park station and this was “progressing well”.¹⁹ Time will tell if this optimism is justified.

15 Submission 136, London Borough of Islington, Appendix 1, p 2.

16 Correspondence from Integration & Partnership Manager, First Capital Connect, 12 September 2007.

17 Submission 136, London Borough of Islington, Appendix 1, p 2.

18 Submission 136, London Borough of Islington, p 2.

19 Submission 136, London Borough of Islington, Appendix 1, p 3.

‘As Islington Council noted in its evidence, “the sum of money needed to satisfy the section 106 agreement is ... far greater than indicated at the time the section 106 agreement was negotiated”’

Certainly further help from Arsenal football club appears unlikely. The club told us it considers that any “improvements to assist after the immediate vicinity of the Stadium lie within the infrastructure of the transport network which we cannot improve”.²⁰ It is perhaps not surprising that the club’s priority appears to be player wages. Arsenal spent £83 million on player wages in 2005-06 with Chelsea being the only London club spending more.²¹

What lessons can be learned?

Clearly, a balance needs to be struck when negotiating section 106 agreements. The benefits that might be accrued from a developer’s financial contribution need to be assessed against the effect on the local economy of the development not being built should the developer decide to build elsewhere. We have not examined the negotiations surrounding the section 106 agreement for the Emirates stadium nor its enforceability. Nevertheless, from the information made available to us by Islington Council and others it does seem that there are lessons to be learned for the future.

In particular, it is essential that such agreements are negotiated on the basis of up-to-date, fully costed proposals and that the benefits and costs of local stadium developments are fully understood. Improvements to transport infrastructure should be considered at the earliest possible stage. Fully developed business cases would identify potential funding gaps which could form the basis of discussions with stadium developers and local authorities.

‘TfL was prepared to invest heavily at Wembley but not at Arsenal.’

It is also important that the criteria for investment decisions by public bodies are clearly understood. The stark contrast in the Wembley and Emirates stadium case studies is not the amount of money secured from the private developer for transport improvements but the amount provided by public bodies such as TfL and the LDA. TfL was prepared to invest heavily at Wembley but not at Arsenal. This does not appear to be simply a question of TfL’s business case methodology. Both developments involve about 30 to 40 events each year. **It would be helpful if in its response to this report TfL sets out the basis for its investment decisions in these cases.**

Similarly, there is a need for a greater understanding of the economic effect of new and rebuilt stadiums on the local and London-wide economies. Some have suggested that the Islington Council was “desperate to keep the club in the borough” during negotiations over the Emirates stadium because of the economic impact of the club moving away.²² Without a clear understanding of what this impact might be it is difficult to develop a coherent case for how the social costs of such developments should be shared. There has been some work in this area

20 Submission 30, Arsenal FC, p 1.

21 http://www.deloitte.com/dtt/cda/doc/content/UK_ARFF_2007_Highlights.pdf

22 How Arsenal 11bought a borough , Evening Standard, 3 July 2006.

‘the experience of people travelling to and from a venue is a crucial factor in the success of an event.’

in relation to specific stadiums. For example, research commissioned by the MCC estimated that the annual local economic impact of major matches at Lord’s was between £26.6 million and £30.2 million. The London-wide impact was estimated at between £25 and £29.5 million.²³

In its 2003 report *Away from Home*, the London Assembly’s Culture, Sport and Tourism Committee recommended that the London Development Agency conduct an examination of the economic effects of football in London. Islington Council reiterated this view in its response to this investigation suggesting that evidence of the economic benefits and costs of new stadiums would help decision-making about public investment in related transport infrastructure.²⁴

At least two London football clubs are intending to relocate and over the next few years the new Olympic venues will be constructed. The difficulties in delivering major transport infrastructure improvements around the Emirates Stadium must not be repeated. As TfL pointed out, the experience of people travelling to and from a venue is a crucial factor in the success of an event. TfL argues that for this reason, “London will only continue to compete [as an attractive and viable host city for major events] if investment in the transport infrastructure is maintained”.²⁵

The Mayor will have a direct role in negotiations relating to new major stadiums in London should he exercise the proposed powers on strategic planning decisions set out in the GLA Bill, 2006-07. This means there is an excellent opportunity to ensure that transport considerations and the balance between the economic and social effects of developments are taken into account. This will enable the costs and benefits of stadium developments to be fully understood and decisions to be taken which take into account the wider effects on London and Londoners.

The key lesson from the Emirates stadium is that robust business cases and costings must in the future accompany negotiations over section 106 agreements. These calculations should take into account transport considerations and the wider economic and social costs and benefits of developments.

Developers should recognise the pressures their schemes will impose on the vicinity of new stadiums and be prepared to contribute as much money to infrastructure improvements as the financial viability of the scheme allows. In return public bodies should take into account the wider economic benefits that these developments will bring to their areas and should invest in transport infrastructure accordingly.

23 Press Release, MCC, 5 September 2007.

24 Submission 136, London Borough of Islington, p 2.

25 Submission 59, TfL, p 6.

Recommendation 1:

The Mayor should exercise his new planning powers when new or expanded stadiums are being proposed to ensure that transport considerations are fully taken into account.

Recommendation 2:

By April 2008, the London Development Agency should commission a study on the economic costs and benefits of sports stadiums in London with a view to informing such consideration of future planned developments.

Recommendation 3:

TfL should ensure that planned improvements at Highbury & Islington and Finsbury Park stations increase capacity on matchdays.

Implementing these recommendations at the planning stage for new stadiums would enable fully costed plans for transport infrastructure to be put in place from the start. There are opportunities to engage the owners in making a significant financial contribution through section 106 agreements (provided they are effectively enforced), and there are occasions for co-operation and discussion amongst all the stakeholders to make sure that the transport needs of those visiting and living nearby the stadium will be effectively met.

However, more difficult and complex questions arise when considering how to improve transport to and from existing stadiums.

Existing stadiums

Some of the greatest congestion around stadiums after sporting events occurs at grounds which were built many years ago and where the transport infrastructure to support them is inadequate for the volume of fans now relying on public transport. We received a large response from fans who regularly attend such grounds. In some cases, these responses included proposals for improving the public transport system around the stadiums and, in the cases of White Hart Lane and Upton Park stadiums, we put these suggestions to the relevant transport providers. The response we received to these ideas to develop transport infrastructure highlights some of the key barriers to improving the journey to and from stadiums in London.

White Hart Lane Stadium

Tottenham Hotspur's ground White Hart Lane was built in 1899 and has a capacity of around 36,000. It is poorly served by rail and Underground services compared with other stadiums in London. The nearest Underground station, Seven Sisters, is over one and a half miles away. There are rail links to overground stations but services are not sufficiently frequent to enable a fast and efficient journey away from the ground.

'Some of the greatest congestion around stadiums after sporting events occurs at grounds which were built many years ago'

We received a large number of responses from Tottenham fans complaining about the public transport infrastructure serving their ground. One described the transport links to the ground as “the worst of any club in London”.²⁶ Another said the ground “desperately needed an Underground station”.²⁷

Many fans, Haringey Council and Tottenham Hotspur Supporters’ Trust (THST) raised with us the possibility of extending the Victoria Line to Northumberland Park Underground depot as a key way to ease congestion on matchdays. London Underground told us that it had examined the feasibility of extending the Victoria line to Northumberland Park. Studies had highlighted a number of issues some of which are described by London Underground as follows:

- The extension would limit the provision of additional overland rail track space, which, in turn, would compromise the wider Upper Lee Valley and London-Stansted growth corridor regeneration proposals.
- The only viable location for a potential Victoria line station at Northumberland Park is to the east of the WAGN tracks. This leads to one of two problems, either:
 - Large crowds of people on matchdays at Tottenham would have to use the level crossing or existing narrow footbridge, which could cause a safety issue, or
 - A new footbridge would have to be constructed at considerable expense.

London Underground concluded that it was unviable to extend the line. The overall business case was poor and could not be justified when compared with other initiatives London Underground has in its investment portfolio.²⁸ **The Committee requests that London Underground provide details of the full business case on extending the line to Northumberland Park including the total cost of the proposed footbridge.**

Tottenham Hotspur informed the Committee that it is keen to stay at White Hart Lane and is conducting a review of transport arrangements to the ground.²⁹ It is hoped this will address at least some of the fans’ concerns about matchday transport and we urge TfL and One Rail to work with the club in its review.

26 Submission 69, fan.

27 Submission 65, fan.

28 Letter from Chief Operating Officer, London Underground, 14 September 2007, p 5.

29 Submission 83, Tottenham Hotspur FC, p 2.

Upton Park Stadium

Similar issues are faced at Upton Park the stadium of West Ham United since 1904. Unlike White Hart Lane, there is an Underground station close to the ground but capacity at the station does not enable fans to leave the area quickly. Reliable data on the number of people entering Upton Park station after a match is not available but anecdotal evidence suggests that queues of 300 to 400 yards at the station are not uncommon and those at the end of the queue can wait for well over an hour to enter the station. These problems have significantly increased since the capacity at the ground was increased to 36,000. West Ham United told us that it believes improvement to this station is the “single most important factor in improving travel arrangements” for fans visiting its stadium.³⁰



Photo: queues at Upton Park on match day

London Underground told us that it has been in discussion with Newham Council and West Ham United about matchday congestion since 2000. Several potential solutions were evaluated and one of these was costed at £1.3 million in December 2003. The plans were not developed further at this stage as London Underground did not have the funds and external funding from Newham Council or the club was not available.³¹

West Ham United was granted planning permission to alter its East Stand in 2005 and included in the consent was a section 106 contribution to “fund incremental improvements up to a maximum of £950,000”.³² London Underground told us it had agreed to pursue the proposals further when the funding becomes available.³³ This now seems unlikely as the club has said it is pursuing an alternative option of relocating from its Upton Park stadium.³⁴

We recognise that there are significant calls on the money available for investment in transport infrastructure. Even if the revised business case methodology we propose in the previous section were to be applied the proposed changes at Upton Park and White Hart Lane might not be viable or the available funding would be insufficient. West Ham United’s change of plan to relocate instead of developing its existing ground also highlights the risk to the public sector of investing heavily in transport infrastructure to serve one development.

30 Submission 37, West Ham United FC.

31 Letter from Chief Operating Officer, London Underground, 14 September 2007, p 6.

32 Letter from Chief Operating Officer, London Underground, 14 September 2007, p 6.

33 Letter from Chief Operating Officer, London Underground, 14 September 2007, p 6.

34 <http://www.kumb.com/story.php?id=122723>

3 Easing congestion for fans and local residents

So where does this leave the fans whose journeys home are delayed and congested and the local residents whose lives are blighted by large numbers of people still in the area hours after a match has ended? The evidence we have received has led us to conclude that there are institutional barriers to improving transport infrastructure serving stadiums and to identifying other potentially effective solutions to the problems we have identified.

The final section of this report seeks to start a debate about where responsibility for fans' journeys should lie. Resolution of this issue is important for overcoming some of the barriers to transport investment we have identified. But this is not just about new stations and extending lines. In this section we examine existing good practice from home and abroad which can ease congestion and speed up fans' journeys without major investment. If applied across London in the ways we recommend these could vastly improve the travelling experience of fans and therefore local residents.

Obviously, some congestion at the end of a sporting event attended by large numbers of people cannot be completely avoided. As Transport for London put it "where thousands of fans – the equivalent of a small town – are leaving a stadium at the same time, it is inevitable that there will be some waiting time at stations".³⁵ Figures provided to the Committee by London Underground suggest that most Underground stations near stadiums continue to accommodate higher than average passenger numbers over an hour after a match has finished.³⁶

'Haringey Council told us "for residents it is like being under siege when Spurs play at home"'

We received evidence from a number of residents' groups and others about the effect of this influx of people on their lives particularly when fans drive to games. Haringey Council told us "for residents it is like being under siege when Spurs play at home".³⁷ Cars block residential streets and the roads around major stadiums are often gridlocked for long periods after the end of games. Large numbers of fans similarly expressed their frustration about traffic congestion after a game.

Based on the evidence we received highlighting good practice in London and elsewhere, we believe there are some measures which, if adopted, could ease congestion on the roads and on public transport before and after stadium events. These are often relatively low cost options compared with the costs of upgrading lines and stations and can encourage fans to use more sustainable forms of transport than their cars. These include the provision of detailed information for fans, measures to discourage car use such as controlled parking zones, and integrated ticketing.

35 Submission 59, TfL, p 5.

36 Information provided by TfL, 14 August 2007.

37 Submission 27, London Borough of Haringey.

Travel information and travel planning

Detailed travel information setting out the various public transport options available can play a major part in encouraging fans to use the quickest routes away from stadiums at the end of a game. It can also encourage modal shift by discouraging car use.

We received evidence from fans who said they were given very little information about the options available some of which may not be signposted or widely known. For example, East Ham and Plaistow Underground stations are both only slightly over one mile from West Ham United's Upton Park stadium. Fans who walk to these stations can be on a train within half an hour of the end of the match compared with an often far longer queue at Upton Park station. Similarly, one Tottenham fan said that there were perfectly good transport links to the ground and "if more effort was made to educate people to the different routes that can be taken to and from the ground then things would be easier".³⁸

'one Tottenham fan said that "if more effort was made to educate people to the different routes that can be taken to and from the ground then things would be easier"'

The provision of clear signage to and from all stations near stadiums is a relatively low cost way to tell fans of the alternative routes available to get to and from matches. The MCC informed us that as a means of reducing the pressure on St John's Wood, the main Underground station used by fans to get to Lord's Cricket Ground, it is seeking to introduce a signage scheme to and from the less used stations that serve the ground such as Marylebone, Baker Street and Warwick Avenue stations.³⁹ However, good signage is only one source of the information that can be made available to people travelling to stadiums which might influence their transport decisions.

TfL offers a service to support stadiums in developing bespoke travel plans to encourage visitors to use a range of methods of transport.⁴⁰ Where this has been used there have been very encouraging results in terms of discouraging car use and ensuring fans use the most efficient public transport routes when they travel home. For example, although we were disappointed by the progress with transport infrastructure improvements at the Emirates Stadium, the work at the stadium on information provision and travel planning provides an excellent example of what can be achieved when clubs work with transport providers and the local borough.

As part of its section 106 agreement, Arsenal was obliged to ensure less than 20 per cent of fans travel to the stadium by car.⁴¹ Information provided by the club through its website, in matchday programmes and in signage around the ground

38 Submission 67, fan.

39 Submission 62, MCC.

40 Submission 59, TfL, p 2.

41 This target would decrease to 12% if Holloway Road Underground station were to be open on matchdays.



has helped to ensure this target has been met.⁴² A parking restriction zone around the stadium, paid for by the club, has also helped to discourage car use. Similarly, the National Stadium at Wembley is promoted as a public transport destination and only limited car parking is available. The RFU funds a matchday controlled parking zone on the streets around Twickenham stadium and Hounslow Council and the RFU are conducting a survey of residents to consider the possibility of extending the zone.

The Emirates stadium and the National Stadium at Wembley have worked with TfL to provide integrated journey planners on their websites. These enable fans to explore different options for travelling to the ground from their home addresses. Both stadiums also disseminate detailed information through match programmes and with tickets.

Both these stadiums have adopted a 'scattergun approach' to providing information. Supporters Direct highlighted this approach as necessary to reach as many supporters as possible.⁴³ However very few stadium owners or transport providers are using the wealth of fan media out there such as matchday programmes, fanzines, online message boards or fan sites to contact fans about travel arrangements unless there is an obligation to do so as part of a planning application. In fact, many stadiums in London fail to direct fans to information provided by TfL which would help fans plan their journey by public transport and may discourage them from driving to matches.

'many stadiums in London fail to direct fans to information provided by TfL which would help fans plan their journey by public transport and may discourage them from driving to matches'

42 According to preliminary research available on Islington Council's website: http://www.islington.gov.uk/Leisure/arsenal_new/LiaisonCommittee/liaison_committee_two.asp

43 Rapporteur meeting with Supporters Direct, 28 August 2007.

We examined the travel information made available by 17 London stadiums on their websites.⁴⁴ Less than half contained a link to TfL's online Journey Planner which enables people travelling around London to explore different options for travelling between two places. One third of the stadium websites emphasised directions for car drivers in their travel sections even though all are served by public transport.

The information being provided by Wembley and Emirates stadiums goes some way to develop an approach advocated by Supporters Direct whereby fans are treated as individuals and not simply as part of a law and order problem which needs to be managed.⁴⁵ Successful travel plans need to involve fans from the beginning. Supporters Direct told us that transport strategies need to be based on real fan experiences and to be successful need to achieve fan buy-in and provide them with a sense of ownership and involvement.⁴⁶ **We saw little evidence that fans were being consulted or involved in transport planning by stadium owners and transport providers.**

One of the aims of TfL's travel planning work is to encourage sustainable forms of transport such as walking and cycling. Again, unless liaison with TfL was required as part of a planning application we found that stadiums did little to promote these forms of transport.

‘Successful travel plans need to involve fans from the beginning’

Promoting walking and cycling

Encouraging fans to walk and cycle to London's stadiums could reduce pressure on public transport and local roads and promote healthier lifestyles amongst supporters. As Supporters Direct notes "football's power to reach people who traditional methods have failed is well-known".⁴⁷ Sustrans, a sustainable transport charity, believes that while it is important to increase the use of public transport by fans any increased "levels of walking and cycling, often as part of a multi-modal journey, will offer a number of important benefits".⁴⁸ It went on to argue that "identifying public transport hubs within a two mile radius of the venue and constructing clear and prioritised routes to these hubs, will help to clear congestion in the stadium vicinity."⁴⁹

Evidence from outside London has shown that such initiatives can work. There was a successful programme to encourage supporters to walk and cycle during the 2006 Football World Cup in Germany. This campaign included safe and easy-to-use cycle facilities, well signed routes, secure cycle parking, a map showing the routes to the grounds and a marketing campaign using billboards, posters, a website and other media. Closer to home, Southampton FC provide storage for 420 cycle places

44 See Appendix 1 showing a map of the London stadiums that were examined.

45 Rapporteur Meeting with Supporters Direct, 28 August 2007.

46 Submission 26, Supporters Direct, p 2.

47 Submission 26, Supporters Direct, p 6.

48 Submission 32, Sustrans, p 1.

49 Submission 32, Sustrans, p 1.



Photo: Forza-AZ, the Netherlands

‘Of the 17 stadiums we looked at as part of this study, only the websites of the Emirates Stadium and the National Stadium at Wembley mentioned walking and cycling as travel options’

and this facility is regularly used. Exeter City has organised special events with incentives for fans to cycle to the game.

Of the 17 stadiums we looked at as part of this study, only the websites of the Emirates Stadium and the National Stadium at Wembley mentioned walking and cycling as travel options. Even where measures to promote cycling to London stadiums have been introduced the evidence we received suggested a low level of commitment. For example, the Emirates stadium was required to provide 60 cycle spaces, representing 0.1 per cent of the stadium’s capacity. However, Sustrans told us that this has not worked effectively because it has had limited promotion by Arsenal and fans find it difficult to access facilities because stewards are not available to lock and unlock cycle storage areas.⁵⁰

Successful travel plans, which promote public transport and cycling and walking, will only work if clubs are involved and supportive. Clubs have a large amount of information about their fans from season tickets sales and membership schemes. Supplemented by survey evidence, as at Arsenal and Exeter City, clubs can develop a rich evidence base about where fans travel from and how they travel to the game. This information would enable TfL’s Travel Demand Management team to develop individualised travel plans for fans. It can also be used to encourage initiatives such as car sharing.

Unfortunately, the evidence we received from clubs as part of this investigation suggests the clubs are unlikely to contribute to innovative schemes to encourage public transport, and other forms of sustainable transport, without some form of compulsion. Apart from the opportunities afforded through the planning system, one potential way in which clubs can be made to engage with these issues is through the borough safety certificate. The local authority for the area in which the relevant sports ground is situated issues safety certificates. Stadiums cannot operate without one.

Recommendation 4:

Stadiums owners should make a clear commitment in their response to this report to developing and delivering ambitious travel plans, including devoting some of their own resources to some of the measures required.

Recommendation 5:

TfL should write to each stadium in London promoting its travel planning service and offering to provide the integrated journey planner used on the Wembley and Emirates websites. TfL should report back to the Committee by May 2008 setting out what responses they received and naming those clubs unwilling to co-operate.

Recommendation 6:

London boroughs should explore the potential for making it a condition of issuing a borough safety certificate for stadiums that stadium owners prepare a travel plan in association with TfL. We ask London Councils to report back to us on this by the end of May 2008 including if necessary details of legislative changes required.

Park and Ride, coaches and shuttle bus services

Park and ride, coaches and shuttle bus services can also reduce congestion on the roads and public transport in the immediate vicinity of stadiums by dispersing fans quickly and encouraging fans to take alternative routes home. A large number of fans, fan organisations and residents indicated they would welcome such schemes. On a visit to Twickenham Stadium we were impressed by a subsidised shuttle bus scheme which moved fans quickly from the stadium to nearby Richmond and Hounslow East stations both about two miles away. The Rugby Football Union has run the scheme at its own expense for the last ten years and advertises it on matchdays to fans via programmes and on signs in the stadium.

A successful park and ride scheme is operated during the Wimbledon Tennis Championships using buses provided by London General.⁵¹ Other stadium owners believe a park and ride scheme would be unsuccessful because of existing high levels of traffic congestion around the stadium. We would urge stadium owners not to rule out park and ride schemes without taking into account the reduced traffic congestion that may occur because of a reduction in supporters driving and parking in the immediate area of the stadium.

Supporter coach schemes subsidised by stadium owners have also been shown to work to reduce the number of fans driving to matches. For the last two years Charlton Athletic has successfully subsidised a popular fan coach scheme, the Valley Express, for home matches. It runs coaches for every home league match to and from pickup points outside of London and carries between 10 to 15 per cent of supporters going to the ground.⁵²

These examples show that stadium-provided schemes, encouraging the quick dispersal of fans away from the local area, can work effectively to improve the experiences of fans and residents on matchdays. However, the small number of stadiums operating these schemes at their own expense illustrates the attitude held by many stadium owners about their responsibility for supporters once they leave the stadium gates. This will be explored further in the final section of this report.

‘stadium-provided schemes, encouraging the quick dispersal of fans away from the local area, can work effectively to improve the experiences of fans and residents on matchdays’

51 Submission 51, All England Lawn Tennis & Croquet Club, p 1.

52 Submission 28, Charlton Athletic, p 1.

Integrated ticketing

Congestion on the public transport system is often exacerbated by fans from outside London who can be caught in long queues for tickets at large stations. For example, fans arriving in London for the under-21s England v Italy test event at the new Wembley Stadium faced lengthy delays buying tickets.⁵³ The Olympics Travel Plan proposes combined event and travel ticketing where “the cost of travel within Greater London on the day of the event will be included in the price of venue tickets.”⁵⁴ This is intended to avoid ticket queues and to achieve high levels of public transport travel by spectators.

Integrated ticketing has been introduced successfully elsewhere. Fans buying tickets for matches at the German football club FC Schalke can use their ticket to travel by public transport on the day of the match. Similar schemes operated during the 2006 World Cup in Germany. Both have been successful in encouraging fans to use public transport and in reducing queues at transport hubs.⁵⁵

There is potential to use TfL’s Oyster card technology to introduce electronic integrated tickets which would enable access to the transport system and the stadium. For example, the smartcard system being introduced at the new Emirates Stadium is compatible with the Oyster card system. Arsenal is also exploring the potential for using its smart card technology in retail outlets within the ground.⁵⁶ It is therefore conceivable that fans could use one smart card to travel to and from the ground, get into the stadium and to buy food and drink at half time. Similarly, Fulham told us that it was investigating the possibility of integrating the smart card technology used for season ticket holders and members with Oyster Card technology.⁵⁷

‘fans could use one smart card to travel to and from the ground, get into the stadium and to buy food and drink at half time’

We received some evidence indicating there are barriers to introducing integrated ticketing. The Rugby Football Union told us it had raised the possibility of introducing integrated ticketing on matchdays with South West Trains but the train operating company told us it came “to the conclusion that there is not a positive business case for this to be developed currently.”⁵⁸ It said it might revisit the possibility after Oyster cards are introduced on its network over the next two to three years. We urge Rugby Football Union and South West Trains to continue to explore this plan further.

Yet despite the fact that the technology is available and there is interest from the clubs there does not appear to be any immediate prospect of

53 Football talk , Evening Standard, 29 March 2007

54 Draft Olympic Travel Plan, October 2006, Chapter 6, paragraph 6.238.

55 Submission 26, Supporters Direct, pp 4-5.

56 Rapporteur meeting with Supporters Direct, 28 August 2007.

57 Submission 125, Fulham FC, p 1.

58 Correspondence from Commercial Timetable Manager, South West Trains, 7 September 2007.

‘it was clear that while there was support in principle for integrated ticketing it was less clear from which part of the organisation such an initiative would be led.’

integrated ticketing at London’s sporting venues. We see no reason to wait for the 2012 Olympics. The technology is available, or can be made available, and TfL and event organisers have already demonstrated that they can work together to make Oyster cards available to visitors from outside London before they arrive in the city. For example, TfL offered branded Oyster cards to visitors to the upcoming Tutankhamun exhibition at the O2.⁵⁹ Similarly, TfL and Barclaycard have launched a combined Oyster with credit card and cashless payment facilities.⁶⁰

From our discussions with TfL, it was clear that while there was support in principle for integrated ticketing it was less clear from which part of the organisation such an initiative would be led. Evidence from representatives of Islington Council and Twickenham Stadium also noted that sometimes communications with TfL on stadium travel lacked co-ordination. Islington Council said “although we have always found colleagues in TfL positive and proactive in tackling issues, no single individual has overall responsibility for planning for public transport access to ... any football stadium”.⁶¹ Given the intransigence of some clubs and stadium owners there is a case for TfL to develop its existing events management team to take on a wider role in relation to stadium travel.

Recommendation 7:

TfL should work with London premier ship clubs to develop electronic integrated ticketing systems with a view to introducing a pilot scheme for the start of the 2008/09 season. Experience from this pilot should be used to inform preparations for the ticketing at the 2012 Olympics.

Recommendation 8:

TfL should establish a specialist team to act as a single point of contact on stadium travel issues by May 2008. We believe that such a team should have responsibility for taking forward the recommendations in this report, including integrated ticketing projects and helping borough to explore the potential for travel plans being linked with the borough safety certificates. It should also ensure that future TfL initiatives such as Legible London⁶² and bike hire schemes become an integrated part of stadium travel plans.

59 First ever branded Oyster Card set to transport visitors to ancient Egypt , TfL press release, 28 August 2007.

60 3-in-1 Card brings Oyster convenience to Barclaycard Customers , TfL press release, 10 September 2007.

61 Submission 136, London Borough of Islington, p 11.

62 The Legible London project aims to make walking in and around the capital easier through the provision of street signs, maps and digital journey planning technology (<http://www.legiblelondon.info/>)

Avoiding clashes between fixtures and engineering works

Clubs, fans, local residents, transport providers, the boroughs and the police all influence, and are affected by, stadium travel arrangements. It is obviously imperative that, as such, there are clear lines of communication between the various parties. Unfortunately this is not always the case as is illustrated by the frequent clashes between sporting fixtures and engineering works.

A wide range of interested parties wrote to us about the effect of such clashes. Fans described lengthy delays, missing kick-offs or missing connections home after mid-week evening games. The British Transport Police, TfL and the train operating companies were unhappy about the financial implications of such delays and having to change planned engineering works.

An unrealistic expectation exists in some quarters, revealed in some fan and stadium owner responses, about the priority that should be given to fixtures when they clash with engineering work timetables. Many believed that engineering works should be tailored around fixture lists. In the light of the evidence provided by TfL and the train operating companies the Committee believes that the reverse is more appropriate.

‘Flexibility to move engineering works is becoming increasingly difficult because of the scale of the upgrade programme planned for the next few years’

London Underground writes to all London football clubs each year detailing its engineering closure timetable for the forthcoming twelve months. Flexibility to move engineering works is becoming increasingly difficult because of the scale of the upgrade programme planned for the next few years. Although London Underground is able to protect major events such as the London Marathon and Wimbledon Finals, protecting football fans from the effects of these works is more difficult. This is because of the number of games and the potential for late changes. London Underground believes it has minimised clashes this season as a result of work it has organised through seminars and meetings to ensure all relevant parties are aware of the planned engineering programme.⁶³

Such careful planning can easily unravel however as the football season progresses. The fixture list published at the beginning of the season is developed by taking into account a complex set of factors. A computer programme generates a draft fixture list based on international and European matches, and police advice about clashes to be avoided. This draft fixture list is then considered by a fixtures working party made up of representatives from clubs and supporters groups. The final stage involves further consultation with the police and the British Transport Police. The dates agreed at the end of this process remain liable to change.

There is particular concern about the date of football fixtures changing at short notice because of the demands of the television companies. Once the fixture list is published, the games to be televised are agreed until the end of November. After

this, broadcasters need to give only four weeks' notice of their intention to change fixtures. No provision is made for transport providers to be directly consulted prior to such changes and neither are engineering work timetables automatically taken into account.

The effect of the demands of television companies on the date of fixtures is exacerbated by clubs involvement in European competitions. For example, the combination of televised games and its UEFA cup run meant that Tottenham Hotspur played 11 of its 38 Premiership games on a Sunday in the 2006-07 season. Eight of these games were played in London. Most of these games were listed as due to take place on Saturday afternoon when the fixture list was published at the beginning of the season. Sunday is a common day for engineering works on the London Underground and many of the Tottenham fans who wrote to us said their journeys were regularly disrupted last season. It is not clear that the existing mechanisms for liaison between clubs and transport providers take such factors into account.

Recommendation 9:

We recommend that the Football League ensures that the fixtures working party takes into account planned engineering works on the London Underground and the rail network when arranging 2008-09 fixtures. The British Transport Police should make sure that these works are considered when they are consulted towards the end of the process.

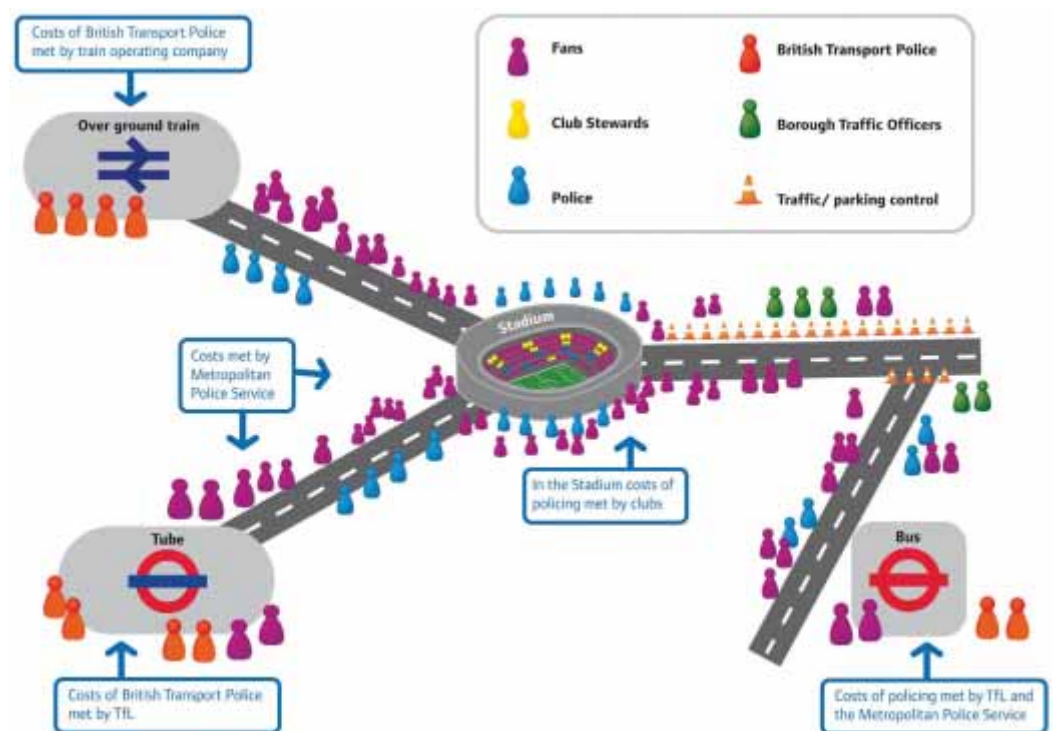
Recommendation 10:

We recommend that TfL should write to all football clubs in London once the fixture list has been published to ask for likely changes to the dates of games and immediate notification once changes are agreed. TfL should report to the Committee at the end of the 2008-09 season on the response it receives from clubs naming those which failed to provide timely and appropriate information.



4 Who should be responsible for the fans' journeys?

Responsibility for transporting and managing the crowds to, from and at London's sports stadiums on matchdays, and meeting the associated costs involves a large number of public bodies and private organisations: the stadium owners, the Metropolitan Police, the British Transport Police, Transport for London, train operating companies, and London boroughs. Who meets these costs depends in some cases on where the fan is on his or her journey home. For example, the club meets the cost of policing inside a stadium; the taxpayer meets the cost of policing on the streets outside. This complex situation is summarised in the diagram below.



In some cases, the costs associated with these responsibilities are not insignificant. Examples of costs incurred by the British Transport Police on matchdays are:

- £145,819 for the FA Community Shield at Wembley Stadium on 5 August 2007
- £9,615 for policing a Fulham v Liverpool fixture at Craven Cottage in May 2007
- £32,322 for Arsenal v Chelsea fixture at Emirates Stadium on 6 May 2007, requiring 103 police officers including dog handlers, intelligence officers and officers stationed at key transport hubs such as Kings Cross.⁶⁴

The BTP's costs for policing football are paid out of its annual budget. This budget is funded by the train operating companies, Network Rail and London Underground.

We also asked TfL for the net costs, taking into account increases in fare revenue, of providing additional services on the London Underground on matchdays. The information they provided is in the table below.⁶⁵

	London Underground	BTP	Total
Emirates	£5,200	£7,765	£12,965
Wembley	£7,790	£13,173	£20,963
Metropolitan line Wembley Stations	£7,626		£7,626
Fulham Broadway	£1,524	£7,765	£9,289
O2	£1,270	£969	£2,239

Similarly, South West Trains told us that for England matches at Twickenham around 35,000 to 40,000 people pass through Twickenham station.⁶⁶ It provides between six and eight additional services between Waterloo and Twickenham before and after the match. The company notes that “the costs of operating these additional resources, plus the additional staff costs are not inconsiderable and the revenue accrued from these events does not always cover these additional costs.”⁶⁷

Stadium owners and event organisers do not generally contribute to these additional costs nor to the costs of managing crowds outside stadiums. Generally it has been a long-established principle that the responsibility of the stadium owners for the safety and welfare of crowds of people visiting sports stadiums stops at the gates. The police provide additional officers and support within stadiums, and outside the stadium they provide officers to manage and direct the crowds.

‘the classic belief that “the event is over once the crowd has left the venue needs to be dispelled”’

Many of those who contributed to this review urged us to open up this question for debate. The British Transport Police said, the classic belief that “the event is over once the crowd has left the venue needs to be dispelled.”⁶⁸ Hammersmith and Fulham Council put the point more directly, arguing that, “the main responsibility for the safety and journey of everyone attending an event should be with the organisation putting on the event, especially in the case of football stadiums where significant money is made and the safety of spectators seems to be ignored as soon as they exit the stadium.”⁶⁹

Similarly the Metropolitan Police said that officers were frequently deployed to manage the queues at various sporting venues and their surrounding transport hubs and that “this should be the responsibility of the provider of the service”.⁷⁰ TfL considers that it, the Metropolitan Police and the British Transport Police have

65 Letter from Chief Operating Officer, London Underground, 14 September 2007, pp 2-3.
66 Correspondence from Commercial Timetable Manager, South West Trains, 8 August 2007.
67 Submission 133, South West Trains, p 2.
68 Submission 53, BTP, p 7.
69 Submission 134, London Borough of Hammersmith and Fulham, p 2.
70 Submission 58, Metropolitan Police Service, p 2.

been successful in ensuring the large crowds near the Emirates stadium are dispersed as quickly as possible but that this is only achieved by allocating “extraordinary resources to manage the crowds on matchdays”.⁷¹ TfL goes on to argue that stadium owners should be responsible for what goes on outside the ground.

Perhaps unsurprisingly, stadium owners do not share this view.⁷² Chelsea wrote to us saying that whilst it encourages fans to use public transport and works with other stakeholders to facilitate fan arrival and dispersal “fans are responsible for their own transport”.⁷³ This approach is evident in the lack of stadium owners who have approached Transport for London in response to offers of support in developing travel plans, other than when they are obliged to do so because they are seeking planning permission.

The complacency and disengagement of some stadiums in the welfare of their visitors is becoming increasingly untenable in the face of public pressure and expectations that stadiums will take some responsibility for the impact of their operations on local communities and visitors to the stadiums. This is particularly the case with the Premiership football clubs. Failing to engage with relatively low cost measures that could alleviate the effect of their events on the local community is even harder to justify when those affected hear, for example, that Chelsea’s annual wage bill is £114 million.⁷⁴

Supporters Direct argued that rather than attempting to recover policing costs from clubs policing of citizens is a general responsibility of the police and as such, should not be covered by levies on private institutions over and above the precept paid by all businesses and individuals via taxation. Furthermore, many clubs in London could not afford to make significant contributions to crowd management outside their grounds.

Nevertheless, we believe that there should be a debate about whether stadium owners should take responsibility for the safety and welfare of their visitors and local communities outside grounds. This should be informed by the findings of the LDA’s examination into the economic contribution of London’s sports stadiums which we recommend above. More evidence of positive engagement by London’s sports clubs in travel planning and integrated ticketing might also help to reduce the pressure for change to the status quo.

‘The complacency and disengagement of some stadiums in the welfare of their visitors is becoming increasingly untenable’

71 Submission 59, TfL, p 3.

72 Arsenal provides some stewards outside the ground as part of the section 106 agreement.

73 Submission 130, Chelsea Football Club PLC.

74 http://www.deloitte.com/dtt/cda/doc/content/UK_ARFF_2007_Highlights.pdf

Recommendation 11:

We recommend that the Mayor, as the person with responsibility for the Metropolitan Police and Transport for London, should examine the question of whether stadium owners should take more responsibility for the costs incurred by public bodies.

Conclusion

‘The vision of the future which we set out at the beginning of this report probably seems a million miles away from the experience of most sports fans in London. Yet it could be realised if this report’s recommendations are implemented’

There will obviously be an increase in congestion when large numbers of people are seeking to travel to and from the same location. Yet complacency is endemic when it comes to looking after sports fans. They have often been seen as a security problem rather than customers who should be able to expect a decent service. Many fans who wrote to us said that whenever they had tried to raise issues with clubs or transport providers they frequently did not receive a response. Residents in surrounding areas feel similarly ignored, often not informed when events which will affect them are to take place.

The vision of the future which we set out at the beginning of this report probably seems a million miles away from the experience of most sports fans in London. Yet it could be realised if this report’s recommendations are implemented. Clubs, transport providers and other public bodies can ensure that the complacency and institutional barriers which have prevented progress before now become things of the past.

This report shows that more can and should be done to improve the travel arrangements for sports fans in London. We believe that implementing its recommendations will ensure that London remains a world-class location for sporting events. The national stadiums for football and rugby are in London regularly hosting fans from all over the world at top quality sporting events. And of course we are only five years away from hosting the biggest sporting event of them all. We need to make sure that visitors to these events remember the sport and not their journeys home.

Appendices

1 List of recommendations

Recommendation 1:

The Mayor should exercise his new planning powers when new or expanded stadiums are being proposed to ensure that transport considerations are fully taken into account.

Recommendation 2:

By April 2008, the London Development Agency should commission a study on the economic costs and benefits of sports stadiums in London with a view to informing such consideration of future planned developments.

Recommendation 3:

TfL should ensure that planned improvements at Highbury & Islington and Finsbury Park stations increase capacity on matchdays.

Recommendation 4:

Stadiums owners should make a clear commitment in their response to this report to developing and delivering ambitious travel plans, including devoting some of their own resources to some of the measures required.

Recommendation 5:

TfL should write to each stadium in London promoting its travel planning service and offering to provide the integrated journey planner used on the Wembley and Emirates websites. TfL should report back to the Committee by May 2008 setting out what responses they received and naming those clubs unwilling to co-operate.

Recommendation 6:

London boroughs should explore the potential for making it a condition of issuing a borough safety certificate for stadiums that stadium owners prepare a travel plan in association with TfL. We ask London Councils to report back to us on this by the end of May 2008 including if necessary details of legislative changes required.

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Recommendation 8:

TfL should establish a specialist team to act as a single point of contact on stadium travel issues by May 2008. We believe that such a team should have responsibility for taking forward the recommendations in this report, including integrated ticketing projects and helping borough to explore the potential for travel plans being linked with the borough safety certificates. It should also ensure that future TfL initiatives such as Legible London and bike hire schemes become an integrated part of stadium travel plans.

Recommendation 9:

We recommend that the Football League ensures that the fixtures working party takes into account planned engineering works on the London Underground and the rail network when arranging 2008-09 fixtures. The British Transport Police should make sure that these works are considered when they are consulted towards the end of the process.

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We recommend that TfL should write to all football clubs in London once the fixture list has been published to ask for likely changes to the dates of games and immediate notification once changes are agreed. TfL should report to the Committee at the end of the 2008-09 season on the response it receives from clubs naming those which failed to provide timely and appropriate information.

Recommendation 11:

We recommend that the Mayor, as the person with responsibility for the Metropolitan Police and Transport for London, should examine the question of whether stadium owners should take more responsibility for the costs incurred by public bodies.

3 List of written responses

Information was gathered in a number of ways:

- obtaining written views and information from key stakeholders and members of the public;
- placing an advertisement in local media requesting the views of local residents and fans;
- contacting London football clubs to place article on their webpages asking fans to send us their views; and
- including an item on the Assembly home page to encourage people to send us their views.

A number of organisations provided their views:

Submission 06	Future Events News Service	Submission 52	Tottenham Hotspur Supporters' Trust
Submission 17	First Great Western	Submission 53	British Transport Police
Submission 20	Park Court Residents Association	Submission 54	British Transport Police Authority
Submission 23	Ferry Lane Action Group	Submission 55	First Capital Connect
Submission 26	Supporters Direct	Submission 56	London Borough of Lambeth
Submission 27	London Borough of Haringey	Submission 57	Southern Railway
Submission 28	Charlton Athletic	Submission 58	Metropolitan Police Service
Submission 29	Arsenal FC	Submission 59	Transport for London
Submission 30	Arsenal FC	Submission 60	Joint response from Royal National Institute of Blind People & National Association of Disabled Supporters
Submission 31	London Borough of Haringey	Submission 62	Marylebone Cricket Club
Submission 32	Sustrans	Submission 82	London Borough of Croydon
Submission 35	Charlton Supporters Club	Submission 83	Tottenham Hotspur FC
Submission 37	West Ham United FC	Submission 125	Fulham FC
Submission 40	London Lines	Submission 126	London Borough of Greenwich
Submission 45	Rugby Football Union, Twickenham Stadium	Submission 130	Chelsea FC
Submission 46	London Borough Brent	Submission 131	The Football Association
Submission 48	Cann Hall Area Residents Association	Submission 133	South West Trains
Submission 49	Joint response by the London Strategic Health Authority and London Regional Public Health Group	Submission 134	London Borough of Hammersmith & Fulham
Submission 50	Wembley Stadium	Submission 136	London Borough of Islington
Submission 51	All England Lawn and Tennis and Croquet Club		

We received 88 written responses from fans and 7 from individual residents. Copies of all responses received are available on request.

4 Meetings and site visits

Meetings

We met a number of organisations responsible for the travel arrangements of fans to and from London's stadiums:

- **British Transport Police, 16 July 2007**
Ian Johnston, Chief Constable
Alan Pacey, Assistant Chief Constable Operations
- **Rugby Football Union, Twickenham Stadium, 11 August 2007**
Richard Knight, Stadium Director, Twickenham Stadium
- **London Underground, 16 August 2007**
Mike Brown, Chief Operating Officer
Penny Hazel, General Manager of the Jubilee Line
Adam Osman, Stakeholder Communications Executive
- **Supporters Direct, 28 August 2007**
Dave Boyle, Deputy Chief Executive
- **Transport for London, 31 August 2007**
Ben Plowden, Programme Director Travel Demand Management
David Rowe, Head of Travel Demand Management
Matthew Prince, Workplace Travel Planning New Developments Manager

Site Visits

We visited a number of London stadiums in the course of this investigation:

- **Wembley Stadium, London Underground, 24 March 2007**
We observed police and London Underground operations at Wembley Park station during one of the first test events held at the new national stadium, an under 21 England v Italy match.
- **Emirates Stadium, British Transport Police, 6 May 2007**
We accompanied British Transport Police officers and observed their matchday operations at Emirates Stadium in the immediate period after an Arsenal v Chelsea fixture.
- **Twickenham Stadium, Rugby Football Union, 11 August 2007**
We met with the stadium director and observed pre-match and post match schemes such as a subsidised fan shuttle bus service.

5 Principles of London Assembly scrutiny

An aim for action

An Assembly scrutiny is not an end in itself. It aims for action to achieve improvement.

Independence

An Assembly scrutiny is conducted with objectivity; nothing should be done that could impair the independence of the process.

Holding the Mayor to account

The Assembly rigorously examines all aspects of the Mayor's strategies.

Inclusiveness

An Assembly scrutiny consults widely, having regard to issues of timeliness and cost.

Constructiveness

The Assembly conducts its scrutinies and investigations in a positive manner, recognising the need to work with stakeholders and the Mayor to achieve improvement.

Value for money

When conducting a scrutiny the Assembly is conscious of the need to spend public money effectively.

6 Orders and translations

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