

First Report of the Light Rail Advisory/Action Group
to the
Minister for Public Enterprise
July, 1999.

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*available for inspection from The Department of Public Enterprise, 44 Kildare St, Dublin 2

Members of LUAS Advisory/Action Group

Chairman:

Mr. Padraic. A. White

Other Members:

Mr. Gerry Duggan

Ms. Caroline Gill

Mr. Donal Mangan

Mr. Pat Mangan

Mr. Oliver O'Connor

Mr. Tom Wall

Co-ordinator for the Group:

Ms. Bridget Guilfoyle.

INTRODUCTION BY CHAIRMAN

The Minister for Public Enterprise, Mary O'Rourke TD, in announcing the formation of the seven member LUAS Advisory/Action Group on 4th November 1999 expressed her belief that it

"will assist in keeping up the momentum so that Dublin will have a light rail network within as short a time-scale as possible".

This is a succinct expression of the mandate of the Advisory/Action Group .

The first formal proposals for a modern light rail system for Dublin were contained in the (DTI) Final Report of May, 1994. Some 4 years of public consultation followed, particularly over the on-street proposal for the centre city area, before the Government decision of May 1998 on the new network for the city. It is little wonder after these years of debate that there is widespread scepticism among the public whether they will ever see the new trams in operation .

" I'll believe it when I see it" is a commonly encountered sentiment about Dublin's proposed LRT system.

The good news is that the planned new LRT system is substantially on schedule. The public hearings into the Tallaght-Abbey Street and Sandyford lines held under Judge Sean O'Leary were completed in a thorough and efficient manner and his reports were furnished comfortably within the Government's indicative timetable .

The start of physical work on the Tallaght line in October 1999 will underline the transition from planning to implementation of the new LRT network. All going well , the new Tallaght line will be fully open three and a half years from now, by February, 2003.

The report of the public inquiry into the CIE application for a Light Railway Order for the St. Stephen's Green to Sandyford light rail line has been sent to the Minister and her decision is imminent. If the precedent on the Tallaght line is followed, this means that work could commence on this line earlier than the Autumn 2000 target set out in the indicative timetable.

This is the first report to the Minister by the Advisory/Action Group and covers the period January- June 1999. Future reports covering six month intervals will chart the progress of the LRT network and raise, if necessary, warning flags on anything which could impede its timely implementation or pinpoint areas where the project could be speeded up.

Padraic A White
Chairman,
July 1999

THE ROLE OF THE ADVISORY/ACTION GROUP

The Group reviewed carefully the Terms of Reference given to it by the Minister and the text of her public announcement of 4 November 1998 on the formation of the Group.

We also reviewed the role of the various Departments, State agencies, local authorities and private companies in the planning and implementation of the LUAS light rail system.

We then set down practical Operational Guidelines (Annex B) to guide us in our work and the Minister endorsed these guidelines as consistent with her mandate to us.

Our prime focus is on the **timely implementation** of the LRT network in accordance with the indicative timetable and on adherence to the **planned network** as set out in the Government's statement of May 1998.

We are advisors to the Minister as to whether the project is on schedule or deviating from schedule. We can also raise early warning flags if we see problems emerging. We can suggest ways of faster implementation and earlier start-up of services.

There are many "players" involved in planning, funding, and implementing the project as shown in Annex C. They include the LRT Monitoring Group whose concern relates primarily to the project budget, programming and project management arrangements; the CIE LRT Project Office which is directly responsible for implementing the project and the Joint Utilities Group comprising the providers of many services such as roads, gas, electricity and telephones which have to be changed as the LRT construction proceeds.

The membership of our Advisory/Action Group includes Pat Mangan , Chairman of the LRT Monitoring Group and Donal Mangan , Director of the CIE Project Team and this cross membership aids good communication and inter-action between the different "players".

Our Group is clear in its view that we are an **advisory/action** group to the Minister. We do not have executive responsibility for implementation. We are an action group only insofar as our deliberations influence others or our advice to the Minister highlights the need for action to keep the LRT project on schedule.

In order to anticipate possible sources of delay to the project, we identified five areas of particular interest to us, timely availability of funding; the implications of any planned public-private participation (PPP) for the timetable; adequacy of Staffing and expertise available to the implementation organisations; adequacy and speed of decision making processes and execution in the various implementation organisations and effectiveness of institutional relationships and co-operation between the implementation organisations.

MAIN FINDINGS

Our Assessment in Brief

In general, the LRT project is on schedule by reference to the indicative timetable published by the Minister for Public Enterprise on 12 May, 1998. It has moved firmly from the era of deliberation and decision making into the period of action and realisation.

Tallaght - Abbey Street

A public inquiry was held during November, 1998 into the CIE application for a Light Railway Order (LRO) for the Tallaght-Abbey St. line. Following receipt of the Inspector's report of the inquiry in December, the Minister made a Light Railway Order on 1 March, 1999. As a result of this decision the way is clear for the implementation with all possible speed of the line. The first physical work on the line, the equivalent of "cutting the sod" for an industrial premises, is due to start in October 1999. Construction is scheduled for completion three years later (Winter 2002/03). The first time the public should be able to travel the full length of the line should be not later than February, 2003.

Sandyford - St. Stephen's Green

The Sandyford – Stephen's Green line is also progressing according to the Government's indicative timetable. The public inquiry ended on 19 May, 1999 and the report of the inspector, Judge Sean O'Leary was received by the Minister on 16 June, 1999. If the precedent of the Tallaght LRO is followed, the LRO for this line should be made in August, 1999. If the LRO comes into operation two months later, the way would then be clear in October for the speedy implementation of the line. According to the indicative timetable construction is due to finish three and a half years later (Summer 2003) after which when full passenger services would be available. The Group is looking at the possibility of advancing this date.

Abbey Street - Connolly Station

Preliminary public consultation on the Abbey Street to Connolly Station line is progressing in a timely manner. It is anticipated that the application to the Minister for an LRO for this line will be made at the beginning of September, 1999 in accordance with the indicative timetable.

Broadstone - Dublin Airport

Public consultation on the surface section from Broadstone to the Airport is continuing. The CIE Project Team have had discussions with the Ballymun Regeneration Group and has given them the necessary information to ensure that their plans are compatible with the LRT proposals. Talks have also taken place with Aer Rianta with a view to exploring the options for an LRT link to the Airport complex. The Project Team have also met with the Dublin Institute of Technology to investigate the possibility of servicing the Grangegorman site which is intended as a major educational campus.

Stephen's Green - Broadstone

The indicative timetable envisaged two initial studies relating to the underground section from Stephen's Green (at the surface terminus of the Sandyford line) to Broadstone:

- consultancy studies due to start not later than January 1999
- borehole drilling on the underground section due to be completed by October 1999.

There has been some slippage on this timetable. The WS Atkins consulting firm have been selected as the consultants for the detailed underground study for the St. Stephen's Green to Broadstone alignment. They will also be involved in the selection of the geo-technical contractors who will be responsible for the detailed site investigation/drilling programme which will commence shortly. These investigations will also be directed by WS Atkins who will also advise on the optimum routes for the underground.

The arrangement should allow for the efficient completion of the underground studies. The Advisory/Action Group sees benefits in having one firm integrate the results of the underground studies and borehole results but stresses the importance of adhering to the end December 1999 completion target. This is some two months later than the target in the indicative timetable for delivery of the combined results.

Any worthwhile further planning of the underground section or participation by the private sector in a PPP project cannot progress without the availability of the underground study.

An Indicative Timetable for the Stephen's Green – Dublin Airport route

There is no indicative timetable for the completion of the route from St Stephen's Green to the Airport or for any section of that route .

The Group believes that it would be desirable to set a target date for the completion of the route from St. Stephen's Green to the Airport . Such a date would provide an impetus to its completion. It may also be feasible to introduce interim services on the line between the Airport and Broadstone. In addition, the rapid growth in passenger traffic to and from the Airport would support the case for a target date.

The results of the studies of the underground section, when available in December 1999 will help to refine the indicative timetable for this section of the route.

Possible Introduction of Interim Services

Because of the traffic congestion in Dublin, the Group in its guidelines, decided to identify ways in which citizens could avail of the LRT service even earlier than the dates in the Government timetable .

One possibility is to open an interim service on sections of the lines as they are completed. The CIE team, at our request, is examining the feasibility of providing an interim service on the Tallaght - Heuston Station section of the Tallaght- Abbey Street line. It would only make sense if there were a significant number of passengers travelling to destinations within this zone and if, for others, acceptable connecting transport between Heuston and the city could be provided. Such interim services could not commence earlier than the commissioning of the LRT vehicles. Commissioning will entail a comprehensive programme of on-site testing and running of the vehicles followed by driver training. This work will commence at the beginning of 2002. There

would be sufficient vehicles commissioned by mid 2002 to allow interim services to be introduced, whereas the full service is not scheduled to commence before February 2003.

We are also reviewing the construction timetable for the Sandyford line with a view to an earlier completion date than Summer 2003, set down in the indicative timetable. This in turn would permit the earlier than anticipated commencement of services on the line.

Light Rail Vehicles

The specially designed vehicles (**see illustration**) are to be manufactured by Alstom in France. There is a queue of customers seeking early delivery of similar vehicles. They carry 235 passengers with seating for 60 and travel at a maximum speed of 70 kph. Passenger services cannot start earlier than the delivery and commissioning schedule for these vehicles. In May, 1999, the Government approved the funding of the 20 trams necessary for the operation of Line A (Tallaght to Abbey Street) . The contract for the vehicles has now been signed and the vehicles will be delivered in stages. The first vehicle will be delivered in October 2001 and delivery will be at the rate of two per month with the final vehicle delivered before end of 2002. On delivery of the vehicle in Ireland, commissioning of the system can commence and it would take six months for the vehicle to be ready for operation. The LRT Project Team has been asked to ascertain if this commissioning process can be speeded up.

At the end of 2001/early 2002 a fleet of 8 vehicles will be available and this would allow interim services on the Tallaght to Abbey Street line to commence by mid 2002.

Depot

The provision of the depot, on the Tallaght-Abbey St. line, where the vehicles will be stored, is scheduled for completion in September 2001 in time for the delivery of the first LRT vehicle.

Public Private Partnership (PPP)

In December 1998, the Department of Public Enterprise appointed Arthur Andersen/Steer Davies Gleave to examine the feasibility of a Public Private Partnership (PPP) approach for the Dublin light rail project. The consultants' report was completed and submitted to the Department in April 1999.

The Group understand that the report is being examined by the Department of Public Enterprise in consultation with the Department of Finance and that CIE and the trade unions have also been asked to respond to the findings of the report. The Group received and considered the published report.

The primary function of the Group in relation to PPP was to consider the effect of a PPP venture on the implementation of the indicative timetable. The Arthur Andersen/Steer Davies Gleave report does not recommend a PPP approach to the construction of the Tallaght, Sandyford and Connolly Station lines. PPP therefore has no impact on the construction programme for those lines.

Following consideration of the Arthur Andersen/Steer Davies Gleave report the Group concluded that:

- PPP could entail a risk of delay to the project due to the need for new legislation and procedures that have to be developed.
- The longer the uncertainty with regard to policy in this area, the greater the possibility of delay to the implementation of the LUAS project using PPP structures.

The Group appreciates that changes will be required to the current legislative regime before private sector operation of the project is permissible and that, according to Arthur Andersen/Steer Davies Gleave, drafting and enactment of the legislation is estimated to take

eighteen months to two years. It was the view of the Group that this process could be accelerated if the work was accorded high priority and adequate resources.

Legislation

The Group understand that further legislation is also required before the light rail can run on-street. The deadline for it to be in place is the beginning of 2002. Adequate resources should be made available to ensure that this is done.

Progress Reports on the Individual Lines

LINE A: Tallaght - Abbey Street.

Progress in relation to this line has been satisfactory. A public inquiry took place into the application by CIE for a Light Railway Order between 2 November and 2 December, 1998 and following completion of the inquiry, the inspector, Judge Sean O'Leary, submitted a report to the Minister for Public Enterprise on 18 December, 1998. When the Minister made a Light Railway Order in respect of this line on 1 March, 1999, she included all of the conditions set down in the inspector's report. CIE is now in negotiations with the relevant parties to reach agreement on the conditions. CIE is also proceeding with securing tenders to allow construction to commence. As set out in the indicative timetable, the target date for the commencement of construction is Spring 2000 and the line is expected to be completed in Winter 2002. Preliminary physical work is due to get underway in October.

The Government approved funding for the purchase of 20 trams which will operate on the Tallaght to Abbey Street line. The first tram will be delivered in October, 2001. The Group considers the purchase of the trams to be a major milestone in the implementation of the project.

The Group is considering the possibility of operating services on some of the route in advance of the final service timetable. The main option under consideration is an early service between Tallaght/Heuston Station. There are a number of issues to be examined such as the availability of vehicles and the completion of the depot, track and electrical systems.

LINE B: Sandyford-St. Stephen's Green

An application for a Light Railway Order for this line was submitted to the Minister for Public Enterprise on 14 December, 1998. Judge Sean O'Leary was appointed as inspector to hold the public inquiry into the application. The inquiry which commenced on 13 April, 1999 was completed on 19 May. The report of the inspector's findings of the inquiry was submitted to the Minister for Public Enterprise on 16 June, 1999.

Progress in relation to this line is on schedule and in keeping with the indicative timetable. As the construction of this line should be greatly facilitated by the existence of the track bed of the old line, there may be scope for advancing the start of the full service from the indicative target of Summer 2003.. This option is under active consideration.

LINE C: Abbey St. Connolly Station

In February 1999, a public consultation document was circulated setting out the route options for the light rail line from Abbey Street to Connolly Station. The results of the consultation are being taken into account in the route selection for the line. CIE expects to be in a position to submit an application for a Light Railway Order for this line in early September to the Minister for Public Enterprise..

Arrangements for this line are also on schedule and in keeping with the indicative timetable.

Line D - Broadstone-Ballymun-Dublin Airport.

A public consultation document setting out the light rail route options north of Broadstone was launched on 18 December, 1999. The results of the consultation will be used in deciding on the alignment for this section of the project. Updating of the Dublin Transportation Office's transportation model has just been completed and the LRT Project Team will be using it to update the passenger projections for this line.

A proposal for the linking of Lines A (Tallaght to Abbey Street) and D (Broadstone to the Airport) at Smithfield is being considered by the Group in advance of the completion of Line E (underground section from St. Stephen's Green to Broadstone). The aim of the proposal is to allow passengers from Dublin Airport to directly access the City Centre and railway stations at the earliest possible date.

The Group believes that it would be desirable to set a target date for the completion of the route from St. Stephen's Green to the Airport.

Line E: St. Stephen's Green - Broadstone (Underground Section)

Preliminary studies on the underground section were due to start in the period Autumn-Winter 1998 according to the indicative timetable. The borehole drilling was scheduled for Spring-Autumn 1999.

WS Atkins have now been selected as the consultants for the detailed underground study for the St. Stephen's Green to Broadstone alignment. They will determine the optimum underground alignment, the preferred stop locations and provide a cost estimate for the line. They will also be involved in the selection of the geo-technical contractors who will be responsible for the detailed site investigation/drilling programme which will commence shortly. The target completion date is now the end December 1999 which is later than the indicative timetable's Autumn deadline of October 1999 for the carrying out the borehole drilling.

Glossary of Terms.

LRT: Light Rail Transit

LUAS: The name of Dublin's new light rail transport system

LRO: The Light Railway Order which the Minister for Public Enterprise makes.

CIE-LRT Project Team: The team which CIE has assembled to implement the LRT project.

PPP: Public Private Partnership

Annex A : Terms of Reference including Indicative Timetable

1. The Light Rail Advisory/Action Group will oversee the planning and implementation by CIE of the light rail project approved by Government on 5 May, 1998:

- a surface line from Tallaght to Connolly Station (based on the CIE preferred alignment from Tallaght to O'Connell Street),
- a line from Sandyford to Ballymun and Dublin Airport (using the old Harcourt Street and Broadstone railway alignments and with an underground section in the City Centre linking these alignments).

It will also oversee compliance with the Government's objective, without prejudice to the relevant statutory procedures, to proceed without delay with the construction of the Tallaght - City Centre section and, subject to the necessary technical confirmation, with the Sandyford - St. Stephen's Green section.

2. In carrying out its function under paragraph 1, the Group will have regard to the indicative timetable announced by the Minister for Public Enterprise in Dail Eireann on 12 May, 1998, copy attached.

3. The group will be chaired by Padraic White, former Managing Director of the IDA and a director of a number of leading Irish and International companies. The other members are: Donal Mangan, the Light Rail Project Director; Pat Mangan, Assistant Secretary, Department of Public Enterprise; Tom Wall, Assistant General Secretary, ICTU; Gerry Duggan, Manager of Strategic Consultancy Group, ESB International; Caroline Gill, Insurance Ombudsman; Oliver O'Connor, Investment Fund Specialist with Robson Rhodes Chartered Accountants.

4. The Group will report directly to the Minister for Public Enterprise and its reports will be published.

5. The Group is authorised to retain consultants to advise and assist it in the performance of its functions. The Department of Public Enterprise will act as client for any consultancy contract. The consultants will participate, as required, in meetings of the Group.

6. The functions of the Group do not, and are not intended to, prejudice the statutory responsibilities of Corail Iompair Eireann under the Transport (Dublin Light Rail) Act, 1996. It is clearly understood that CIE is responsible for the planning and implementation of the light rail project and that the role of the Group is confined to overseeing their work.

Indicative Timetable.

This is a preliminary estimate of the timescales involved in implementing the Government's objective of proceeding without delay with the construction of the Tallaght - City Centre section and, subject to the necessary technical confirmation, with the Sandyford - St. Stephen's Green section. Indications are also given of the work programme in respect of the extension from St. Stephen's Green to Ballymun and Dublin Airport using the old Broadstone railway alignment and with an underground section in the City Centre. The timetable is subject to the satisfactory completion of the relevant statutory processes and technical evaluations.

Targets	Tallaght - Abbey St.	Sandyford-St. Stephen's Green	Abbey St. - Connolly
Application submitted to Minister for Public Enterprise by CIÉ	Summer 1998	Winter 1998	Summer 1999
Application documentation on public display; Inspector appointed to conduct public inquiry	Autumn 1998	Spring 1999	Autumn 1999
Public inquiry	Winter 1998	Summer 1999	Winter 1999
Report from Inspector and Ministerial decision	Spring 1999	Autumn 1999	Spring 2000
Tendering; Light Railway Order comes into effect	Summer 1999	Winter 1999	Summer 2000
Contract letting	Winter 1999	Summer 2000	Winter 2000
Construction begins	Spring 2000	Autumn 2000	Spring 2001
Construction completed	Winter 2002	Summer 2003	Winter 2002
Targets	CIÉ Public Consultation on surface section Breadstone, Ballymun	Preliminary Studies on underground section	Borehole drilling on underground section

Ballymun -Airport	Airport	St. Stephen's Green - Broadstone	St. Stephen's Green - Broadstone
	Autumn 1998	Autumn - Winter 1998	Spring- Autumn 1999

Annex B : Operational Guidelines for LUAS Advisory and Action Group
Guidelines for LUAS Advisory Group
(based on Minister's announcement of 4th November, 1998 and Terms of Reference)

1. Overall mission

To **oversee** the planning and implementation of the Dublin LRT project approved by Government on 5 May 1998.

- a) It is an Advisory group to the Minister. It does not have a "line" or "executive" function .
- b) There is an existing implementation structure – the Department of Public Enterprise; LRT Monitoring Group; CIE LRT project office; Joint Utilities Group .
The Advisory Group will not substitute for or diminish the statutory responsibilities of the Departments and agencies responsible for planning, funding & implementation of the LRT and which are part of the implementation structure.

2. Twin objectives key to the overall mission

There are twin and parallel objectives which the Advisory Group will regard as paramount to its overall mission .

The first objective is **timeliness of implementation** of the LRT – in the words of Minister O'Rourke, the Advisory Group will " assist in keeping up the momentum so that Dublin will have a light rail network within the shortest possible time".

The Group regards the Indicative Timetable, announced by the Minister for Public Enterprise in Dail Eireann on 12 May 1998, as the minimum acceptable time scale.

The Group will continuously seek to identify and advise the Minister on ways in which the Indicative Timetable can be improved on in the interests of ameliorating the traffic congestion in Dublin and enabling citizens to avail of the benefits of the LRT at the earliest possible opportunity.

The second objective is the maximum practical **adherence to the light rail project as approved by Government on 5 May 1998.**

The Government decision is incorporated in a statement of the planned network and the map of the network produced at the time.

The Advisory Group, in overseeing the planning and implementation of the project will use, as its reference point, the content and intent of the Government decision and subsequent relevant statements by the Minister for Public Enterprise, it recognises that some deviations may prove unavoidable for geological, community or other valid reasons.

3. Areas of particular focus in meeting its twin objectives

The Advisory Group will focus on a small number of areas of interest which it considers critical to meeting the twin objectives of timeliness and adherence to the Government network decision and which are consistent with its overseeing role .

The relevant areas of interest are those which can reasonably be anticipated as sources of delay or where, on the other hand, initiatives can be taken to speed up the implementation. The areas of interest include :

- a) Timely availability of funding ;
- b) The implications of any planned public-private sector participation (PPP) for the timetable ;
- c) Adequacy of Staffing and expertise available to the implementation organisations ;
- d) Adequacy and speed of decision making processes and execution in the various implementation organisations;
- e) Effectiveness of institutional relationships and co-operation between the implementation organisations .

4. Use of Consultants

The Advisory Group can avail of consultants to assist in its work.

5 . Reporting to the Minister for Public Enterprise

The Group will report directly to the Minister and its reports will be published. The intention is to report initially every 6 months.

The Group can convey its views and advice to the Minister on important matters within its remit at any time.

6 . Other aspects

The Group, at its discretion, may wish to convey its views to the Minister on proposals for extension or modifications of the Dublin Light Rail network and the implications for the indicative timetable and funding of the network as approved by Government on 5th May 1998.

December 1998

Note : These guidelines will be reviewed by the Advisory Group from time to time and can be modified in the light of experience.

MINISTER FOR PUBLIC ENTERPRISE

→ The Minister decides on applications for light railway orders, provides a policy framework for the project and allocates funding. ←





LIGHT RAIL ADVISORY/ACTION GROUP
The Group advises the Minister on timely implementation of the project and adherence to the Government's indicative timetable.



LIGHT RAIL MONITORING GROUP₁
The Group monitors project budget, programming and project management.



C.I.E.
CIE has overall responsibility for the planning and implementation of the project.

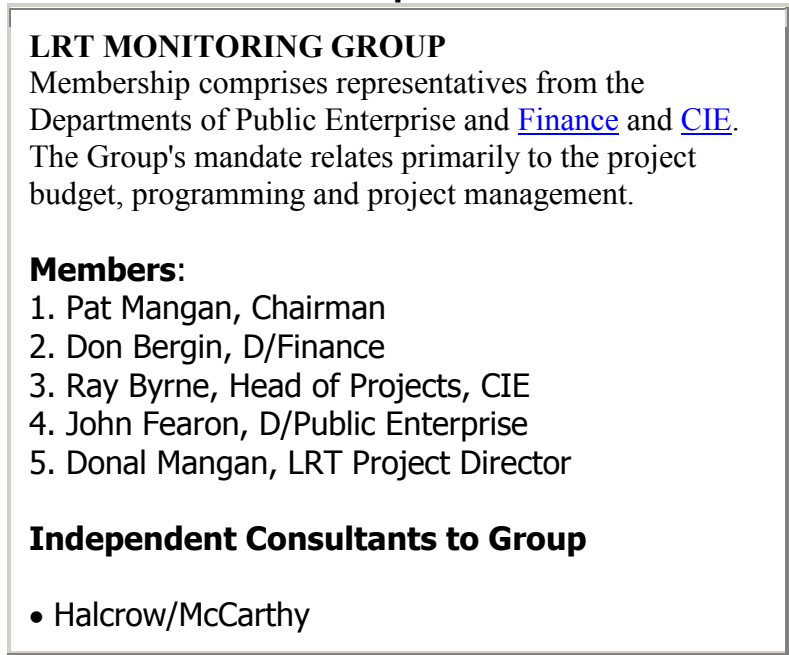


JOINT UTILITIES GROUP²

The Group liaises with the CIE project team on utilities aspects of the project (gas, electricity, telecommunications, water and sewerage).

Annex C : Overview of Implementation and Monitoring Structure

LRT PROJECT
Existing Implementation Structures



project.



Joint Utilities Group

[Dublin Corporation](#)

[South Dublin County Council](#)

[Dun Laoghaire Rathdown Co. Co](#)

Fingal County Council

[ESB/ Telecom/ Bord Gais/ ESAT](#) and [Cablelink](#)