

**BUS SERVICE FROM NEWMARKET ROAD PARK & RIDE VIA ABBEY WARD
TO ADDENBROOKE'S**

To: **Economy and Environment Committee**

Meeting Date: **17th November 2015**

From: **Executive Director, Economy, Transport and Environment**

Electoral division(s): **Abbey, Coleridge, Fulbourn, Queen Edith's, Romsey**

Forward Plan ref: **Not applicable** *Key decision:* **No**

Purpose: **To consider the provision of a trial bus service from Newmarket Road Park and Ride, Cambridge site via Abbey ward to Addenbrooke's Hospital.**

Recommendation: **Committee is asked to:**

a) Consider the proposed service, and the risks as detailed in paragraphs 2.4 to 2.11 and

b) confirm the allocation of funds from the Eastern Corridor Area Transport Plan for the service.

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1. BACKGROUND

- 1.1 At the Spokes meeting on 15th October 2015 Members considered a request from Councillor Joan Whitehead for a six month trial of a bus service from the Newmarket Road Park and Ride site to Addenbrooke's Hospital via the Barnwell area of Abbey Ward. The rationale for the bus service from the East Area Committee is attached as appendix A.
- 1.2 Spokes agreed that a report should be considered by Economy and Environment Committee on 17th November 2015.
- 1.3 A previous report on the allocation of Section (s)106 developer contributions to transport schemes was considered by the Economy and Environment Committee on 21st October 2014. At that meeting the Committee agreed not to trial the service considering that it would be more appropriate to trial when the Wing Development was built. The money remains available in the Eastern Corridor Area Transport Plan.
- 1.4 The latest timescales on the Wing Development, however, suggest that even if any such funding was agreed, it is unlikely to be available until 2018 at the earliest. The existing s106 developer contribution is therefore the only funding stream available to fund a trial of the bus service in the short term.

2. MAIN ISSUES

Current bus journeys

- 2.1 In order to travel from Newmarket Road Park and Ride site or the Barnwell area to Addenbrooke's Hospital, passengers currently need to travel into Cambridge city centre and then transfer onto a separate bus. Buses leave Newmarket Road every 10 minutes and the total journey time is scheduled to be 37 minutes.
- 2.2 Barnwell is served by Stagecoach service Citi3, which operates every 20 minutes, and the journey time to Addenbrookes, including transfer time, is 42 minutes.
- 2.3 In addition to the service through Barnwell, there is a nearby stop on Newmarket Road served 3 times an hour, but broadly half hourly, as 2 journeys are within 5 minutes of each other. The journey time for these services, including transfer time, is 30 minutes.

Proposed bus service

- 2.4 The proposed new bus service is designed to start from Newmarket Road Park and Ride and then operate via Newmarket Road, Barnwell Road, Brooks Road, Perne Road, Cherry Hinton Road and Hills Road to Addenbrooke's. This is not the most direct route but does allow the service to operate closer to the rail station and via Hills Road Sixth Form College, which may help to make the service more attractive and increase patronage. The service will use all recognised bus stops along the route. A map of the proposed route is shown as appendix B.

- 2.5 The service is designed to operate with one vehicle and an hourly service can therefore be provided. A draft timetable is attached as appendix C, but this could be amended as part of the procurement process.
- 2.6 Compared to the current bus service arrangements noted above, the service is less frequent, but the journey time is reduced to 17 minutes from Newmarket Road Park and Ride and 11 minutes from the Barnwell area of Newmarket Road, and there will be no need to change buses. The service will not, however, serve the central parts of Barnwell in the same way that the Citi3 does.
- 2.7 Although the market has not yet been tested it is estimated, based on current contracts with a similar vehicle requirement and hours of operation, that the cost will be in the region of £380 a day. This is the gross cost of operation and does not take into account income. If no income was received, the service could run for around 9 months at a cost of £90,000. Additional funding of around £1,000 would also be required to promote the service.
- 2.8 Based on the above figures an income of at least £380 per day would be required to make the service commercially viable. Basing income on an average return ticket price of £3.25, including concessions, this means there would need to be 117 return trips made each and every day for the service to be commercially viable. Over the 22 proposed journeys there would need to be around 11 people per journey.
- 2.9 The trial could initially be set at 9 months, with a review of usage and income generated at 6 months. At that stage, there should be sufficient evidence to see how well the service is being used and extend the trial if usage is heading towards profitability, or terminate the contract with the required 56 day notice if necessary.
- 2.10 There is a risk in bringing this service forward rather than waiting to secure funding over a longer period, that if it is not completely commercially viable once the initial funding is exhausted then it will not be possible to continue the service until the Wing Development takes place as there is no other funding available to bridge the gap.
- 2.11 The service will need to be put out to tender and with the 56 day registration period required by the Traffic Commissioner, this will mean around 5 month's lead in time between agreement to start the trial and the trial actually commencing.

3. ALIGNMENT WITH CORPORATE PRIORITIES

3.1 Developing the local economy for the benefit of all

The service will enable local people to more directly access work and education opportunities at Long Road, Hills Road and Addenbrooke's Hospital, as well as provide easier access to Cambridge Rail Station. This will improve people's job opportunities and will therefore benefit the local economy.

3.2 Helping people live healthy and independent lives

A more attractive bus service will lead to less car usage and more travel by

sustainable modes, including walking to and from bus stops, and leading to more independence.

3.3 Supporting and protecting vulnerable people

There are no significant implications within this category.

4. SIGNIFICANT IMPLICATIONS

4.1 Resource Implications

The resource implications are discussed in the main body of the report. (paragraphs 2.7 and 2.8)

4.2 Statutory, Risk and Legal Implications

There are no significant implications within this category.

4.3 Equality and Diversity Implications

There are no significant implications within this category.

4.4 Engagement and Consultation Implications

There are no significant implications within this category.

4.5 Localism and Local Member Involvement

The bus service has been discussed and proposed through the East Area Committee. The Local Member for Abbey has also been consulted on the contents of the report and has provided the justification for the bus trial as included in Appendix A attached.

4.6 Public Health Implications

There are no significant implications within this category.

Source Documents	Location
Economy and Environment Committee Minutes 21 st October 2014	Room 320 Shire Hall
Bus Service from Newmarket Road Park and Ride via Abbey ward to Addenbrooke's Prepared by Cllr Whitehead	Appended

Appendix A

Bus Service from Newmarket Road Park and Ride via Abbey ward to Addenbrooke's

East Area Committee

The Councillors of Abbey ward have for some time been campaigning for a direct bus service to Addenbrooke's Hospital from the Barnwell area and have collected over 1,000 signatories on a petition for such a service. There seems little doubt therefore that such a bus service would be both welcome and used. At its meeting on 20th June 2014 the East Area Committee allocated £95,000 for a six month trial of a bus service from the Newmarket Road Park and Ride site to Addenbrooke's Hospital via the Barnwell area of Abbey Ward (for suggested route see below). The Economy and Environment Committee, however declined to endorse this use of funds. The reason I was given is that the Committee wanted to wait until the negotiation over the 106 money from the Wing development had been completed. It only emerged later, after much questioning on my part, that the delay was not for few months, as I had thought, but likely to be years i.e. until the Wing development was actually started. A delay of years is totally against the expressed wish of the East Area Committee and its decision to allocate money for a trial, as it accepts the case that such a bus service is needed.

The case for a direct bus service.

The value of such a bus service is twofold: firstly, and primarily, it will provide a much needed direct bus route to Addenbrooke's for the residents of the Barnwell area of the city. The recent Joint Strategic Needs Assessment (JSNA) on Transport and Health reinforced evidence from elsewhere that the Barnwell area of Abbey ward is one of the most deprived areas in the City. The report made the point that access to transport was not just a problem for rural areas but was also a problem for those who live in the 'outskirts' of towns and cities, such as Barnwell. The JSNA used a number of 'flags' to identify deprivation:-

- A ward that was one of the top 20% of wards with a high number of under five year olds
- A ward that was one of the top 20% of wards with a high number of 85+year olds
- A ward where it takes on average longer than an hour to get to the nearest hospital by public transport
- A ward that was one of the top 20% of wards with the highest number of people with limiting long term illness or disability and who have no access to a car or van in their household.

Using these 'flags' the JSNA identified Abbey ward along with Kings Hedges as the most deprived area in the City of Cambridge and along with one of the districts in Fenland as the most deprived in the County. The main area of deprivation in Abbey is the Barnwell area which is made up primarily of 'Council house' estates. The 'flags' show that Barnwell has a population who are likely to need to access to a hospital, in this case Addenbrooke's, but have difficulty getting there by public transport and who are unlikely to have access to private transport. Individuals when surveyed highlighted the main difficulties of access to health care as lengthy, expensive and complicated journeys. This is currently the case for those in the Barnwell area, due to Stagecoaches 'hub' policy; getting to Addenbrooke's involves taking a bus into the centre of Cambridge and then getting another bus out to Addenbrooke's. This is clearly not an easy journey for those with young children, the elderly or those with a disability.

These problems I am well aware also affect many rural areas of Cambridgeshire but in the case of Barnwell the East Area Committee has chosen to try to alleviate the difficulties for residents by providing money for a trial to see if a direct bus to Addenbrooke's from the Park and Ride is a viable long term option.

Other Benefits

There are other benefits to having a direct bus to Addenbrooke's. It will allow those who work at Addenbrooke's and on the bio-medical campus (a rapidly expanding population) and who come into the Cambridge from the East to use the Newmarket Road Park and Ride to get to their workplace, rather than travelling by car thus reducing congestion and air-pollution in the City. It will also provide access to Coleridge School and Hills Road Sixth Form College for pupils in the area.

Previous Park and Ride bus to Addenbrooke's.

At the meeting of the E&E Committee at which I spoke about the need for the direct bus service to Addenbrooke's it was claimed by some members of the Committee that there had been such a bus service when the Newmarket Road Park and Ride first opened and it had been discontinued through lack of support. Aware that such information may have influenced the Committees decision I investigated this claim, primarily because I wanted to find out if the bus actually went through the Barnwell area or simply used the more direct route of Airport Way to Addenbrooke's. Using a number of sources I have found no evidence that such a bus went through the Barnwell area:-

- City Councillor Caroline Hart was working at Addenbrooke's when the Park and Ride opened, and for a number of years after, and who would have used a direct bus to Addenbrooke's had it existed – she knew or no such bus.
- Other resident of the Barnwell area at a residents meeting have also confirmed that had such a bus existed they would have used it but had no knowledge of it.

So if a bus existed to Addenbrooke's it did not go through the Barnwell area. Further enquiries have cast doubt on whether such a bus ever existed:-

- The County Council Passenger Transport section when asked about the route of a bus from the Park and Ride to Addenbrooke's could find no record of such a bus.
- Stagecoach when asked could also find no record of a bus from the Park and Ride to Addenbrooke's
- Jonathan Barker, who worked for Marshalls and was responsible for the negotiations to set up the Park and Ride with the Council states categorically that there was no bus from that site directly to Addenbrooke's.

It would appear, therefore, that there is no evidence to support the claim that there had been a previous bus directly to Addenbrooke's from the Park and Ride.

The Suggested Route

I have had preliminary discussion about the route with officers. First of all it is important to establish that this is not just a 'park and ride' service that simply goes to Addenbrooke's but an ordinary bus service that goes from the Park and Ride to Addenbrooke's via Barnwell and serves the needs of community as well as commuters - much like the Uni4 from the Madingley Road Park and Ride. The suggested route, to maximise use and hence income, would be:-

Newmarket Road Park and Ride – hopefully attractive to workers at Addenbrooke's and the bio-medical campus

Barnwell Road Shops – stop here clearly essential!

Stop further Down Barnwell Road at Peveril Road (a bus stop already exists at this point although it is not used as no bus currently goes down Barnwell Road)

Down Barnwell Road to Sainsbury's – stop here for shoppers

Along Perne Road - an area of fairly high density housing that should provide passengers for Addenbrooke's, the station and Hills Road Sixth Form College

Up Cherry Hinton Road – the station is a short walk over the bridge from the top of Cherry Hinton Road – would also serve the leisure centre.

Down Hills Road (stop for Hills Road Sixth Form College)

Addenbrooke's Hospital

Where else, and how often, the bus might stop on route would be for further discussion. Clearly the time taken for the bus to get to Addenbrooke's would have to be weighed against the number of stops and what other bus services there are, for example it may be unnecessary to stop along Perne Road as other buses serve this area.

Cost

The East Area Committee has set aside £95,000 (and the money is still earmarked for this purpose) Marshalls have agreed to put a further £2,000 into the budget and

to pay for publicity to advertise the new service. There are also a number of local newsletters that would advertise the service. I have had discussions with Dan Clarke re the bus service and my understanding of the situation is as follows:-

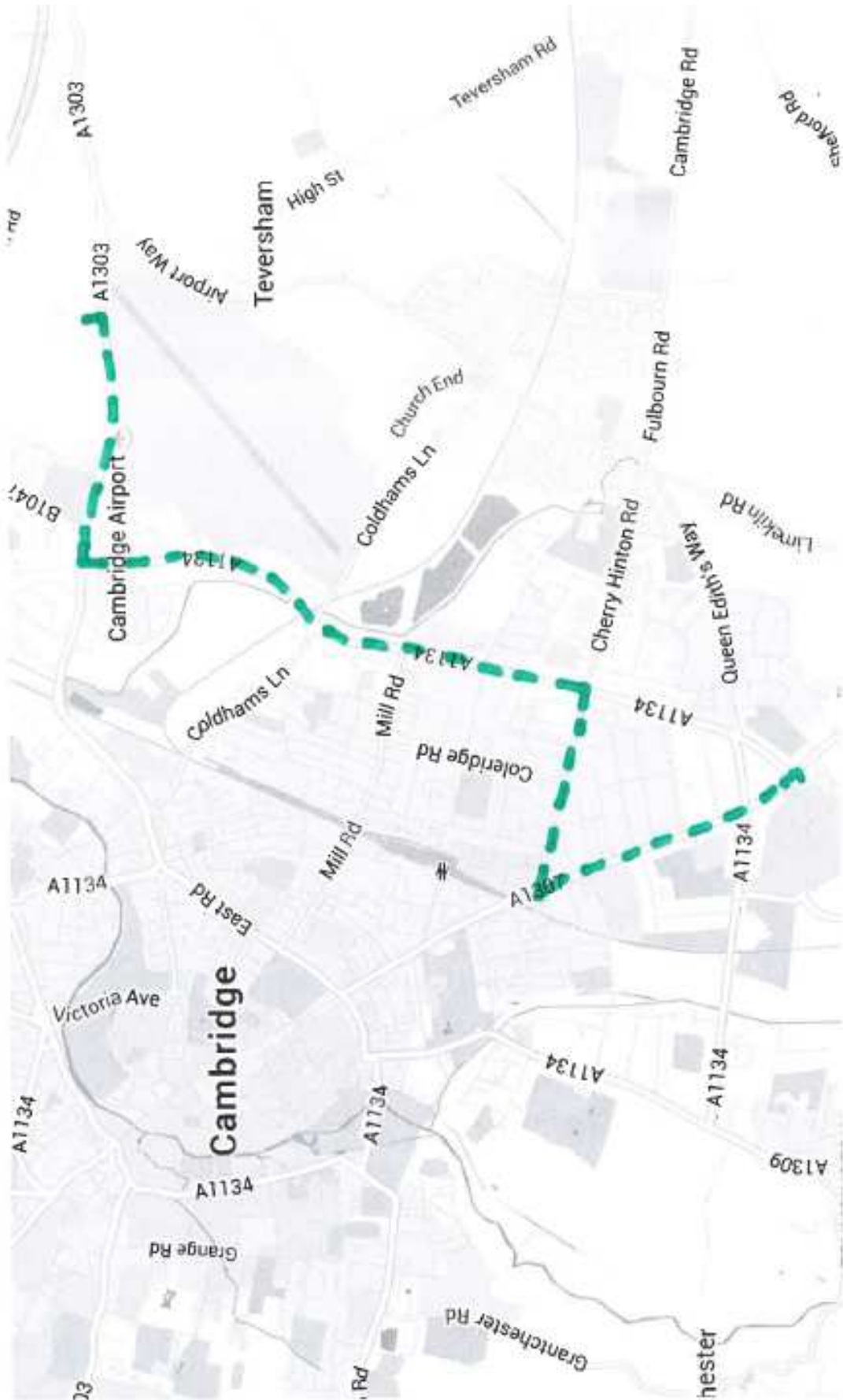
The trial will not actually cost £97,000 but the money will have to be 'set aside' for the six month period of the trial. This is because the route will go out to tender. The 'contract' can then work in one of two ways:-

1. The County will pay the operator the amount they asked to run the trial and the County then collects all revenue (i.e. bus fares) from the service. So money will come back to the County for the 106 pot.
2. The operator runs the service, taking the revenue, and if it runs at a loss (hopefully not) the County will make up the shortfall between the estimated and actual cost.

It has been pointed out to me that such a bus route may not be financially viable. That is the reason for running a bus for a trial period to test out that assumption. If it does indeed show that such a route is unviable then at least we will have tried to do our best for a deprived area of the City. I personally think that, given care over the route, the bus will be financially viable.

I, my fellow Councillors and the residents of Abbey ward are very unhappy with the delay, and we are not in favour of another further delay to see if Marshalls will pay any more money. It is now over 12 months since the East Area Committee allocated money for the trial, and as the money is available I hope the Committee will now approve the expenditure for this much needed bus service. I would further hope we could go ahead immediately – we have been campaigning for this bus for a long and the petition has more than 1000 signatures.

Cllr Joan Whitehead – Abbey Ward



Newmarket Road Park & Ride - Addenbrooke's Hospital

MONDAY TO SATURDAY

Notes :											
Fen Ditton, Newmarket Road, Park & Ride	07:30	08:30	09:30	10:30	11:30	12:30	13:30	14:30	15:30	16:30	17:30
Fen Ditton, Newmarket Road, Cambridge Airport	07:34	08:34	09:34	10:34	11:34	12:34	13:34	14:34	15:34	16:34	17:34
Cambridge, Barnwell Road, Peverel Road	07:36	08:36	09:36	10:36	11:36	12:36	13:36	14:36	15:36	16:36	17:36
Cambridge, Brooks Road, opp Barnwell Road	07:38	08:38	09:38	10:38	11:38	12:38	13:38	14:38	15:38	16:38	17:38
Cambridge, Cherry Hinton Road, Hinton Avenue	07:40	08:40	09:40	10:40	11:40	12:40	13:40	14:40	15:40	16:40	17:40
Cambridge, Hills Road, opp Hills Road Sixth Form College	07:44	08:44	09:44	10:44	11:44	12:44	13:44	14:44	15:44	16:44	17:44
Cambridge, Addenbrooke's Hospital, Bay D	07:47	08:47	09:47	10:47	11:47	12:47	13:47	14:47	15:47	16:47	17:47

Addenbrooke's Hospital - Newmarket Road Park & Ride

MONDAY TO SATURDAY

Notes :											
Cambridge, Addenbrooke's Hospital, Bay D	08:00	09:00	10:00	11:00	12:00	13:00	14:00	15:00	16:00	17:00	18:00
Cambridge, Hills Road, Hills Road Sixth Form College	08:03	09:03	10:03	11:03	12:03	13:03	14:03	15:03	16:03	17:03	18:03
Cambridge, Cherry Hinton Road, opp Hinton Avenue	08:07	09:07	10:07	11:07	12:07	13:07	14:07	15:07	16:07	17:07	18:07
Cambridge, Brooks Road, opp Barnwell Road	08:11	09:11	10:11	11:11	12:11	13:11	14:11	15:11	16:11	17:11	18:11
Cambridge, Barnwell Road, opp Peverel Road	08:13	09:13	10:13	11:13	12:13	13:13	14:13	15:13	16:13	17:13	18:13
Fen Ditton, Newmarket Road, opp Cambridge Airport	08:15	09:15	10:15	11:15	12:15	13:15	14:15	15:15	16:15	17:15	18:15
Fen Ditton, Newmarket Road, Park & Ride	08:19	09:19	10:19	11:19	12:19	13:19	14:19	15:19	16:19	17:19	18:19