

TRANSPORT AND WORKS ORDER ACT 1992

TRANSPORT AND WORKS (INQUIRIES PROCEDURES) RULES 2004

INQUIRY INTO:

**THE PROPOSED NETWORK RAIL (CAMBRIDGE SOUTH INFRASTRUCTURE
ENHANCEMENTS) ORDER**

MAIN PROOF OF EVIDENCE

**ON MATTERS RELATING TO THE OPERATION OF CAMBRIDGE UNIVERSITY
HOSPITALS WITHIN THE CAMBRIDGE BIOMEDICAL CAMPUS**

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ON BEHALF OF CAMBRIDGE UNIVERSITY HOSPITALS NHS FOUNDATION TRUST

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Contents

1	POSITION, QUALIFICATION AND EXPERIENCE	3
2	INTRODUCTION.....	3
3	HISTORY OF THE HOSPITAL AND EVOLUTION OF THE CAMPUS	4
4	IMPORTANCE OF THE HOSPITAL	7
5	FUTURE HOSPITAL DEVELOPMENTS	7
6	CUH's OBJECTIONS - ADDRESSING STATEMENT OF MATTERS 3 (b), (d) AND (e): – THE LIKELY IMPACT ... ON LOCAL ROAD NETWORKS INCLUDING ACCESS AND THE BLUE LIGHT ROUTES AND ON PARKING AND PREDESTRIAN ROUTES; HOW THIS PROJECT ALIGNS WITH OTHER FORMS OF TRAVEL; IMPACT FROM CONSTRUCTION; AND STAMENT OF MATTERS 5: IMPACTS AND INTERACTIONS WITH FUTURE PLANNED DEVELOPMENTS AND PROPOSED TRANSPORT SCHEMES.....	8
7	SUMMARY/CONCLUSIONS	15
8	WITNESS DECLARATION	15

LIST OF APPENDICES (bound separately)

- Appendix 1:** Cambridge Biomedical Campus Site Plan
- Appendix 2:** Blue Light Routes Plan
- Appendix 3:** Extract from committee report for the Cambridge City Council Planning Committee sitting on 7 November 2007 relating to planning application reference 06/0796/FUL
- Appendix 4:** Extract from section 106 agreement dated 15 October 2009 made between (1) Cambridge City Council (2) Cambridgeshire County Council (3) South Cambridgeshire District Council (4) Cambridge Medipark Ltd (5) Cambridge University Hospitals NHS Foundation Trust (6) Sir Francis Wingate William Pemberton (7) Antony Francis Pemberton and (8) Peter Richard Wingate Pemberton, Edward Anthony Bromet, William Robert Bartle Edwards and Antony Francis Pemberton

1 POSITION, QUALIFICATION AND EXPERIENCE

- 1.1 My name is Carin Charlton and I am the Director of Capital, Estates and Facilities Management at Cambridge University Hospitals NHS Foundation Trust (“**CUH**”).
- 1.2 I was appointed to my current post five years ago, having previously held director and executive roles in estates and facilities management, strategy, and corporate services at the Mid Essex Hospitals.
- 1.3 I am a member of the Institute of Healthcare Engineering and Estate Management and also a certified member of the Institute of Workplace and Facilities Management. I have a Master of Business Administration in Facilities Management from Sheffield Hallam University and have graduated from the Health and Social Care Strategic Leadership programme, Yale University, USA.
- 1.4 Reporting directly to the Chief Executive Officer, I am responsible for all aspects of capital development, estates, infrastructure, and facilities management for CUH. This includes responsibility for travel and transport at both hospital and campus level.

2 INTRODUCTION

2.1 Scope of Evidence

- 2.1.1 I have prepared this proof of evidence in connection with CUH’s objection to the Network Rail (Cambridge South Infrastructure Enhancements) Order (“**Order**”). In this proof references to the “**Project**” means the scheme underlying the Order.

2.2 Structure of Evidence

- 2.2.1 This proof of evidence focuses on the concerns raised in CUH’s objection to the Order which relate, in particular, to the potential impacts on the operation of CUH and how it sits and functions as part of the Cambridge Biomedical Campus (“**CBC**”).
- 2.2.2 In section 3, for context, I describe the history of the hospital and the evolution of the CBC.
- 2.2.3 In section 4, I set out the importance of the hospital both regionally and nationally.

- 2.2.4 In section 5, I set out the hospital's future proposals for expansion.
- 2.2.5 In section 5, I summarise CUH's objections to the Order.
- 2.2.6 In section 6, I provide my conclusions.
- 2.3 At the outset, I would stress that CUH strongly supports the principle of providing a new station as it will support access to the campus for patients, visitors and staff. It will boost sustainable travel practice (opportunities for rail and walk, bus or cycle) and support a reduction in congestion on local access routes with a transfer from road to rail traffic. There are however, some concerns which CUH considers still need to be addressed to ensure that there is no adverse effect on the operational activities of the hospital from the proposals for which consent is sought under the draft Order and application for deemed planning permission. CUH therefore seeks further assurances and commitments to ensure that any impacts from the new station and its use are properly mitigated, monitored and managed.

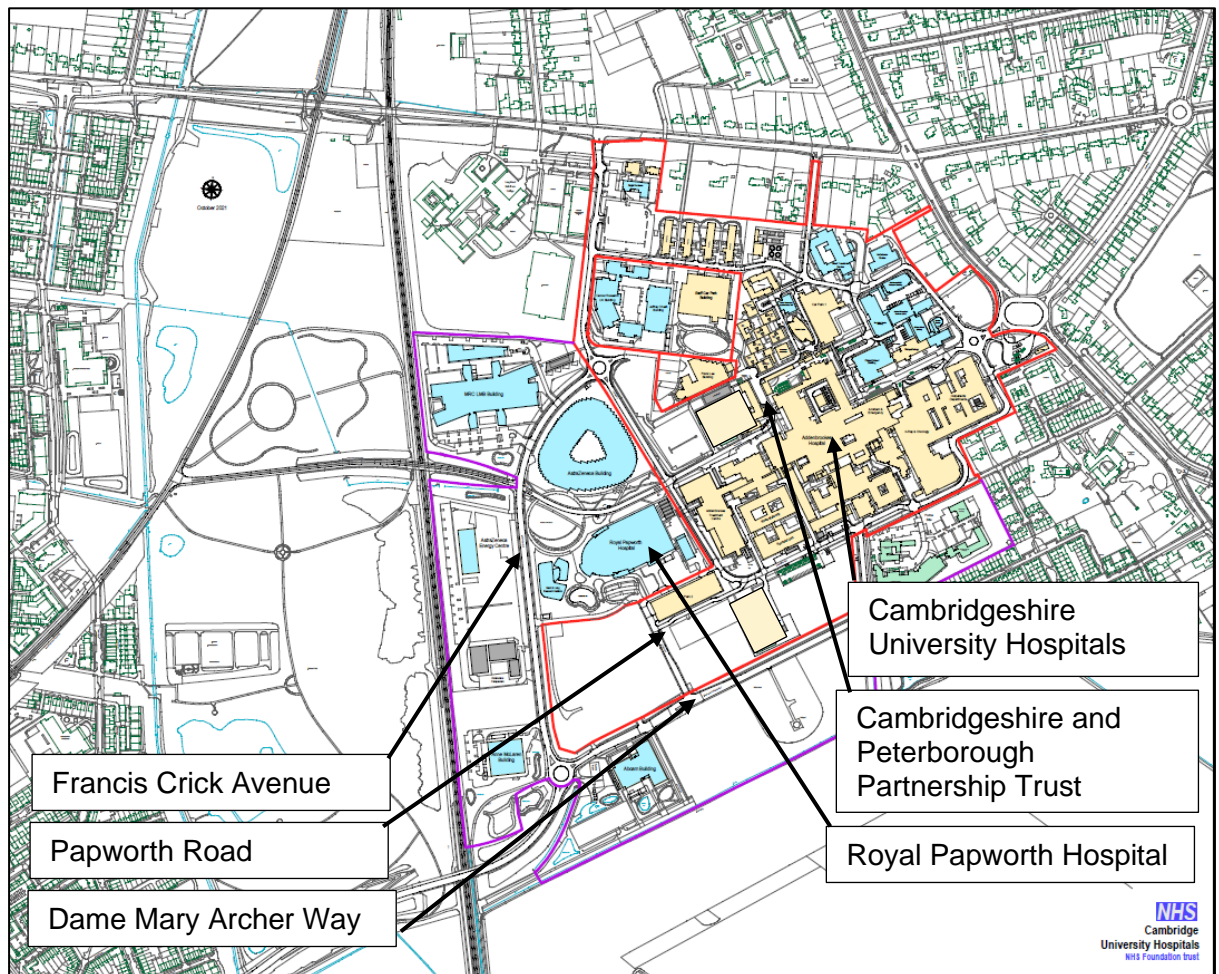
3 HISTORY OF THE HOSPITAL AND EVOLUTION OF THE CAMPUS

- 3.1 Work started on the 'new' Addenbrooke's hospital in the late 1950's, with the first patients being seen early in 1962. Now known as CUH it sits at the heart of the CBC. The CBC has grown considerably in recent years and the organisations on the site reflect the strength of healthcare and life sciences in Cambridge. CUH is now an internationally renowned teaching hospital and research centre with strong affiliations to the University of Cambridge. It is also the centre for various clinical specialties from an East of England regional perspective.
- 3.2 The CBC has been subject to several planning applications in recent years. The most significant of which was an outline planning consent for up to 215,000sqm of floor space at the CBC (CBC Phase 1 (reference 06/0796/OUT)) granted in October 2009. This consent reflected the previous masterplan for the site and included, amongst other changes, the outline proposals for a new Children's hospital which have now been submitted for detailed approval. Planning permission is also soon to be requested for a new Cancer Research Hospital within the CUH estate.
- 3.3 Other organisations well established on campus include: University and Research units, such as University of Cambridge School of Clinical Medicine – housed in multiple buildings across the CBC and comprising twelve Academic Departments; four

Research Institutes and five Medical Research Council (MRC) units. In addition, the MRC has additional presence with The Medical Research Council Laboratory of Molecular Biology (MRC LMB), and other research centres are located on site, such as The Cancer Research UK Cambridge Institute, Heart and Lung Research Institute and Addenbrooke's Centre for Clinical Investigation. Industry partners on campus include AstraZeneca Strategic R&D Centre, GlaxoSmithKline's (GSK) Experimental Medicine and Clinical Pharmacology Unit, and ideaSpace – a co-working community of start-ups. They are distributed across the CBC Phase 1 and CUH owned land.

- 3.4 In 2016, an outline planning application was consented for a further 75,000sqm of floor space at CBC (CBC Phase 2 (reference 16/0176/OUT)). This expansion was on Green Belt land to the south of Dame Mary Archer Way. In October 2021, the Greater Cambridge Planning Service included land to the south of CBC Phase 2 as part the Preferred Option stage of the Local Plan process (currently at consultation phase with a view to covering the period up to 2041). This land is referred to as the 2050 CBC Vision. Abcam PLC have established their headquarters on the CBC Phase 2 land and work is shortly to commence on a multi-occupancy space offering research facilities. CUH has options to purchase 1/3 of the CBC Phase 2 land and is already considering options in relation to expansion across it.
- 3.5 In 2018, Cambridgeshire County Council (on behalf of the Greater Cambridge Partnership), working with the CBC and specifically CUH representatives, commissioned a 'transport needs review' for the campus. It had already been identified that to support the further expansion of the campus, sustainable public transport infrastructure would need to be enhanced and the study was to provide evidence and undertake modelling to demonstrate the requirement. The Atkins Transport Needs Review (**Core Document NR16 Main Environmental Statement: Volume 2 – Appendix 17.2**) noted that there were approximately 21,220 staff registered as having the CBC as their workplace. As not all staff would be likely to be in each day, the study estimated around 17,250 staff could work on-site on a regular basis on a typical working day, and travel counts indicated that up to 14,500 visitors travel to the CBC on a typical day. The CBC is Cambridge's largest employment site and consequently one of the largest trip generators within the city.
- 3.6 In relation to delivery of healthcare on Campus, CUH is joined by the Royal Papworth NHS Foundation Trust and Cambridgeshire and Peterborough NHS Foundation Trust (which leases buildings within the CUH estate on the CBC site).

- 3.7 The campus layout is shown in Figure 1. A large scale copy of the plan is included at **Appendix 1**.



Key:		Non CUH buildings on CBC campus
		CUH buildings on CBC campus
		CUH estate
		Non-CUH estate

Figure 1.

- 3.8 The plan at Figure 1 indicates the extent of the CUH estate in the context of the campus, the arrangement in terms of location of the various partner organisations and the key roads within the campus.

- 3.9 In terms of the roads serving the campus, none of the roads within the campus are adopted highways. CBC Medipark Limited manages Francis Crick Avenue, Papworth Road and Dame Mary Archer Way (all within third party ownership but with CUH having rights of access), whilst CUH is the landowner and responsible for the management of all other roads on campus including Robinson Way. The detail of the routes can be found in the proof of evidence provided by CUH in relation to transport systems.

4 IMPORTANCE OF THE HOSPITAL

- 4.1 CUH has the largest presence on campus in terms of estate, staff, patients and visitors. It has over 1,000 inpatient beds, 11,000 members of staff and is one of the largest acute hospitals in the country.
- 4.2 As part of the NHS, CUH delivers (through Addenbrooke's hospital and the Rosie maternity hospital) expert care for local patients needing emergency, surgical and medical care. It is also a regional specialist centre for trauma services, organ transplantation, neurosciences, paediatrics and genetics. It operates at a national level for patients requiring specialist treatment for rare or complex conditions.
- 4.3 In addition, CUH is a government designated comprehensive biomedical research centre; a partner in one of six academic health science centres in the UK (Cambridge University Health Partner); and a university teaching hospital with a worldwide reputation.

5 FUTURE HOSPITAL DEVELOPMENTS

- 5.1 CUH has a comprehensive expansion plan with land already set aside for development. Funding has been secured to deliver a new specialist children's hospital; the application for reserved matters approval (which builds on the existing outline consent for the campus) was submitted in October 2021. In addition, plans for a new specialist cancer centre have reached NHS approval at strategic outline case (planning application to be submitted in the first half of 2022). Work on a replacement hospital facility has also commenced and is at the early planning phase.

6 CUH's OBJECTIONS - ADDRESSING STATEMENT OF MATTERS 3 (b), (d) AND (e): – THE LIKELY IMPACT ... ON LOCAL ROAD NETWORKS INCLUDING ACCESS AND THE BLUE LIGHT ROUTES AND ON PARKING AND PREDESTRIAN ROUTES; HOW THIS PROJECT ALIGNS WITH OTHER FORMS OF TRAVEL; IMPACT FROM CONSTRUCTION; AND STATEMENT OF MATTERS 5: IMPACTS AND INTERACTIONS WITH FUTURE PLANNED DEVELOPMENTS AND PROPOSED TRANSPORT SCHEMES

- 6.1 CUH supports the principle of the Project, as it will support the access to the campus for patients, visitors and staff and will be instrumental in supporting the delivery of its future expansion and development proposals, supporting sustainable travel options and reducing further local congestion and single driver occupancy rates. There are, however, a number of concerns which CUH considers need to be addressed to ensure that the construction and operation of the station do not adversely affect the operational activities of the hospital. CUH is looking for assurances and commitments to ensure that any impacts from the new station and its use are properly managed.
- 6.2 As I have stated above, my evidence focuses on CUH's concerns as to the potential impact of the proposals on CUH's operational activities.
- 6.3 This section of my proof addresses:
- 6.3.1 interference with and need to safeguard key 'Blue Light' Routes;
 - 6.3.2 risk in increased through traffic through site and measures to address and/or mitigate this;
 - 6.3.3 impacts on parking;
 - 6.3.4 integration with other transport scheme which will interact with the Project;
 - 6.3.5 impacts upon Robinson Way infrastructure; and
 - 6.3.6 wayfinding and routeing.
- 6.4 The evidence presented in this proof focuses on the transport and traffic issues from the operational aspect of CUH. Stantec UK Limited have been engaged by CUH to provide the more detailed technical support and expert evidence on traffic and transport matters, which will be presented by Elliot Page. Ian Jackson who is the

Deputy Director of Estates and Facilities (Engineering) and the lead engineer for CUH addresses the issues the hospital has in relation to drainage and the use of Hobson's Brook.

6.5 Interference with and need to safeguard key 'Blue Light' Routes

6.5.1 Figure 2 below (a large scale of which is included at **Appendix 2**) shows the routes on campus which are used by ambulances to support access to emergency departments within both CUH and the Royal Papworth Hospital.

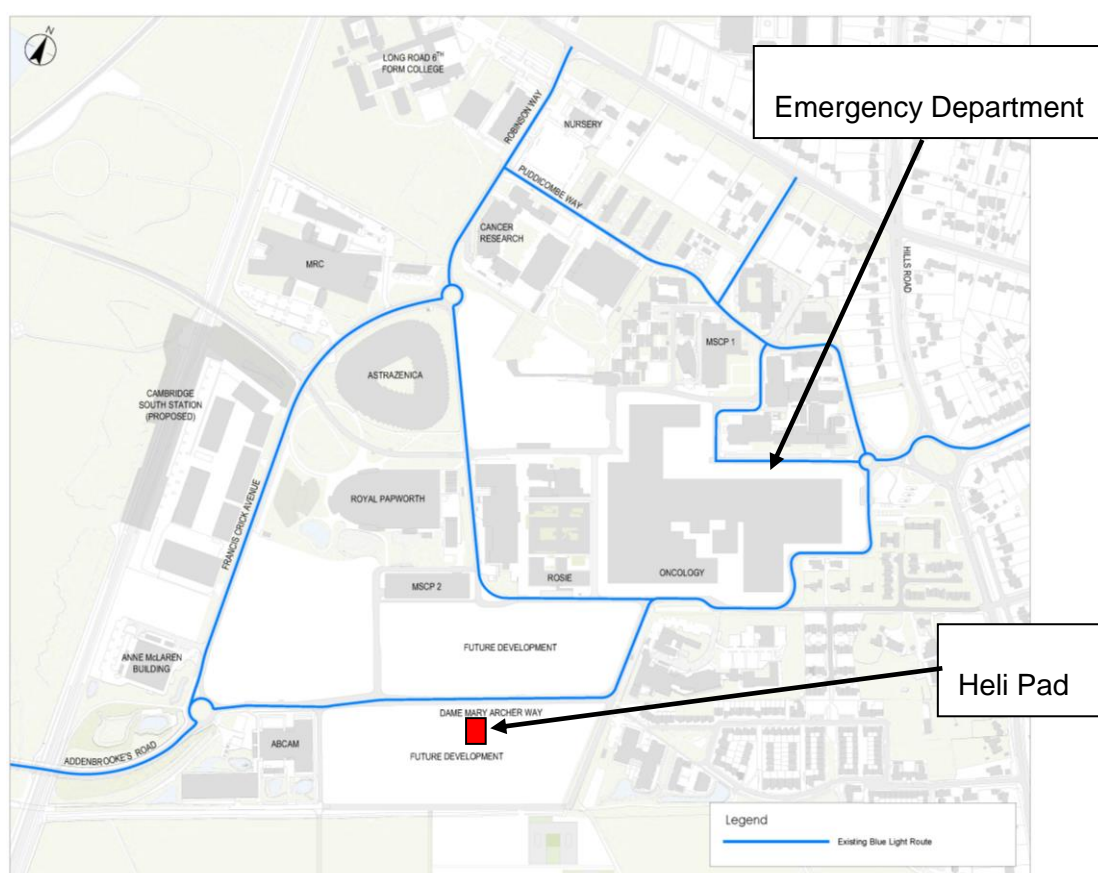


Figure 2 - Blue Light Routes (source: Stantec)

6.5.2 It is critical that the 'Blue Light' Routes remain available and unobstructed (by construction works, parked vehicles or vehicles queuing to access the station or construction worksites) during the construction and operation of the station. Direct access to the A & E Departments for ambulance vehicles – including from the helipad - is of paramount importance, and time critical for patients who are being transported. No provision is made in the Order or conditions attached the deemed planning permission for the protection

of the Blue Light Route. The Transport Assessment and Environmental Chapter is also silent on the issue.

6.5.3 In order to address its concerns, CUH therefore seeks commitments from Network Rail (“**NR**”) that those Blue Light Routes will be protected. In particular:

- (i) NR to agree not to obstruct or reduce capacity on the Blue Light Route unless with CUH agreement in limited unavoidable circumstances.
- (ii) If, during the construction works, it is anticipated that one of the Blue Light Routes would be affected by the works, for example, partial closure or traffic restrictions, or use by abnormal vehicles delivering plant, materials or equipment to the construction sites, NR would give to CUH a minimum of 5 working days’ notice of works so that that appropriate alternate arrangements can be made by CUH, such as directing all ambulances to use a different Blue Light Route during that period, or avoiding scheduling non-urgent patient transports during that period;
- (iii) NR and CUH agree to keep each other advised on any major incident/exceptional circumstance and to develop an “emergency protocol” which may require suspension of construction activities impacting on road usage;
- (iv) NR provide CUH with at least 5 working days’ notice of any temporary traffic management arrangements relation to all modes (to the extent possible) that impact on routes, maintenance, signage and parking during construction and operation of the station;
- (v) Monitoring of the station during operation to identify whether vehicular access to the station is causing congestion on Francis Crick Avenue or unauthorised waiting / parking on the Blue Light Routes, with a mechanism for measures to be taken to address the same if such issues are observed. CUH would suggest that such issues could potentially be addressed through the existing CBC Travel and Transport Group (the group is a forum of the different

partner organisations who occupy the site and which function to specifically deal with transport related matters associated with the campus), with NR and/or the train operating company responsible for managing the station becoming a member or attendee of that Group. The group already has non-campus representatives who attend who are from the Greater Cambridge Partnership, Cambridge County Council and Cambridgeshire and Peterborough Combined Authorities who commission the local bus services.

6.6 Risk in increased through traffic through site and measures to address and/or mitigate this

- 6.6.1 CUH is also concerned about the potential for the Project (at both the construction and operational phases) to increase the volume of through traffic within the campus.
- 6.6.2 When planning permission was granted for CBC Phase 1 (reference 06/0796/OUT) the control of through traffic within the campus was required. The committee report expressly set out, at paragraph 8.162 *ff* the Local Plan policy requirements in respect of the prohibition of through-traffic along with how this should be managed. An extract from the committee report is provided at **Appendix 3**¹ 'Through traffic' on campus is regarded as being a vehicle that enters via one access point and leaves by a different access within a short period of time. This was secured through a section 106 agreement with specific provision for the control of through traffic set out in the Thirteenth Schedule to the agreement, including the use of enforcement cameras. An extract from the agreement containing the relevant provisions is provided at **Appendix 4**².
- 6.6.3 There is currently an Automatic Number Plate Recognition ("ANPR") system installed at the campus to manage the flow of traffic through the campus and to stop "rat running" through the site, which in turn prevents congestion on the roads within the campus and contributes to the effective management of the campus. The cameras are installed at key entrances/exits to the campus and record the times that vehicles enter/exit

¹ a full copy of the committee report can be provided on request

² a full copy of the agreement can be provided on request

the property. If vehicles are recorded as having navigated through the site – i.e. entered and left the site at different points - within a short period of time that is registered on the system and a fixed penalty notice is sent out. The ANPR system is owned and managed by the CBC Estate Management Company and is enforced by the police (who issues the fines).

- 6.6.4 CUH does not understand that NR seeks to alter the controls which currently apply on the CBC site, and that people accessing the station by vehicle will have to comply with the restrictions on through traffic already in place. NR has not, however, provided any details as to how this will operate in practice. CUH is concerned that issues could arise if, for example, drivers choose to remain on the station forecourt beyond the time required for drop-off or pick-up - or if other vehicles visiting the campus regarded the station forecourt as a place where they could wait - in order to circumvent the restriction I have referred to above, which could result in vehicles unable to access the station backing up along Francis Crick Avenue, or if vehicles visiting the station sought other places within the campus where they could wait before leaving the campus by a different exit to circumvent that restriction.
- 6.6.5 CUH would ask NR to explore options with the CBC to ensure that through traffic control continues to operate effectively including in the operational phase of the station. As well as this control being essential for the management of traffic on the hospital site, it is, as set out in paragraph 6.6.2 above, a requirement of the extant planning obligation.
- 6.6.6 CUH also seek a commitment from NR to introduce real time traffic monitoring onto campus so that assurances can be provided in relation to the traffic impact of the new station when in operation. There is further detail in Elliot Page's proof, but it is important to note that, should traffic levels be higher than anticipated as a result of the station being established, there would need to be a mechanism in place to monitor and manage any adverse impacts on the hospital. This could again be undertaken through the CBC Travel and Transport Group. There may be an increased monitoring cost and a cost in resolving issues. CUH would have confidence that the Travel and Transport Group, with NR and/or the train operators as members, would be an appropriate forum to receive reports on monitoring,

consider where any issues are likely to have arisen from and to find appropriate mitigations and fair cost allocation

6.6.7 The volume of traffic visiting the campus each day, is significant. That means that should there be an incident on any of the onsite roads, a state of gridlock onto and off the campus can quickly occur. Gridlock results in patients not getting to the emergency department in appropriate timeframes and general ambulance access and egress, patients being late or missing procedure or outpatient appointments with increased costs and disruption to CUH as a result, increased stress levels for patients and visitors and this also disrupts the bus services into and out of the city. It is acknowledged that there could be a number of reasons for such disruption to occur, many not attributable to NR.

6.6.8 CUH would look for a mechanism to address such issues with NR and/or the train operators being part of the Travel and Transport Group to support anticipation of such events and, again through the group, resolve them should they occur.

6.7 Impacts on Parking

6.7.1 As explained further in Elliot Page's proof, CUH has limited parking and our car parks operate at or close to capacity. There are times when finding a parking space on site can cause stress for patients and missed appointments.

6.7.2 We are very concerned that the new station may give rise to increased use of our car parks (or indeed cycle parks) either during construction or in the operational phase. Again, CUH is looking to NR to support the monitoring of on-site parking and to propose ways of managing any impacts. As in the case of through traffic, CUH believes that use of the Travel and Transport Group, with NR and/or the train operators as members, would be an appropriate forum for this.

6.8 Integration of transport schemes and cumulative effects

6.8.1 Several new travel schemes are proposed to interact with the campus in the near future. This includes the Cambridge South East Transport

(CESET) scheme and Sawston Greenway. CUH strongly support the improvements to active and public transport travel options and look to NR to work with other providers of schemes to support safe inclusive travel environments. We look forward to seeing NR's proposals as to how these schemes can be successfully integrated.

6.9 Failure to mitigate impact upon Robinson Way infrastructure.

6.9.4 CUH notes that both during construction and once the station has opened, there will be impact upon the infrastructure of Robinson Way.

6.9.5 At present neither the Order nor the conditions attached to the deemed planning permission, address the impact of the Project on Robinson Way, which, as set out in paragraph 3.9, is owned and maintained by CUH. CUH understands that NR only seeks to acquire rights over Robinson Way, however is concerned that the use of the route, particularly for construction traffic, but also during the operational phase, could cause damage to the road or increased maintenance costs. Notwithstanding the proposal for NR to acquire rights pursuant the Order, CUH would be happy to look to agree rights of access across Robinson Way during construction period. In relation to any damage and increased maintenance costs, CUH seeks a commitment from NR to provide a financial contribution to CUH towards the cost of any repairs and maintenance required to the route both during and as a result of the construction phase of the Project along with ongoing general maintenance, with a sum to be agreed for both aspects.

6.10 Wayfinding and routeing

6.10.1 It is essential that those attending the campus to access the railway station are easily able to find their way and that new signage is integrated with existing. CUH would be keen to work with, and be a stakeholder in the approvals process with NR, in relation to wayfinding infrastructure as they bring forward proposals to support this across the campus. CUH would also be keen to work with the County Council as plans come forward to support access from adjacent roads to the new station. CUH anticipates that a planning condition may be appropriate to secure this.

7 SUMMARY/CONCLUSIONS

- 7.1 The overall principle of Cambridge South Station is strongly supported by CUH. The concerns raised relate to matters of detail which require further information to be provided, or appropriate protections to be introduced to ensure that the proposed scheme does not have an adverse effect on CUH's operations on the CBC site.
- 7.2 CUH has a number of outstanding concerns where it considers measures should be put in place to ensure that if the construction of operation of the station is giving rise to impacts upon the operational management of CUH business or land, that these can be monitored and then appropriately managed.
- 7.3 CUH would welcome further engagement with NR on these matters, with a view to resolving the concerns prior to the close of the enquiry.

8 WITNESS DECLARATION

I hereby declare as follows:

This proof of evidence includes all facts which I regard as being relevant to the opinions that I have expressed and that the inquiry's attention has been drawn to any matter which would affect the validity of that opinion.

I believe the facts that I have stated in this proof of evidence are true and that the opinions expressed are correct.