

**Date: 7 October 2021**

**Item: Bus Services to London's Hospitals**

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**This paper will be considered in public**

**1 Summary**

- 1.1 This paper gives an update on progress on the provision of bus services to London's hospitals following on from TfL's 2017 review and the 2018, 2019 and 2020 updates.
- 1.2 The coronavirus pandemic has highlighted the importance of bus links to London's hospitals for essential NHS workers and patients. Some short-term changes have been made to the bus network to reflect this, and our future planning will always consider the importance of good access to health care for all Londoners.

**2 Recommendation**

- 2.1 **The Panel is asked to note the paper.**

**3 Background**

- 3.1 Good access to hospitals is vital for communities and a key part of what the bus service is there to provide. In 2017, in line with the Mayor's aim of improving access to health services in London, TfL undertook a strategic overview of the delivery of bus services to London's hospitals. This was reported to the Panel at its meeting on 13 July 2017. Updates on progress were reported to the Panel at the meetings on 6 June 2018, 13 June 2019 and 23 September 2020.
- 3.2 The overview considered links to London's 37 general hospitals, as well as two specialist and two community hospitals. Key potential actions for the bus network around each hospital were identified and these were given one of three priorities for action. The priority levels were based on the following factors:
  - (a) value for money to customers and to TfL;
  - (b) feasibility, including infrastructure and other necessary support;
  - (c) stakeholder feedback; and
  - (d) availability of funding.
- 3.3 A key factor in improving access to hospitals is the requirement for infrastructure. Many routes serving hospitals terminates in or near hospital grounds. Driver wellbeing is essential, and many hospitals have historically made toilets and cafeterias available for bus driver to use for at least some of the day. The pandemic has changed this provision, in many cases potentially long term. TfL and stakeholders will need to work together to ensure that we can provide adequate, good quality toilet and welfare

facilities for those drivers providing the essential service for both staff and patients that we are all seeking to maintain and improve their wellbeing.

- 3.4 Those who attend hospitals will include a significant proportion of people with protected characteristics, and in particular the protected characteristics of disability, age, or pregnancy and maternity. TfL is subject to a public sector equality duty under section 149 of the Equality Act 2010 to have due regard to the need to:
- (a) eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act;
  - (b) advance equality of opportunity between people who share a protected characteristic and those who do not; and
  - (c) foster good relations between people who share a protected characteristic and those who do not.
- 3.5 Having due regard to advancing equality involves:
- (a) removing or minimising disadvantages suffered by people due to their protected characteristics;
  - (b) taking steps to meet the needs of people from protected groups where these are different from the needs of other people; and
  - (c) encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- 3.6 Equality considerations are taken into account for all changes to bus services and for all major bus service change proposals, generally those with a change of routeing, the Equalities Impact Assessment (EqIA) of the scheme is published on the TfL Consultations website as part of the overall consultation on a bus service change proposal. The EqIA examines what impact (positive or negative) all the proposed route changes have on customers with characteristics protected by the Equality Act 2010. The impacts of bus service change proposals on equality groups are considered throughout the planning process ensuring, where possible, effective mitigations are in place to remove or reduce or remove adverse impacts.
- 3.7 The progress on each of the top priority actions is detailed in this paper together with any updates on the lower priority actions. Analysis has been carried out of boarders and alighting numbers at stops at hospitals in this review. Numbers have been impacted by the pandemic and usage of the bus network is running, on weekdays, at about 70 per cent of pre-pandemic levels (as of late September 2021).

## **4 Progress on top priority actions**

- 4.1 There were seven top priority actions identified in 2017; these are listed in table 1 together with any updates. Five of the suggested schemes have now been introduced and good progress made on one more.

**Table 1: High priority action**

Hospital	Action	Status	Update
Central Middlesex Hospital (Park Royal)	Provide better direct links to Wembley	Implemented	Route 440 was extended from Stonebridge Park via Harrow Road to the Wembley Eastern Lands on 21 December 2019. Based on usage data from June 2021 there were over 410 passengers per day using the stop at the hospital. This represents an increase of 16 per cent additional passengers since the extension was implemented in December 2019.
Darent Valley Hospital (Dartford, Kent)	Divert route 96 to directly serve the hospital	Implemented	Route 96 was diverted to serve the hospital via Fastrack (bus-only) roads in 2017. Usage has been generally very good with an average of 890 passengers per day prior to coronavirus pandemic. However, usage has decreased significantly during the pandemic. There has been a reduction of 46 per cent passengers per day. This decrease in usage can be attributed to the pandemic. The overall use of the 96 has declined by 33 per cent during the pandemic as a comparison.
North Middlesex University Hospital (Edmonton)	Direct new bus links to Winchmore Hill and Enfield	Implemented	Route 456 was successfully implemented in March 2021. Analysis of raw data shows the stops at the hospital are used by around 55 passengers per day. Although, usage is low, it is increasing and it is anticipated that this trajectory will continue.
Queen's Hospital (Romford)	Provide new links to Barking	Implemented	Route 5 was diverted to serve the hospital in August 2017. There are now about 1,065 passengers per day boarding or alighting on route 5 at the hospital, with about 50 per cent of these going to or from the LB Barking & Dagenham area. Usage has fallen during the pandemic by 20 per cent across the route as a whole.

Hospital	Action	Status	Update
Queen Mary's Hospital (Sidcup)	Increase frequency	Implemented	Route R11 frequency was increased in 2017. There are about 215 passengers per day using route R11 at the stops serving the hospital directly. Whilst the numbers at the hospital are 41 per cent down from last year, the route use has dropped by 38 per cent over the same period which is mostly attributed to the coronavirus pandemic.
Epsom Hospital (Epsom, Surrey)	Direct links to Sutton via route 470; requires new stand at hospital	In Progress	Consultation on the extension took place in late 2019 and reported in March 2020. Due to on-going construction work within Epsom Hospital grounds the implementation date is likely to be delayed until 2023. The delay on the hospital grounds can be mostly attributed to the pandemic.
Whittington Hospital (Highgate)	Extend an existing bus route to the hospital (to be identified)	On Hold	Sources of funding for infrastructure costs still to be identified, and it is likely that any scheme would be dependent on a redevelopment of part of the hospital site. Implementation unlikely in the near future due to the current financial constraints, and subject to consultation.

## 5 Usage on implemented services

- 5.1 Usage on the implemented schemes from priority actions identified in 2017 were assessed; this is listed in table 2. Since the last update, a further two schemes have been implemented. They are new route 456 to North Middlesex Hospital, and route 324 extended to the Royal National Orthopaedic Hospital
- 5.2 A key part of reviewing bus passenger access to hospitals by bus is assessing their boarding or alighting points. This gives an insight into how buses are used access hospitals. This is done using TfL's 'ODX' dataset. ODX uses data gathered from customers touching their Oyster or contactless card when they board the bus. It also infers a proportion of alighting trips based on other Oyster transactions. The data is scaled to take account of trips that cannot be inferred.
- 5.3 Stops directly serving the hospitals were assessed. Table 2 shows usage for all the hospitals which schemes have been implemented since 2017. All the usage (boarding and alighting) data in the table below is for July 2021 except for Royal National

Orthopaedic Hospital and Finchley Memorial Hospital which were surveyed in the first weeks of September.

**Table 2: Summary of daily usage at hospital on implemented schemes (Summer 2021)**

Route	Status	Hospital Bus Stop	Daily usage
5	Implemented	Queen's Hospital (Romford)	1,065
96	Implemented	Darent Valley Hospital (Dartford, Kent)	1,065
178	Implemented	Queen Elizabeth Hospital (Woolwich)	420
324	Implemented	Royal National Orthopaedic Hospital (Stanmore)	46
383	Implemented	Finchley Memorial Hospital (Finchley)	39
384	Implemented	Barnet Hospital (Barnet)	258
440	Implemented	Central Middlesex Hospital (Park Royal)	411
456	Implemented	North Middlesex University Hospital (Edmonton)	55
R11	Implemented	Queen Mary's Hospital (Sidcup)	216

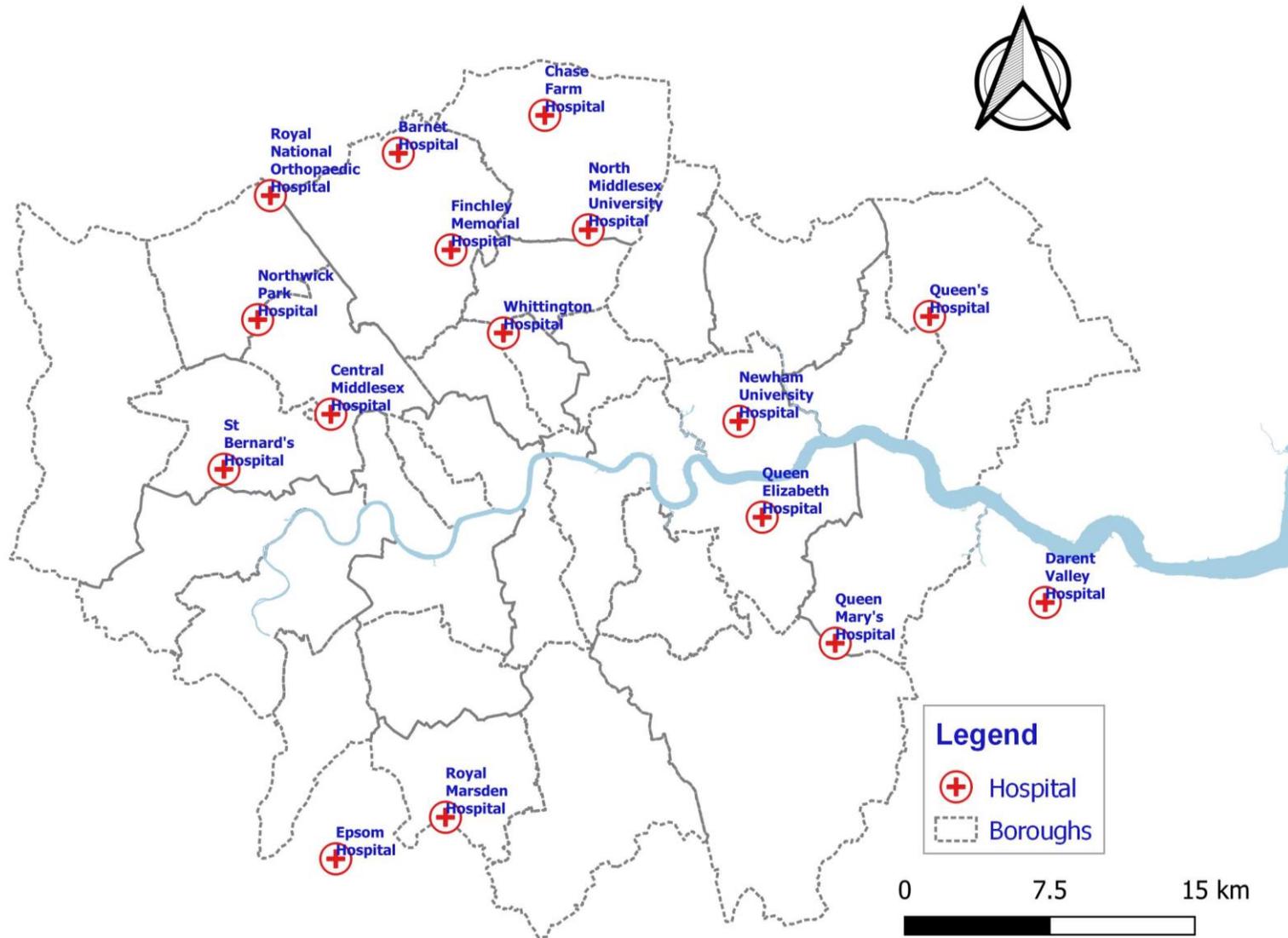
5.4 To give a general, comparative, picture of usage of stops around hospitals in the further review Table 3 shows total numbers of passengers recorded as boarding and alighting at stops within 400 metres of hospitals in scope of this review, on a typical weekday. Whilst not all those boarding or alighting will be going to and from the hospital it gives a general indication of the scale of bus use at those sites. Usage figures are for September 2021, and so will be suppressed due to the pandemic.

**Table 3: Total recorded alighting and boarding of passengers at stops within 400m of hospitals in the scope of review in September 2021 (Source ODX).**

Name	Borough	Total Alighters	Total Boarders	Total
Barnet Hospital	Barnet	1,113	1,706	2,819
Central Middlesex Hospital	Brent	4,492	4,854	9,346
Chase Farm Hospital	Enfield	1,102	1,087	2,189
Darent Valley Hospital	Dartford (Kent)	576	606	1,182
Epsom Hospital	Epsom & Ewell (Surrey)	362	394	756
Finchley Memorial Hospital	Barnet	1,569	1,587	3,156
Newham University Hospital	Newham	7,447	6,865	14,312
North Middlesex University Hospital	Enfield	3,063	3,173	6,236

Name	Borough	Total Alighters	Total Boarders	Total
Northwick Park Hospital	Brent	2,534	3,191	5,725
Queen Elizabeth Hospital	Greenwich	5,283	5,199	10,482
Queen Mary's Hospital	Bexley	1,028	1,776	2,804
Queen's Hospital	Havering	4,758	5,139	9,898
Royal Marsden Hospital	Sutton	583	512	1,095
Royal National Orthopaedic Hospital	Harrow	176	224	399
St Bernard's Hospital	Ealing	8,826	8,189	17,014
Whittington Hospital	Islington	23,760	20,528	44,288

Figure 1: Locations of Hospitals in scope of this review.



## 6 Progress on lower priority actions

6.1 The lower priority actions where there have been updates since the last paper are shown in table 4.

**Table 4: Lower priority action**

Hospital	Action	Status	Update
Barnet Hospital (Barnet)	Improves links to the west of London Borough of Barnet (e.g. Edgware, Mill Hill)	Implemented	The extension of route 384 was implemented on 29 August 2020. There are around 258 passengers per day using the stops at the hospital. Although, usage is good the overall use of route 384 has declined during the pandemic as a comparison.
Central Middlesex Hospital (Park Royal)	Provide direct links to Northwick Park Hospital	Implemented	As outlined in previous updates a new direct link would not be value for money, but the extension of route 440, which runs via Central Middlesex, to Wembley from December 2019 has created a simpler, quicker and more direct route between the two hospitals. One change is required to/from routes 182 or 483 at Wembley Stadium Station to reach Northwick Park, but this improves the previous situation whereby two changes or a long circuitous routing with one change was required.

Hospital	Action	Status	Update
Finchley Memorial Hospital (Finchley)	Consider direct bus links to the main entrance of the hospital	In Progress/Temporary Service	The link was introduced as a temporary extension on 31 March 2020. We will consult on making permanent later in autumn 2021. The hospital stop is currently used by 39 passengers per day. By comparison, usage on the whole route has declined by 40 per cent during the pandemic.
Northwick Park Hospital (Harrow)	Provide direct links to Harlesden and Central Middlesex Hospital	Partially Implemented	The links between the two hospitals, and Harlesden, has been simplified by the route 440 extension to Wembley, as outlined in the Central Middlesex row above.
Queen Elizabeth Hospital (Woolwich)	Provide direct links to parts of Kidbrooke Village	Implemented	There are around 420 passengers per day using this route. Whilst usage is good overall the route has seen a decline in passengers of 31 per cent over the pandemic.
Newham University Hospital	New route 304 to serve the hospital as part of changes related to the opening of Elizabeth Line.	In Progress	The scheme is expected to be introduced during 2022 when the Elizabeth line opens. It will provide direct links to the hospital from Manor Park, East Ham, Lonsdale Avenue and Custom House.

Hospital	Action	Status	Update
<p>Royal Marsden Hospital (Sutton) and the associated London Cancer Hub and new Sutton acute care hospital.</p>	<p>Ensure that there is sufficient bus capacity to the London Cancer Hub development and new links</p>	<p>In Progress; Expected dates for the introduction of the route changes are to be confirmed and are subject to confirmation of future funding arrangements.</p>	<p>A wider review of bus links in the Sutton area has concluded and the scheme has been modified in light of the consultation responses. The results were published in September 2021. Under the revised plans the S3 will continue to serve the Royal Marsden Hospital and gain a 30-minute evening service. The S4 will now run between Waddon Marsh and Sutton via the hospital every 20 minutes and 30 minutes in the evening and will gain a 30-minute Sunday service. In addition, it is planned to reroute the S1 via Cotswold Road, to improve access to the hospital, and to extend route 164 from Sutton Station to terminate in the London Cancer Hub.</p> <p>In addition, a 12-month demand responsive bus trial operated in the Sutton area from May 2019 to March 2020. The trial results are informing our long-term view of demand responsive bus services as well as informing our long-term view of demand responsive bus services.</p>
<p>Royal National Orthopaedic Hospital (Stanmore)</p>	<p>Consider direct bus links from Stanmore London Underground Station</p>	<p>Implemented</p>	<p>Proposals for this route was consulted in late 2020. TfL received a very positive response from all stakeholders involved and the general public. The extension to was introduced on 28 August 2021. In its first weeks of operation there are roughly 50 daily boardings and alightings at the Hospital. Given its recent implementation, TfL will continue to monitor usage.</p>

## 7 Other changes

- 7.1 There have been some other changes to bus services which have improved links to hospitals:
- (a) Extension of route 483 to Windmill Lane, Hanwell, including better links to St Bernard's Hospital. This was implemented in May 2020 and has been achieved whilst maintaining full access to Ealing Hospital.
  - (b) A restructuring of route H9 and H10 serving Northwick Park Hospital took place in December 2019. This has provided new faster direct links between South Harrow, Rayners Lane and the Hospital.
  - (c) Rerouting of the W8 and W9 to better serve the relocated facilities at Chase Farm Hospital in Enfield.
  - (d) Night route N20 was temporarily extended from Barnet Church to serve Barnet Hospital from March 2020 as a response to the coronavirus Pandemic. This was to give a direct link at night for essential workers at the hospital. A consultation on whether to make this extension permanent will be carried out later in the year.
  - (e) Following a restructuring of bus routes in the Twickenham area in December 2020 route H22 was extended from Twickenham to West Middlesex Hospital. This was an outcome of requests received during consultation on the restructuring scheme. As well as retaining links that were broken by a restructuring of route 110 it created new links to the Hospital from the Whitton area.

### List of appendices to this report:

None

### List of background papers:

Review of Bus Services to London's Hospitals – Submitted to the Panel on 13 July 2017

Review of Bus Services to London's Hospitals – Update – Submitted to the Panel on 6 June 2018

Review of Bus Services to London's Hospitals – Update – Submitted to the Panel on 13 June 2019

Review of Bus Services to London's Hospitals – Update – Submitted to the Panel on 23 September 2020

Contact Officer: Gareth Powell, Managing Director Surface Transport

Email: [GarethPowell@tfl.gov.uk](mailto:GarethPowell@tfl.gov.uk)