

Overview & Scrutiny Committee

Tuesday 14 March 2017

7.00 pm

Ground Floor Meeting Room G02A - 160 Tooley Street, London SE1
2QH

Supplemental Agenda

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Date: 10 March 2017

Item No. 5	Classification: Open	Date: 14 March 2017	Meeting Name: Overview and Scrutiny Committee
Report title:		Review of Children's and Adults' Services budget recovery	
Ward(s) or groups affected:		All	
From:		Strategic Director of Finance and Governance	

RECOMMENDATIONS

1. That OSC consider how they wish to review the budget recovery in Adults' Children's and Public Health Services.

BACKGROUND AND PURPOSE

2. The overview and scrutiny committee (OSC) meetings of 30 January 2017 made two recommendations in respect of Children's, Adults' and Public health services.
3. This report presents information to help OSC progress their scrutiny of the budget recovery proposals.

KEY ISSUES FOR CONSIDERATION

4. On 30 January 2017 the overview and scrutiny committee made the following recommendations to be considered by cabinet before they recommended a budget to council assembly.

Ref	Recommendation
1	That the monitoring process for delivering savings and efficiencies in Children's and Adult Social Care should include updates to Overview & Scrutiny Committee in June and November 2017 – this should include any concerns arising from discussions at budget recovery board.
2	That the Cabinet works with the NHS to change accessibility rules and manage demand to ensure public health spending is kept under control. This would include work to ensure Southwark residents are accessing care that meets their needs but also reduces unnecessary costs.

5. These recommendations were accepted by cabinet at their meeting on 7 February 2017.
6. The following areas have been highlighted as providing a framework for the OSC discussion:
 - The budget monitoring in 2016-17 of the areas, and the council's understanding of the developing position
 - The work of the budget recovery board
 - The achievability of the 2017-18 budget proposals
 - Capacity of the service to make changes
 - Update on the discussions with NHS colleagues on changes in public health.

BUDGET MONITORING IN 2016-17

7. In 2015-16 there were cost pressures of £18.7m which were met by the planned use of departmental reserves.
8. Cabinet received an update to the medium term financial strategy on 20 September 2016, and formal reports to cabinet on 2016-17 revenue monitoring position were presented on 1 November 2016 and 7 February 2017.
9. On 20 September cabinet were informed about demographic and cost pressures which were impacting on the revenue position. The council faced demographic growth pressures and changes in the population profiles which result in both additional numbers of referrals and increased levels of need. Public Health pressures arise from demand pressure in Sexual Health Services. Special Education Needs had cost pressures with rising costs in placements and related transport, increasing demand in services for young people over 16 years old, and increasing demand in particular for Autistic Spectrum Disorder (ASD) placements.
10. The cabinet were also informed about the cost pressures the council was seeking to manage within local NHS acute services by providing timely and good quality support in the community, seven days a week. Additional pressure was reported as being felt by social care services and associated budgets such as community equipment.
11. Cabinet were made aware of cost pressure in future years from the implementation of the Southwark Ethical Care Charter in home care contracts, mitigated by any efficiency gains to providers through the positive impacts on staff recruitment and retention. In education, potential changes to the National Funding Formula remained a medium term risk for the council.
12. On 1 November 2016 the cabinet noted the continuing pressures on the children's and adults' social care, and public health, and an overall £15m projected overspend. This was also the position in February 2017. This position is assuming successful implementation of significant and sometimes complex management actions.

General fund	Revised budget	Forecast Spend in year	Variance after use of reserves
	£'000	£'000	£'000
Children's and Adults	171,364	186,386	15,022

13. The increased pressures, in both level of demand and complexity of need, reflected the service pressures in social care being experienced across London and the country, and population increases of children and older people in Southwark.
14. The social care sector has been affected by demand pressures in both price and volume. Inflationary pressures have been felt by providers and the department must consider the financial sustainability of providers to protect quality of care and safeguard our most vulnerable residents. The 2% precept for Adult Social Care in 2016-17 is raising around £1.7m and is being used to improve quality of services for older people and adults with disabilities living at home, in extra care housing, in care homes and in nursing care homes.
15. Implementation of the Care Act has increased levels of referrals, information and advice, and carers assessments. Many local families, people with disabilities and their carers continue to experience increased pressure and uncertainty in regard to welfare reform with

additional calls on support from the council. The closure of government programmes such as the Independent Living Fund mean that vulnerable people lose access to funding that had previously helped to address inequalities. Legislative reforms in regard to ‘staying put’ for children in care into adulthood and additional support for people with disabilities and carers have been welcomed but are not fully funded by government causing financial burden on the council.

16. The allocation of Better Care Fund in 2016-17 (£21.8m) is marginally smaller than in 2015-16 (£22.0m) and includes monies previously provided separately for Winter Pressures. Funding has been required to meet increasing demand in areas such as end of life care and dementia, and to develop 7 day working which is a key national condition of the funding. The department continues to support services beyond social care eligibility levels (such as meals on wheels and telecare) and services supporting the acute sector.
17. Southwark is the sixth best performer nationally for low levels of Delayed Transfers of Care (DTOCs), with delays less than a third of the national average. Reablement services have been improved, with a reduction in the number of patients re-admitted to hospital (over 90% of patients remain at home 90 days after discharge). This performance represents a saving to the public sector as a whole, but at a cost to the council. Care home admissions have been kept at low levels, through reablement and services such as Night Owls and Care@home, allowing more people to be cared for at home, and helping to rebuild confidence, mobility, and independence.

BUDGET RECOVERY BOARD

18. The council has engaged RSM Tenon, under an Executive Board headed by the Chief Executive, to undertake a thorough review of the pressures underlying the 2016-17 budget variations.
19. The Children and Adults Budget Recovery Board has been established to provide oversight over the significant budget reductions and demand pressures experienced by the Children’s and Adults’ department and to review management action in year 2016-17 to ensure spend is kept as low as possible consistent with service delivery and client safety. The Board is reviewing measures to address this significant risk for the council and to ensure our statutory duties are fulfilled. It is an example of cross council working to ensure this action has the necessary impact. The Board operates with close consideration of the need to meet the council’s statutory duties and manage risk appropriately to ensure a safe service.
20. The Board is also concerned to review the changes required over a longer period to ensure success and sustainability.
21. The Board is chaired by the Strategic Director of Finance and Governance, with the Strategic Director of Children’s and Adult’s Services, and the Chief Executive has a standing invitation.
22. The Board is attended by Children’s and Adults’ services directors, supported by the departmental finance managers for the department. In addition, the Director of Law and Democracy and Director of Finance attend.
23. The Board has sought to ensure that the process is as rigorous and transparent as possible such that highlight reports reflect key action areas being undertaken to get the current forecast overspend down, show how actions are being put in place and yielding results, being clear about what we are doing, who is

responsible, and importantly providing a status report on how we are doing to reach savings, efficiency, and income generation targets.

24. The Board understands that it has to provide reassurance about the scale of the challenge, and that accurate forecasting is essential. This will include being transparent, but not complacent, about adverse financial predictions.
25. The Board is seeking the most accurate possible financial forecasting in each and every team and service so financial forecasting is updated often and captures the very latest spend, savings and approved commitments.
26. The Board is placing especial emphasis on data quality for placements and commitments, such that new, changes and ending placements/commitments are promptly recorded to maintain an accurate forecast.

2017-18 BUDGET PROPOSALS

27. Council Assembly on 22 February 2017 agreed 2017-18 budget proposals. These included:

Department	Budget 2016-17 £000	Commit ments £000	Efficiencies £000	Savings £000	Total Change £000	% of Dept Budget
Children's and Adults' Services Total: made up of:	170,144	13,308	(3,711)	(4,252)	5,345	3.1
Adults' Services	82,930	11,558	(1,301)	(4,252)	6,005	7.2
Children's	86,294	100			100	0.1
Community Safety	920		(70)		(70)	(7.6)
Public Health <i>(note 1)</i>	0	1,650	(2,340)		(690)	0.0

Note 1: Public Health is a ring-fenced budget and therefore shown as a net nil

28. The department has also identified for 2017-18 new efficiencies totalling £3.6m and savings of £4.4m, due to the council's need to provide services within a reduced funding settlement from government.

Education

29. The service is funded by a combination of Education Services Grant (ESG), Dedicated Schools Grant (DSG) and core general fund budget. For 2017-18 there are significant changes to ESG of £2.6m which funds a combination of direct education related services and support costs, some of which relates to retained duties for all schools and some for general duties relating to our maintained schools. With ESG rolled into DSG and new specific grants, additional funding is being sought from Southwark Schools Forum and Maintained Schools. This will provide time for a new service delivery model to be developed, to meet new requirements expected from government in 2018-19.
30. For Education core funding there are significant changes in funding occurring. However, measures have been brought forward in 2017-18 to meet cost pressures, most notably with regard to working with Schools Forum to develop and fund measures to help mitigate Special Educational Needs (SEN) Home to School Transport pressures.

31. The DSG largely directly funds schools budgets, SEND provision and also early years settings. A small element of this is retained to fund council services such as Admissions and Behaviour Services. The Education team continues to work very closely with Southwark Schools Forum and our maintained schools to agree appropriate funding going forward. Funding can be provided centrally across all funding blocks of the DSG but new restrictions are being imposed by the government on Early Years settings. Changes are expected under the new National Funding Formula in 2018-19 meaning that the council will need to develop an approach to how these services are maintained and funded in the future.
32. The council also works with Southwark Schools Forum on the management and allocation of funding for Schools (including Academies and Free Schools), SEN and Alternative Provision providers and Early Years settings. There are pressures across all of the main areas of funding. The government is currently consulting on phase II of its new National Funding Formula and whilst it has indicated that there will be some protection available in 2018-19, significant reductions are being modelled from 2019-20, hitting inner London, including Southwark, harder than elsewhere in the country.

Children's Social Care

33. The service has a budget of £50m, but there are cost pressures with regard to demand for placements, and also with regard to staffing given the need to maintain caseloads at a safe level and the challenges in retaining and recruiting social workers, especially in London. In line with other Local Authorities, the number of children looked after has increased, in Southwark from 475 as at 31 March 2016 to 502 as at 31 December 2016. There has also been an increase in the number of children in residential placements, including secure care, as government reduces its commissioned secure provision. The approach agreed in 2016-17 was that the budget for Children's Services would be protected for three years. Whilst this approach continues for the service it needs to operate within the allocated budget for 2017-18. Management action has been taken and controls are in place. Further plans are being actively developed to evolve the service for even better outcomes and value for money, including for example, innovation bids for Care Leavers and Family Group Conferencing for children open to the service.

Adult Social Care

34. Southwark is proud to be an Age Friendly Borough, supporting our elders and family carers so that later life is enjoyable and that Southwark benefits from their contribution to community life. Older people are being well supported to be able to stay in their homes or in Extra Care Housing with flexible care and support rather than in residential care homes. Treating people with dignity and respect is at the heart of our approach.
35. Southwark Council is investing in the local social care workforce through the Southwark Ethical Care Charter which is ensuring that home care workers are paid the London Living Wage, paid for travel time between calls and offered guaranteed hours contracts rather than zero hour contracts. Whilst this is clearly the right thing to do, there is no government funding for this approach and the cost to the council is around £4m. This is a significant cost pressure but is

considered an important foundation to safe and sustainable care for our vulnerable residents.

36. Services to people with learning disabilities and mental health needs continue to be transformed to modernise our services and deliver better value for money. Non-care elements of support packages (e.g. accommodation and overheads) are being actively reviewed by commissioners to achieve better value. The care elements of support packages are being reviewed by social workers to ensure that they reflect the national eligibility criteria introduced by the Care Act and the best outcomes possible within our resources. Even after proposed changes, Southwark will still be a council that funds these services well compared to our comparator group and our approach is person-centred.
37. Working closely with Southwark NHS Clinical Commissioning Group (CCG), Adult Social Care is continuing to establish integrated community care services in the form of Local Care Networks and joint commissioning will ensure better value for money. Southwark CCG is supporting Adult Social Care, through the Better Care Fund, to deliver system-wide benefits and through the application of Continuing Health Care funding. Our shared values and vision for integrated health and social care, as set out in our local Five Year Forward View, is the pathway and we will navigate the way forward together.

CAPACITY TO MAKE CHANGES

38. Children's and Adults' Services represents the largest proportion of the council's general fund budget and accordingly have repeatedly set out to achieve significant budget efficiencies and savings. In 2015-16 these amounted to £17.5m, with a further £41.4m to be achieved from 2016-17 to 2018-19. Slippage has occurred with savings relating to some commissioned services but the department has strong plans to achieve savings in the medium term, including in collaboration with the Modernise Programme.
39. Children's and Adults' Services continues to mitigate demographic growth (in numbers of referrals and level of need) by promoting reablement and improved independence, increasing resident access of existing services in the community, utilising assistive technologies (such as telecare), and efficient use of community-based services (such as homecare, daycare, respite and fostering) to reduce the need for residential care. The department is also ensuring value for money by benchmarking unit costs against statistical neighbours, London and national levels to ensure that service provision is in line with national eligibility criteria.
40. The department has undertaken several reviews of services, engaging service users, carers, care staff, trade unions, partners and stakeholders in order to agree plans for modernisation and to achieve improved outcomes and best value. Immense efforts by staff and management continue to deliver high quality care and support to meet statutory obligations for children in need and at risk, families in crisis, vulnerable adults and carers. These efforts are also ensuring that opportunities created in Southwark are available to all residents, including care leavers, people with disabilities and carers.
41. Management action has been taken including
 - Introducing controls over the recruitment of staff, in particular agency staff and also areas operating over establishment

- Improved management and procurement over residential placements and renewing the Independent Fostering Agency framework arrangements
 - Increasing income levels across a range of areas, most notably unaccompanied asylum seeker claims, housing benefits, inter agency adoption and payments by results
 - Reviewing all relevant placement for continuing health care eligibility and funding
 - For non statutory services and associated roles; making better use of these to reduce external spend, seeking alternative funding and if this is not possible ceasing the service
 - Efficiencies with regard to back office supporting roles and associated costs
 - Reviewing policies on carer allowances where they are more financially generous than statutory requirements and/or statistical neighbours
 - Bidding for innovation grant funding for services where available
 - Introduction of a new scheme of management – changes to permissions and authorisation limits with revised roles and functions for individuals and/or panels.
42. The department is managing a large programme of efficiency initiatives and is mindful that the pace of change must allow for the correct fulfilment of obligations to appropriate consultation, procurement and value for money assessments, and implementation in ways that appropriately mitigate inherent risks and treat our residents with dignity and respect.
43. Some of the planned efficiencies are contingent on cooperation by NHS partners, transforming care pathways and the NHS fairly sharing the cost of care in the community for health care needs. Some savings originally profiled in February 2016 to take effect in 2017-18 and 2018-19 have been deferred by one year to allow for continued engagement with NHS partners to achieve the required outcomes.
44. Southwark's spending on social care can be compared to 15 other London councils which make up Southwark's statistical neighbours. Although there may be some differences in the population make up which could influence these measures, the statistical neighbour group takes account of this. The following figures are taken from official 2015-16 Adult Social Care returns.
45. Southwark is spending 18.9% above the average for Learning Disabilities gross expenditure per head of adult population at £133.01 versus average of £111.91.
46. Southwark is spending 15.8% above the average for direct payments based on gross expenditure per head of population, at a figure of £38.61 versus average of £33.35. If Southwark were able to ensure that care needs were being met but reduced direct payments spend by 10% to £34.75, the council would still funding this at 4.2% above the average.
47. The following weekly unit costs are net, so are affected by both the gross cost and the extent to which there are NHS contributions for continuing health care needs and joint funding.

Type	Southwark £	Average £	Southwark v. average spend %
residential and nursing care for Younger	1,340.62	1,237.00	+8.4

Type	Southwark £	Average £	Southwark v. average spend %
PD and Younger LD (18 to 64 year olds)			
residential and nursing care for Older People (65 years and older)	989.91	708.32	+39.8
disabilities and older people together residential and nursing care for all clients	1.132.52	890.12	+27.2

PUBLIC HEALTH

48. Public Health is funded through a ring-fenced specific grant totalling £28.2m in 2017-18. The allocation has reduced by £3m from 2015-16 to 2017-18, with a further reduction of £1.4m (5%) indicated by government for the period to 2019-20.
49. There is a continuing demand pressure in sexual health services, despite cost pressures being reduced where controllable through the expansion of community based services and more efficient methods of service delivery. A new London integrated tariff will be in place from April 2017 to reduce the unit costs of appointments and testing, very much in line with local developments in digital services such as on-line sexual health services for confidential home testing which has proven both very popular and effective.
50. Substance misuse services are being rationalised and the health checks team restructured to meet the decrease in public health grant in 2017-18. Referral pathways and remuneration models are being reviewed for services funded by the public health grant to provide service improvements and improved use of resources, to help contain overall public health demand pressures within government grant funding.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Policy and Resources Strategy 2016-17 to 2019-20 : Scene Setting Report (including Fairer Future Medium Term Financial Strategy and Integrated Efficiency Plan)	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/documents/s63776/Report%20Policy%20and%20resources%20strategy.pdf		
Revenue Monitoring Report incorporating Updated Medium Term Financial Strategy and Treasury Management 2016-17	160 Tooley Street PO Box 64529 London SE1P 5LX	Jennifer Seeley 020 7525 0695
Link: http://moderngov.southwark.gov.uk/documents/s64608/Report%20Revenue%20Monitoring%20Report%20incorporating%20Updated%20Medium%20Term%20Financial%20Strategy%20and%20Treasury%20.pdf		
Policy and Resources Strategy 2017-18 – revenue budget	160 Tooley Street PO Box 64529 London	Jennifer Seeley 020 7525 0695

Background Papers	Held At	Contact
	SE1P 5LX	
http://moderngov.southwark.gov.uk/documents/s66633/Report%20Policy%20and%20resources%20strategy.pdf		

AUDIT TRAIL

Cabinet members	Councillor Richard Livingstone, Cabinet Member for Adult Care and Financial Inclusion Councillor Victoria Mills, Cabinet member for children and schools Councillor Fiona Colley, Cabinet member for finance, modernisation and performance	
Lead officer	Duncan Whitfield – Strategic Director of Finance and Governance	
Report author	Jennifer Seeley – Director of Finance	
Version	Final	
Dated	09/03/17	
Key Decision?		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER		
Officer Title	Comments Sought	Comments included
Director of Law and Democracy	n/a	n/a
Strategic Director of Finance and Governance	Yes	yes
Cabinet Member	yes	
Date final report sent to constitutional team	09/03/17	



Southwark Overview and Scrutiny Committee

Peak Time Travel

March 2017

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Section 1: Introduction

Background

In April 2016, the Overview and Scrutiny Committee (OSC) agreed to carry out an investigation into the issue of peak time travel in our borough. Our objective was to produce a report which could highlight particular 'sticking points' in the experience of peak time travel for Southwark residents. In addition we wanted to look at how the council was engaging with various stakeholders in order to identify these issues and take action to address them.

It was acknowledged at the start of this scrutiny that many of these issues would only be fully addressed by working with external bodies, such as TfL. The scrutiny committee has therefore looked at the structures within the council for communicating and working with other bodies.

The committee has not sought to be prescriptive on the definition of 'peak time travel'. We have worked on the basis that this is generally understood to be times when there is particular pressure on transport, such as when people are getting to and from work or dropping children off at school.

Methodology

In order to investigate this issue the Overview and Scrutiny Committee did the following:

- The committee interviewed Val Shawcross, Deputy Mayor for Transport and Deputy Chair of Transport for London, in a public session.
- The committee interviewed Simon Bevan, Director of Planning at Southwark Council, whose responsibilities cover management of the Transport Policy Team.
- We gathered a series of key statistics regarding peak time travel in the borough.
- In a private session, the Chair interviewed Simon Bevan and Pip Howson, Team Leader Transport Policy.
- Received various briefing notes and information from the Southwark Transport Policy Team.
- Undertook a survey of Southwark Residents to gather information on peak time travel issues.
- Covered the issue of peak time travel in public interviews with Councillor Ian Wingfield (Cabinet Member for Environment and the Public Realm) and Councillor Mark Williams (Cabinet Member for Regeneration and New Homes).

Section 2: Key Data on Peak Time Travel in Southwark

Introduction

OSC has collected data from various sources to identify key issues which are having a negative impact on the peak-time commutes of Southwark residents. One of these sources is the survey which OSC carried out between June and December 2016 with the aim of identifying some of the more prominent issues. Clearly, the method of collection means that the information collected is qualitative, but the table below does provide some statistics on the kind of issues which were mentioned.

Table 1: Summary of issues mentioned in OSC Peak Time Travel Survey

Issue	Mentions	Further detail
Road Congestion	33	Jamaica Road mentioned x19
Overcrowded trains and/or stations	25	Denmark Hill, Peckham Rye and Canada Water
Overcrowded buses or irregular buses	16	C10 x 3
Cycle safety	10	Portland Street mentioned x3
Buses stopping early	7	63 route mentioned x3, C10 route x2
Traffic speeds too high	4	
63 Bus Extension	2	Proposal to extend route south to link with Honor Oak Park Station
Pedestrian Safety	2	
Parking	1	
Poor Road Surface	1	Croxted Road
Tower Bridge lifting	1	

More information from the survey will be used in the sections below.

Buses

Bus speeds in Southwark

TfL collates bus speed data on a 4 weekly basis across all routes and at an individual borough level. Over the past 2 reporting years (14/15 and 15/16) the overall all day average bus speed (mph) across London boroughs has dropped from 9.6mph in 2014/15 to 9.4mph in 2015/16. Figures for Southwark show a significantly worse reduction in speeds: an average of 8.5mph for 14/15 and 7.9mph for 15/16.

In the AM peak, the latest speed data for bus routes in Southwark covers the first 6 periods for 2016 (01/04/16-20/08/16). The following table shows the slowest fifty routes ordered by average speed in all the reference periods (AM peaks) from the worst to the best. From this is evident that routes RV1, 345, 35, 45, 40, 43, 100, 12, 344, 17, 78, 133, 225, 48, 68, 47, 21, 1, 141, 149 have an average speed less than 6.6 mph (which is the speed of an average person running).

The routes included in the table are all the routes that have a segment of the route within Southwark Boundary. These include routes such as 17, 43,48,141,149,521 etc which terminate at London Bridge but the only stop within the borough is London Bridge and then they serve only other boroughs.

Table 2: The slowest 50 bus routes operating in Southwark (AM Peak)

Rank	Route	Destination	Periods 01-06 2016, Mean Observed Speed
1	RV1	Covent Garden / Catherine Street	5.2
2	345	Natural History Museum / Cromwell Road	5.7
3	35	Clapham Junction Station / Falcon Road	5.8
4	45	King's Cross Station / York Way	5.9
5	35	Shoreditch	5.9
6	35	Clapham Junction Station / Falcon Road	6
7	40	Rood Lane	6
8	35	Clapham Junction Station / Falcon Road	6
9	43	London Bridge Station	6
10	35	Shoreditch	6
11	100	Elephant & Castle / Newington Causeway	6.1
12	40	Duke's Place	6.1
13	100	St George's Town Hall / Shadwell Stn	6.1
14	35	Shoreditch	6.1
15	12	Margaret Street / Oxford Circus	6.1
16	344	Appold Street	6.1
17	17	Archway Station / Macdonald Road	6.1
18	344	Clapham Junction Station	6.1
19	40	Duke's Place	6.2
20	345	Natural History Museum / Cromwell Road	6.2
21	59	King's Cross Station / York Way	6.3
22	17	London Bridge	6.3
23	78	Curtain Road	6.3
24	133	Liverpool Street Station	6.3
25	225	Canada Water Bus Station	6.3

26	48	London Bridge	6.3
27	68	Euston Bus Station	6.3
28	45	Atkins Road / New Park Road	6.4
29	47	Shoreditch	6.4
30	21	Newington Green	6.4
31	40	Dulwich Library	6.4
32	1	Tottenham Court Road	6.4
33	141	London Bridge Station	6.4
34	149	London Bridge Station	6.5
35	176	Tottenham Crt Rd Stn /Gt Russell St	6.5
36	345	Natural History Museum / Cromwell Road	6.5
37	42	Appold Street	6.5
38	40	Dulwich Library	6.5
39	63	King's Cross Station / York Way	6.5
40	453	Great Central Street	6.5
41	436	Paddington Station	6.6
42	188	Russell Square	6.6
43	RV1	Tower Gateway Station	6.6
44	159	Marble Arch Station	6.6
45	172	King Edward Street	6.6
46	168	South End Green	6.6
47	521	Waterloo Station / Mepham Street	6.7
48	345	Peckham Bus Station	6.7
49	196	Elephant & Castle / Newington Causeway	6.7
50	185	Victoria Station	6.7

OSC recognises that this data in particular is difficult to draw firm conclusions from because of the impact that temporary traffic congestion may have on some routes.

Bus overcrowding in Southwark

Unlike the railway industry, which has its own measure of overcrowding (passengers in excess of overcrowding – PIXC), the bus industry does not have equivalent data readily available in the public domain. TfL does not have a mechanism for systematically measuring overcrowding on buses across the various bus routes.

There is also no specific data available in the public domain that highlights the number of buses which do not pick up passengers at stops because they are full.

The nearest comparable data relates to the waiting times experienced by passengers at stops. TfL publishes data on the scheduled waiting times and actual waiting times for individual bus routes. In addition it measures the ratio between the scheduled and average wait times as a % for each route. This provides an indication of the percentage extra time you might have to wait for a bus on a particular route. In addition more detailed statistics

as to the probability of having to wait a specific amount of time is available. This is available for high frequency services across the borough. The reasons for the wait time excesses will be a combination of factors relating to congestion and possibly being unable to board due to overcrowding.

This data shows that the routes which have the greatest likelihood of users having to wait longer than the scheduled wait time are routes 63 (47%), 345 (37%), 12, 21 and 133 (36%). In contrast, the routes least likely to attract an excess wait are routes 360 (11%), 45 (12%) and 322 (13%). The average across the borough is 25%.

OSC recognises the limitations of this data because it does not tell us where bus scheduling is inadequate for the demand on those buses. For example, overcrowding on the C10 bus route was mentioned several times in the OSC peak time travel survey and yet this is not reflected in the data above.

Buses serving Southwark terminating early

There were strong opinions expressed in the OSC peak time travel survey regarding the early termination of buses before they reach their originally scheduled destination. One respondent stated:

"[The problem is] buses that do not actually travel as far as the destinations they are supposed to, according to the signs on the front; this is very unfair to all bus users who may have no other way of reaching their destination. It happens on routes 63, 12, 177 to my certain knowledge and I suspect on many other routes too, and it happens throughout the day."

Records of bus routes passing through Southwark which are terminated early is undertaken on a route specific basis. Data is kept by TfL and made available in the public domain on an ad hoc basis. Currently it has not been possible to obtain latest data.

An alternative source of data is the % of miles operated by route against the minimum required standard. The following table provides an indication of this for the period 27/06/15-24/06/16. The worst performing routes for percentage of miles operated were routes 100 (90.4%), 42 (92.7%), 21 (93%), RV1 (93.2%) and 63 (93.4%). The best performing routes were Night Bus routes N344 (99.6%), N37 (99.4%), N36 (99.2%) and N381 (99.0%). For the majority of routes the minimum required standard was 98% and for a few routes 99.0%. Across the borough only 11 of the 63 routes met or exceeded the 98.0% minimum standard. Similar figures for routes with a 99% minimum standard revealed only 5 routes out of the 25 routes met or exceeded the standard. Therefore, in 2015/16 across the borough only 16 routes of the 88 routes operated to or in excess of the minimum required route mileage. The borough average of percentage mileage operated was 96.9%.

Route	Average % mileage operated (27/06/15-24/06/16)	% minimum standard
100	90.4	98
42	92.7	98
21	93	98
RV1	93.2	98
63	93.4	98
1	93.5	98
381	93.5	98
453	94.4	98

225	94.6	98
521	94.6	98
78	94.7	98
172	95.1	98
C10	95.1	98
345	95.2	98
P12	95.2	98
188	95.4	98
133	95.5	98
59	95.6	98
171	95.7	98
47	96	98
176	96.1	98
12	96.2	98
45	96.2	98
343	96.2	98
43	96.3	98
149	96.3	98
4	96.4	98
177	96.4	98
68	96.5	98
N12	96.5	99
N89	96.5	99
P5	96.5	98
199	96.6	98
468	96.6	98
N155	96.6	99
N35	96.6	99
N345	96.7	99
N453	96.7	99
35	96.8	98
159	96.8	98
141	96.9	98
17	97.1	98
36	97.1	98
37	97.1	98
333	97.1	98
360	97.1	98
P4	97.1	98
P13	97.2	98
322	97.3	98
168	97.4	98

Data from the OSC peak time travel survey backs up the suggestion in this table that there are particular problems with the number 63 bus route in terms of early terminations.

In addition, five respondents to the survey specifically mentioned the possibility of extending the Southbound 63 bus route to Honor Oak Park Station to enable commuters to link up with rail services from that station.

Trains

Station overcrowding

Overcrowding at stations appears to be a significant issue according to the OSC peak time travel survey. Overcrowded trains or stations accounted for roughly a quarter of all the responses received. One respondent said this about the overcrowding at Canada Water Station:

“Northbound trains arriving full at Surrey Quays station and then overcrowding at Canada Water, Surrey Quays station no longer fit for purpose for peak times - it needs a major rebuild with lifts and more barriers. Where's the aspiration?”

League tables of most overcrowded stations are not specifically recorded. The Network Rail report on stations (2011) did not conclude any stations within Southwark to be classified as ‘overcrowded’. However, the ‘Fruin level’ of pedestrian density can be applied to stations. Fruin Level A is free circulation. Fruin Level F represents a complete breakdown in circulation with frequent stoppages.

The nearest statistical indication of station usage/overcrowding is the Office of Rail Regulation annual passenger flows data. The latest available data (2014/15) is shown below for stations within Southwark.

Station	2014/15 entries and exits	% Change over 2013/14
Canada Water	10,330,664	66.30%
Queen’s Road Peckham	1,790,786	13.00%
Surrey Quays	2,653,852	11.60%
Elephant & Castle	3,256,608	10.30%
Denmark Hill	5,631,008	9.00%
Peckham Rye	5,074,080	8.80%
Sydenham Hill	700,334	8.80%
Rotherhithe	1,199,310	8.30%
West Dulwich	1,104,914	7.80%
Blackfriars	15,149,024	5.10%
Nunhead	1,286,764	4.20%
South Bermondsey	806,052	1.20%
North Dulwich	830,808	-4.60%
East Dulwich	1,993,304	-5.90%
London Bridge	49,517,854	-14.00%

Significant issues at Canada Water and Surrey Quays raised in the survey are confirmed by this data, but there is clearly growing pressure at Queen’s Road Peckham , Denmark Hill and Peckham Rye.

Peak time train overcrowding for Southwark residents

Clearly, the issues of over-crowded stations and overcrowded trains are related, but it was useful for OSC to consider the different sets of data.

To give a flavour of the kind of frustration caused by late and cancelled trains, this is a response from the OSC Peak Time Travel Survey:

“I travel from Peckham Rye to Euston station every day, using the South Eastern service via Victoria station. This service is frequently late; on some occasions, it is cancelled without notice. GTL have suspended this service on Sundays now. As a student, this makes travel very difficult. What I would like is for train companies and rail stations to offer better advice and support as to how to get to your destination when ordinary services are disrupted.”

Train travel is key challenge for those travelling in the peak hours. Two of the most severely overcrowded rail services in the UK serve Southwark¹, the most overcrowded service in the UK was the 07:00 Brighton-Bedford service. The number of passengers in excess of capacity (PIXC) is 513 which represents a standard class load factor of 222%. In 8th place was the 08:08 Sutton-St Albans City service. The number of passengers in excess of capacity is 489. This represents a standard class load factor of 166%.

The morning peak route into Blackfriars via Elephant & Castle experienced the highest number of passengers in excess of capacity (PIXC)² across London. In the evening peak the routes out of Blackfriars via Elephant & Castle was the 2nd highest across London.

Similar figures for routes into London Bridge reveal that levels are the lowest of all routes into London. However, this still retains a PIXC figure of 5.8%. For routes out of London Bridge the PIXC was 0.7% which was the lowest across London. The average evening peak PIXC was 2.8%.

Train delays for Southwark residents

Train service performance data is not officially reported on in the public domain by individual service. It is reported by individual franchise and within that it is possible that each service group (group of lines) is reported on for each reporting period (4 weeks) as a % of trains running/operated arriving at their end destination within 5 minutes of the scheduled arrival time. This is known as the Public Performance Measure. Other indices of performance include:

- Right-time performance (RT) – the percentage of trains arriving at their terminating station early or within 59 seconds of schedule.
- Cancellation and significant lateness (CaSL) – the percentage of trains which are cancelled at origin/en route, the originating station is changed, the train fails to make a scheduled stop at a station or is significantly late (i.e. arrives at its terminating station 30 minutes or more late).
- The Moving Annual Average (MAA) for PPM and RTT is calculated over 365 days to the end of Period 7 (15/10/16).

Results for the latest period (Period 7 – 18/09- 15/10) for each of the operators serving Southwark (London Overground, Southern, Southeastern and Thameslink) can be found below.

Operator	Route	PPM %	PPM MAA %	RT %	RT MAA %	CaSL %	CaSL MAA %
London Overground	London Overground	94.3%	94.6%	73.9%	76.7%	2.4%	2.2%
	East London Railways (including West Croydon services)	92.4%	93.5%	65.1%	70.7%	3.5%	2.6%
Govia Thameslink Railway	Govia Thameslink Railway	75.4%	76.0%	45.5%	46.7%	7.9%	7.9%
	Southern Mainline and Coast	74.0%	72.8%	41.3%	41.5%	8.2%	9.4%

¹ Department for Transport, July 2016

² Passengers in Excess of Capacity (PIXC) - This is the number of standard class passengers on a service that are in excess of the standard class capacity at the critical load point.

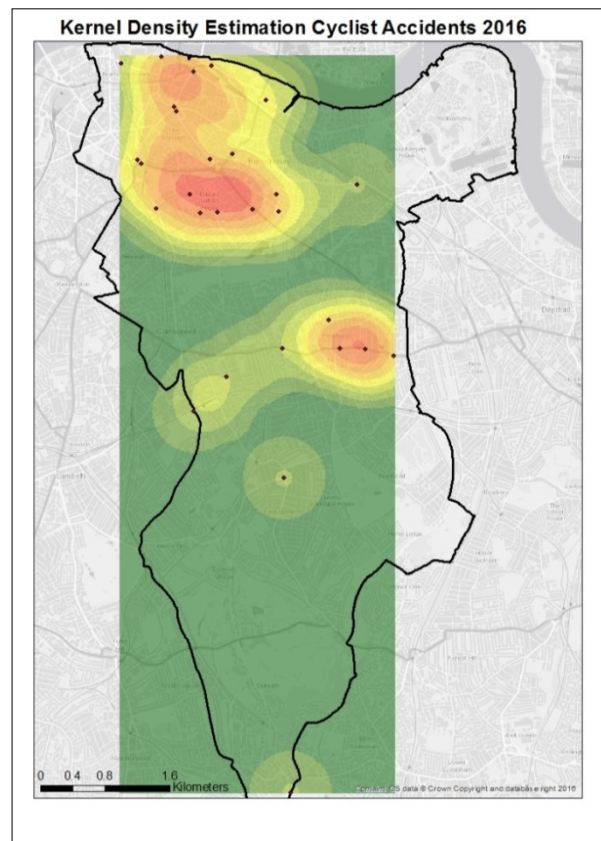
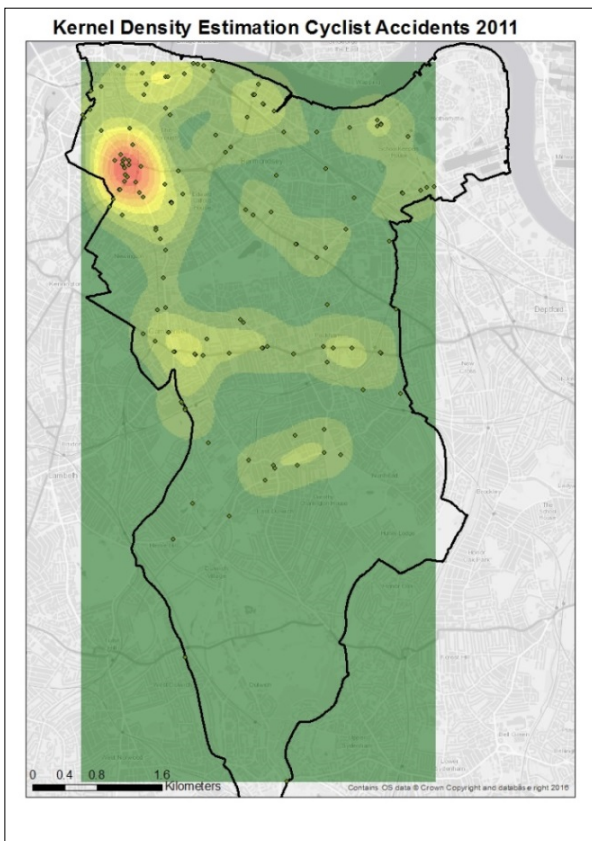
	Southern Metro	74.0%	78.0%	42.6%	46.6%	9.9%	7.6%
	Thameslink	78.9%	76.5%	55.5%	54.2%	6.4%	7.5%
Southeastern	Southeastern	90.9%	86.2%	65.9%	57.5%	2.3%	3.8%
	Mainline and high speed	88.7%	84.5%	62.7%	56.2%	1.9%	3.8%
	Metro (including other rural)	92.0%	87.1%	67.6%	58.2%	2.5%	3.8%

Source: Network Rail (2016)

Hotspots for accidents involving a cyclist in Southwark during peak-times.

Data about cyclist accidents in Southwark were extracted from the STAT19 database from 2010 to the first 6 months of 2016 between 7:30 am and 10 am and between 4 pm to 7pm.

Following maps show how the hotspot of the accident locations changed from 2011 to 2016. It is observable that the trend moved from a concentration (Elephant & Castle) to multipolar hotspots changing over the years but still on main corridors, including Peckham, Tooley Street and Old Kent Road.



Section 3: How the council processes this and achieves improvements

The council has two areas that manage the transport environment, the transport policy team focus on strategic planning for the transport environment and in general the physical changes to public realm are designed and delivered by the Environment & Leisure Public Realm team. There are also key strategic projects where transport is only part of the elements and are managed by the Regeneration division.

Clearly, a crucial element of the council's work on addressing peak time travel issues is engaging with TfL. As one officer put it, "90% of our strategy is asking TfL to do things."

In respect to the rail/underground network there are two other key bodies in addition to TfL. Network rail who are responsible for the infrastructure and mainline stations (London Bridge) and Thameslink/ Southern Railways who are responsible for services and the management of stations

Overview of the work of the Transport Policy team

The transport policy team aims to ensure that the council's policy is robust and up to date. They seek to maximise funding opportunities and monitor the delivery of the policy to meet national, regional and local performance indicators.

The team research and develop transport policy and plans for the Council. For example, they are currently focussing on Kerbside strategy and the delivery of the cycling strategy. Their lobbying for strategic transport improvements is currently focussing on the Bakerloo Line extension and a new station at Camberwell.

The Transport Plan

The council's transport related objectives and policies are set out in the adopted Southwark Transport Plan 2011 (also known as LIP2 – Local Implementation Plan). There is a statutory requirement for the Transport Plan / LIP to respond to the objectives of the Mayor's Transport Strategy and related Mayoral initiatives such as the Vision for Cycling. The plan also reflects the council's own objectives. As well as the Mayor's Transport Strategy, the plan responds to broad pan-London objectives and initiatives such as the work of the Roads Task Force, Safe Streets for London, air quality initiatives and others.

See the next section on key interventions for further reference to the Southwark Transport Plan.

The Southwark Transport Plan has a number of objectives, policies and related targets for the borough. The table below provides an overview of our key targets.

Cycling	Increase the proportion of those cycling in Southwark from 4.6% in 2013/14 to 10% by 2025/26
Walking	Increase the walking mode share in Southwark to 33% by 2016/17
Road Safety	Reduce the number of all total casualties by 33% by 2020 Reduce the number of killed and seriously injured by 33% to 2020 Reduce the total number of slight casualties by 33% by 2020 Reduce all cyclist casualties by 44% by 2020
Buses	Excess wait times for high frequency bus services from 1.0 minute to 0.9 of a minute in 2017/18
Assets	Maintain the proportion of principal road length in poor condition at 11.1% by 2017/18
Air Quality	Reduce CO2 emissions from road based transport from 227kt CO2 in 2008 to 174 k tonnes by 2016
Traffic	Reduce traffic levels in Southwark by 6% by 2016

The council collects a wide range of transport related data so that we can track our progress against our targets and policies, but also so that we can investigate concerns and issues and identify future schemes and priorities. Our progress is monitored annually and past results can be viewed on the link below

http://www.southwark.gov.uk/downloads/download/2873/annual_monitoring_prospectus.

Southwark Council direct funding of schemes

In addition to funding from TfL and CIL, the council invests a significant amount in highways and transport schemes through its revenue budget. This includes the borough's parking, maintenance and highway asset programmes. The council's highways and transport services budget is determined annually and we endeavour to align the maintenance programmes alongside that of the transport investment programme. Council capital is also a source of significant investment and is expected to fund in large the delivery of the Southwark cycling spine route.

- The council funds schemes such as:
- Council Cycle Fund
- Legible London
- Street trees
- Lighting improvements
- Permit schemes for road works
- Fleet improvements

Southwark Council direct funding of schemes

During the interview with officers from Transport Policy with the Chair of OSC, the question was asked: Where do officers collect information from in order to prioritise their work? The sources given were:

- Community Council meetings
- Cabinet members
- Direct communications with residents
- Direct communications from other councillors
- Accident statistics

Cycle Hire Schemes

During the interview with officers, the Chair of OSC asked about the possibility of directly funded cycle hire schemes to supplement. Officers stated that this was a possibility and members of the Transport Policy Team were already investigating this. Part of the reason for this is that TfL's expansion of the cycle hire program has already taken place in West and East London. In those places boroughs were not asked to pay. However, in Southwark, we are currently being asked to pay.

When the committee interviewed Val Shawcross, a councillor used the example of St Thomas Street which had just been reopened with no cycle facilities. She said that the refreshed cycling and walking policy would ensure that cyclists and pedestrians are the top of the road use hierarchy. "Acts of travel, healthy streets - we are interested in all of that, we don't see them as contradictory rather we see them as complimentary, mutually supportive, and we might find it easier to negotiate some schemes with residents if they're aware of the fact that we're not just talking about our cyclists, who are important, but residents and pedestrians as well.

In the recommendations at the end of this report OSC addresses this issue directly.

Section 4: Key opportunities to intervene

As has already been noted, engaging with TfL is central to addressing peak time travel problems for residents of Southwark.

During their interview, officers explained to the Chair of OSC that this engagement happens in two primary ways. Firstly, there are the larger scale reviews which TfL carries out and which London Boroughs are asked to contribute to.

Secondly, there are more regular meetings with TfL's 'Borough Partnerships Team'. It is standard for Southwark officers from Highways to attend these meetings, but when there are issues of strategic, senior officers from Transport Policy will attend and/or, when large strategic projects are being discussed, the Chief Executive.

The major forthcoming opportunity to make the case for addressing these issues is our contribution to the Mayor of London's review of Transport Strategy. Southwark will soon be formally asked to update our local implementation plan (The Southwark Transport Plan) This is when the council puts Southwark's transport needs to TfL. The council will be given guidance from TfL on this document in Easter 2017 and then have one year to complete and submit the plan. Officers are currently intending to update the existing plan rather than do a complete revision.

Officers have stated that the Southwark Transport Plan used to be a longer list of smaller projects, but they have found that it is now more effective to group them into larger projects.

In his interview with OSC, the Head of Planning, Simon Bevan was asked: "What work is currently ongoing at the council, which the scrutiny committee can feed into, with regard to Peak Time Travel?"

He answered: *"Delivering on transport is primarily the responsibility of TfL. So we are charged with, and there are a number of items in the council plan, to lobby for certain things. So, we're lobbying for the Bakerloo line extension and the cycle hire scheme. We have an ongoing responsibility to look at bus services and how they are being run. Now and again, when the franchises come up for renewal, we can make comment on and influence these things. And with road traffic we have an ongoing responsibility to look at what the borough's population needs. But it's mainly lobbying, because TfL have the money and they have the power."*

In her interview with OSC, Deputy Mayor Val Shawcross stated: *"So there will be a limit to how much really big new stuff can be done, but the Mayor's Transport Strategy is thinking thirteen years ahead and we need to kick off in January. But the thinking now is about getting ahead of the game, is working out your plan. We need your insight and so it is worth reviewing your aspirations."*

Conclusions

Identifying issues which cause misery for Southwark residents has not been difficult. The data gathered in this report has confirmed some well known problems, but also uncovered others which have not received so much attention before. Southwark Transport Policy Team do an excellent and professional job of identifying transport problems and developing programmes and lobbying strategies to address them. The Committee was impressed with the information provided during the scrutiny process and with the range of work the team carries out. The Committee feels that work on the new Southwark transport Plan could help to drill down to more specific “problem-solving” .

More engagement with ward councillors and more regular reviews of the transport plan may help in doing this. Transport problems can be uniquely frustrating for residents and it is important that they feel their council knows about these more discrete problems and is doing all it can to get them addressed. The recommendations below are therefore aimed at encouraging the council to operate at the limits of its powers and push TfL on the issues which can cause so much anger and frustration.

Recommendations

1. There is significant appetite in the borough for increased access to cycle hire facilities. Both officers and the Deputy Mayor stated that Southwark council is able to make capital investments into directly funded schemes. Given the current difficulties with getting fairly funded schemes provided by TfL, Southwark Council should move ahead with directly funding schemes in the borough.
2. Southwark’s revised Transport Plan should include measures to address the following issues which are clearly of great importance to the people of the borough:
 - Congestion on Jamaica Road
 - Overcrowding, early cancellations and delays on the 63 bus route
 - Overcrowded trains on the Sutton-St Albans City service and peak-time routes into and from Blackfriars via Elephant & Castle.
 - Overcrowding, early cancellations and delays on the C10 bus route
 - Cycle accident hotspots which are now concentrated on the main corridors to and from Peckham, Tooley Street and Old Kent Road.
 - The extension of the 63 bus route, Southbound to link up with Honor Oak Park Station.
 - Overcrowding on the 345, 12, 21 and 133 bus routes
3. Key targets in the new Southwark Transport Plan should include performance indicators focussed on improving the peak time travel experience of Southwark residents, including the reduction in delays and overcrowding of public transport.
4. The last Southwark Transport Plan was updated in 2011 and is being reviewed now. To ensure the plan and its objectives is more directly aligned to the needs to Southwark residents, in future the plan should be reviewed on a bi-annual basis.

5. The review of the Southwark Transport Plan should include an analysis of transport related member enquiries.
6. The review of the transport plan should include consultation with all Councillors in their roles as ward representatives on smaller (non-strategic) issues which might otherwise be lost.

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