

<b>Item No.</b> 11.	<b>Classification:</b> Open	<b>Date:</b> 2 June 2015	<b>Meeting Name:</b> Cabinet
<b>Report title:</b>		Motions Referred from Council Assembly	
<b>Ward(s) or groups affected:</b>		All	
<b>From:</b>		Council Assembly	

## RECOMMENDATION

1. That the cabinet considers the motions set out in the appendices attached to the report.

## BACKGROUND INFORMATION

2. Council assembly at its meetings on Wednesday 25 March 2015 agreed several motions and these stand referred to the cabinet for consideration.
3. The cabinet is requested to consider the motions referred to it. Any proposals in a motion are treated as a recommendation only. The final decisions of the cabinet will be reported back to the next meeting of council assembly. When considering a motion, cabinet can decide to:
  - Note the motion; *or*
  - Agree the motion in its entirety, *or*
  - Amend the motion; *or*
  - Reject the motion.

## KEY ISSUES FOR CONSIDERATION

4. In accordance with council assembly procedure rule 2.10(6), the attached motions were referred to the cabinet. The cabinet will report on the outcome of its deliberations upon the motions to a subsequent meeting of council assembly.
5. The constitution allocates responsibility for particular functions to council assembly, including approving the budget and policy framework, and to the cabinet for developing and implementing the budget and policy framework and overseeing the running of council services on a day-to-day basis.
6. Any key issues, such as policy, community impact or funding implications are included in the advice from the relevant chief officer.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Council agenda – 25 March 2015	Report on the council's website	Lesley John Constitutional Team 020 7525 7228
<b>Link:</b> <a href="http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=132&amp;MId=4789&amp;Ver=4">http://moderngov.southwark.gov.uk/ieListDocuments.aspx?CId=132&amp;MId=4789&amp;Ver=4</a>		

## LIST OF APPENDICES

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Appendix 4	Betting shop enforcement
Appendix 5	Improve services at London Bridge station

## AUDIT TRAIL

<b>Lead Officer</b>	Ian Millichap, Constitutional Manager	
<b>Report Author</b>	Lesley John, Constitutional Officer	
<b>Version</b>	Final	
<b>Dated</b>	18 May 2015	
<b>Key Decision?</b>	No	
<b>CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER</b>		
<b>Officer Title</b>	<b>Comments Sought</b>	<b>Comments included</b>
Chief Executive	Yes	Yes
Strategic Director of Environment and Leisure	Yes	Yes
Strategic Director of Housing and Community Services	Yes	No
Strategic Director of Finance and Corporate Services	Yes	No
Strategic Director of Children's and Adults Services	Yes	No
Director of Legal Services	Yes	No
<b>Cabinet Member</b>	No	No
<b>Date final report sent to Constitutional Team</b>	18 May 2015	

**Welfare Reform with an Emphasis on Financial Inclusion**

At council assembly on Wednesday 25 March 2015 a motion entitled 'welfare reform with an emphasis on financial inclusion' was moved by Councillor Fiona Colley and formally seconded by the Mayor. The motion was agreed and stands referred to the cabinet as a recommendation.

**RECOMMENDATION**

1. That council assembly believes that the coalition government's welfare reform has utterly failed, with hardship and deprivation increasing, at the same time as the cost of implementing the reforms is mounting.
2. That council assembly condemns the government's changes to benefits which have targeted the most vulnerable and hit families with children under five harder than any other group.
3. That council assembly notes that despite the government's rhetoric on repairing the nation's finances, cuts to welfare have been offset by tax cuts for the most well off, meaning the government's welfare reform has made no overall contribution to paying down the deficit.
4. That council assembly notes that residents in Southwark have been hit hard by the coalition government's welfare reform, including:
  - The cruel and unfair bedroom tax, which has hit 5,000 Southwark residents
  - A benefit cap which disproportionately affects families in London and has left some households facing the threat of eviction
  - Unacceptable delays in personal independence payments, which have left over 300,000 disabled people in limbo nationally as they wait for a decision on crucial support
  - Cuts to local government funding for discretionary housing payments and council tax benefits.
5. That council assembly notes this administration has prioritised our most vulnerable residents, using our resources to protect them as far as possible from the worst excesses of the government's welfare cuts, including:
  - Providing financial assistance and support for residents affected by the bedroom tax and other welfare changes through the welfare hardship fund
  - Providing a much-needed safety net for our most vulnerable residents through the Southwark Emergency Support Scheme, despite government cuts to the funding
  - Helping residents to ensure they are claiming all benefits entitled to them, through the Rightfully Yours advice service.
6. That council assembly is concerned about the rollout of universal credit, particularly following direct payment pilots in Southwark, which have highlighted the risk of residents struggling to cope with complex budgeting and increasing numbers of residents falling into rent arrears.
7. That council assembly welcomes the steps that have been taken by this administration to mitigate against these risks and to promote financial inclusion, working in

partnership with Lambeth and Lewisham to deliver support for residents to prepare for universal credit, including opening bank accounts, dealing with debt and coping with budgeting on a monthly basis.

8. That council assembly believes that employment is central to improving the financial resilience of our residents and recognises that current welfare to work provision fails to meet the needs of our most vulnerable residents. Council assembly therefore welcomes the steps this administration is taking to support residents with the most complex needs to develop the skills, motivation and experience to be able to secure employment.
9. That council assembly believes that the growth of insecure, low-paid, poor quality jobs under the coalition government is undermining the UK's ability to earn our way out of the current cost of living crisis and adding to welfare spending.
10. That council assembly believes that the country's welfare system can only become sustainable for the long-term by getting more people into work, and creating better paid and more secure jobs.
11. That council assembly therefore welcomes Labour's national commitments to:
  - Abolish the cruel, costly and failing bedroom tax, which is hitting over 400,000 disabled people nationally
  - Make work pay by increasing the national minimum wage and encouraging more employers to pay a living wage
  - Tackle the root causes of rising housing benefit spending by getting 200,000 homes a year built by 2020
  - Introduce a compulsory jobs guarantee, paid for by a bank bonus tax, to provide a paid starter job for every young person unemployed for over a year, and everyone over 25 unemployed for over two years.

**Financial Advice in Health Services**

At council assembly on Wednesday 25 March 2015 a motion entitled 'financial advice in health services' was moved by Councillor Stephanie Cryan and seconded by Councillor Rebecca Lury. The motion was subsequently amended and the amended motion stands referred to the cabinet as a recommendation.

**RECOMMENDATION**

1. That council assembly acknowledges the inherent link between financial health and health and wellbeing, particularly mental health.
2. That council assembly welcomes the work of the healthy communities scrutiny sub-committee exploring the health of the borough, including financial health. Council assembly welcomes the committee's work in highlighting the impact of financial exclusion on health, in particular the impact on those with mental health concerns who are also struggling financially.
3. That council assembly therefore calls on cabinet to introduce financial health services in health centres, to provide high quality debt and income maximisation advice and welfare benefits casework for patients in Southwark.
4. That council assembly believes that the provision of high quality financial advice will improve the patient experience and optimise the time of GPs and health professionals, as well as directly targeting the link between mental and financial health.
5. That council assembly notes that many user-led local mental health services which give patients holistic support, including financial advice, are currently struggling and at risk of closure because of a number of factors including:
  - A move away from block contracts and a traditional day centre model to personal budgets and recovery-focused day activities
  - The recent decision by the CCG, as the lead commissioner, to commission mental health services with a national provider, instead of a Southwark-based consortium of mental health voluntary sector providers
  - The complexity of the Section 75 pooled budget arrangements.
6. That council assembly notes that changes to local mental health services, including financial advice for users, need to be managed and supported carefully and therefore calls on cabinet to:
  - Urgently commission a report laying out the financial stability and viability of the local voluntary sector mental health services in Southwark and bring a report back to the next cabinet meeting
  - Explore one-off or ongoing transitional funding prior to the introduction of community and wellbeing grants in October to support long-established and trusted local services, providing high-quality debt- and income-maximisation advice or welfare benefit casework services in Southwark, in order to avoid any gaps in service provision and allow these services to develop alternative funding sources to make them viable.

### Mental Health Services in Southwark

At council assembly on Wednesday 25 March 2015 a revised motion entitled 'mental health services in Southwark' was proposed by Councillor Ben Johnson and formally seconded by Councillor Adele Morris. The revised motion was subsequently amended and the amended motion stands referred to the cabinet as a recommendation.

#### RECOMMENDATION

1. That council assembly notes that:
  - Mental health issues will affect 1 in 4 people at some point in their lives and that 70,000 people in Southwark will suffer from mental health issues
  - Mental health issues can shorten life expectancy by fifteen to twenty years
  - People with mental health issues are more likely to experience homelessness, and anxiety and depression have been linked to overcrowded and unfit housing.
2. That council assembly notes that the coalition government has taken some steps to improve mental health services:
  - Invested £400 million in early support for people with mental health issues
  - introduced maximum waiting times for talking therapies and the Crisis Care Concordat to ensure nobody experiencing psychosis is ever turned away from accident & emergency
  - Pledged extra investment for new inpatient beds, better case management and improved access to mental health care for children and young people
  - Helped fund the Time to Change campaign which challenges mental health stigma and discrimination
  - Called on all health service trusts to aim for a 'Zero Suicide' policy and established a government-wide mental health taskforce.
3. That council assembly notes, however, that despite the government's commitment to put mental health treatment on a par with physical health, mental health trusts in England have seen their budgets fall by more than 8% in real terms, equivalent to almost £600m, and spending on children's mental health services in England has fallen by more than 6% in real terms, equivalent to nearly £50m, since 2010.
4. That council assembly condemns the government's cuts to spending on children's mental health services, which have led to increased waiting times and children being treated on adult psychiatric wards or having to travel hundreds of miles across the country to get the help they need.

5. That council assembly also notes that the government's cuts to local authority budgets which have led to a £90m shortfall in funding for social care.
6. That council assembly welcomes the extensive work undertaken by the council and the CCG to tackle stigma, raise awareness about mental health and promote wellbeing in Southwark, including:
  - Setting up a Parity of Esteem Programme Board chaired by the GP clinical lead for mental health, to review the extent of inequality amongst people with mental health problems
  - Providing training for teachers and head teachers to recognise and support children and young people with mental health issues in schools
  - Working with the Time to Change campaign
  - Providing community grants for small organisations to promote wellbeing with their clients/members
  - Commissioning mental health first aid courses for voluntary and community sector
  - Adopting the Mayor of London's Healthy Workplace Charter to minimise the risk of mental distress in the workplace and promoting to all employers in Southwark.
7. That council assembly welcomes Labour's national commitment to provide fairer access to mental health services, including ensuring all professional health service staff receive mental health training and changing the NHS Constitution to give people the right to psychological therapies for mental health problems like anxiety and depression, helping to give mental health the same priority as physical health.
8. That council assembly calls on the cabinet to:
  - Extend advocacy services available for Southwark residents with mental health issues
  - Consider the appointment of a Southwark Mental Health Champion to act as a link between the council, clients and the different agencies working in mental health
  - Ensure that mental health services receive their fair share of public health funding and review funding for mental health services each year
  - Ensure each council department deals with residents with mental health issues consistently and with a supportive and sympathetic approach
  - Improve the promotion of counselling services available for staff experiencing mental health or emotional issues.

**Betting Shop Enforcement**

At council assembly on Wednesday 25 March 2015 motion entitled 'betting shop enforcement' was proposed by Councillor Renata Hamvas and formally seconded by Councillor Lorraine Lauder. The motion was agreed and stands referred to the cabinet as a recommendation.

**RECOMMENDATION**

1. That council assembly recognises the growing concern of local residents and the council about the proliferation of high street betting shops in Southwark; particularly the rise in high stake Fixed Odds Betting Terminals.
2. That council assembly is particularly concerned by recent evidence which suggests that despite age restrictions on gambling, some young people under the age of 18 are using these highly addictive gambling machines in betting shops.
3. That council assembly notes that the council does not currently have the power to inspect gambling venues to ensure that age restrictions are being properly enforced, nor is there a requirement for a 'Think 21' or 'Think 25' policy, as there is in premises selling alcohol, tobacco or other age-restricted products. Council assembly also notes that there are currently no regulations on layout in gambling premises to ensure that all customers entering the premises are in line of sight of staff.
4. That council assembly further notes that of the 80 gambling premises in Southwark, only two have recently been subject to spot-checks by the Gambling Commission and that both premises failed these checks.
5. That council assembly believes that it is vital that betting shops have sufficient controls in place to prevent children from using these highly addictive gambling machines, which could lead to young people developing gambling problems later in life.
6. That council assembly therefore calls on the cabinet to lobby local MPs and government to give local authorities more powers of enforcement in gambling premises, which are effectively self-regulating, to bring them in line with other licensed premises.

**Comments of the Strategic Director of Environment and Leisure**

- (1) Betting and gaming are governed by the Gambling Act 2005. The Act establishes a two-tier licensing system, with responsibilities split between the Gambling Commission and the local licensing authorities.
- (2) The Commission is responsible for licensing gambling operators (operators licence) and key personnel (personal licence). The Commission sets the boundaries for many aspects of how the business operates, including access to gambling by children and young persons. This is set out under the Gambling Commissions code of practice. A key feature of this code of practice is self regulation for both age verification and exclusion of known addictive gamblers.
- (3) The local licensing authority's main role is limited to the licensing of gambling premises. Whilst the local authority has powers to inspect and take enforcement



action, in many instances such action requires a referral to the Gambling Commission, or the primary authority (in cases where the establishment is a national operation).

- (4) The issues of the role and responsibility of the local licensing authority; its local discretion; and its relationship with the Commission have all been the subject of long on-going debate and there has been very recent movement to deal with some of these issues.
- (5) It would be highly beneficial for local licensing authorities to have more powers to regulate gambling and betting establishments.
- (6) It is noted that the Commission's Licensing Conditions and Codes of Practice have recently been revised, with the new social responsibility chapters coming into effect on 8 May 2015.
- (7) There an opportunity to lobby MP's and government as part of the Commissions public consultation on the revised guidance to local licensing authorities on gambling and betting. The deadline for responses of 22 June 2015.

**Improve Services at London Bridge Station**

At council assembly on Wednesday 25 March 2015 a motion entitled 'improve services at London Bridge station' was proposed by Councillor Helen Hayes and seconded by Councillor Sarah King. The motion was subsequently amended and the amended motion stands referred to the cabinet as a recommendation.

**RECOMMENDATION**

1. That council assembly believes that the current situation for rail passengers at London Bridge station is completely unacceptable.
2. That council assembly notes that almost three months since the introduction of the new timetable at London Bridge the situation at the station is worse than ever, with increasing chaos and disruption and dangerous overcrowding.
3. That council assembly notes that passengers in Dulwich, Peckham Rye and South Bermondsey, are facing increasing delays and cancellations to an already reduced timetable, and that unacceptable levels of overcrowding are also being experienced at other stations including Herne Hill and Loughborough Junction as passengers seek to avoid London Bridge.
4. That council assembly believes that the chaos at London Bridge has demonstrated that Network Rail and Southern are not capable of sorting out the mess.
5. That council assembly notes that the Secretary of State for Transport, Patrick McLoughlin MP, has so far failed to respond to letters from elected members in Southwark on the issues at London Bridge, and requests that Cabinet writes to demand his urgent personal intervention to improve the service for passengers at London Bridge.
6. That council assembly notes that there are significant transport issues on trains across South East London in addition to the problems at London Bridge, including the lack of capacity on the Southeastern line into London Victoria, affecting passengers at Nunhead, Peckham Rye and Denmark Hill.
7. That council assembly notes the success of London Overground services run by Transport for London, which have consistently achieved high ratings for punctuality and customer satisfaction, while more than trebling passenger numbers, and whilst using much of the same infrastructure as Southern.

8. That council assembly notes that it is Labour's policy to allow public sector organisations to bid to run rail services, and that in London we have a public sector organisation, Transport for London, which already runs some of London's rail services to an extremely high level of customer satisfaction.
9. That council assembly welcomes the government announcement in July 2013 which will allow some commuter rail services out of Liverpool Street station to be managed by Transport for London. Council assembly further notes that it was London Liberal policy in 2012 for Transport for London to run commuter rail services into the capital.
10. That council assembly therefore calls on the Secretary of State to allow Transport for London to run all rail services in South East London in order to have a properly integrated transport system.
11. That council assembly also notes that the long-term improvements at London Bridge should not just be for commuters, but also improve and green the local environment around the station for residents. Council therefore calls on the cabinet to work with Team London Bridge, Network Rail and Transport for London to ensure:
  - That the new public realm around the station is of equal priority to the development of the station
  - That no opportunity is missed to reduce local traffic and air pollution to make the area more pedestrian- and cyclist-friendly
  - Support for local independent and creative businesses.

## **Comments of the Chief Executive**

### **Impact on passengers travelling to/from London Bridge**

#### **Southern and Thameslink train service network performance**

- (1) As part of the council's commitment to encouraging greater sustainable transport usage, every effort is made to lobby the railway industry to deliver as high a level of train service performance across services in the borough.
- (2) Performance on the Southern and Thameslink network as a whole has been at an unacceptable level since Christmas 2014. In January 2015, the percentage of trains that arrived at their destination within 5 minutes of their advertised arrival time on Southern stood at 75.2% and 71.9% for Thameslink. Corresponding figures for March 2015 are 80.1% for Southern and 84.5% for Thameslink.
- (3) The key constraint to performance is that physical network capacity into and out of London Bridge station has been reduced from 4 approach tracks down to 3. This is in addition to reduced platform availability as part of the Thameslink work programme. The new timetable to accommodate the revised station and approach layout has required several modifications since implementation in January 2015 to improve train service performance in light of current experience.
- (4) In February 2015, Network Rail, Southern and Govia Thameslink Railway launched their Performance Plan (which has subsequently been revised). Key immediate commitments to improve performance included provision of additional staff to assist passengers and dispatch trains, additional infrastructure monitoring equipment on the approach to London Bridge to detect asset failures and

continual monitoring of the timetable to ensure that available capacity is not exceeded at London Bridge.

- (5) The May 2015 timetable seeks to deliver improvements to both Southern Main Line and Metro services to optimise the available capacity at London Bridge. Turnaround times at stations, particularly at London Bridge have been increased. This will enable trains to depart on time and run punctually.
- (6) The Department for Transport are in extensive negotiations with Ministers in development of potential options for compensation packages for passengers impacted by London Bridge. It is expected that an announcement will be made later in the year.
- (7) It is imperative that a rapid performance improvement is delivered on Southern/Thameslink train services to/from London Bridge. The socio-economic long term impacts on both Southwark and London as a whole could be significant in the ability to maintain competitive advantage as a destination for business and tourism.

#### **London Bridge station overcrowding**

- (8) Overcrowding levels at the station have been a serious issue during times of disruption and more generally. It is expected that once half of the new street level concourse opens at London Bridge in 2016 with direct access to St Thomas Street, some relief should be provided to the existing concourse.
- (9) Network Rail maintain that at no time has London Bridge station ever been at a point that the station has become dangerously overcrowded during times of disruption. Southern and Govia Thameslink Railway have stated that the communications strategy in times of disruption needs to be improved. In March 2015, Network Rail introduced a number of measures to improve station performance which included: creation of a single station management team to better respond to incidents as they occur, increased staffing provision at the station, improved information provision providing advanced warning of disruption and alternative routes and changes to the timetable to improve the throughput of trains into and out of the station.

#### **Wider Issues facing Southwark residents**

##### **Devolution of South East London rail services to Transport for London operation**

- (10) The devolution of rail services to permit Transport for London to run all services in South East London, could be advantageous. The existing London Overground network has high punctuality and customer satisfaction levels. However, the current London Overground network operates over a largely self contained network with minimal interaction with different types of services. Southern Metro services operate and interact with a number of different service types at numerous locations. The Southern services will be merged into the 'new' Govia Thameslink Railway franchise in July 2015 which will operate until September 2021. Therefore, it is very unlikely that any devolution would occur before then.

##### **Overcrowding on Govia Thameslink Railway services at Herne Hill and Loughborough Junction**

- (11) Overcrowding is a continual issue on peak Govia Thameslink Railway (GTR) services at both Herne Hill and Loughborough Junction stations. This is exacerbated by the London Bridge disruption. Little scope exists to provide

additional capacity due to lack of additional rolling stock. Introduction of new Class 700 rolling stock onto the network from 2016/17 will provide a marginal increase in capacity. The Council is currently promoting the re-opening of Camberwell station where there is the potential for additional Catford Loop services to call.

### **South Eastern Railway Metro services**

- (12) It is recognised that there are issues regarding train service capacity on South Eastern services from Nunhead, Peckham Rye and Denmark Hill. Users of services to/from Denmark Hill have benefitted from an additional Victoria service with a Dover Priory service calling at the station. A lack of rolling stock is also impacting on South Eastern Metro services. Introduction of the new Class 700 Govia Thameslink Railway rolling stock may provide an opportunity to transfer existing stock on Southern/Govia Thameslink Railway to South Eastern which will in turn permit the strengthening of Metro services. Any cascade would require Department for Transport approval. This would be unlikely to occur before 2018 at the earliest under the new South Eastern franchise.

### **London Bridge urban realm and station access**

- (13) A high quality, accessible urban realm is particularly important in and around stations, particularly major gateways such as London Bridge. We continue to work with stakeholders and use our powers through the planning process and highway agreements to facilitate improvements which deliver this objective.