

Introduction

Over the next three years Luton Council has to:

- Lead the borough to financial security and set it on course for future prosperity
- Deliver essential services that residents rely on
- Manage on much less funding from government than in the previous three years

At the same time increased pressures are likely to flow from changes to welfare benefits, greater need for social care and a new duty to improve the public's health¹. Reducing inequality will become more difficult, but it will continue to be a priority.

The Council can do some things on its own, but increasingly its role is to get the best value for every public pound spent by working with the Police (including the new Police and Crime Commissioner), the NHS, schools and academies, the University, the voluntary sector and Job Centre Plus so that we can share costs, reduce or eliminate duplication of effort, share expertise and buying power to get good deals for us all. If we get it right we should be able to deliver services that maintain important standards and do so within the reducing budget available.

In preparing for the next three years the Council must consider options for removing or closing some services. It will also consider whether more money can be raised through rents and charges. These proposals will be considered by the Council's Executive, following public consultation, before the end of March 2013. A list of potential savings options for consideration is appended to this prospectus.

The Council is heavily reliant on government grants and this reliance means it is harder hit when these are reduced than councils that raise a greater proportion of their money from local taxation (This is covered in more depth in the Finance chapter).

At the heart of this prospectus therefore is a three-pronged plan:

- to increase income from business growth
- to better equip residents of all ages to get jobs through investment in education and training
- to work efficiently with all the organisations mentioned above to ensure the most vulnerable in Luton are safe and supported

¹ Health and Social Care Act 2012

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We already have plans and strategies* covering all areas of work of the Council and its partners in health, education, the voluntary sector and the police and our Sustainable Community Strategy to 2026 sets out a comprehensive vision.

However, since that strategy was written the financial landscape has changed radically. Luton Council has to make large savings due to the reduction in government grants and further large savings are required over the next three years.

*(A list of plans and strategies is appended

In short, this prospectus is laying the groundwork for Luton's path to prosperity.

Council Finances

The Council has a legal duty to set a balanced budget every year. The proposition underlying this chapter is that although there is enormous uncertainty about what money Luton might be getting over the next three years it makes sense to plan now, making prudent assumptions based on what we do know. This will enable the Council to reduce spending in a thoughtful and steady way. Where service closure is unavoidable this can be done carefully over time and the Council can maintain its focus on outcomes even if it can't afford to do all the things it has done in the past.

Context

Savings of over £81 billion are planned from Government spending by 2015, including a 28% reduction in grants to local government over the four year period. The Council's latest estimate is that in the next 3 years the Council will have on average 25% less useable grants than in the previous 3 years, and that by 2015/16 the level of government funding available to it will be 39% less than that provided in 2010/11. At the same time, the Government has stated its aim to reduce top-down government and devolve power and give greater financial autonomy to local authorities by a range of measures including:

- further reducing ring-fenced central government grants
- changes to the Housing Revenue Account (the separate record of all ongoing spending and income related to providing council housing) from April 2012 whereby councils will keep their own rental income but in return will take on a share of the £21billion national council housing debt as part of a 30 year business plan
- planned changes to the administration of business rates so that any council that expands its business base would see increased business rates that it would be able to keep.

Luton Council Indicative budget 13/16 and assumptions

The Government is determined to change the whole basis of Local Government Finance from 1 April 2013. This creates great uncertainty and financial risks.

What is known for certain is that:

- Government funding will continue to reduce;
- the latest estimate is that Luton will need £48million savings over the next three years, to cope with the grant reductions and increases in costs and demand for essential services, particularly adult social care;
- The reduction in Government funding will hit Luton harder than most other authorities in the south-east of England. This is because Luton's housing stock is mostly in the lower bands for Council Tax, and Luton's council tax level is also below the national average. So the amount Luton can raise from Council Tax is low. This makes Luton more dependent on Government grant than its neighbours.

This can be shown by a comparison with Central Bedfordshire. In 2012/13, Central Beds pays for 75% of its net budget from Council Tax, and only 25% from Government formula grant. Luton raises just over 40% of its net budget from Council Tax, and almost 60% from Government Grant. Therefore a major reduction in Government funding has a much greater impact on Luton.

A Government consultation suggests that, at a national level, the funding provided by central government to local government could reduce by 12.2% overall in 2013/14.

A 12.2% reduction in the 2013/14 start point means a £10.5m loss for Luton, but only a £5.5m loss for Central Bedfordshire, even though its net budget is 18% greater than Luton's.

Where the money comes from

The budget comparisons in the previous section are based on the Council's '**net**' budget, which is just that part of spending that is funded through Council Tax and general government grant. This is the part of the Council's spending over which it has direct control. This section focuses on the Council's 'total revenue' budget which is much greater and includes, for example, housing benefit, council tax benefit and the grants that go directly to schools.

In 2011-12, the Council's total revenue income was £647 million. The main source of funding was the Government, who provided formula grants (£93 million, or 14% of the total), which in principle can be used on any service; dedicated schools grant (£146 million, or 24% of the total), which can only be spent on schools; and other specific and targeted grants from Government, many of which have to be spent in accordance with grant conditions, comprising 22% of the Council's funding. Council Tax contributed only 10% of the Council's total **gross** budget.

Financial performance

The Council set the 2012-13 budget with no contribution from the general reserve. The Council made proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ending 31 March 2012. The Council has continued to show strong performance in identifying and delivering savings, which has continued into 2012/13².

London Luton Airport

London Luton Airport Limited (LLAL), the company that owns London Luton Airport, is in turn owned by the Council. The principal activity of the company is the ownership of airport facilities. In 1998 LLAL entered into a thirty-year concession with London Luton Airport Operations Limited (LLAOL) to operate the airport.³ This was recently extended by two and three-quarter years to enable further development to take place. The concession agreement with the airport operator provides for payment to LLAL of a fixed amount per passenger. Since 1998, LLAL has earned £210 million in concession fee payments. These payments have increased from £4 million in 1998 to nearly £25 million in 2011 and will continue to rise as LLAOL continues to invest in the future of the Airport, increases capacity and passenger numbers⁴.

Housing

² Annual Audit Letter for the year ended 31 March 2012

³ LBC Annual Statement of Accounts 2011/2012

⁴ London Luton Airport Operations Limited Revised Masterplan document, September 2012

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Revenue spending on the council's housing and related services must, by law, be accounted for separately from other Council spending and revenue. Luton has a shortage of below market-rent housing and therefore is under pressure to develop more of it to meet pent up demand. At the same time, the Council must also continue to spend money on repairs and maintenance of Council homes so that minimum standards that ensure homes are safe, warm and dry are met. It cannot borrow more than an additional £20m over the next 50 years through prudential borrowing, so room for more investment is limited. The Council has published a housing strategy that sets out its priorities for 2012 to 2015 covering the above issues and additionally standards in private sector housing and services for homeless persons. It also sets out how the Council will prevent and reduce homelessness and take a leadership role in regeneration.

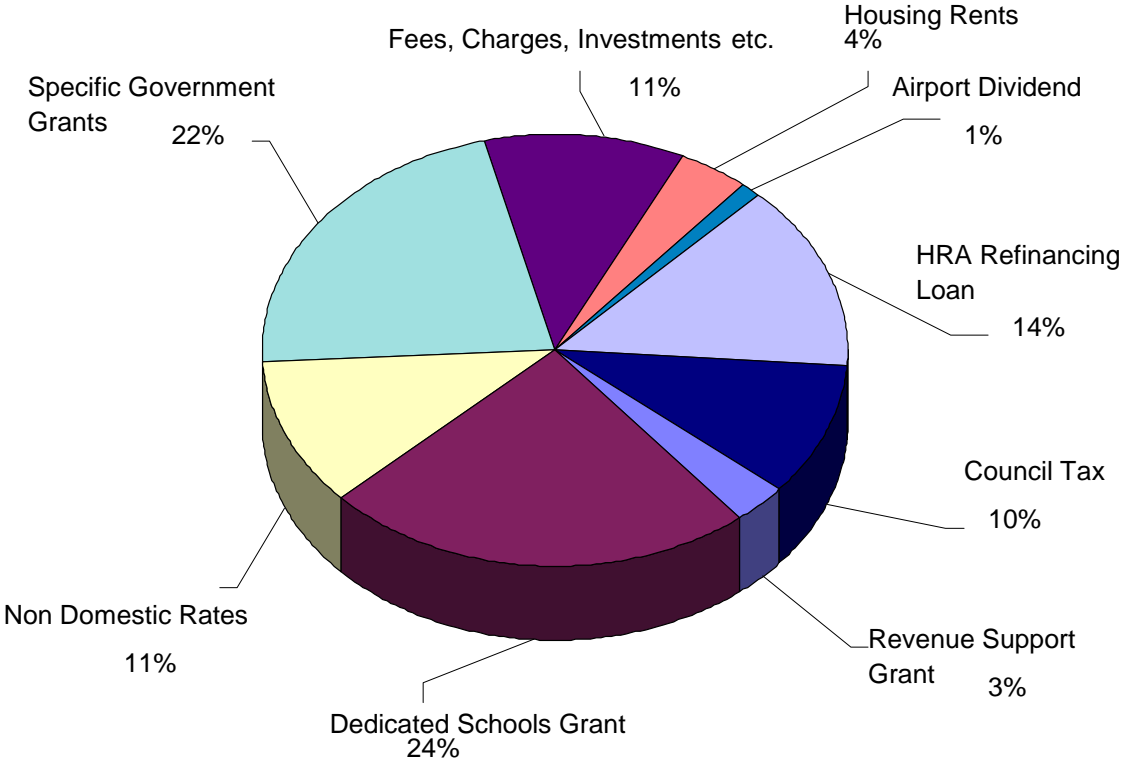
The council has established a joint venture partnership with Wates, Catalyst Housing Association and the Luton Learning & Community partnership (LLCP) to provide 450 new affordable homes within the town. The partnership is designed to use cross subsidy from viable sites to support those that are less financially viable. The council has committed a number of sites to the venture at nil cost to aid viability and deliverability. The first phase of the partnership has already delivered over 150 new homes in Hart Hill, Wigmore Lane and Falconers Road and a further 120 affordable homes are planned to be built each year.

Additionally a mortgage support scheme is giving practical help to homeowners to stay in their own home and 15 will be helped in this way over the next three years, whilst for first time buyers a mortgage guarantee scheme will help buyers get their feet on the first rung of the housing ladder.

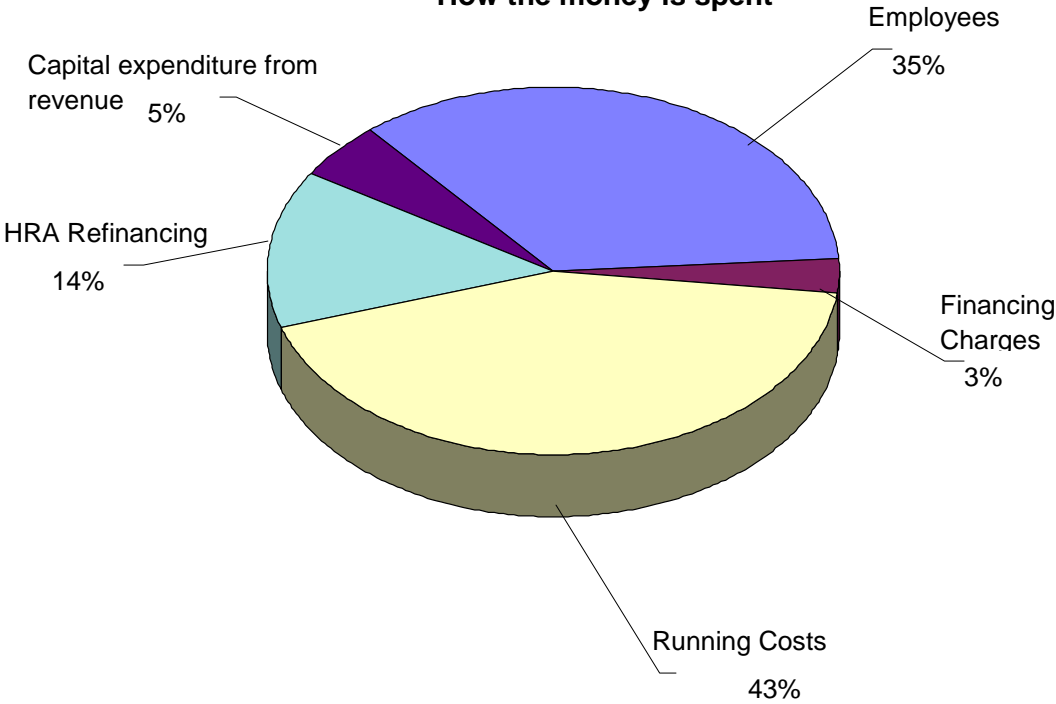
Revenue Expenditure and Financing 2011-12

The Council's total income for 2011-12 was 647 million and the charts below show where the money came from and how it was spent.

Where the money comes from

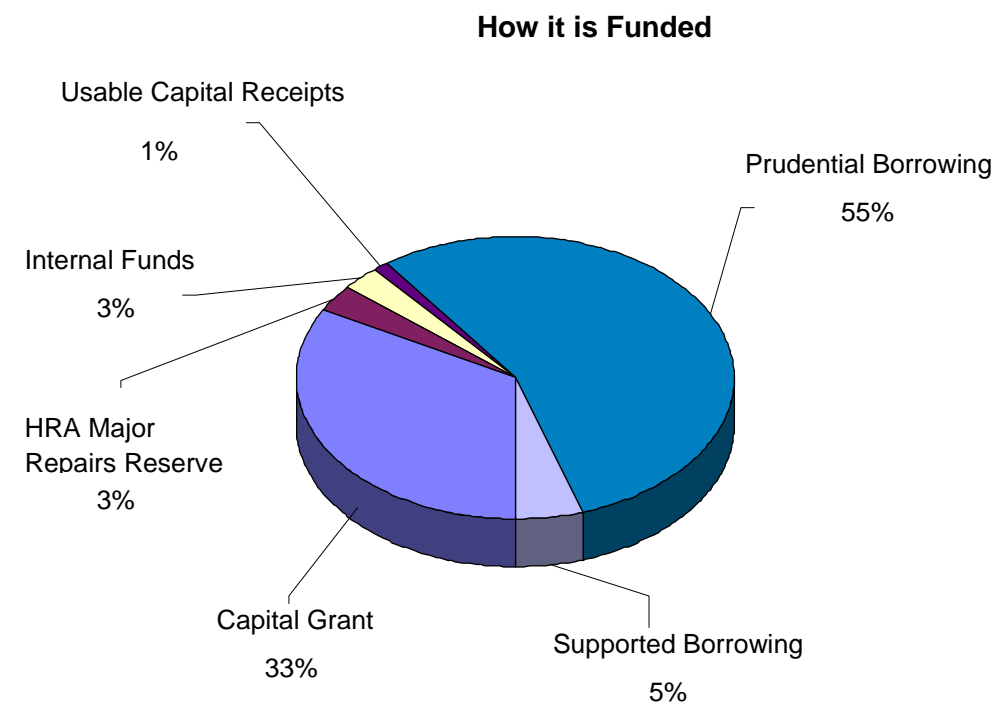


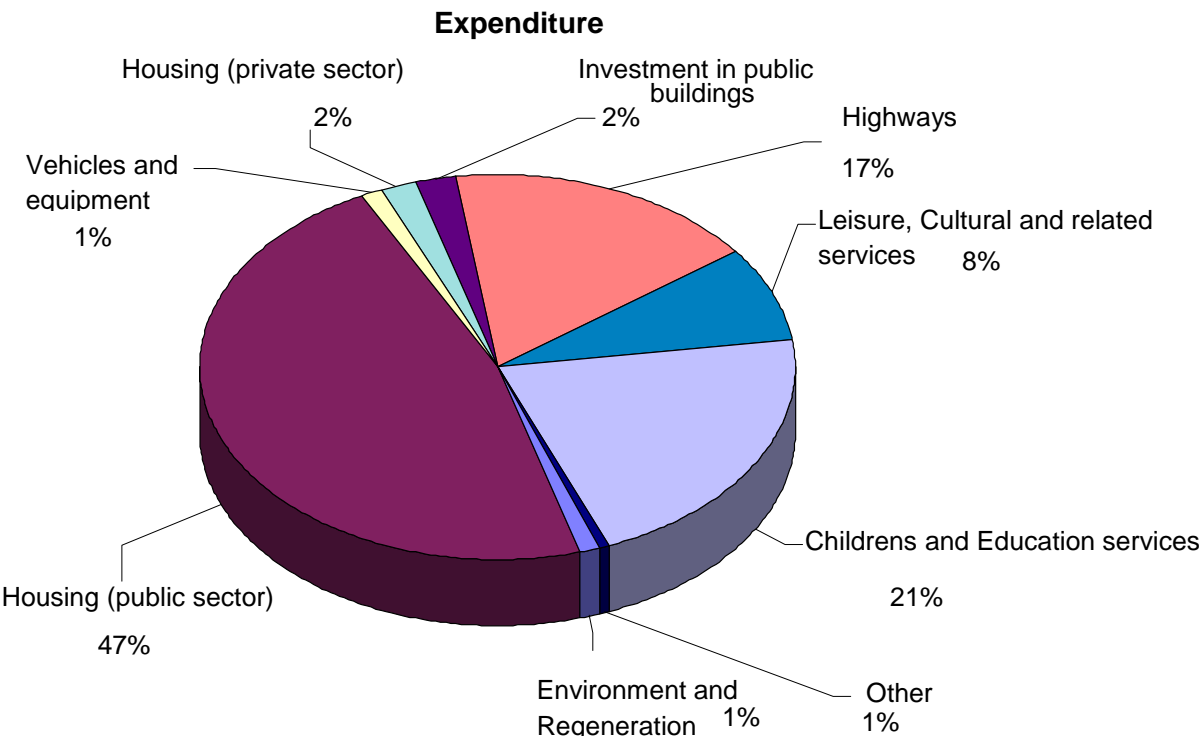
How the money is spent



Capital Expenditure and Financing 2011-12

The Council spent £200.7 million on the provision or refurbishment of its assets during 2011-12. This investment covers all the Council's services including schools, social services, public buildings, housing stock (both private and public sector) and highways. The total spent on services and the way in which it was financed, is shown on these charts.





Conclusion

The Council has to manage on less money over the next three years, which requires it to plan how it will both spend less and raise more. It also has to contend with significant spending pressures that come from a growing older population, particularly over 80 year olds, and from anticipated increases in demand from people with learning disabilities, as well as an increase in land fill tax. At the same time the Council must make provision for inflation in its existing contracts. The Council can only make a limited rise in Council Tax without triggering the expense of a referendum.

The next three chapters of this prospectus set out the Councils intentions about investment and spending. They show why and how investing in things that encourage business and in education and lifelong learning brings more cash into the town than those investments cost. The third chapter on social care shows how the Council will make the best use of the limited and reducing money it has by working with others and by spending money on preventing problems before they become expensive to fix.

Overall, the following chapters will also show how each element is inter-related. There are broadly two paths that the Council could follow. One is a downward spiral where cuts in the

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environment discourage business, which leads to higher unemployment and a greater dependency on Council services which cannot be afforded because the Council's resources are falling. The alternative 'virtuous circle' that this prospectus seeks to plot is where measured and targeted investment to encourage business increases the number of jobs on offer; investment in education and training means that people can get those jobs and having a job improves economic and health wellbeing; businesses pay more business rates, residents spend more money locally and are healthier and happier.

Business and growth

Proposition

The proposition underpinning this chapter is that it makes financial sense for Luton to attract new businesses and keep the ones it has, for two reasons:

Firstly, businesses create employment and that drives economic success as well as helping families and individuals to lead happier and healthier lives.^[1]

Secondly, from 2013, Luton will be able to keep 49% of the additional business rates it raises.

Business in Luton: Key facts

- 82,000 people work in Luton and approximately 28,000 Luton residents work outside.
- There are approximately 5,500 businesses, ranging from small one person operations to international companies like Selex, TUI, Thompson, EasyJet
- There are approximately 415 hectares of employment land in the Borough
- A total of 785 new businesses were set up in the town between 2010 and 2012, an average annual rise of 4.2 per-cent; the third highest in the country
- Luton’s total employment growth of 11.4% during the last decade was almost double the UK national growth rate of 5.6%

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With a strong industrial manufacturing history, Luton is now developing the business environment to become a high technology knowledge based economy, which already has world leading businesses such as GM, GKN, SKF, Selex Galileo, and Hayward Tyler, as well as new starters such as Enval and 2K Manufacturing. Luton’s schools and academies will be making the most of these connections and opportunities so that the success of the business generates success for Luton’s people. See the section on Vocational training and working with employers on p.15.

Working with business

Businesses need confidence and certainty in the future plans for the town. The Luton Local Plan identifies sites such as Napier Park, Butterfield, the former Vauxhall Car Plant, Power Court and Century Park, as places where businesses can locate and grow. These sites together with the expansion of London Luton Airport need to deliver 17,800 jobs.

The Luton and Bedfordshire Chamber of Commerce, Federation of Small Businesses, Institute of Directors and Wenta all actively work with the Council to promote and support business growth; engendering a sense of local pride in what Luton can achieve, helping businesses and aiming to raise aspirations of residents.

⁵ A BBC commissioned survey by Experian in 2012

Love Luton is a coalition of businesses, the voluntary sector and the public sector who share a common aim to set the town on course for future prosperity. By working together and speaking with one voice this group has been able to successfully lobby for government funding as well as paying for major civic events that promote the positive side of the town.

The Local Transport Plan makes sure that the needs of businesses and residents to move around the town can be met. The LTP delivers £2.41m of funding per year.

Investing in the environment

Making sure that Luton has a quality built and natural environment gives businesses confidence. The Council has ensured that new developments such as St. George’s Square are of a high quality to attract other investment. We have invested in the town’s streets and roundabouts but over the next 3 years there will be a reduction in the standards we can achieve.

The Council has a statutory duty to regulate businesses and the local market. This ensures that, for example, rogue traders are not undermining legitimate businesses or harming their customers. Over the next 3 years we will continue to work to ensure that any necessary permissions are provided in an efficient and timely way. However, we will spend less on enforcing compliance and have to focus on key risks.

Luton’s Community Safety Partnership, **soLUTiONs**, is a statutory partnership of organisations (police, fire and rescue, NHS, Probation and the Council), which work together in the town to prevent and reduce crime and anti-social behaviour including that caused or fuelled by the use of illegal drugs and alcohol.

The Partnership will work with a broad coalition of community, public and private organisations to support victims of crime and to prevent further crime through home security improvements and focussed policing in the town centre and other sensitive areas. Its other priority area is to reduce crime committed by young offenders.

Investing in infrastructure

A major attraction for businesses thinking of investing in Luton is its location and good transport links to markets in London, the rest of the country and abroad. Businesses need to know that their work forces, inbound and outbound goods as well as customers can get in and around and out of the town quickly. The Council has attracted inward public investment to pay for large-scale transport projects such as the Luton Dunstable Busway, improvements to junction10a of the M1 and the Town Centre Transport Scheme. By spending £800,000 per year on infrastructure planning the Council has opened the door to £120m of additional investment that benefits the town. Over the next three years Luton will continue to seek investment in Junction 10a and the Town Centre Transport Scheme.

St. George’s Square

The remodelling of St. George’s Square is an example of the Council bringing in external resources. £2.5 million of grant funding from the Lottery, European Union and the government was used to create a new public square at the heart of the Town Centre.

The Council’s commitment and investment gave confidence to private sector investors to invest in the Mall and a refurbishment of the Galaxy Centre. This brought an additional £20m of investment and new businesses into the town centre including TKMAXX, Toby, Tiger and Jimmy’s creating new jobs and improving shopping and the night-time economy.

The Council provides a range of services to business to ensure that they are able to operate including services such as trade waste. Where these are needed in the future businesses will need to pay the full cost of these additional services.

A skilled workforce

A skilled workforce is a critical part of a successful economy and a survey of local businesses⁶ found that 30% reported skills gaps in their workforce and nearly the same number said they had difficulty in finding recruits with the right skills. Overall Luton’s employment rate, at 69.1%, is lower than the regional and national averages⁷. Learning in schools is an important investment for the town but we will also continue to work with adults to ensure that they can benefit from opportunities in Luton. The Council has secured over £3m of European Social Fund investment in Luton to support the development of skills for the unemployed and in small and medium sized enterprises (SME’s). Over the next three years the Council will work with the Job Centre Plus, Skills Funding Agency and the National Apprenticeship scheme to make sure local people have access to jobs.

The reality of Luton’s varied communities living well together (77% say they get on well with people from different backgrounds) has been obscured by bad publicity arising from extremist groups making a national platform in the town. A combination of public sector coordination, voluntary sector activity and private sector money under the flag of **Luton in Harmony** will continue to demonstrate and promote a town that celebrates its diversity and enjoys the cultural and economic benefits this diversity engenders and nourishes.

Luton Borough Council owns or has interests in important business assets in the town including London Luton Airport, the Mall and the Butterfield Innovation and Business Base.

⁶ Bedfordshire and Luton Business survey 2011, BMG

⁷ NOMIS 2011

The Airport supports some 8,200 direct local jobs. It has an annual economic value of some £780 million to the local economy. This includes £411 million of direct annual business expenditure into the local economy, £160 million of indirect supply-chain effects and £151 million of wages and salaries of workers. Working with LLAOL, the Council wants to grow the airport to provide jobs for local people and income to support Council services. The growth proposal for the airport will increase capacity as well as generating an anticipated 4,500 jobs including 1,700 directly in the airport.⁸

Speeding up exit and entry at the M1 – Junction 10a roundabout

Congestion at junction 10a is a significant problem and cost for businesses. It is a possible brake on business growth as the Highways Agency has objected to job creation projects in Luton town centre and in the east side of the town.

The Council has secured £19.5m of funding for the scheme which will deliver 900 jobs and support the delivery of 3,000 others at sites like Napier Park and London Luton Airport.

Conclusion

Businesses are important to Luton. They:

- Provide jobs
- Invest in the town
- Pay local tax

The secondary benefits of the above include happier and healthier residents arising from being employed, better built and natural environment, a 'positive multiplier' effect, keeping spending within the local area, less call on expensive public services associated with helping people who are unemployed.

⁸ London Luton Airport Operations Limited Revised Masterplan document, September 2012

Education and lifelong learning

Proposition

There are four major reasons why Luton wants to be a 'learning town':

- Providing opportunities for learning at all ages enable individuals to realise their potential^[3].
- Improving skills for unemployed adults of all ages will enable them to get new jobs as they are created in Luton.
- Good schools portray a positive image of the town and act as a magnet for businesses thinking of moving to Luton
- An educated and skilled labour force adds value to existing and new business

In a report assessing the effects of health inequalities on health, the keys determinants of health were identified as employment, the welfare state and child development.^[2]

Where are we now?

Schools and academies are the sovereign bodies for deciding how to spend their budgets. The Council outside of its statutory role can help schools to get more for their money by:

- Securing better deals as a bulk purchaser through the pooling of resources
- Providing expertise for all schools that might not otherwise be available to individual schools acting alone
- Assist with co-ordination of a single voice for Luton schools that gives all schools a stronger and more influential link with business and national government

The Council also has a role to play in brokering bilateral support arrangements between high performing and struggling schools.

Context

The government has signalled its intention to give more of the education budget directly to schools, bypassing Councils except for statutory duties and "schools forums will decide whether or not to pool funding to pay for LAs to provide services". Message from the Secretary of State on School Funding Reform, 26 March 2012

Where will we be in 2016?

Rather than follow the national narrative that sees local authorities having a lesser role, Luton has a significant interest in improving the educational attainment of school pupils in the town, especially in early years. The Council will support an alliance of schools that puts the schools in the driving seat with support from the Council. Direct control will therefore be less important than 'significant influence' and schools will rely on strong local leadership and 'grounding' within their community.

How the Council helps schools and academies to succeed

The focus will be on schools and settings which are facing challenging circumstances and are in danger of falling into a category of concern as determined by Ofsted or the Department for Education.

Luton’s five Neighbourhood Improvement Partnerships and the partnership of high schools will develop strong models of school to school support: the role of the private, voluntary and independent sector will further develop early-years’ provision. Post-sixteen providers, i.e. colleges and work based learning organisations, will further strengthen their links with high schools to increase young people’s participation and ensure they benefit from appropriate educational pathways. All settings will adopt a commissioning function: the service will support this and act as broker to ensure appropriate provision to secure children and young people’s well-being and continued academic success.

Meads Primary School

The Meads Primary was an underperforming school. Luton Council brought in interim leadership from the head teacher of an outstanding Luton primary school (Chantry) with support from a very effective deputy from another Luton school (Leagrave). The new leadership team accelerated the actions identified in the Raising Achievement Plan, gradually reducing the reliance on Council consultants. In the summer of 2010 the deputy head teacher from Chantry was appointed as head of the Meads. Throughout 2010 -11 support and challenge from the LA was maintained with help from the School Improvement Adviser. In almost every aspect the school is now securely good with a number of features emerging as outstanding.

The Council will also ensure there is a targeted education welfare service focused on young people at risk of dropping out of education. This will provide early identification and support for young people and families at risk of developing more entrenched problems, and help young people achieve their full potential to engage and attain in education.

Investing in early years learning and education⁹

Luton will continue to deliver integrated services for very young children and their families, especially those in greatest need, through its Children Centres and early intervention services; with the aim to ensure the best possible start in life. See also p.17 of this prospectus: “A healthy start in life”.

⁹ EPPE project DfES, 2004: The Effective Provision of Pre-School Education (EPPE) project demonstrated the positive effects of high quality pre-school provision on children’s intellectual and social behavioural development up to the end of Key Stage 1 in primary school. The EPPE research clearly indicates that early intervention via high quality pre-school activities can play an important role in combating social inclusion and can specifically offer disadvantaged and vulnerable children a better start to primary school. In addition the research supports the on-going need to provide parenting support to enable parents to take a more confident and active role in home based play and learning.

Vocational training and working with employers

The Council has developed a work experience programme on behalf of schools to ensure over 1500 places with local employers.

Three schools with support from LBC are running a joint careers fair to promote opportunities with local employers and a range of visits to employers from schools with LBC support.

The Council, with schools and academies, will help to design and support pupils through planned pathways into higher education or apprenticeships so that every 14 to 19 year old has an opportunity to make that critically important step into adulthood with the very best chance of getting a job.

The Barnfield Skills Academy is focussed on enterprise and linked to industry including the airline industry giving opportunities for 14 to 19 year olds to progress into skilled employment in the town, with further opportunities for specialist study.

Luton Council is also assisting schools and Luton Town Football Club to work together to develop the education offer from football club and developing and supporting the Foundation Learning Network to increase work experience opportunities for post 16 year old learners - especially those on lower level courses.

Luton encourages local employers to recruit apprentices and approximately 580 16-18 year olds are starting apprenticeships this year. Over the next three years more than 2,000 16-18 year olds will get the chance to learn skills and get on the job experience in this way.

Lifelong learning

The Council knows that 6.5%¹⁰ of 16 and 17 year olds in Luton are not in education, employment or training (NEET); compared to a national average of 6%. Every one of these young persons has a personal adviser whose job it is to get them into one, two or all three of the above activities. The Council also runs a drop in centre on Alma Street where young people who are NEET get information, advice and guidance.

Working with the University of Bedfordshire

The university has a strong relationship with the town based on civic engagement and voluntary work with children in schools and children centres and with vulnerable adults. This work will continue and develop through mentoring projects that help with practical skills such as preparing for work and developing personal CVs. The Council will also continue to harness the academic resource of the university through the Centre for the Development of Social Care Practice and in other areas that can add rigour and help innovate and improve practice.

¹⁰ Luton's Skills and Employability Strategy: 2012

Conclusion

Luton Council's role in 2016 will have shifted further away from direct control of provision and towards having a significant influence. It will have stronger working relationships with schools, the university and others involved in delivering education and training making the most of the additional value of the local authority's coordinating role. The Council's investment in education and training will be directed more towards early years' services that have a proven track record of benefits throughout a person's life and at enabling opportunities for learning and education that might not otherwise exist.

Safe, supported and healthy

The proposition for health and social care has four tenets:

- Early intervention and prevention, keeping people healthy and out of acute and expensive urgent services, has direct financial advantage to the Council and longer term health and wellbeing advantages for people^[4].
- Involving people who use services in shaping those services makes those services better
- Empowering individuals and families to look after themselves promotes independence and resilience, which over time lessens their reliance on expensive public services
- Joint commissioning and delivery of services between the NHS, the Police, voluntary organisations and the Council strengthens services, improves quality, continuity and gives better overall value for money

The Council intends to create, with the police, the NHS and voluntary organisations, a combination of infrastructure and environment where vulnerable residents can get support, are safe and feel well.

The emphasis the Council will take will be on prevention, working with all of the above agencies to ensure that so far as is possible we spend once and spend well.

Spending money to keep vulnerable people safe, supported and well is a moral imperative and accepted as such by the local authority. Additionally there are mandatory legal requirements in some social care areas; Luton's assessment is that operating only at this minimum level will make the overall service unstable.

There is also an economic case to be made for taking an holistic and preventative approach and over the next three years social care services for vulnerable children and adults as well as public health services will be commissioned jointly with the Luton Clinical Commissioning Group (local NHS).

The Council will also look at new ways to draw income and resource to Luton such as social impact bonds, where payments to providers are dependent on achieving successful outcomes.

All spending in this area will have to pass three tests:

- Is it needed?
- Is it based on good quality evidence?
- Is it outcome focussed?

From April 2013, the Health and Wellbeing Board will take overall responsibility for cross sector coordination and major commissioning to improve the health and social care of people in Luton. It will be supported by three delivery boards, based on the three priority outcomes of the Health and Wellbeing Strategy¹¹:

¹¹ A Healthier Future - Improving Health and Wellbeing in Luton 2012-2017

1. Children's and Young People's Trust Board - Every child and young person has a healthy start in life
2. Health Inequalities Delivery Board - Reduced health inequalities within Luton
3. Healthier and More Independent Delivery Board - Healthier and more independent adults and older people

At the same time, the local NHS commissioning body describes its mission as: "*Working in partnership to develop and deliver a high quality and cost effective NHS to the people of Luton, empowering them to lead healthy and independent lives*" Luton CCG, 2012

Additionally the Children & Young People's Plan (published by The Children and Young People's Trust Board that brings together a wide range of partners who together are responsible for delivering children's services in Luton) sets out four priority outcomes each with specifically actions that can be achieved most effectively by partnership working.

- Keeping children and young people safe and secure
- Improving children and young people's health and wellbeing
- Building strong and supportive families
- Raising the aspirations of children and young people to raise their attainment and achievement

A healthy start in life

Evidence demonstrates that improving early years' health contributes to better health outcomes in later life. Poor diet and inactivity in childhood are associated with an increased risk of heart disease, several cancers, musculoskeletal problems and tooth decay, as well as overweight and obesity in later life. Overweight and obesity increase the risk of Type 2 diabetes, and can have an adverse impact on emotional wellbeing and self-esteem. (Luton Annual Public Health Report 2010 – 2011).

It makes good economic sense to intervene early and the costs of getting the early years wrong are high: children who grow up in homes characterised by dysfunction, exposure to violence, lack of care and supervision have a higher propensity to mental and physical ill-health, school failure, anti social behaviour, engaging in risky sexual or substance related activity, and becoming a teenage parent. The costs to the public purse are immense. For example, the costs of a single child coming into care are over £100,000 a year; the cost of placing a disabled child in care due to family breakdown is approximately £200,000 (Report to Luton's Children and Young People's Trust Board, October 2012)

The Luton Mellow Parenting Project is for parents struggling to look after their children and is shown to strengthen the critical bond between parent and child making sustained improvements in family resilience. Over the next three years this programme will contribute to child safety, giving vulnerable children a much improved start in life and contributing significantly to budget savings by keeping children out of care.

The last four years have seen a continued increase in expenditure on looked-after children and rise in demand for specialist children’s social care services in Luton. More effective early intervention and prevention services will result in fewer inappropriate referrals and children, young people and their families receiving the support required much earlier and at a reduced cost. (Report to Luton's Children and Young People's Trust Board, October 2012). The protection of Luton’s children remains the Council’s highest priority.

Reducing Health Inequalities

Although there has been some progress in recent years in reducing health inequalities, stark inequalities still exist within Luton. On average, men in the deprived areas of the borough die 9 years earlier than men in the more affluent areas. For women, the life expectancy gap is 6.4 years.

TOKKO is a young person led town-centre youth facility that within five years of opening in 2013 aims to provide access to activities for 6,000 young people(14 – 19 yr olds), supporting them to learn skills, increase confidence, improve their health and find jobs and training opportunities in the town; funded by central government.

Reducing health inequalities requires cooperation and common purpose between different organisations working together to reduce health risks such as smoking, alcohol misuse and obesity. This also provides collaborative forums to address social determinants including early child development and education, employment and working conditions, housing and neighbourhood conditions and standards of living. Whilst services to promote health and wellbeing will be available to everyone, the Council will target help towards those families and communities who experience the poorest health and support them to take more control over their health.

The importance of housing

Good housing is a significant component in the three-pronged plan set out in this prospectus. Evidence indicates that housing plays a significant role in health, wellbeing and child development¹² and for that reason Luton will continue to invest in its own stock, maintaining the ‘decent’ homes standard and installing a new heating system into the Park Road flats.

¹² Thomson, H., Petticrew, M. and Morrison, D. (2001). Health effects of housing improvement: systematic review of intervention studies. *BMJ* 323: 187-90.

For the same reason, Luton will help two or three overcrowded families in the private sector each year to extend their homes by providing a loan for loft conversion. This and other schemes to prevent homelessness and to reduce the time families spend in unsuitable temporary housing form a comprehensive commitment to those in the most severe housing need in the town.

The council has delivered a number of supported housing schemes including two extra care sheltered schemes for older people and small groups of flats for clients with learning disabilities and mental health problems to promote independent living. A number of new homes specially designed for residents with physical disabilities have been provided across a number of developments.

Further provision will be made to meet demand from clients with a special need coming through transition from children's services.

The housing needs of children and young people are important to ensure good quality homes are available particularly for young people leaving care and the council has therefore supported a funding bid for additional mother and baby units.

Caring for vulnerable adults

The Council's starting point is to allow people, with help where necessary, to manage their own support, so that they are in control. This approach represents a step change in 'mindset' as well as in delivery from the old-fashioned 'one-size-fits-all' approach that used to be the case in the past. By listening carefully to what service users and their families say, the Council can modify its services to better meet people's needs and make its services more effective. Increasingly the Council is putting people in total control of their care spending by giving them personal budgets. This freedom to choose what service and from where it is bought is changing the role of the local authority from automatic provider to one where it must enable individuals and support them in making informed decisions. It must also work with a range of health care and social care providers to ensure the provision of services for people to choose from is adequate and of the right standard.

If someone meets the criteria for a service, we can help them to choose the services and support they need by providing a 'personal budget'. This is offered to all new customers and to existing customers at their annual review. By 2016 every service user should have a personal budget, which if they choose can be taken as a direct payment that will allow them to arrange and buy the services they require.

For older people the Council will invest time and money in prevention services that it will jointly commission and deliver with other parts of the public health and social care sector. Increasingly Luton will help older people and their families to stay independent in their own homes by using assistive technology. This kind of equipment is proven to ensure that when help is needed it gets there quicker. It also can prevent problems occurring by simple measures such as preventing scalding from over-hot bath water, or trips at night by using movement sensor light switches. On occasions when someone does have a fall Luton Council

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and the east of England ambulance service have a new rapid assessment service that keeps people out of A&E and quickly provides them with equipment that enables someone to stay in their own home rather than in hospital.

As of 31st January 2012 the falls team have responded to 632 calls. Of these, only 8% ended up in an admission to hospital. Care packages, and equipment are all provided within the same day. There has been a total of 302 pieces of equipment issued. Initial evidence shows that targeting the falls ambulance to appropriate falls calls can lead to significant savings through avoiding hospital admission.

Clinical guidance on the prevention of falls has been published by NICE.¹³ Age UK and the National Osteoporosis Society claim that, nationally, thousands of hospital admissions for falls and fractures among older people could be prevented by better, more integrated care.¹⁴

The Council knows that family, friends and neighbours of vulnerable people want to help them lead safe and independent lives in their own community. Luton therefore supports carers and provides a range of supportive services that help people to stay in their own homes. The 'community spirit' in Luton is enabled and supported through a 'time banking' scheme and an 'in-touch' service that helps isolated people find new friends.

Jane has a moderate learning disability and lives at home with her elderly parents. She attends Bramingham Day Centre five days a week, while the family also receive respite care services. At the centre Jane participates in sessions to develop her cooking, numeracy and money management skills. Jane also goes out into the local community as she enjoys walking and using the local shops. Jane has become more confident in her abilities and interaction with others and enjoys supporting other customers of the centre. She is continuing to work towards greater independence and the opportunity to engage in other activities such as voluntary work or supported employment.

Luton faces many more pressures on its limited resources to help people who need social care and health services. For example, the Council is working with the NHS locally to develop plans to improve the lives of people with autism spectrum conditions. Additionally, an increasing number of residents are predicted to have dementia by 2016 and further into the future. The Council is developing a joint plan with the local NHS to meet national requirements and provide suitable care and support for people with the condition and their

¹³ National Institute of Health and Clinical Excellence. (2004). *Clinical practice guideline for the assessment and prevention of falls in older people*. [Online] Available at <http://www.nice.org.uk/nicemedia/live/10956/29585/29585.pdf>

¹⁴ Age UK. (2012). *Breaking Through: Building Better Falls and Fracture Services in England*. Report to the Minister of State for Care Services. [Online] Available at <http://www.nos.org.uk/document.doc?id=987>

families.

The average cost of a stair-lift and level-access shower, a common package for older applicants, is £6,000. These items will last at least five years. The same expenditure would be enough to purchase the average home care package (6.5 hours per week) for just one year and three months.

The Council will also continue to help older and vulnerable people with improvements to their homes to make them safer to live in and, by providing advice and support, to lead healthier lives (reducing the risks of contracting serious illnesses and diseases). £540 thousand buys a large range of everyday use equipment such as bath seats, hoists, mobility products and pressure care products that saves the expense of home care or residential care.

Conclusion

Helping and supporting vulnerable people and their families and carers to lead as full lives as possible is not just a matter of economics. It's also a moral duty that comes from the values of the Council. However, what money we do spend must be spent in the most effective way and increasingly this will be to catalyse joint service provision (based on a sector-wide shared understanding of the evidence) that prevents problems and ensures that people remain independent for as long as possible. Some services currently provided by the Council cannot be afforded over the next three years and will have to close or change radically in order to meet needs in a different way.

Summary

To succeed, Luton needs growing numbers of successful businesses that provide job opportunities for Luton residents.

To make sure that Luton's residents are well placed to get new jobs when they are created they need to have the skills and knowledge that businesses need. Luton therefore will work with schools and the university to ensure that young people achieve good exam results and that people of all ages can study and qualify in vocational subjects.

The combination of more businesses and more working people in Luton will help to reduce the demand for public services and increase the revenue available to the council allowing the public sector to concentrate its spending on getting best value for keeping the most vulnerable safe, supported and healthy.

It will do this by concentrating on achieving wellbeing outcomes and working together to commission and deliver services putting organisational interests to one side in favour of the interests of Luton's vulnerable residents.

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About Luton

Population

Luton is a densely populated urban authority, broken down into 19 wards, with more similarities to some London boroughs than to the surrounding towns and cities in its region. The official estimate of the population¹⁵ of Luton is 203,600 for 2011. Research undertaken by the Borough Council suggests that this is an underestimate and a figure of 205,200 is more realistic. The LBC assessment of the composition of the Luton population draws upon administrative data-sets such as the GP register and Child Benefit records. Independent research by Mayhew Harper Associates¹⁶ confirmed a minimum population of 202,700.

With an area of 4336 hectares, the official population figure translates into a population density of 47.0 persons per hectare or 47.3 persons per hectare using the LBC estimate. Both of these figures are greater than many London Boroughs.

According to the 2011 Census, the age structure of Luton's population differs from that of the population as a whole. Luton has a younger population than that of England and the eastern region. The under 15 age group account for 22 per cent of the Luton population compared with 18 per cent regionally and nationally. The 15-64 age group account for 67 per cent of the Luton population compared with 66 per cent nationally and 65 per cent in the eastern region. The "Over 65" age group represents 12% of the Luton population compared with 16 per cent nationally and 18 per cent regionally.

The town is ethnically diverse, with approximately a third¹⁷ of the population being of Black and Minority Ethnic (BME) origin, with significant Pakistani, Bangladeshi, Indian and African Caribbean communities. A recent pupil level school census (PLASC) showed that 51 per cent of children in Luton schools (aged 0-15) are of BME origin.

In recent years the diversity of the population has increased with foreign students coming to the University of Bedfordshire. There has been a significant shift in the population over recent years, primarily driven by those arriving from newly EU acceded A8 countries of Eastern Europe. Since May 2004, there have been over ten thousand new National Insurance registrations by people from A8 countries, with over 80 per cent of these coming from individuals whose country of origin is Poland. The amount of people registering from Eastern Europe fell in the last year but there has been a significant increase in those registering from India. The recent Mayhew Harper study showed concentrations of new communities of

¹⁵ 2011 Mid Year Population Estimate, Office for National Statistics 2012

¹⁶ The growth and changing complexion of Luton's population, Mayhew Harper Associates, January 2011

¹⁷ Population by ethnicity 2009, Office for National Statistics Experimental Statistics (published 2010)

Congolese, Somalians, Ghanaians, Nigerians, Turks and Zimbabweans in Luton. There is increasing acceptance that Luton is a “super-diverse” community.

Luton is ranked as the 69th (out of 326) most deprived local authority¹⁸. In 2007 Luton was ranked as the 87th most deprived local authority and in 2004 as the 101st. This indicates that Luton is becoming relatively more deprived in comparison to the other local authorities of England. Luton has nine output areas in the top ten per cent most deprived areas in the country. Two of these are in Biscot, Dallow and Northwell wards and one each in Farley, High Town and South wards.

The 2011 Family Poverty¹⁹ analysis showed that nearly one-quarter of households in Luton can be classed as living in poverty. Further work suggested that this would increase given the national policy framework and, more recently, the welfare reform programme

Economy

Gross Value Added (GVA) is a measurement of economic activity and GVA²⁰ per head in Luton is £21,800 which Luton is 9 per cent higher than the national average.

According to the Business Register and Employment Survey (BRES)²¹ (2011) there are 82,900 jobs in Luton. Luton is now dominated by the service sector rather than the manufacturing sector. Major employers in Luton are Luton Borough Council, Luton NHS, Easyjet, TUI UK Ltd, Monarch Airlines and General Motors.

Luton Airport is a major employer in the region and also a strong driver of the economy of Luton. An analysis of employment of the airport carried out by Luton Borough Council in 2011 showed that 8,100 people were employed at the airport.

The average annual salary²² of people living in Luton is £24,900 per annum which is less than national average of £26,200. However, the average annual salary of those who work in Luton (but don't necessarily live in Luton) is £26,700 which is higher than the national average.

The unemployment rate²³ in Luton of 4.8 per cent is higher than both the national and regional averages of 3.8 per cent and 3.0 per cent respectively. Unemployment is greater than 6 per

¹⁸ 2010 Indices of Multiple Deprivation, Communities & Local Government 2011

¹⁹ Luton Child Poverty Needs Assessment (2010) and Experian (2011) Family Poverty Study.

²⁰ Gross Value Added 2009, Office for National Statistics 2011

²¹ Business Register & Employment Survey 2011, Office for National Statistics 2012

²² Annual Survey of Hours & Earnings, 2011, Office for National Statistics 2011

²³ Unemployment Claimant Count, August 2012, Office for National Statistics via NOMIS

cent in Biscot (6.8 per cent), Dallow (7.1 per cent), Northwell (6.7 per cent) and South (6.5 per cent) wards. Whilst unemployment is lowest in Bramingham (1.7 per cent) and Barnfield (1.7 per cent) wards.

London Luton Airport

Economic impact	Existing impact	Approximate masterplan impact	Total approximate Airport economic impact
Annual value to local economy	£780 m	£218 m	£998 m
Annual revenue for local and central government	£187 m	£65 m	£252 m
Total	£966 m	£283 m	£1.230 bn
Jobs related to the Airport	Existing impact	Projected masterplan impact	Total projected impact
Direct local jobs	8,200	1,700	9,900
Total jobs (including indirect)	14,000	4,500	18,500

The above figures are taken from the London Luton Airport Operations Limited masterplan and show its assessment of the impact of growth to 2031, which is subject to planning permission being obtained.

Housing

In April 2009, there were 76,157 dwellings in Luton. The vast majority of these (61,848) are in the private sector (either owned or rented)⁹. It is estimated that 17,635 households are currently living in unsuitable housing, with 5,885 of these living in overcrowded conditions (this is a significantly higher proportion of overcrowded households compared regionally and nationally. It is estimated that one third of the private sector housing stock in Luton does not meet the Decent Homes Standard with 28% of families in Luton are currently living in poverty¹⁰. The wards with the largest share of council housing are Northwell with 30.4% of houses being council houses, Farley with 27.4%, Lewsey with 26.5% and Leagrave with 22.1%

¹ Census 2011, Office for National Statistics ©Crown Copyright

² Luton Borough Council “LBC 2010 Population Estimates Luton”,

³ Census 2011, Office for National Statistics ©Crown Copyright

⁴ Index of Multiple Deprivation 2010 and 2007, Communities & Local Government.

⁵ The Changing Growth and Complexities of Luton Population, Mayhew and Associates, 2010 The Changing Growth and Complexities of Luton Population, Mayhew and Associates, 2010

⁶ 2001 Census © Crown Copyright Reserved

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⁷ ONS Annual Population Survey, 2012

⁸ 2010 Gross Disposable Household Income (GDHI), Office for National Statistics (2012).

⁹ Bedfordshire Housing Monitor, 2009

¹⁰ www.lutonforum.org Child Poverty Needs Assessment

Evidence

References

- [1]. Waddell, A. and Burton, A. K. (2006). *Is work good for your health and well-being?* The Stationery Office. [There is evidence that work is generally good for physical and mental health and wellbeing, and that it can reverse the adverse health effects of unemployment]

 - [2]. Marmot, M., Allen, J., Goldblatt, P., Boyce, T., McNeish, D., Grady, M. and Geddes, I. (2010). *Fair Society, Healthy Live: the Marmot Review - Strategic Review of Health Inequalities in England post-2010*. London: The Marmot Review. [Online] Available from: <http://www.marmotreview.org/AssetLibrary/pdfs/Reports/FairSocietyHealthyLives.pdf>

 - [3]. London Health Observatory. (2012). Marmot Indicators for Local Authorities in England, 2012. [Online] available from: http://www.lho.org.uk/LHO_Topics/national_lead_areas/marmot/Documents/2012_PDF_LA_00KA.pdf (Marmot indicators for Luton in 2012 show that 53.5% of children achieve a good level of development at age 5 years. This is significantly worse than the England value of 58.8%, and illustrates the size of the challenge ahead.)

 - [4]. **Allen, G. (2011).** Early intervention: the next steps: an independent report to Her Majesty's Government. [Online] Available at: <http://www.dwp.gov.uk/docs/early-intervention-next-steps.pdf> The report provides evidence of interventions for children aged 0-3 years. There are large social benefits to intervening early, for example, in terms of improvements in behaviour, reduction in violent crime, higher educational attainment, better employment opportunities and more responsible parenting.

 - [5]. Steventon, A., Bardsley, M., Billings, J., Dixon, J., Doll, H., Hirani, S., Cartwright, M., Rixon, L., Knapp, M., Henderson, C., Rogers, A., Fitzpatrick, R., Hendy, J. and Newman, S. (2012) Effect of telehealth on use of secondary care and mortality: findings from the Whole System Demonstrator cluster randomised trial. *BMJ* **344**:e3874
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Current Strategies and Plans

Strategy / plan	Period	Owner	Contact
Alcohol Strategy	2012-2015	Luton Drug and Alcohol Partnership	Glynis Allen glynis.allen@luton-pct.nhs.uk
Anti-Bullying Strategy		Luton Borough Council / Children and Young People's Trust Board	Nick Chamberlain nick.chamberlain@luton.gov.uk
Apprenticeship Strategy		Luton Borough Council	Craig Smith craig.smith@luton.gov.uk
Asset Management Plan and Capital Strategy			Roger Kirk roger.kirk@luton.gov.uk
Autism Strategy	2011-2016	Luton Borough Council / NHS Luton	Bridget Moffat bridget.moffat@luton.gov.uk
Carbon Management Plan		Luton Borough Council	Trevor Brennan trevor.brennan@luton.gov.uk
Carers' Strategy: Draft Strategy for the Commissioning of Services for Carers	2008 - 2013	Luton Borough Council / NHS Luton	Bridget Moffat bridget.moffat@luton.gov.uk
Children and Young People's Plan: Safe, Healthy and Successful in Luton	2011 - 2013	Luton Borough Council / Children and Young People's Trust Board	Stephanie Cash stephanie.cash@luton.gov.uk
Children in Care Strategy	2010 - 2012	Luton Borough Council	Hilary Griffiths hilary.griffiths@luton.gov.uk
Community Involvement Strategy		Luton Borough Council / Luton Forum	Peter Headland peter.headland@luton.gov.uk
Community Safety Partnership Annual Plan	2012 - 2013	Luton Borough Council / soLUTiONs Community Safety Partnership	Nikki Middleton nikki.middleton@luton.gov.uk
Corporate Plan		Luton Borough Council	Nicola Perry hopp@luton.gov.uk

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Strategy / plan	Period	Owner	Contact
Dementia Strategy	2010-2015	Luton Borough Council / NHS Luton	Kim Radford kimberly.radford@luton.gov.uk
Domestic Abuse Strategy	2012 - 2015	Luton Borough Council / soLUTiONs Community Safety Partnership	Nikki Middleton nikki.middleton@luton.gov.uk
Drug Strategy: Healthier Lives, Healthier People	2011 - 2014	Luton Drug and Alcohol Partnership	Glynis Allen glynis.allen@luton-pct.nhs.uk
Early Intervention Strategy	2011 – 2013	Luton Borough Council / Children and Young People's Trust Board	Jo Fisher joanne.fisher@luton.gov.uk
Empty Homes Strategy	2009 - 2014	Luton Borough Council	Alan Thompson alan.thompson@luton.gov.uk
Environment Strategy		Luton Borough Council	Trevor Brennan trevor.brennan@luton.gov.uk
Family Poverty Strategy	2011 - 2014	Luton Borough Council / Luton Forum	Sarah Allen sarah.allen@luton.gov.uk
Fostering Strategy	2011 - 2013	Luton Borough Council	Hilary Griffiths hilary.griffiths@luton.gov.uk
Health and Wellbeing Strategy: A Healthier Future, Improving Health and Wellbeing in Luton	2012 - 2017	Luton Borough Council / NHS Luton / Luton Clinical commissioning Group	Morag Stewart morag.stewart@luton.gov.uk
Healthy Weight Strategy		Luton Borough Council / NHS Luton	Olena Sawal olena.sawal@luton-pct.nhs.uk
Homelessness Strategy	2008 - 2013	Luton Borough Council	Mike Dolan mike.dolan@luton.gov.uk
Housing Strategy	2012 - 2015	Luton Borough Council	Alan Thompson alan.thompson@luton.gov.uk
Local Transport Plan 3	2011 - 2026	Luton Borough Council	Keith Dove keith.dove@luton.gov.uk
Luton Adult Learning Strategic Plan	2012 -	Luton Borough Council	Roger Cannon

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Strategy / plan	Period	Owner	Contact
	2013		Roger.Cannon@luton.ac.uk
Draft Luton Local Plan (currently under preparation)	2011 - 2031	Luton Borough Council	Kevin Owen kevin.owen@luton.gov.uk
Luton Together – Transformation Strategy	2011 - 2014	Luton Borough Council	Sam Davey samantha.davey@luton.gov.uk
Medium Term Financial Plan and Strategy	2011-2016	Luton Borough Council	Dave Kempson dave.kempson@luton.gov.uk
Network Management and Congestion		Luton Borough Council	Jonathan Palmer jonathan.palmer@luton.gov.uk
Older People's Commissioning Strategy	2008 - 2013	Luton Borough Council	Kim Radford kimberly.radford@luton.gov.uk
Organisational Development Strategy	2012 - 2014	Luton Borough Council	Angela Claridge angela.claridge@luton.gov.uk
Parking Strategy		Luton Borough Council	Keith Dove keith.dove@luton.gov.uk
Private Sector Renewal Strategy	2010 - 2013	Luton Borough Council	David Stevenson StevensonD@Luton.gov.uk
Procurement Strategy		Luton Borough Council	Chris Addey chris.addey@luton.gov.uk
Risk Management Strategy		Luton Borough Council	Gloria Johnson-Ashman gloria.johnson-ashman@luton.gov.uk
Road Safety Plan	2011 - 2015	Luton Borough Council	Christine Davey christine.davey@luton.gov.uk
Skills and Employability Strategy		Luton Borough Council / Luton Forum	Abu Nasir abu.nasir@luton.gov.uk
Social Justice Framework	2011 - 2015	Luton Borough Council / Luton Forum	Sarah Allen

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Strategy / plan	Period	Owner	Contact
			sarah.allen@luton.gov.uk
Sustainable Community Strategy	2008 - 2016	Luton Borough Council / Luton Forum	Bren McGowan bren.mcgowan@luton.gov.uk
Sustainable Modes of Travel to Schools and Colleges Strategy	2009 - 2013	Luton Borough Council	Christine Davey christine.davey@luton.gov.uk
Sustainable Travel Plan	2011 - 2015	Luton Borough Council	Trevor Brennan trevor.brennan@luton.gov.uk
Tobacco Control Strategy	2011 - 2015	Luton Borough Council / NHS Luton	Olena Sawal olena.sawal@luton-pct.nhs.uk
Waste Strategy	2013 - 2026	Luton Borough Council	Shaun Askins shaun.askins@luton.gov.uk

ⁱ 77% say their local area is a place where people from different backgrounds get on well together, 2012 Neighbourhood Governance survey.

Savings Proposals to meet the indicative budget gap 2013 to 2016

The savings proposals set out below are due to be considered by the Executive of the Council in late 2012 and early 2013. Where these proposals involve a loss or diminution of service they will be consulted on with service users and residents of the Council. Consultation with staff and recognised trades unions will also take place where appropriate as a matter of course. In addition to these public facing proposals, the Council will be considering how it can make substantial savings in all of its 'back office' or support functions.

Environment and Regeneration

Street Services

Luton will provide a front-line service at minimum statutory levels in many areas working closely with local communities to meet local priorities. The Council will do things differently where that helps to maintain standards or minimise decline as well as making the necessary budget savings.

Bus passes (concessionary travel) will continue for off peak journeys only and Dial-a-Ride and community transport users will need to contribute towards the cost of travel. There may also be reductions in evening and weekend local bus services, but this will be the subject of consultation. Total estimated savings £330k

Street Cleansing will be reduced in the town centre from seven days per week to five days per week service. Fly tipping response times will be reduced from 24 hours to within two working days and only the most offensive graffiti on public buildings will be removed. Total estimated savings £415k

The planned repairs of footpaths will reduce and there will similarly be reductions in road safety publicity campaigns, bus shelters, street nameplates, road markings, real-time passenger information, cycle training and other general maintenance issues. Total estimated savings £658k

Waste Collection and Disposal

Household kerbside residual waste collections will move from weekly to fortnightly; kerbside recycling will remain fortnightly; and green garden waste will no longer be collected from kerbside however residents will still be able to take bulky and green garden waste to either of the two household waste recycling centres. Total estimated savings £1,000k

Parks, Crematoriums and Cemeteries

The Parks service will deliver Ground Maintenance only to statutory minimum levels. This essentially means maintenance intervals will be extended. Litter collection will be reduced; trees will be inspected and cared for only on a risk based approach; shrubs will be pruned on safety grounds only and otherwise will be left; grass cutting will be reduced to six, seven or eight cuts per year from the current 15 cuts; and there will no longer be floral displays.

Parks Sports will be reduced to the minimum number required to meet demand and special events organisers will be charged the full cost of booking and staging of the event.

Crematoriums and Cemeteries services will continue to operate as at present with the aim of maximising income.

Planning and development

Development management will be delivered at a very basic level with increasing charges for both pre-application advice and for dealing with applications. Strategic planning will offer a minimal forward planning function. This will be sufficient to deliver and update the main planning documents to a basic level but insufficient to support projects for environmental improvement, protection and enhancement of green space (unless other sources of funding are found) which will negatively impact on environmental quality and investment within the town. There will also be no capacity to help bring forward neighbourhood plans. Total estimated savings £552k

Work on transport strategy, sustainability and flood management will be restricted to the basic statutory minimum. Work on research and management of geographical information will be focussed on minimising the council's liability regarding data standards etc. Total estimated savings £436k

Greatly reduced capability on sustainable transport measures risks a knock-on effect of increased road congestion which could lead to less business investment in the area. We will continue to deliver the current major capital projects (such as the Busway, Junction 10a and the Town Centre Transport Scheme), but there will be insufficient resources to make effective bids for further Government Funding. Total estimated savings £75k

Building control fee earning work will continue to be delivered on a cost neutral basis.

Business and consumer services

Trading Standards and Environmental Health Services will be reduced and priority given to high risk cases which have been the subject of multiple complaints or notifications from other relevant agencies. Noise complaints will be prioritised to those where there have been numerous complaints or a risk assessment has shown that there is a link to anti-social behaviour and/or a vulnerable individual. Total estimated savings £480k

The Registration Service, dealing with births, deaths, marriages and civil ceremonies, will be reduced and non-statutory charges for services such as postage will be increased. Additional services such as Citizenship will only be provided where there is a sound business case for the continuation of the service.

In 2013/14 the number of posts dealing with abandoned vehicles and stray dogs will be reduced whilst making changes to the operation of the service including a closer alignment with the Anti-Social Behaviour Team. The Council will explore opportunities for the Dog Warden Service to generate additional income. No savings are proposed in 2014/15 to allow time for new operating models, income generation and partnership to be fully developed. Savings for 2015/16 will be achieved through greater generation of income and a review of enforcement activity across the Council. Total estimated savings by 2015/16 £204K

Community Safety and Civil Protection reduced to statutory minimum except where posts are funded externally and operation of the Community Safety Partnership would cease if this no longer remains a local authority responsibility. Work in this area would be dependent on continued support from Bedfordshire Police where strong partnership working has been established and recognised as best practise. Total estimated savings £241k.

Parking charges will increase. Parking enforcement will continue to operate but with greater use of CCTV monitoring activity. Total estimated savings £85k

The Licensing service will be self funding with a fundamental review of to consider the possible delivery, through delegation, of all decisions to Officers. Total estimated savings £100k

The Economic Development Service will be kept under review to ensure that it contributes to growth in business rates and Information; total estimated savings £250k

Total expected savings £11.8m

Housing and Community Living

Prevention & Early Intervention in adult social care

The Council's past investments in helping people get back on their feet after a stay in hospital, helping people to stay healthy and fitter for longer and helping people to stay independent in their own homes will enable it to reduce the expected growth in resources needed to provide care for the growing older population, by £2.6m over the next three budget years.

Commissioned Services

The Council will review and prioritise all the discretionary and statutory support services it commissions and procures for vulnerable adults, ensuring good value for money and produce good outcomes for people. The Council will work with key partners through the Health and Well-Being Board to seek efficient services and will utilise where ever possible charities and resource pooling with other partners. This will ultimately result in a saving of £2.22m per annum.

Day Care Services for Older People and People with Physical Disabilities

The Council will remodel day care services for older people and those with physical disabilities, and transfer the provision to the voluntary sector. Whilst the service is not a statutory obligation, it is recognised that day services provide valuable respite to carers and allow people to remain independent. Appropriate charities will be selected, acknowledging this is a successful model in other local authority areas. Services will be commissioned by the charity will be actively encouraged to develop future day care opportunities for a wider variety of people. This will ultimately save the Council £1.1m per annum.

Services for People with Learning Disabilities

The Council will remodel services for people with learning disabilities to ensure that they are sustainable and more efficient. This will involve re-modelling the buildings current utilised to give an efficient asset base that is suitable for the expected increase in the numbers requiring service. Ultimately this re-organisation will save the Council £1.6m per annum.

Older Peoples Meals Services

The Council will develop an efficient sustainable model for the provision of a meals services for older and vulnerable people, which is a non statutory duty. The Council will seek the views on options and develop ideas with the community in order that a range of services will be available for people to choose themselves. People will be signposted to the service that best suits their needs. This will save the Council £250k per annum.

Community Centres

The Council will seek to transfer the management and operation of its Community Centres to a suitable charitable partner (or partners) and then work with them to prioritise the asset base to develop an efficient and sustainable funding model for the future. This will include improving utilisation and accessibility and ultimately save the Council £1.5m per annum.

Cultural Services

The Council's funding of cultural services and events will be reduced, There will be a change in the library service from its current asset based model, to one that is more localised and prioritised to the needs of communities. There will be a review of the subsidies for cultural activities and arrange of sustainable funding models developed for the future. This will save the Council £1.6 m per annum.

Leisure Services

The Council's will develop a funding model for leisure services delivered by Active Luton which will encourage participation in healthy activity for Luton residents. The current level of subsidy will be reduced by £0.5m per annum.

Housing Services (general fund)

The Council will review the way in which housing services are delivered, particularly developing self service opportunities and partnership approaches to the delivery of some services. The Council will also invest in the business capacity of its housing repairs traded service. This will deliver £1.1m per annum.

Organisational Restructure

There will be further restructure of management, the integration of certain functions and the introduction of new ways of working. This will save the Council £0.7m per annum.

Total expected savings £13.47m*

* This includes all 'other' savings and efficiencies.

Children and Learning

Young people

Implementation of a targeted and integrated youth service for those young people most at risk of disengagement, alongside some commissioned 'open access' youth activities for young people across the spectrum. This will be aimed at raising young people's aspirations, building their resilience and helping vulnerable young people to engage in education or training – and thereby reducing risky behaviours such as substance misuse, involvement in crime and anti-social behaviour, and teenage pregnancy. There will also be a review of the Youth Offending Service. Estimated savings £700,000

Prevention and Early Intervention

There will be a reduction in funding available from central government for early intervention services and this is reflected in the money available through the Council's general fund for services including targeted early years and children's centres for vulnerable children. Resources for Luton's community and voluntary sector to reach those most in need may also reduce. However the Council remains committed to early intervention and prevention and is seeking to substitute funding in this area through other sources where possible. This work also covers the commissioning of some public health (teenage pregnancy) provision and targeted Child & Adolescent Mental Health services in schools. The Stronger Families programme, Luton's version of the national Troubled Families initiative, is included in this service area, as is YOS and youth provision, and short breaks for disabled children. Estimated savings £3.679m, although it is intended to offset these savings through

securing other funding where possible. Additionally from internal service remodelling there will be £312k savings

Schools support

Services provided to schools (such as administrative support, e.g. finance and HR, specialist school support and e-learning) will increasingly be on a traded basis and over the next three years the Council will look to increase the range of services on offer and the number of schools that buy these important services. Estimated savings £ 400k. Additionally from internal service remodelling and extra income, £1.066m

Looked after children

LBC will conduct a fundamental review of fostering services, including considering partnering with other local authorities and a focus on increasing use of in house fostering. The Council will seek to secure efficiency savings in commissioning services for looked after children. Estimated savings £450k

Total expected savings £9.816m*

* This includes all 'other' savings, such as increased administrative efficiencies.

Council-wide services

Customer services

Access Luton will be a social enterprise that will include all of customer services and financial assessments (100% of all the LBC services) and working in partnership with other advice agencies in Luton, notably the Luton Advice Network, it will improve customer service and service effectiveness, making a cost efficient use of existing partnership resources. Estimated annual savings, subject to partnership agreement of the business case, c. £3m

In addition to the above savings proposals that will go to public consultation, the Council will be considering significant efficiency savings proposals in its corporate centre, including support services, to meet the overall savings target.