

A Greater Lincolnshire for All

A Proposal for
Local Government
Reorganisation

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“Whatever changes are made, they should protect local identity and ensure decisions remain close to communities.”

Resident,
Market Rasen meeting

Market Rasen is a small, picturesque market town with just over 4,000 residents, situated on the western edge of the Lincolnshire Wolds.

1. EXECUTIVE SUMMARY

A GREATER LINCOLNSHIRE FOR ALL

This is a once-in-a-generation chance to shape a better future for everyone who lives, visits, works and invests in Greater Lincolnshire.

Our proposal replaces ten councils with two strong, balanced authorities – one in the North, one in the South – rooted in the identity, needs and ambitions of our communities.

This is not just about structures. It is about:

- **A stronger voice for Greater Lincolnshire** – regionally, nationally and internationally
- **Better services** – easier to access, designed around people's lives
- **Thriving places** – city, towns, villages and rural communities with the powers and leadership to flourish
- **Financial sustainability** – being able to meet the future financial challenges we face and delivering better value for money
- **Simpler government** – fewer barriers and more accountability
- **Securing devolution** – ensuring Greater Lincolnshire gains the full benefit of new powers and investment

Our model makes sense for Greater Lincolnshire. Two unitary councils, North and South, will provide the right scale to deliver efficient and resilient services while staying connected to local people and places. Our proposal delivers balance, sustainability and the best platform for long-term success.

It will create A Greater Lincolnshire for All.

Who we are

The **Greater Lincolnshire for All** proposal has been developed by Boston, East Lindsey and South Holland Councils, working collaboratively with other councils, partners and stakeholders.

The three councils already work together through the South and East Lincolnshire Councils Partnership (SELCP), established in 2021, which has identified over £38 million in savings against a ten-year target of £42 million. SELCP has secured more than £250 million in external funding, including Levelling Up and Towns Fund investment, and provides a strong foundation for wider reform.

The councils jointly own Public Sector Partnership Services Ltd (PSPS), an award-winning shared services company that has achieved £29 million in savings since 2010 and is on track to save a further £9 million by 2031.

This proven partnership provides a strong organisational platform for creating the new councils and shows how shared leadership and joint delivery can be scaled successfully across Greater Lincolnshire. With established systems, processes and a proven track record, we can immediately realise the full scope of back-office savings identified and “hit the ground running,” ensuring the new unitary councils benefit from tested approaches, resilience and efficiency from day one.

We are ready to deliver on the vision set out by A Greater Lincolnshire for All.

What we are proposing

The **Greater Lincolnshire for All** balanced model will create two new unitary councils, one for the North of Lincolnshire and one for the South.

The Northern Lincolnshire Unitary will serve 525,700 people and the Southern Lincolnshire Unitary 569,300. The two councils will be well positioned to reflect the unique economies, communities and identities of their areas. Together, they will work with the Mayoral Combined County Authority to deliver real results for Greater Lincolnshire.



The new councils will:

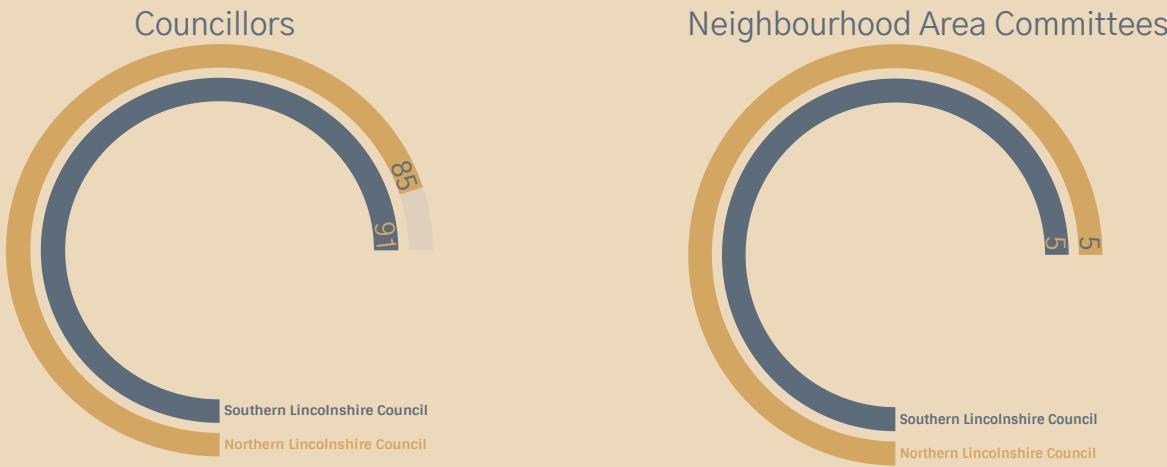
- **Put accountability closer to people** – clear, local decision-making
- **Make services simpler and joined-up** – easier to access, better value
- **Connect communities** – safer, healthier, and better linked through stronger transport
- **Grow local economies** – supporting good jobs and thriving businesses
- **Reduce duplication and costs** – delivering savings and increasing efficiency

During the development of this proposal, we have engaged widely with residents, communities and partners. This engagement was designed to give residents and stakeholders the opportunity to share views, to identify local priorities for improvement and to highlight practical considerations for reform.

A consistent message has emerged: at present too many people struggle to access the services and opportunities they need.

The **Greater Lincolnshire for All** model provides the chance to reset this relationship. It creates a platform for innovation in service delivery and ensures the assets of Greater Lincolnshire are open to everyone – these include council services, health, care, community safety, training and skills pathways, and the opportunities offered by local education providers (such as the University of Lincoln and our nationally recognised schools and colleges).

Strong local voice is at the heart of the **Greater Lincolnshire for All** model. Two balanced councils will mean fairer representation, clear accountability and new Neighbourhood Area Committees to give communities a stronger say.



Challenges for Greater Lincolnshire

Our current system no longer works. Ten councils with overlapping responsibilities create complexity, confusion for residents and inefficiency in delivery.

Government has been clear: maintaining the status quo is not an option. The challenges facing Greater Lincolnshire demand change:

- **Transport networks and infrastructure**
Poor roads, limited public transport and digital gaps are holding back the economy and restricting growth
- **Lack of connectivity widening inequality**
Transport and connectivity challenges are leading to lack of access to jobs, health, education and services: this is widening inequality between communities
- **Housing delivery challenge**
New housing supply must increase by 30.9% to meet government targets and unlock regeneration
- **Rapidly rising homelessness**
Despite localised successes in the SELCP area, pressures across Greater Lincolnshire have grown steadily since 2018, driving higher temporary accommodation costs and worse outcomes for residents
- **Rising crime and community safety concerns**
Crime and anti-social behaviour remain stubbornly high in parts of Greater Lincolnshire, notably in Lincoln and coastal towns
- **Lack of supported accommodation driving high care costs**
Councils report a smaller proportion of supported accommodation and Extra Care, while data shows high dependency on bed-based care, limiting independence, and leaving North Lincolnshire and North-East Lincolnshire at significant risk of being financially unsustainable should costs increase
- **Fragmented, inefficient back-office services**
Fragmentation in corporate and support services across ten councils drives duplication, variable standards and unnecessary cost

People deserve services that are consistent and accessible, leadership that is accountable, and a system that works together seamlessly for the good of residents.

Listening to Greater Lincolnshire

A Greater Lincolnshire for All has been shaped by the voices of residents, communities, businesses and partners. Between July and November 2025 we delivered the most extensive engagement programme of any proposal to ensure the model reflects local priorities and concerns.

The message is clear: people want change. They want:

- **Simple, accountable local government**
Not fragmented systems
- **Efficient and cost-effective councils**
Reducing costs for residents and ending reliance on external funding
- **Local government that stays local**
Empowering Parish and Town councils and voluntary sector partners
- **Better transport and connectivity**
Tackling unequal access to jobs, services and education

Our solution – A Greater Lincolnshire for All

A Greater Lincolnshire for All is the change that is needed. It replaces complexity with clarity, creating two strong, balanced councils – one serving the North and one serving the South – designed around real communities, their identity and their ambitions.

This model will:

- **Simplify services**
Reducing duplication, streamlining processes and making services easier to access
- **Provide clear and accountable leadership**
Decisions made closer to people, with greater transparency and trust
- **Create a seamless system**
Councils working together with health, housing, education, policing, and other partners to deliver joined-up services, earlier and closer to home
- **Balance scale and locality**
Big enough to deliver efficiencies and investment, while staying local through neighbourhood committees and Parish and Town councils
- **Use public money better**
Streamlined processes, fewer overheads and better value, with more resources directed where they make the biggest difference

Working with the Combined Authority, Homes England, the Police leadership and health partners, the new councils will:

- **Lead an official public inquiry into transport and connectivity**
Securing long-term investment in roads, public transport and infrastructure
- **Develop a Greater Lincolnshire spatial development strategy**
Aligning housing and planning to deliver homes, regeneration and economic growth at pace
- **Build on proven partnership models**
Reducing crime, tackling homelessness and improving community safety

- **Create a prevention-first system of care**
With better outcomes for children, families and older adults
- **Empower communities**
Through Neighbourhood Area Committees and strengthened roles for Parish and Town councils
- **Secure devolution and local empowerment**
Gaining new powers, responsibilities, and long-term investment while strengthening neighbourhood decision-making
- **Drive innovation and fairness in services**
Ensuring high-quality, accessible opportunities for all residents

Why this option is the best for Greater Lincolnshire

This model will deliver a **clearer, stronger and more resilient future** for the people of Greater Lincolnshire through councils built for today's needs and tomorrow's opportunities.

Option appraisals demonstrate that the **Greater Lincolnshire for All** balanced model delivers the greatest benefits—balancing efficiency, local accountability and value for money:

NOTE:

Throughout this document, each model is referred to by the corresponding abbreviation shown in the table below for consistency and ease of reference.

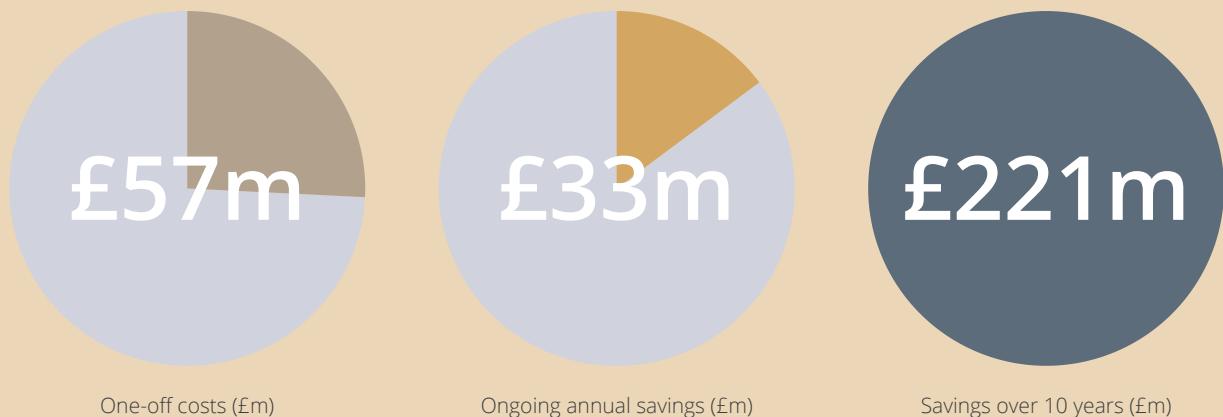
Name	Unitary Authorities	Referred to as
A Greater Lincolnshire for All	2 UAs	GLFA
Lincolnshire County Council Area, retain North and North East Lincolnshire	3 UAs	LCC Area, North, North East
City of Lincoln (expanded) model, Lincolnshire County area and North and North East Lincolnshire	4 UAs	Expanded Lincoln
East and Central Lincolnshire, South West Lincolnshire, North Lincolnshire and North East Lincolnshire	4 UAs	North, North East, Central & South

	GLFA	LCC Area, North, North East	North, North East, Central & South	Expanded Lincoln
1. Proposal should work for the whole area	12	7	8	8
2. Right size to achieve efficiencies (financial sustainability)	11	9	6	7
3. Prioritise high quality services	9	8	7	7
4. Meet local views and heritage	8	7	8	8
5. Support devolution	9	7	8	7
6. Community engagement	6	5	5	5
TOTAL	55	43	42	42

	GLFA Estimated Benefits
One-off costs (£m)	£56.979m
Ongoing annual savings (£m)	£32.701m
Savings over 10 years (£m)	£220.982m
Payback period (years)	4

NOTE:

For full details of profiling please see the finance section



A Greater Lincolnshire For All is self-funding – our model shows sufficient reserves in Greater Lincolnshire to cover transition cost: we do not require any additional funding from the government to support this change.

We believe that '**A Greater Lincolnshire for All**' is the only proposal put forward in Greater Lincolnshire that fully meets and delivers on the government's published criteria for local government reorganisation.

Next steps

Change on this scale is ambitious, but achievable. With clear leadership, careful planning and strong local voices, Greater Lincolnshire will be ready to move forward together.

The transition plan will be managed through:

- **Clear milestones**
- **Strong governance**
- **Close partnership with local leaders**
- **Ensuring services remain stable throughout**

Lincolnshire's 2050 Vision is a bold vision shared between all the Councils of Greater Lincolnshire, and based on an innovation led economy, leadership in green technology and investment in health, housing, transport and skills.

The **Greater Lincolnshire for All** balanced model of governance will make that vision real. It will give Greater Lincolnshire the tools to tackle our biggest challenges, from transport to healthy ageing from digital transformation to decarbonisation and food security.

Above all, it will deliver a fairer, greener, more prosperous future for every community in Greater Lincolnshire.

Myth busting!

A Greater Lincolnshire for All – perception versus reality

During our extensive engagement with partners, members of the public and businesses, we've had the opportunity to listen, understand and respond to their thoughts and concerns. The vast majority of the questions and comments have been positive. In addition, there were a number of perceptions or “myths” about A Greater Lincolnshire for All – the key ones are below:

Perception: Some Councils Local Government Reorganisation proposals just seek to protect their existing arrangements

Reality: This does appear to be the case in some proposals. Our starting point has been to consider what is truly best for Greater Lincolnshire. It hasn't been about creating an argument to protect the status quo.

Perception: Is it too risky to disaggregate services such as social care?

Reality:

1. No, the disaggregation myth is often used as a reason for not improving. Our proposal not only demonstrates how and why disaggregation works (please also see the DCN publication in Appendix H), but allows the aggregation at scale in joining with two small Unitary Councils to add resilience. No other proposal in Greater Lincolnshire is doing this.
2. Our proposal is far more about aggregation than disaggregation. The only disaggregation is to move two District Council (City of Lincoln and West Lindsey) areas out of the existing LCC arrangement and into a new arrangement for the new Northern Unitary Council.

The benefits of re-aligning social care to new geographies, with sustainable population sizes have been seen in many parts of the country, including in recent re-organisations in Cumbria and Dorset.

It is acknowledged that disaggregation and re-aggregation must be done with care. This is why we engaged the expertise of an experienced Director of Children's Services and Director of Adults Services in developing the approach set out in our proposal. That expertise includes experience of both preparing for and leading services before and after re-organisation.

The recent improvement in Children's Services in North East Lincolnshire creates an ideal environment to create two best in class, sustainable social care authorities.

Fact: Out of the 14 proposals in the Devolution Priority Programme, 11 proposed disaggregation and/or aggregation of Social Care, including the proposal in Surrey for two unitary authorities which has been supported by Government.

Perception: There are numerous proposals that deliver solutions for the entirety of Greater Lincolnshire

Reality: A Greater Lincolnshire for All is the only proposal that seeks to address the challenges of the entire area and develops a sustainable solution for North and North East Lincolnshire.

Perception: The cost of involving North and North East Lincolnshire exceeds the benefits

Reality: Alongside other District Councils we commissioned independent advice from Social Care experts PeopleToo to develop assumptions that underpin the financial models. These assumptions demonstrate very clearly that there is an ongoing benefit to including all the authorities in Greater Lincolnshire within the proposal.

The social care data and insight provided as part of the report indicates that there is a significant risk to the sustainability of North East Lincolnshire.

Fact: **A Greater Lincolnshire for All** is the only submission that involves a reduction in the number of social care authorities serving an area.

Perception: North and North East Lincolnshire can be left as they are now and combined later

Reality: The cost of undertaking a re-organisation process is very significant and cannot be undertaken lightly. It will cost far more in external costs, officer and political time to undertake a separate process in the future.

The financial health, PeopleToo social care analysis and deprivation data all indicate that North East Lincolnshire in particular is not sustainable in the long term. If the opportunity is missed to solve the issue now, there is no easy way to address it in the future.

In addition, in any future round of re-organisation the only available option would be a combination of North and North East Lincolnshire, which is not the optimal solution for these areas of Greater Lincolnshire as a whole.

Perception: Transition and staff transition costs make the proposal unaffordable

Reality: **A Greater Lincolnshire for All** is the most ambitious proposal for Greater Lincolnshire, aligns most closely with Government criteria and will be the lowest cost way of running local government in Greater Lincolnshire. We recognise that to deliver these ongoing savings there will need to be an upfront cost – but the financial modelling demonstrates that this is repaid within four years and that over ten years it will save over £221m.

For consistency, we have used the independent report provided by PeopleToo based on nationally available information to form the basis of the financial modelling. However, it should be noted that within the South and East Lincolnshire Councils Partnership we have experience of aggregating three District Councils and our experience is that we have achieved this with a much lower percentage of cost.

Perception: Lincoln, as the county City, should have its own Council/arrangements

Reality: Under our proposal we seek to establish a Council for the Lincoln area under Parish Council legislation. This would provide a means to focus specifically on any local issues and also to protect the city's mayoralty and other important aspects of the city's civic heritage.

Perception: Lincoln will lose its status if it becomes part of the Northern Unitary Council and growth to the South of the City will be constrained

Reality: **A Greater Lincolnshire for All** embraces the key role of the Mayoral Combined Authority in delivering growth, with the two unitary councils as a key partner to that growth. The vision is that all authorities will have a number of shared priorities, driven by the MCCA, which will include the strategic growth of Lincoln.

Perception: The financial analysis and options appraisals in all bids across the country have been manipulated to suit the needs of each individual proposal

Reality: While it may be the case that some bids have utilised financial assumptions that weight analysis in their favour the financial assumptions underpinning **A Greater Lincolnshire for All** are based on independent advice from PeopleToo (not associated with any specific proposal) and our modelling is based on the 'mid-point' of that for all options. Therefore, the financial appraisal in this proposal is both balanced and founded on prudent assumptions.

The Options Appraisal that forms part of this proposal has systematically addressed Government criteria and while it demonstrates that this proposal best meets Governments published objectives, the appraisal recognises the areas of strengths of other options.

A Greater Lincolnshire for All – a proposal for the whole of Greater Lincolnshire

A Greater Lincolnshire for All is the only proposal that addresses the entirety of Greater Lincolnshire – including North and North East Lincolnshire.

This is a golden opportunity to develop a future for Local Government that delivers for people and businesses across Greater Lincolnshire. We believe the areas of North and North East Lincolnshire are a key part of Greater Lincolnshire and including these areas is critical for many reasons:

Financial

Including North and North East Lincolnshire saves £10.5m every year (£68.3m over 10 years) compared to the next cheapest option.

Sustainability

Multiple reports produced on behalf of organisations such as the County Councils Network, District Councils Network and others demonstrate that unitary Councils under 200,000 population are at risk of being unsustainable.

Adults and Children's Services

Analysis by independent experts PeopleToo highlight significant social care sustainability risks due to “their size and the ability to manage the impact of rising costs and rising demands” – with particular risks highlighted around:

- Dedicated Schools Grant
- SEND
- Rising costs and reliance on residential care for older adults

Deprivation

The recently published update on the Indices of Multiple Deprivation demonstrates that North East Lincolnshire has a very high concentration of highly deprived areas, with 27% of its Super Output Areas ranked in the most deprived 10% in England. This provides an opportunity to create a more balanced and sustainable mix across Greater Lincolnshire. Graphs on page 92 and 93 show the concentration of deprivation in different options.

Deepening Devolution

The current arrangements for the Greater Lincolnshire Combined Authority are unbalanced, with residents of the Lincolnshire County Council area under-represented via the Governance structure. Our proposal endorses and enhances the geography of the Greater Lincolnshire Combined Authority and a foundation for deepening devolution in Greater Lincolnshire.

Economy

Including North and North East Lincolnshire in our proposals embraces the potential of the Humber and will support the economic benefits being realised across the wider economic area. It also creates an opportunity for focused growth for North and North East Lincolnshire by improving connectivity for these areas beyond the Humber region.

In summary it is our view that to achieve Government's ambitions for local government in Greater Lincolnshire it is essential that North Lincolnshire and North East Lincolnshire are fully integrated into any proposal.



South Holland District

Winding gently through the heart of Spalding, the Coronation Channel reflects the quiet beauty and purpose of the Fens. Designed to protect the town from flood and framed by peaceful walkways, it's both a feat of engineering and a place of calm - where wildflowers bloom on the banks and boats glide beneath open skies.

This is the Coronation Channel: a symbol of resilience, tranquility, and connection at the heart of South Holland District.

2. INTRODUCTION AND CONTEXT

A region of strength and challenge

Greater Lincolnshire is home to over a million people and plays a nationally critical role in powering the UK's economy through agrifood, advanced manufacturing, low-carbon energy and logistics.

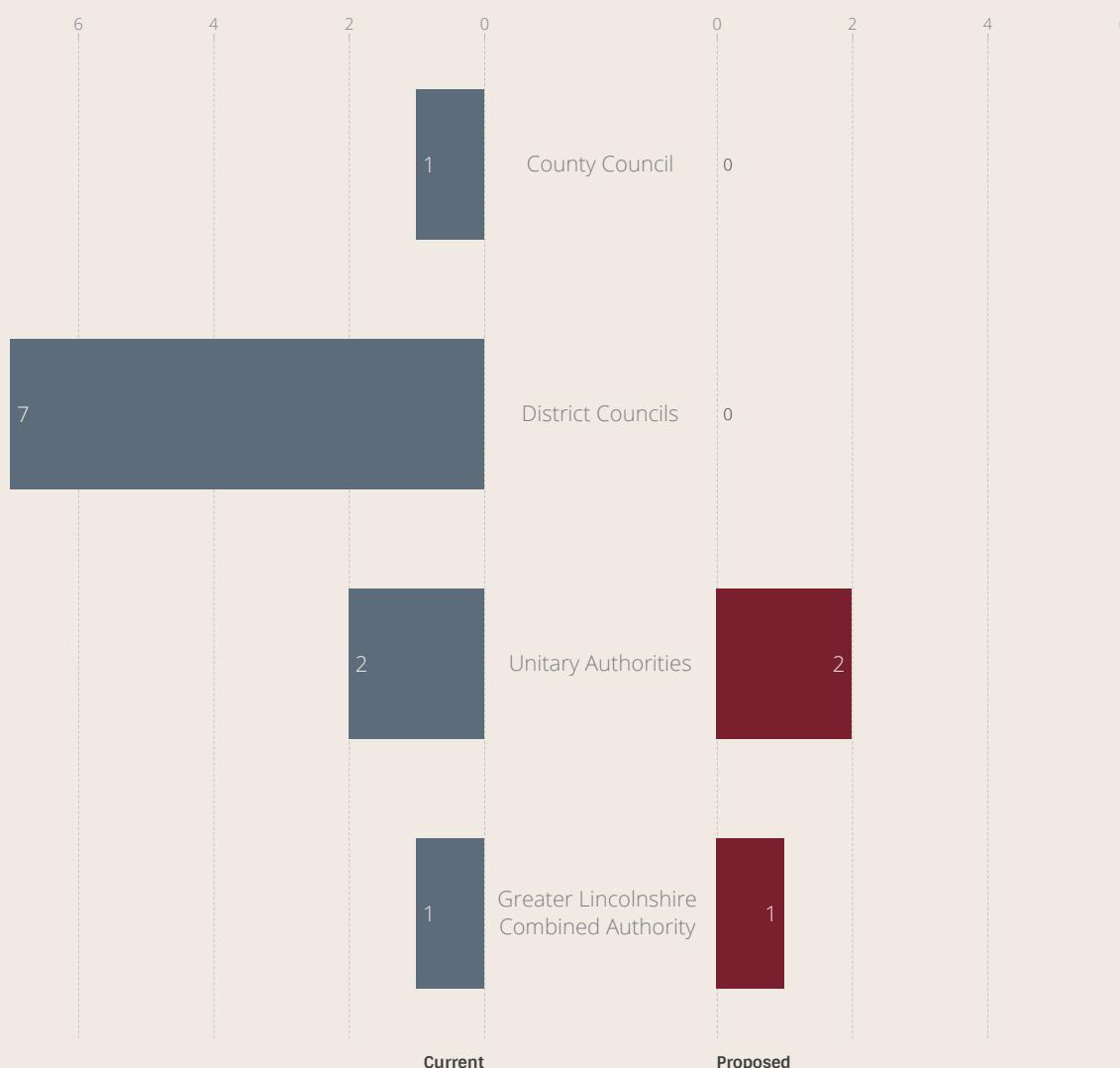
Yet the way local government is structured today is holding our area back.

Today, ten separate councils deliver services. The result is duplication, confusion for residents and diluted influence

nationally. Strategic planning is harder, investment slower and services less consistent.

Government has been clear: the current system cannot continue.

This is a once-in-a-generation chance to do things differently, to create councils that are simpler, stronger and ready for the future.



This proposal sets out:

- **why** change is needed for Greater Lincolnshire
- **why** the two-unitary model is the best solution
- **how** it can be delivered safely and successfully

Greater Lincolnshire in Numbers



Total Population of
1,095,000

468,000
households



An area of
6,977
km²



1.61 residents
per hectare



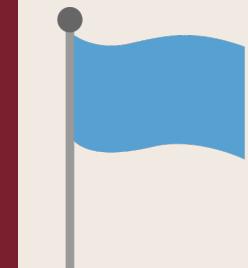
45,720

businesses

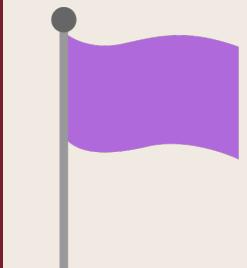
£28.9 Billion
economic output



9
Green
Flags



3
Blue
Flags



1
Purple
Flag

35+

Castles / Forts /
Historic Estates



5

Active RAF
Stations



UK's **2nd** port by tonnage
(Grimsby & Immingham)
(43.7 million tons of cargo in 2024)



Challenges facing Greater Lincolnshire

The challenges facing Greater Lincolnshire are clear, and they are connected.

Across Greater Lincolnshire, ten councils currently operate side-by-side: a county council, seven district councils and two existing small unitary councils (North Lincolnshire and North East Lincolnshire). This patchwork no longer reflects how people live, work or access services.

Despite good local leadership and a strong public service

ethos, the two-tier system creates duplication, delays reform and does not make the best use of public money. It confuses residents, fragments service delivery and weakens accountability.

It also limits our potential. As other areas unlock investment and devolution through clearer local leadership, it is time for Greater Lincolnshire to simplify the system, refocus public services and create a platform that meets today's needs and tomorrow's opportunities.

The opportunity ahead

A Greater Lincolnshire for All is our answer. It replaces ten councils with **two balanced, unitary councils**, one for the North and one for the South:

- **Northern Lincolnshire Council** – covering the existing District, City and Unitary council areas of Lincoln, North Lincolnshire, North East Lincolnshire and West Lindsey; anchored by the ports of Immingham, Grimsby and Killingholme, which are nationally significant for energy, logistics and offshore wind
- **Southern Lincolnshire Council** – covering the existing District and Borough council areas of Boston, East Lindsey, South Holland, North Kesteven and South Kesteven and the ports of Boston and Sutton Bridge

This structure reflects real patterns of identity, economy and travel: Northern Lincolnshire naturally looks to the Humber and the Northern Powerhouse, while Southern Lincolnshire connects to the East Midlands and East Anglia.

Each new council will deliver all local services, from care and housing to transport and education. This will end duplication and give residents clear, local accountability.

Together, they will be balanced in population and economic scale, ensuring fairness and resilience across the area.

The model will deliver:

- **Better services**
Designed around people's lives, not outdated structures
- **More accessible opportunities**
Tackling poor connectivity and investing in innovation
- **Smarter spending**
Releasing significant savings to reinvest in care, housing, transport, jobs and climate action
- **A stronger voice**
Giving Greater Lincolnshire national influence with a clear, united vision
- **Growth that benefits all**
Supporting our unique places and reducing inequality

Area of Challenge	Ambitions and Actions
Transport networks and infrastructure hold back the Greater Lincolnshire economy	Poor roads, limited public transport and digital gaps are holding back the economy and restricting growth. Resident satisfaction with highway condition is low: in Lincolnshire 19%, North Lincolnshire 25%, North East Lincolnshire 23%.
Lack of connectivity widening inequality of access to jobs and services	Lack of access to jobs, health, education and services is widening inequality between communities. Access to key services is harder in the rural/coastal areas of Greater Lincolnshire, with public transport/walking access to hospitals and further education colleges poorer than the national average.

Need to increase housing delivery by 30.9%	<p>New housing supply must increase by 30.9% to meet government targets and unlock regeneration. Indicative Housing Growth (Excluding current Local Plan positions):</p> <ul style="list-style-type: none"> ▪ Northern Unitary: approximately 2,160 homes per annum, equating to around 54,000 homes over a 25-year period ▪ Southern Unitary: approximately 3,454 homes per annum, equating to around 86,350 homes over a 25-year period 	Combine skills and capacity with the MCCA and Homes England to unlock stalled sites, accelerate regeneration and use innovative models (self-build, joint ventures) to deliver affordable homes at pace.
Rapidly rising homelessness	<p>Pressures have grown steadily since 2018, driving higher temporary accommodation costs and worse outcomes for residents.</p> <p>Homelessness trends: Comparing 2019–2020 and 2023–2024 data shows that while the South & East Lincolnshire Councils Partnership successfully recorded a 6% reduction in homelessness applications, the rest of Greater Lincolnshire experienced a 10% rise, with North and North East Lincolnshire seeing some of the steepest increases.</p>	Scale up the SELCP homelessness model, which has already reduced reliance on B&Bs compared with the rest of Lincolnshire, embedding prevention-first approaches across the area.
Rising crime and community safety concerns	<p>Crime and anti-social behaviour remain stubbornly high in parts of Greater Lincolnshire, notably in Lincoln and coastal towns – with Anti-Social Behaviour rising by around 25% across the Lincolnshire Police area, despite strong local innovation and partnership work.</p> <p>Analysis indicates that the rate of increase in recorded crime within the South & East Lincolnshire Councils Partnership area has been slower than in the rest of the region, rising by around 40% (based on a three-year average between 2015/16 and 2017/18 compared to 2022/23 and 2024/25), compared with a 46% rise elsewhere in Greater Lincolnshire.</p> <p>A 0.25% reduction in crime across the wider region would be expected to generate an economic benefit of approximately £0.345 million per annum, reflecting savings in detection and processing costs and improvements in personal wellbeing.</p>	Extend the SELCP community safety partnership model with the Police, focusing on prevention and multi-agency working to cut crime and strengthen community confidence.
Lack of supported accommodation driving high overall care costs and limiting independence	<p>Councils report a smaller proportion of supported accommodation and Extra Care.</p> <p>Data also shows high reliance on bed-based care across the Greater Lincolnshire area. Despite low unit costs compared to NHS Nearest Neighbours and national averages, high dependency on bed-based care leaves all three councils vulnerable should there be price increases in the event of market pressure.</p>	<p>There are two transformative opportunities. Firstly, financial: reducing reliance on residential care through Extra Care, reducing cost and promoting independence. Secondly, improving market resilience: removing the current financial vulnerability of increasing residential care costs.</p> <p>Link housing and adult social care to expand supported and Extra Care housing, including fast-tracking re-purposing of suitable council buildings, reducing costly residential placements.</p>

<p>Fragmented, inefficient back-office services diverting resources from the frontline</p>	<p>Fragmentation in corporate and support services drives duplication, variable standards and unnecessary cost. A unified approach could transform this picture and there is an opportunity to do this from vesting day through the scaling of PSPS. This would enable £32m savings between 2026/27 and 2031/32 in South & East Lincolnshire Councils Partnership area alone.</p> <p>Utilising the PSPS across the wider partnership would help to crystallise the 6% back-office savings projected within the financial model</p>	<p>Expand the proven PSPS shared services model (already £31.5m savings delivered), creating streamlined, high-quality back-office systems that free up millions more for frontline delivery.</p>
<p>Disproportionate costs of the Internal Drainage Board on Greater Lincolnshire residents</p>	<p>In the past 3 years levies to the Internal Drainage Board from councils in Greater Lincolnshire have increased by over £4.5 million, with increases of 61% in some council areas.</p> <p>This has added significant cost pressure to revenue budgets, impacting the Councils' ability to invest in front line services as much as is required to support increased customer demand and housing growth</p>	<p>Secure a fair and proportionate funding arrangement for the IDB for residents of Greater Lincolnshire.</p>

Building on what works – local partnerships, connection and efficiency

At the heart of this proposal is the chance to scale up what already works: the best of our district models, such as the South & East Lincolnshire Councils Partnership (SELCP).

The SELCP's strengths are collaboration, local connection, and efficiency; it is on track to deliver savings of £42 million across the councils over 10 years.

The SELCP model shows what is possible. Applying this approach across a wider geography and drawing on lessons from the Central Lincolnshire Partnership (a collaboration on some strategic and transactional functions between City of Lincoln, West Lindsey and North Kesteven Councils), allows us to take the “best of the best” and apply it to high-cost services.

The result: greater savings for councils and better outcomes for residents.

The success of the South & East Lincolnshire Councils Partnership rests on a few simple but powerful foundations: being rooted in place, working through strong partnerships and joining up services around residents.

This approach creates a shared vision that partners can own together, making services more efficient and more effective.

That same principle runs through this proposal.

Partnership and joint working are not add-ons; they are the core of the new councils' operating model.

The depth of engagement during this phase – with the people of Greater Lincolnshire, health and care, Police, education, business and the voluntary sector – has directly shaped the proposal and will continue to drive delivery.

The **Greater Lincolnshire for All** balanced model builds on existing partnerships that have already shown what collaboration can achieve:

- The **South & East Lincolnshire Councils Partnership**, a partnership of three District and Borough Councils was formed in 2021 and is on track to save £42 million in revenue across the three councils over ten years, while improving health and community safety through stronger partnerships.
- The **Central Lincolnshire Local Plan** has shown how district councils can work together on planning, infrastructure and services, delivering savings and resilience.

These gains are limited by the current structure. Now is the time to take the next step: creating two councils that are balanced, ambitious and built to deliver for the whole of Greater Lincolnshire.

“Local councils are closest to residents, and that connection must not be lost in any reform”

Parish Council representative



Cycling in Lincolnshire spans scenic landscapes, connecting historic towns, open countryside, and coastal paths. It offers riders an immersive journey through the area's rich heritage, rural charm and natural beauty.

CASE STUDY

SOUTH & EAST LINCOLNSHIRE COUNCILS PARTNERSHIP



Driving efficiency, resilience and shared leadership across three councils

Before 2021, Boston Borough, East Lindsey, and South Holland District Councils each faced mounting financial and capacity pressures, alongside increasing service demands.

Operating independently meant duplication of management, fragmented systems and reduced resilience. A more integrated approach was needed to improve efficiency and ensure sustainable service delivery across the subregion.

In 2021, the three councils came together to form the South & East Lincolnshire Councils Partnership (SELCP).

The Business Case set out a 10-year savings target of £42 million, achieved through shared and streamlined services and joint procurement. One team now serves all three councils in most service areas.

After just five years, SELCP has identified £38 million in savings, exceeding expectations. The shared management team will save £16 million over ten years, while additional service reviews have identified £7.5 million in further efficiencies.

By integrating ICT systems and procurement processes, the Partnership has enhanced both value and capability – for example, joint procurement of a mobile phone contract saved £250,000, and shared ICT contracts have delivered over £1 million in savings.

Beyond financial impact, the Partnership has enabled a more diverse, resilient workforce and improved service quality through shared expertise and innovation.

SELCP demonstrates that collaboration delivers scale, resilience and savings.

For **A Greater Lincolnshire for All**, it offers a robust platform for future delivery and a proven model of partnership already operating successfully across three councils.

This foundation means the new structure can move quickly from concept to action, accelerating transformation and improving outcomes for communities across Greater Lincolnshire.

Our commitment

We know change can be unsettling. That is why we have set out **Ten Pledges** to residents, staff and partners.

These pledges put people first and will guide everything we do:

Residents, Staff & Partners

PLEDGES

- ✓ Continuity of services as local government changes
- ✓ A commitment to keep all residents informed
- ✓ Protecting frontline staff working across the area
- ✓ Better value for money with savings directed to frontline services
- ✓ Accessible council services for all, delivered through contact hubs across the area
- ✓ A single telephone number and website to access all council services in the area
- ✓ Improved services for vulnerable residents including housing, adults' and children's services
- ✓ Improved services for all children and young people, including education, training, jobs and transport
- ✓ Greater local decision-making and enhanced area-based governance, particularly for all town and parish councils
- ✓ Closer relationships with all partners including the NHS, Police, Fire and Rescue, education and the voluntary sector to deliver better services

This proposal is not just about structures. It is about creating a fairer system and a better future:

- A place where young people can stay, study, travel easily and build careers
- Where older people are supported to live well, with better access to services and connections
- Where businesses can grow, innovate, invest – supported by the right skills and infrastructure

- Where transport and digital connectivity link every community to opportunity

- Where our communities, economy and environment thrive together

A Greater Lincolnshire for All is a simpler, stronger and more accountable system of local government, ready for the opportunities and challenges of the next generation.

Our commitment to businesses

We want to make Greater Lincolnshire the best place to do business in the UK, from start-ups to established multinationals.

A Greater Lincolnshire for All will champion what's best for business and deliver action that enables growth and uptake of opportunity at every stage.

PLUGGES for Business

Supporting Growth

Each new unitary authority will back its key industries with targeted business support, workforce development and innovation opportunities aligned to their needs

Investment to Create Opportunity

We will invest in transport, freight, and digital infrastructure to remove barriers to growth - cutting travel times, improving market access and helping businesses to operate more efficiently across Greater Lincolnshire

Working Better Together

Streamlined local government will mean easier access to vital information and decision-makers, faster planning processes, clearer procurement routes and a stronger collective voice for business

Growth Without Boundaries

Business doesn't stop at council boundaries. Our model ensures Greater Lincolnshire can work effectively with neighbouring regions, support rural and coastal industries and better attract big investments that reach every part of our area - urban and rural, large and small

“Reorganisation is an opportunity to reset the relationship between local government and Parish and Town councils.”

National Association of Local Councils

“Working with fewer councils would simplify engagement and make partnership working easier.”

Environment Agency

“Policing would work well in this geography; there’s no reason it couldn’t.”

Police Representative



Grimsby Dock Tower is an iconic maritime landmark standing proudly at the entrance to the port, symbolising the town’s rich seafaring heritage and engineering excellence.



West Lindsey District

Perched on the edge of the Lincolnshire Wolds, the Ramblers' Church in Walesby stands as a quiet sentinel overlooking fields and footpaths. Beloved by walkers and pilgrims alike, its stained glass glows with images of rural life, and its windswept hilltop tells a thousand stories of peace, solitude, and belonging.

This the Ramblers' Church: a spiritual waymark in a timeless landscape, and the soul of West Lindsey District.

3. THE CASE FOR CHANGE

Tackling transport head-on

Transport is one of Greater Lincolnshire's biggest barriers to growth and fairness. Poor roads, patchy public transport and weak infrastructure are costing our economy and leaving too many residents cut off from jobs, services and access to educational opportunities.

While the Councils themselves do not directly control transport investment, they can support the Mayor in driving the ambition.

The new North and South Councils, working with the Combined Authority, will champion residents' and businesses' needs by launching a **Public Inquiry into transport, roads and infrastructure**.

Chaired by a nationally recognised industry expert, and bringing together national, regional and local partners,

the Inquiry will:

- Map the current state of transport and infrastructure across Greater Lincolnshire
- Test the evidence on investment needs and cost-benefit
- Set out clear, prioritised recommendations for improvements in roads, public transport, and connectivity

This will give Greater Lincolnshire a strong, evidence-based case for the long-term transport investment our area urgently needs, creating the infrastructure needed for growth.

Closing the connectivity gap

One message has come through loud and clear from our engagement with residents, partners and communities: **poor connectivity is widening inequality**.

Too many people across Greater Lincolnshire struggle to reach the jobs, services, education and opportunities they need.

The new councils will work through Neighbourhood Area Committees (based on Primary Care Networks (PCN) group boundaries) and local place-based groups to design practical, targeted solutions for each area. This will include:

- **Community hubs** that co-locate council and wider public services under one roof

- **Mobile health clinics** to reach areas with high levels of preventable conditions and improving access to health services
- **Remote access points for education**, helping more people connect to further and higher learning close to home
- **Grant funding and smarter use of council assets** to back local innovation

By joining up local insight with council leadership, we will start to close the connectivity gap and ensure every community has fair access to services and opportunities.

Driving a step change in housing delivery

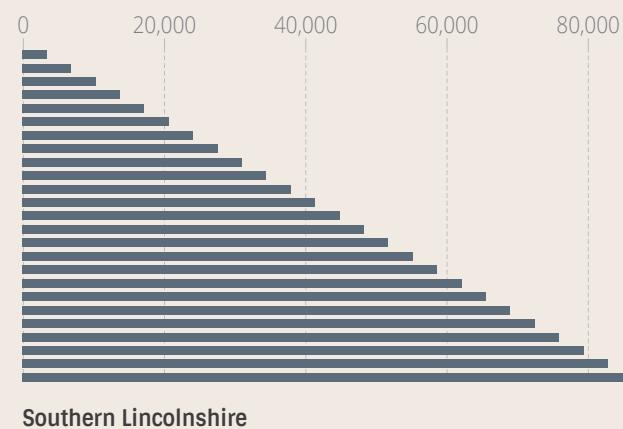
Greater Lincolnshire faces a clear challenge: **housing delivery must rise by 30.9%** to meet revised Government

targets, with housing growth anticipated to be:

- **Northern Unitary** – approximately 2,160 homes per annum, equating to around **54,000 homes over a 25-year plan period** (excluding assumptions on the current status of existing local plans)



- **Southern Unitary** – approximately 3,454 homes per annum, equating to around **86,350 homes over a 25-year plan period** (again, excluding current local plan positions)



It is clear that a new approach is required to deliver that scale of growth. Only this proposal gives both new councils the tools to deliver it. This will be achieved through:

- **A single spatial plan for each unitary**, setting out the strategic allocation of land, policies to support sustainable growth and robust infrastructure planning (In the short term, each unitary will inherit a mixed picture of spatial strategies at different stages of development; the transition to a single plan will be a longer-term objective)
- **A robust understanding of local housing need and demand**, developed through comprehensive and up-to-date evidence bases
- **Strong relationships with the development industry**, positioning each unitary as an active enabler of housing growth and regeneration
- **Partnership working to deliver a balanced housing offer**, meeting the full range of local needs, demands and aspirations – from affordable and supported housing to market and specialist provision
- **Close collaboration with the Greater Lincolnshire**

Combined County Authority (GLCCA) and Homes England, securing funding to unlock barriers to delivery – including through the proposed **Strategic Place Partnership** approach between the GLCCA and Homes England

Each new council will inherit significant housing assets, including a Housing Revenue Account (HRA) with a robust business plan. Alongside surplus land and property disposal opportunities, this provides the financial firepower and flexibility to partner with the private sector and deliver at pace.

Access to a substantial HRA and strong relationships with Housing Associations across Greater Lincolnshire will help ensure that not only are the overall housing delivery targets achieved but that homes that are built meet the needs of current and future residents – ensuring the right mix of affordable housing across the region.

This is an opportunity to accelerate housing growth, regenerate communities and meet national targets, while ensuring the right homes are built in the right places for the people of Greater Lincolnshire.

Tackling rising homelessness

Homelessness is a growing challenge across the country and Greater Lincolnshire is no exception. Over the past five years, homelessness rates locally have risen by **10%**, placing pressure on council budgets and, most importantly, diminishing the life chances of those affected.

The South & East Lincolnshire Councils Partnership has pioneered a proactive, people-focused model that

has bucked this trend, delivering a reduction of 6% in homelessness in the Partnerships' areas'. At its heart is a culture of prevention, problem-solving and adaptability. Key features of the approach include:

- **Cross-system collaboration**

Working with health trusts, primary care networks, adult and children's services, housing providers and the voluntary sector to create positive outcomes

- **Learning culture**
Reviewing cases where homelessness might have been prevented, capturing lessons and changing practice accordingly
- **Investment in people and provision**
Ensuring teams have the skills and capacity to make an impact, and that suitable temporary accommodation is available and constantly reviewed
- **Strong performance management**
Monitoring the use of Bed & Breakfast placements, setting clear indicators and directing resources to the highest-risk areas
- **Sector-blind housing solutions**
Making full use of both social and private sector opportunities to secure accommodation for residents

This is a proven model of prevention and partnership that puts people first. Under this model, it will be scaled across the Greater Lincolnshire through the new councils.

It will reduce reliance on temporary accommodation, protect vital council budgets and, most importantly, give residents the stability and opportunity they need to rebuild their lives.

Safer communities through partnership

The South & East Lincolnshire Councils Partnership has demonstrated the power of collaboration in tackling crime and community safety.

By working closely with the Police and Crime Commissioner, a unique, place-based approach has been developed that has already delivered a measurable reduction in crime of **6%**.

This model is built on three core principles:

- **Local solutions for local problems**
Tackling crime and disorder through initiatives rooted in the specific needs of communities; improving the quality of life for residents, businesses and visitors
- **Strong multi-agency collaboration**
Engaging with all relevant partners, including local authorities, police, the Office of the PCC, probation, prisons, education providers, housing associations, health services, YMCA and drug and alcohol treatment providers

- **Dynamic, evidence-led action**
Identifying emerging trends, sharing intelligence across partners and responding quickly with targeted interventions supported by strategic governance from the Partnership

The result is not only safer communities but also significant economic benefit. An estimated 0.25% fall in crime across the wider region would generate an economic benefit of approximately £0.345m per annum, reflecting costs of detecting, processing and personal wellbeing benefits.

In the new councils, this proven model will be embedded within Neighbourhood Area Committees, ensuring that partnership-driven community safety is delivered consistently across Greater Lincolnshire.

It reflects the core ambition of **A Greater Lincolnshire for All**: stronger partnerships, safer places and better outcomes for residents.

Expanding supported accommodation

Greater Lincolnshire faces a critical shortage of supported accommodation. Historically, provision has depended on districts stepping forward with suitable housing, leaving Greater Lincolnshire with fewer places than comparable areas.

The result: high residential care costs and fewer opportunities for people to live independently.

The **Greater Lincolnshire for All** model changes this. By creating a direct link between Adult Social Care and Housing, the new councils will:

- Substantially increase supported accommodation across Greater Lincolnshire
- Generate savings by enabling step-downs from costly residential care
- Support more people to live safely and independently in their own communities

To move quickly, we will make smarter use of the public estate, re-purposing existing council-owned property where suitable. This will accelerate delivery and reduce costs, ensuring benefits for residents and taxpayers are realised sooner.

CASE STUDY

PARTNERSHIP GOVERNANCE IN TACKLING ROUGH SLEEPING



Coordinating services to deliver faster, fairer, and more effective support for vulnerable people

Homelessness and rough sleeping present complex challenges across South and East Lincolnshire, where rural isolation, seasonal employment and limited housing options make prevention and early intervention difficult.

Fragmented services and inconsistent local responses have previously limited the ability to act quickly and sustain progress.

The South & East Lincolnshire Councils Partnership (SELCP) recognised that a coordinated, multi-agency approach was essential to address these pressures effectively.

Operating across East Lindsey and Boston, the Rough Sleeping Intervention Team works through shared governance arrangements fully aligned with the Lincolnshire Homelessness and Rough Sleeping Strategy 2022-2027 and the national Ending Rough Sleeping Delivery Plan.

The partnership brings together local authorities, Framework, Salvation Army, Platform Housing Group,

Lincolnshire Police, Lincolnshire County Council, health partners and local volunteers. Monthly governance meetings and shared reporting ensure accountability and consistency; while joint data monitoring, SWEP protocols, and RSAP/RSI funding support fast, evidence-based decision-making.

In 2024/25, the team received 718 referrals (468 East Lindsey, 250 Boston) and provided tailored support to 341 individuals. Of these, 195 people were successfully supported off the streets into private rented, social, or supported accommodation, achieving sustained reconnections and family reunifications.

This model demonstrates how shared governance, data, and accountability deliver measurable results even amid national increases in homelessness.

It offers **A Greater Lincolnshire for All** a blueprint for county-wide collaboration that can strengthen prevention, improve service coordination and reduce rough sleeping across Greater Lincolnshire.

Consistent and efficient back-office services

Currently, back-office services across Greater Lincolnshire are fragmented and inconsistent, driving inefficiency and duplication and a range of in-house and outsourced arrangements.

Our proposal identifies that the solution is already here.

Public Sector Partnership Services (PSPS), a Local Authority Trading Company established 15 years ago, has a proven track record of delivering shared services that reduce costs, improve performance and put the resident and customer at the heart of its delivery.

Since its creation, PSPS has:

- **Delivered £29.1m of savings** to participating councils
- **Secured a plan for a further £9m savings** over the next 6 years
- **Enabled councils** to transform to secure savings of £38m

NOTE:

PSPS are Customer Contact, Finance, Human Resources, Procurement, ICT & Digital, Revenues and Benefits and Health and Safety.

Flood risk and drainage

Councils in Greater Lincolnshire are subject to substantial levies by the Internal Drainage Boards, leading to disproportionate costs being borne by the residents.

In the past 3 years costs to councils in Greater Lincolnshire have increased by over £4.5million; with increases of 61% in some council areas.

In many cases this has cancelled the impact of Council Tax yields generated across the same time frame, adding significant cost pressure and impacting on the delivery of essential services.

- **Invested in scalable technology**, robust systems, and proven change management
- **Demonstrated agility** – onboarding Boston Borough Council in just three months in 2021
- **Developing and implementing a range of AI** and robotic solutions for local government

PSPS is ready to deliver now enabling the full benefits of back-office efficiencies to be achieved across both Councils from vesting day.

It provides the infrastructure, expertise and transformation plan to ensure both new councils achieve early, significant savings avoiding the financial pressures faced by other areas post – LGR.

By scaling PSPS across Greater Lincolnshire, we will ensure consistent, high-quality back-office services, freeing up millions more for frontline delivery.

The South & East Lincolnshire Councils Partnership has formed and led an LGA Special Interest Group of 41 councils, working collaboratively to bring this inequality to national attention and promote solutions, including hosting a number of events in Parliament, and working alongside DEFRA, MHCLG and the Association of Drainage Authorities.

The **Greater Lincolnshire for All** model will enable both Councils to continue this partnership working with the Combined Authority and other partners across the nation to develop practical, fair and sustainable solutions to this issue.

A. OUR VISION & AMBITIONS FOR GREATER LINCOLNSHIRE

A fairer, greener, more prosperous Greater Lincolnshire

Greater Lincolnshire is a place of enormous potential – proud communities, dynamic businesses and industries that matter to the nation. We grow, make, power and move much of the country. But too many residents and places do not share equally in that success.

This proposal sets out a new vision for local government that is simpler, stronger, and better aligned to the needs of our people, places and economy. Built on fairness, sustainability and resilience, it places residents and communities at the heart of decision-making.

Clear strategic priorities

The two new councils will:

- Work with the Mayoral Combined County Authority (MCCA), Parish and Town councils, voluntary sector and local partners
- Identify and respond to priorities of residents and businesses
- Coordinate investment and unlock opportunities

- Champion solutions to longstanding barriers, including transport, connectivity and access to power, which partners repeatedly told us are holding back access to jobs, services and skills
- Scale up shared back-office via Public Sector Partnership Services (PSPS), expanding its proven model to support efficient, consistent delivery from vesting day

Two new councils for Greater Lincolnshire

This balanced model creates two strong, sustainable unitary councils of roughly equal size, reflecting the different geographies and economies of the North and South.

Each will:

- Deliver long-term financial sustainability
- Modernise services and reduce duplication
- Innovate and integrate with partners

- Be close enough to know communities, strong enough to lead regionally and nationally
- Tackle connectivity challenges head-on to widen access to opportunity

Grounded in trusted local networks and responsive to place, these councils will redesign services around people and will improve outcomes while increasing efficiency.

Balanced governance for a stronger future

The model delivers balance in:

- **Population**
Two councils of comparable size, both above the Government threshold

- **Democracy**
Clear, accountable unitary governance, linked to the combined authority
- **Economy**
Supporting different strengths North and South

- **Geography**
Coherent footprints for services and planning
- **Services**
Stable platforms for integration and improvement
- **Assets**
Better use of public assets to support housing, infrastructure and growth

Built for delivery

The detailed operating models will be shaped by members and communities. But the foundations are clear: this proposal is designed to deliver better outcomes for

residents, better value for taxpayers and a stronger voice for Greater Lincolnshire nationally.

B. BETTER SERVICES FOR RESIDENTS

At the heart of this proposal is a simple ambition: to make services easier to use, quicker to respond and better

joined-up – all based on the choices residents make.

Clearer responsibilities

Residents told us the current two-tier system is confusing and inefficient. Ten councils make it harder to know who does what. Two new councils will remove that complexity.

Each will be responsible for all local services in its area, giving residents a clear point of contact.

A better experience

No more being passed between county and district. No more duplication or delay.

▪ **Parking:** currently split between councils, brought together for a simpler, more consistent service

Whether it is applying for housing, resolving a local issue or accessing support, residents will deal with one council that understands their place and needs.

▪ **Housing and planning:** aligned with social care and health for better prevention and support

The new councils will:

▪ **Customer contact:** one number, one website, local hubs in communities

- Operate at a scale that is financially sustainable
- Aggregate best practice from across Greater Lincolnshire
- Join up related services to improve outcomes and experiences

The case for change is not just about structure, it is about the difference people will see in their day-to-day services. By joining up what is currently fragmented, the new councils will create clearer accountability, better outcomes and better value for money.

Examples of integration in action:

Table 3.1 sets out how the **Greater Lincolnshire for All** model will improve key services and align with national priorities.

Table 3.1

Area	Current Position	Risks and Challenges	How <i>A Greater Lincolnshire for All</i> will meet the challenges
Finance	<ul style="list-style-type: none"> The Greater Lincolnshire area is currently solvent, but the financial trajectory indicates significant pressure ahead 	<ul style="list-style-type: none"> Rising cost pressures and demand growth are eroding financial resilience Fragmented systems and duplication limit efficiency across councils Without reform, medium-term sustainability is at risk 	<ul style="list-style-type: none"> <i>A Greater Lincolnshire for All</i> provides the most cost-effective route to long-term sustainability, delivering approximately £220.982m in savings over ten years through shared services, streamlined governance and stronger strategic financial planning
Social care	<ul style="list-style-type: none"> Social Care is a strength for Greater Lincolnshire but financially unsustainable Ageing profile above England average in many districts Workforce recruitment/retention pressures persist, especially in coastal/rural localities PeopleToo benchmarking indicates high dependency on bed-based care, with relatively low unit costs currently keeping long-term care spend below “nearest neighbour” benchmarks- but domiciliary capacity/rurality remain constraints 	<ul style="list-style-type: none"> Financial sustainability: exposure to unit-cost inflation in care markets; high volumes of new requests and high 65+ support rates risk overspend without a decisive shift toward prevention, reablement and community-based alternatives, with demand rising and increasingly complex across a large rural/coastal footprint Recruitment challenges in North and North East Lincolnshire- fragile provider market in some coastal/rural areas Workforce vacancies and churn limit capacity to deliver reablement and home-first models at scale Challenges in actualisation of prevention and early intervention ambitions 	<ul style="list-style-type: none"> Links social care more closely to local areas and partners, using the strong networks already established Neighbourhood Area Committees aligned with Primary Care Network (PCN) boundaries – creating natural footprints for joint working with NHS partners and improving integration Aligns adult and children’s services (adaptive equipment, reablement, mental health) with public health, housing and leisure – shifting emphasis to prevention and early intervention Recruitment challenges mitigated by the scale of the new Northern Unitary, supporting a stronger and more resilient workforce across the whole geography Integration of social care and housing to expand Extra Care and supported accommodation, tackling Lincolnshire’s current shortfall

Area	Current Position	Risks and Challenges	How A Greater Lincolnshire for All will meet the challenges
SEND	<ul style="list-style-type: none"> Families face an often fragmented and complex system when seeking services Nationally, active EHC plans grew +10.8% Jan-2025 vs Jan-2024. That trend is reflected locally, with sustained growth pressure across Lincolnshire, North East Lincolnshire and North Lincolnshire 	<ul style="list-style-type: none"> Rising EHCP volumes drive high-needs budget pressure; risk of overspend and out-of-area placements if mainstream inclusion does not improve Assessment timeliness and therapy capacity remain pinch points Lincolnshire's EHC plan rate was 5.2% of the school population in 2024, which was 10% higher than national and 32% higher than the regional 	<ul style="list-style-type: none"> Consistent, joined-up support for vulnerable children, reducing fragmentation across organisational boundaries A single "front door" for support, ensuring families know where to go and receive faster, more coordinated help Councils sized at the optimal level (c. 250-500k population) only slightly above the 500k to enable high-quality care at lower cost, avoiding the inefficiencies and higher unit costs seen in significantly larger (>500k) authorities Informed by PeopleToo (2025) findings: average unit cost of children's social care placements increases by ~12% in councils serving population significantly greater 500k
Looked after children	<ul style="list-style-type: none"> Demand for placements remains high with complexity rising Rural/coastal geography limits local options, increasing travel and costs System gaps in partnership working to most effectively enable early help and prevention 	<ul style="list-style-type: none"> Escalation risk without early-help capacity; reliance on higher-cost independent placements if local market not grown Workforce stability remains a determinant of outcomes and cost 	<ul style="list-style-type: none"> Builds closer partnerships between schools, social workers, health services and families to strengthen early help and preventions A single, consistent system across Greater Lincolnshire to reduce fragmentation and ensure children receive timely, joined-up support Councils sized for optimal quality and cost efficiency in children's social care PeopleToo (2025) findings: cost per child in care is significantly higher in councils much larger than 500k population compared with mid-sized councils

NOTE:

EHCP: Education, Health & Care Plans

Area	Current Position	Risks and Challenges	How <i>A Greater Lincolnshire for All</i> will meet the challenges
Homelessness	<ul style="list-style-type: none"> ▪ Homelessness prevention activity across the three authorities remains strong, reflecting Lincolnshire's joint 2022–2027 Homelessness & Rough Sleeper Strategy. More than 10,000 cases have been prevented or relieved since 2017, with multi-agency Housing-Related Support and Rough Sleeping Initiatives (RSIs) operating county-wide ▪ Rough-sleeping has reduced since 2019 but remains a concern: 120 people were recorded across Greater Lincolnshire in the DLUHC Autumn 2024 snapshot ▪ Partnership infrastructure is mature, including Housing Related Support (Framework), multi-agency Vulnerable Adults panels, and 'Team Around the Adult' pilots that provide holistic, person-centred support 	<ul style="list-style-type: none"> ▪ Pressures have grown steadily since 2018, driving higher temporary accommodation costs and worse outcomes for residents ▪ Accommodation supply: limited single-person and supported units; reliance on B&B and PRS placements continues, especially in coastal towns ▪ Complex needs and health integration: High prevalence of mental-health, substance-misuse and dual-diagnosis issues among rough sleepers; risk of repeat homelessness without sustained wrap-around provision ▪ Hidden homelessness: sofa-surfing, informal arrangements and NRPF cases remain under-recorded, masking true demand ▪ Workforce and funding sustainability: Short-term grant dependencies (RSI/RSAP) and recruitment pressures in outreach and supported-housing teams threaten continuity if future funding reduces 	<ul style="list-style-type: none"> ▪ SELCP partnership model reduced reliance on B&Bs and hotels for temporary accommodation by 26% over 4 years, compared with a 19% increase in the rest of Lincolnshire – comparing 2019–2020 and 2023–2024 data shows that SELCP successfully recorded a 6% reduction in homelessness applications; the rest of Greater Lincolnshire experienced a 10% rise, with North and North East Lincolnshire seeing some of the steepest increases ▪ GLFA will scale this early-intervention approach across Greater Lincolnshire, creating savings and providing safer, more sustainable solutions ▪ Focus on prevention, reducing homelessness applications at source and ensuring better outcomes for vulnerable residents ▪ Use of the Homelessness Reduction Act (HRA) as a lever for housing development and long-term solutions

Area	Current Position	Risks and Challenges	How A Greater Lincolnshire for All will meet the challenges
Economic development	<ul style="list-style-type: none"> Economy: ports/logistics/energy concentrations in the north; agri-food, manufacturing and visitor economy across the county; with SME base dispersed Business support landscape fragmented across footprints; opportunity to simplify offer 	<ul style="list-style-type: none"> Productivity lag in coastal/rural areas; skills gaps; transport access constraints to FE/HE and employment centres 	<ul style="list-style-type: none"> Two new councils with the scale to employ dedicated economic specialists and deliver tailored growth strategies for both the North and south. GLFA “backs business”: Federation of Small Businesses confirm the geography of the two councils “makes logical sense,” aligning support with existing economic specialisms (agrifood, ports/logistics, energy, tourism, etc) Creates a simpler, joined-up funding and support landscape for business, removing current complexity cited by the FSB Business charter will underpin delivery, with targets to increase SME survival rates and new startups by 5% each Builds on SELCP’s proven track record of attracting significant investment, now extended across Greater Lincolnshire
Waste collection, disposal & recycling	<ul style="list-style-type: none"> Service models vary across current councils; contract cycles and Material Recovery Facility access not fully aligned Rising treatment and haulage costs; contamination risk impacting income 	<ul style="list-style-type: none"> Procurement fragmentation weakens market leverage: resident confusion and inefficiency Policy changes (e.g., consistency reforms) require coordinated investment and communications 	<ul style="list-style-type: none"> Two new councils will provide strategic leadership on waste, each developing a modern, environmentally friendly and cost-effective waste strategy Consistent approach for residents – ending the current “postcode lottery” of waste and recycling services Consolidation of multiple district contracts into two unitary-wide contracts, increasing purchasing power and generating efficiencies Economies of scale through route optimisation across larger areas Potential joint Materials Recycling Facility (MRF) like Sherbourne Recycling in Warwickshire, reducing costs and creating new income streams

Area	Current Position	Risks and Challenges	How A Greater Lincolnshire for All will meet the challenges
Highways & transport	<ul style="list-style-type: none"> Extensive rural network with coastal tourism peaks; asset condition and reactive maintenance pressures Longer public-transport/walking journey times to key services vs urban benchmarks (England hospital avg 41 mins) affecting access to jobs/health/FE Resident satisfaction with highway condition is low, in National Highways and Transport 2024 Public Satisfaction Survey: Lincolnshire 19%, North Lincolnshire 25%, North East Lincolnshire 23% 	<ul style="list-style-type: none"> Inflationary pressures on materials/fuel; ageing fleet/plant; limited revenue for preventative maintenance Public transport viability in sparsely populated areas 	<ul style="list-style-type: none"> Two new unitary councils will integrate currently separate street scene services (highways maintenance, street cleaning, grounds maintenance, grass cutting) into a single model – delivering efficiency and consistency Larger-scale strategic management of fleet and fuel procurement, reducing costs through economies of scale and stronger purchasing power Greater capacity to align transport planning with economic growth, housing and environmental priorities
Housing & planning	<ul style="list-style-type: none"> Greater Lincolnshire is committed to housing growth, with Local Plans working towards the delivery of 100,000 new dwellings by 2031 Coastal/market-town pressures; affordability issues in pockets; brownfield/regeneration opportunities unevenly distributed Local Plan policies currently fragmented; developer market can be cautious 	<ul style="list-style-type: none"> New housing supply must increase by 30.9% to meet government targets and unlock regeneration Indicative Housing Growth (Excluding current Local Plan positions) Northern Unitary: approximately 2,160 homes per annum, equating to around 54,000 homes over a 25-year period Southern Unitary: approximately 3,454 homes per annum, equating to around 86,350 homes over a 25-year period Without unlocking brownfield and closing viability gaps, town centres risk continued decline, weaker connectivity and missed regeneration opportunities Much of Greater Lincolnshire enjoys relatively low housing costs, which contributes to making it a great place to live and work. In some areas, however, addressing flood risk can make development unviable, particularly where land values are low 	<ul style="list-style-type: none"> Two new councils will replace the current patchwork of planning policies with a more consistent, strategic approach that still recognises local needs Increased strategic capacity to identify and unlock development sites, accelerate housing delivery and align planning with infrastructure and economic growth Each new council will retain a strong Housing Revenue Account (HRA) and significant council housing stock – a crucial lever to drive housing-led regeneration and deliver more affordable homes Ability to combine land and property assets with regeneration expertise to deliver housing, infrastructure and growth at pace Outcomes can be measured through increased housing completions, regeneration scheme delivery, construction spend and GVA uplift

Area	Current Position	Risks and Challenges	How A Greater Lincolnshire for All will meet the challenges
Community safety	<ul style="list-style-type: none"> ▪ Mixed crime/ASB profile with seasonal coastal spikes; CSP collaboration stronger where formal partnerships already embedded (e.g., SELCP) (structural) ▪ Rough sleeping intersecting with vulnerability, substance misuse and mental health in specific hotspots 	<ul style="list-style-type: none"> ▪ Dispersed geography complicates multi-agency tasking; limited capacity for place-based problem solving in some localities ▪ Even where crime growth has been slower, such as in the South & East Lincolnshire Councils Partnership area (+40%), the continuing upward trend across Greater Lincolnshire (+46% elsewhere) underscores the wider regional challenge of tackling rising crime and maintaining community confidence 	<ul style="list-style-type: none"> ▪ Builds on the proven South & East Lincolnshire Community Safety Partnership (CSP), which has delivered significantly stronger outcomes than the wider county model ▪ Embeds a locally focused CSP model in both new councils, ensuring crime prevention, safeguarding, homelessness reduction, civil enforcement and anti-social behaviour are tackled in partnership with Police and other agencies ▪ Strengthens collaboration with Police, Fire services and safeguarding boards, enabling quicker, more tailored interventions ▪ Creates capacity to share and scale best practice across Greater Lincolnshire
Sport & wellbeing	<ul style="list-style-type: none"> ▪ Facility condition and access vary; rural/coastal transport affects participation; strong local Active Partnerships footprint (structural) ▪ Prevention agenda opportunity to link activity with health and social care 	<ul style="list-style-type: none"> ▪ Roughly a quarter (27%) of those aged 65 or over struggle with everyday activities due to long-term illness and live with two or more long-term conditions ▪ Revenue pressure on leisure operators 	<ul style="list-style-type: none"> ▪ Rationalises management of facility-based sport/physical activity, replacing fragmented district approaches ▪ Builds cohesive, consistent strategies through Active Lincolnshire, North Lincolnshire Physical Activity Partnership and Active Humber ▪ Establishes Healthy Living Boards across Greater Lincolnshire to oversee strategic partnership work and drive local opportunities ▪ Replicates SELCP's proven model of attracting investment, boosting confidence and improving outcomes ▪ Links physical activity more directly to prevention, economic development, employment and reduced demand for social care

Area	Current Position	Risks and Challenges	How A Greater Lincolnshire for All will meet the challenges
Arts, culture & heritage	<ul style="list-style-type: none"> Strong heritage/tourism assets; participation uneven; coastal towns require regeneration of cultural infrastructure 	<ul style="list-style-type: none"> Revenue sustainability of venues, limited commissioning scale and skills pipeline constraints 	<ul style="list-style-type: none"> Provides a clear vision and strategic plan for cultural, creative and tourism sectors Uses the scale of two new councils to target investment and regeneration more effectively Stronger, more focused local identity to drive participation in cultural activities and adult learning Better targeted support for tourism, maximising Lincolnshire's unique assets (heritage, coast, countryside) Builds on existing cultural strengths to re-energise communities and attract new visitors
Further/Higher education	<ul style="list-style-type: none"> Access affected by travel times and dispersed settlement; England benchmark indicates FE access by PT/walking is 21 mins on average (local rural areas typically higher) Employer demand for technical skills (ports/logistics, energy, agri-food) outpaces local pipeline in some sub-sectors 	<ul style="list-style-type: none"> Learner drop-off without local/co-located provision; affordability and transport barriers for coastal learners University progression rates below national in some districts 	<ul style="list-style-type: none"> Tackles barriers to participation by addressing travel times to university and college venues Introduces co-location models within locality service hubs to bring education closer to communities Supports greater engagement and uptake in FE/HE, particularly in rural and coastal areas, linking with the University

Area	Current Position	Risks and Challenges	How <i>A Greater Lincolnshire for All</i> will meet the challenges
Delivering value through back-office services	<ul style="list-style-type: none"> ▪ Scalable delivery vehicle (PSPS Ltd): award-winning shared-services company jointly owned by the three councils; £29.1m efficiencies delivered since 2010 with a further £9m programmed by 2031. Provides a single workforce delivering ICT, Finance, HR & Payroll, Revenues & Benefits, Customer Contact, and Procurement, with a strong track record onboarding new councils and acting as a trusted commissioning partner 	<p>PSPS enables a single enterprise solution, if we do not scale and consolidate we risk:</p> <ul style="list-style-type: none"> ▪ Disparate line-of-business systems, vendor lock-ins and non-standard data models create operational friction, duplicate effort and compliance exposure ▪ Fragmented procurement and supplier management ▪ Multiple contracts and specifications dilute market power and drive higher unit prices/variable quality 	<ul style="list-style-type: none"> ▪ PSPS enables us to deliver faster and more effectively from vesting day. It builds on the proven South and East Lincolnshire Councils Partnership shared services model, which set a 10-year savings target of £42m and has already identified over £38m of savings within its first five years ▪ Replicates and scales this model across Greater Lincolnshire, with savings increasing proportionate to the increased number of councils it would cover ▪ PSPS governance (LATCO with Teckal powers) allows further services to be added and traded with other councils, generating income ▪ Savings and new income streams will be reinvested into frontline services, ensuring both financial resilience and service improvement

"People want to see services working together so they don't have to explain their situation to multiple departments."

Resident,
Online engagement



The Red Arrows, based in Lincolnshire, are the RAF's world-famous aerobatic team, celebrated for precision flying, dynamic formations and their striking red jets that inspire audiences across Britain and beyond.

CASE STUDY

GREEN HOMES AND CLIMATE ACTION



Tackling fuel poverty and climate change through community-led innovation and partnership

Many older, hard-to-heat homes leave residents vulnerable to high energy bills, poor health, and isolation – challenges that traditional, one-size-fits-all schemes struggle to reach.

East Lindsey District Council adopted a community-led, place-based approach to climate action, combining practical home upgrades with local engagement.

Through initiatives such as the Home Upgrade Grant (HUG2), Home Energy Advice and Retrofit Team (HEART) and Community Orchards, the Council has worked to reduce emissions while directly improving residents' wellbeing.

- HUG2 targeted hard-to-heat homes, funding loft insulation, solar PV and high-retention storage heaters
- HEART provided outreach to isolated rural households, offering retrofit advice and securing funding for efficiency improvements

- Community Orchards, planted across East Lindsey, Boston, and South Holland, enhanced carbon capture, biodiversity, and community participation

Through these projects, homes have achieved measurable energy performance gains, such as an improved EPC rating from F to D, saving the residents over £2,000 annually.

The Orchards have engaged volunteers in planting and stewardship across 15 sites, strengthening local pride and connection.

This joined-up model of advice, grants, and community action shows how integrated councils can deliver climate action that saves money, cuts emissions and empowers residents.

This is exactly the kind of sustainable, people-focused delivery **A Greater Lincolnshire for All** will embed across Greater Lincolnshire.

CASE STUDY

WELLAND HOMES



Delivering better homes and stronger returns through council-led local enterprise

South Holland faces persistent challenges in housing quality and supply, with limited private rented options and rising demand linked to economic and population growth.

Poor-quality rental housing has contributed to higher maintenance issues, rent pressures and limited security for tenants. The council recognised the need to intervene in the market – not just as a regulator, but as an active participant driving up standards and affordability.

In response, South Holland District Council established Welland Homes in 2015 as a wholly owned local housing company. Operating commercially but with a strong social purpose, Welland Homes set out to:

- Increase local housing supply to meet growing demand
- Improve private rented sector standards by becoming a landlord of choice
- Demonstrate good design and maintenance standards across the district

- Generate a sustainable income stream for the Council's General Fund through rents, dividends and equity returns

To date, 57 high-quality homes have been delivered, with the initial plan targeting 60. The company is on track to distribute £180,000 in profit in 2025/26, matching the previous year, while also paying commercial interest on council loans and contributing to staff costs.

Socially, the model has increased choice, improved quality and stabilised rents by introducing well-managed homes into the market.

Welland Homes exemplifies local enterprise driving both social and financial value.

It shows how councils can act commercially to deliver better housing outcomes. It is a model that can be expanded under **A Greater Lincolnshire for All** to increase housing choice, improve standards and reinvest profits locally.

CASE STUDY

SOUTH AND EAST LINCOLNSHIRE COMMUNITY SAFETY PARTNERSHIP ACTIONS



Delivering safer, stronger communities through regional collaboration

The South and East Lincolnshire Community Safety Partnership (SELCSP) has achieved measurable improvements in community safety through strategic regional collaboration.

Recognised by the Police and Crime Commissioner for Lincolnshire for its impact, the SELCSP area has consistently outperformed the rest of the county on key crime measures over the past decade.

Compared with wider Lincolnshire, the partnership area has achieved a 3% reduction in the rate of increase of all crimes, a 16% reduction in violence against the person, and a 24% reduction in possession of violent weapons.

The Partnership's focus on local delivery and joint working links prevention, enforcement and community engagement, creating a model that delivers real results. Initiatives such as the Domestic Abuse Officers programme have introduced dedicated roles to identify abuse, safeguard victims and improve support.

The Safer Streets scheme has expanded CCTV coverage, created Safe Zones, promoted safer walking routes and developed a community ambassador network to raise awareness of anti-social behaviour and violence against women and girls.

Projects including Operation Plotting and Operation Jigsaw combine public awareness, environmental improvements and joint enforcement to deter offending, improve housing standards and enhance pride in place.

Through shared intelligence, coordinated resources and a focus on prevention, the Partnership demonstrates how integrated local leadership can deliver better outcomes across communities.

The achievements of the Safety Partnership demonstrate how integrated local leadership across districts can deliver safer, more resilient communities and contribute directly to a safer, fairer **Greater Lincolnshire for All**.

Buying power

Two unitary councils will also have increased buying power and a stronger market position to achieve better value for

money, driving increased social value to communities.

Accessible and inclusive

Our new councils will combine the best of modern digital delivery with a strong local presence. Residents will be able to access services online, and through local hubs, face-to-face support and outreach, especially for those facing homelessness or vulnerability.

Robust equality impact assessments will ensure services meet communities needs.

Simplicity, inclusion and user-focus will be at the heart of service design, making it easier for everyone to get the help they need, when they need it.

Building effective partnerships

The foundation of our approach will be strong and effective partnerships. This will facilitate a joined-up approach across Greater Lincolnshire to see improvements for residents and businesses. An example of this will be the partnership with the University of Lincoln.

They have documented the problems associated with transport from rural and coastal areas impacting on local young people being able to attend the University.

Similarly, they have identified opportunities to improve performance by removing the current disconnect between planning authorities.

Our joined up, partnership first approach recognises that solving these types of problems is to the benefit of everyone.

Other examples are the current South and East Community

Safety Partnership and the Health and Wellbeing Board. These are tried and tested and show how supporting other partners' priorities, such as Police, Fire and Sport England, result in greater investment and outcomes for the area.

"Working with fewer councils would simplify engagement and make partnership working easier."

Environment Agency

"This proposal builds on strong partnership foundations that already exist across health, care, housing, and community safety."

Health partner

C. DELIVERING VALUE FOR MONEY

This proposal is designed to deliver better services and a better experience for residents while also making smarter use of public money.

Ten councils mean multiple overheads, systems, offices and structures. That absorbs resources that could be better spent on the services people rely on most.

By creating two balanced, sustainable unitary councils, this model will:

- Reduce duplication and waste across corporate services and management

- Streamline operations, governance and decision-making
- Simplify procurement, contract management and commissioning
- Enable service integration and shared delivery models
- Free up funding for investment in prevention, community support and growth
- Create consistency and equity in how services are funded and delivered across Greater Lincolnshire

Crucially, this is not simply a cost-cutting exercise. It is a model that delivers savings and allows better services to be provided directly to the people and places Councils are meant to serve.

Our approach builds on the lessons of recent reorganisations elsewhere in England and reflects government expectations for clarity, scale and sustainability.

It is also designed to unlock deeper devolution. This brings the opportunity for longer-term funding, local control and better value from national investment.

The creation of two new unitary councils will release savings that can be reinvested to modernise and further digitise services.

This could include initiatives that provide staff with the technology and skills to work flexibly, reduce accommodation costs, improve productivity and enhance the customer experience.

In the past, the scale of investment required for major technology upgrades or service transformation has often been beyond the reach of individual councils.

With two balanced councils, those capital costs, and the benefits they deliver, can be shared across a wider footprint, making transformation both more affordable and more effective.

This strategic case makes clear: simpler structures enable better decisions, better delivery and better value.

D. A STRONGER VOICE FOR GREATER LINCOLNSHIRE

Greater Lincolnshire already has a directly elected Mayor, but at present, ten councils still operate across the area, with overlapping responsibilities, varied structures and duplicated effort.

This fragmentation weakens our ability to act as one and speak with purpose at a national level.

Reorganisation is the next essential step. By creating two modern capable councils, we unlock the potential of the new Mayoral Combined County Authority, offering a clearer, more coordinated voice to government and giving national partners the confidence to invest.

With stronger leadership, **A Greater Lincolnshire for All** will enable simplified governance and better use of public funds.

This is about bringing power closer to people. Through new councils that are rooted in their communities and supported by empowered Parish and Town councils, we will ensure every voice is heard.

A stronger voice for Greater Lincolnshire starts with strong local places.

E. UNLOCKING GROWTH & INNOVATION

Greater Lincolnshire has the potential to lead the way on clean energy, food security, rural innovation and coastal resilience.

This is a critical opportunity to create the conditions for business-led growth, responsive local government and stronger economic identity.

The two new unitary councils – one in the North and one in the South – offer the most effective framework for aligning public services with real-world business needs.

Unlike alternative models which are less balanced in terms of population and geography, this balanced model reflects the economic, geographic and sectoral realities of Greater Lincolnshire. Crucially, it avoids creating an oversized unitary that will dilute local responsiveness and business visibility.

It allows the region to grow its economy, support its businesses, attract investment and build a strong, stable future.

Sector-focused local growth

Each proposed unitary council has clear and distinct sector strengths:

- **Northern Lincolnshire:** Seafood, green energy, offshore wind, heavy industry, port logistics and carbon capture
- **Southern Lincolnshire:** Agri-food production and processing, rural logistics and land-based supply chains

This structure allows each Council to tailor economic

development and business support around its dominant sectors – while still contributing to strategic, countywide growth through coordinated initiatives like the UK Food Valley, which spans both authorities.

- In **Northern Lincolnshire**, UK Food Valley priorities focus on seafood and port-related logistics
- In **Southern Lincolnshire**, the emphasis is on agri-tech, food production, road-based logistics and land-based innovation

Transport and infrastructure that works for business

This model aligns naturally with key economic corridors:

- **North:** A46, M180, A15 – enabling connectivity for industrial and seafood import-focused businesses
- **South:** A16, A52, A15, A17 – vital for rural logistics, agricultural transport, fresh produce import and food processing business

Smaller, place-based authorities are better positioned to prioritise improvements that support local business growth, from faster travel-to-work times to better freight access and digital connectivity.

Businesses benefit from greater visibility of decision-makers and infrastructure decisions that reflect local priorities.

Stronger business engagement and clear local accountability

The proposed structure would enable more direct, meaningful engagement between businesses and local government:

- Local supply chains have greater access to support, procurement opportunities and inward investors of relevance to the local economy
- Business voice is more easily heard and acted upon, especially in rural and coastal areas
- Councils are small enough to care, but big enough to

deliver, maintaining responsiveness without losing strategic ambition

- SME-friendly procurement can be championed more effectively

This model supports the emergence of private-sector-led business communities within each unitary council.

It will give businesses ownership of their local growth agenda and clearer partnership with public sector leaders.

Embracing cross-border economic relationships

Each proposed unitary council naturally connects to neighbouring economies:

- The **North** links to the Humber, South Yorkshire and Nottinghamshire, aligning with energy, manufacturing and logistics sectors
- The **South** is deeply connected to Peterborough, Fenland, Norfolk and the A1/A47 corridor – critical to agri-food, road logistics, seasonal labour and export markets

These external links shape how businesses operate, recruit and grow.

This model ensures Greater Lincolnshire's economy is not constrained by borders, but enabled by them.

- This creates structures that reflect and support essential relationships, to foster future-facing economic planning, attract investment and enable growth.

CASE STUDY

ROBOTIC PROCESS AUTOMATION IN REVENUES & BENEFITS



Driving digital innovation and efficiency through partnership

Public Sector Partnership Services Ltd (PSPS) provides the end-to-end Revenues and Benefits service for South Holland, East Lindsey and Boston Borough Councils within the South and East Lincolnshire Councils Partnership (SELCP).

In recent years, demand for support has risen sharply due to the economic impact of COVID-19, migration from legacy benefits to Universal Credit and growing customer vulnerability.

Automation had already been embedded within PSPS's core processing systems, but this still left high volumes of Universal Credit Data Share (UCDS) records requiring human processing, taking around nine minutes each.

This created a clear opportunity to use robotic process automation as the next step to improve efficiency.

Two delivery options were considered: developing an in-house system or adopting a managed service using Blue Prism technology.

The managed service model was chosen for its proven experience in local government and ability to implement at pace.

Set-up and implementation took just four months, with the solution going live in August 2024. Since launch, over 30,000 UCDS records have been processed automatically, saving nearly 5,000 hours of human effort.

Between April and September 2025, 98,000 UCDS records were received: 64 per cent handled through automation, 15 per cent through robotics, leaving only 20 per cent requiring manual input.

Further opportunities are now being explored, including robotic processes for account monitoring and invoice processing, expected to save additional time and improve consistency.

This project shows how automation can deliver measurable results, improving efficiency, saving staff time and supporting a sustainable, modern Revenues and Benefits service. LGR presents an opportunity to combine partnership working with automated systems, such as those being used by SELCP and PSPS to create a more productive, effective and efficient **Greater Lincolnshire**.

CASE STUDY

GRANTS4GROWTH AND GROWTH HUB



Unlocking investment and innovation through shared sub-regional business support

Small and medium-sized enterprises (SMEs) across South and East Lincolnshire are critical to the local economy, yet many face persistent barriers to investment, innovation, and productivity.

Fragmented support systems and limited access to finance or tailored advice have historically held back growth – particularly in rural and coastal areas where businesses often lack specialist expertise.

To address this, the South & East Lincolnshire Councils Partnership (SELCP) launched the Grants4Growth and Advice4Growth programmes, funded initially with over £2 million from the UK Shared Prosperity Fund (UKSPF) in 2022.

The scheme provided both capital and revenue grants alongside dedicated business advisory support across Boston, East Lindsey, and South Holland.

In 2023, Growth Advisers were introduced to offer tailored, one-to-one guidance in areas such as sales and

marketing, HR, and business resilience. The success of the model led to a further £1.72 million being secured in 2025 to extend the programme.

Between 2023 and 2025, over 120 local businesses reported measurable productivity improvements, and more than 90 firms expanded into international markets.

Together, Grants4Growth and Advice4Growth have supported nearly 9% of the local business base across multiple sectors including manufacturing, construction, and the visitor economy.

This model demonstrates how shared sub-regional delivery can harness economies of scale, local intelligence, and specialist expertise to accelerate business growth.

Under **A Greater Lincolnshire for All**, this approach could be expanded across Greater Lincolnshire ensuring every business, regardless of location, can access the support and investment it needs to thrive.

“This model makes... ‘total geographical and logical sense’”

Leading member of the business community



Grantham Station on the East Coast Main Line offers fast, direct connections between London and Edinburgh, combining historic charm with modern facilities and linking Lincolnshire to destinations across the UK.

A model that keeps rural economies in focus

While the South is defined by its agricultural heartland, both proposed councils include significant rural economies that must remain visible and supported.

In the South:

The five southern districts share a strong rural character, with dispersed settlements, land-based industries and specific connectivity and workforce needs.

A Southern unitary council enables:

- Dedicated support for farming, food production and land-based innovation
- Investment in rural mobility and digital infrastructure
- Economic planning that reflects the needs of villages, market towns and rural SMEs

In the North:

Despite containing industrial and urban centres, the northern unitary also includes extensive rural areas, especially in West Lindsey and parts of North Lincolnshire. This diversity requires:

- Balanced economic development that supports both industry and rural enterprise
- Place-sensitive investment that reaches smaller rural communities alongside larger urban centres

This structure avoids rural economies being marginalised within large, centralised structures, ensuring they continue to contribute to and benefit from Greater Lincolnshire's economic growth.

Planning that understands business needs

Unitary councils closely connected to their local economy and sectoral strengths can provide more effective, responsive planning support.

Whether it's land-based agri-food production in the South or industrial and logistics developments in the North, a locally rooted planning authority is better placed to assess investment proposals quickly, understand the specific requirements of different sectors and work collaboratively with businesses to navigate regulatory processes.

A Greater Lincolnshire For All's engagement feedback demonstrated this opportunity, highlighting the needs and opportunities related to multiple Royal Air Force bases spread across multiple current district areas.

A proud part of our history, Greater Lincolnshire continues to be a solid and growing base for the Royal Air

Force. Conversations with stakeholders highlighted the support needed and the significant opportunity available for strategic collaboration and partnership. Cross-cutting challenges affecting growth include housing, education and employment.

The training academy being developed at RAF Cranwell is one example of where connected collaboration and responsive support would be beneficial, with the Academy likely to have a huge impact on visitor numbers, and bring significant employment to the area.

The new unitaries would be able to encourage strategic and responsive support across sectors such as this one. A tailored approach will reduce delays, encourage sustainable growth and ensure that planning policies actively support the economic ambitions of the area.

A business-ready model for a modern economy

The **Greater Lincolnshire for All** balanced model delivers:

- Local government that understands its business base
- Clearer economic identities and sector strategies
- Better infrastructure decisions, made closer to the ground
- More responsive engagement with employers and SMEs
- A stronger foundation for investment, innovation and

inclusive growth

- Support for both rural and urban business communities

This is a place-based approach to economic development, locally responsive but strategically aligned and built to deliver.

It reflects the ambition, diversity and potential of Greater Lincolnshire's economy, and gives businesses the certainty, tools and leadership they need to thrive.

A Greater Lincolnshire for business: our commitments

We want to make Greater Lincolnshire the best place to do business in the UK, from start-ups to established multinationals.

A Greater Lincolnshire for All will champion what's best for business and deliver action that enables growth and uptake of opportunity at every stage.

Supporting Growth

Each new unitary authority will back its key industries with targeted business support, workforce development and innovation opportunities aligned to their needs

Investment to Create Opportunity

We will invest in transport, freight, and digital infrastructure to remove barriers to growth - cutting travel times, improving market access and helping businesses to operate more efficiently across Greater Lincolnshire

Working Better Together

Streamlined local government will mean easier access to vital information and decision-makers, faster planning processes, clearer procurement routes and a stronger collective voice for business

Growth Without Boundaries

Business doesn't stop at council boundaries. Our model ensures Greater Lincolnshire can work effectively with neighbouring regions, support rural and coastal industries and better attract big investments that reach every part of our area - urban and rural, large and small

PLEDGES
for Business

"A joined-up approach to economic development would make a big difference for local businesses."

Chamber of Commerce

F. CHILDREN'S SERVICES

Enabling children to flourish

Our two balanced councils will put children and young people at the heart of **A Greater Lincolnshire for All**.

This proposal seeks to create inclusive communities where every child is safe, supported and given the chance to flourish and thrive.

By making sure children and families receive the right support and care at the right time, we will help children reach their potential, while also securing better value for public money.

Currently the three councils with children's services

responsibilities are well led and already deliver good outcomes for children and young people. Local Government Reorganisation is a real opportunity to realign methodology region wide to create two stronger new authorities, embedding early help, prevention and community focussed working to bring true impact to children and families.

Our place-based model will build on the strengths of all three services, drawing on community assets and existing partnerships, and integrating localised approaches to achieve even better outcomes for children across Greater Lincolnshire.

The current context

Children's services across the country face growing pressures from rising demand and costs for children in care and those with Special Educational Needs and Disabilities (SEND).

Local data shows that even where costs are lower than average, high demand puts acute pressure on budgets, and this challenge is only increasing.

In Lincolnshire County council area, despite statistically lower costs and demand than neighbours, the Council themselves have stated that:

"there are considerable financial risks relating to the consistent growth in the level of demand and the

additional reserve usage remaining in the current year. Lincolnshire is now at an imminent risk of going into a DSG deficit".

These pressures are both a local and a national challenge, and it is recognised that solutions will require government support.

The Children's Social Care Reforms and anticipated SEND White Paper are important steps in providing direction and easing cost pressures.

Our plans for children's services will align with these national reforms, ensuring that local developments are both sustainable and responsive to government priorities.

Better for everyone: co-designing our new service

The strengths of the three current children's services authorities will be integrated into two new, co-designed services.

All three children's services are high-performing, with Ofsted ratings of Good or Outstanding under the Inspection of Local Authority Children's Services (ILACS) framework.

This is an opportunity to build on these collective strengths while valuing the individual contributions of each authority.

Together, this will create the foundations for an improved practice model, building a strong, consistent "front door", and prioritising early help, support and better outcomes.

This is not simply about scaling up what already exists – it is about co-designing services that work better for every child and family. Collaboration and co-production will be key principles of our approach.

Children and young people will be involved throughout the design of new services and, importantly, their evaluation.

This is essential to ensure that their hopes and aspirations are incorporated into models of delivery, and that services truly meet their needs.

As part of this process, we will align our work with children and young people's councils, including Children in Care and Care Leavers, as well as children and young people with SEND.

The Parent Carer Forum (PCF) will also be a key partner in co-developing SEND approaches with the new councils.

Representative councils, including Schools Forums, will also be connected to Neighbourhood Area Committees, ensuring they have a voice in local issues important to children and families.

Accelerating improvement for children North-East Lincolnshire's children's services

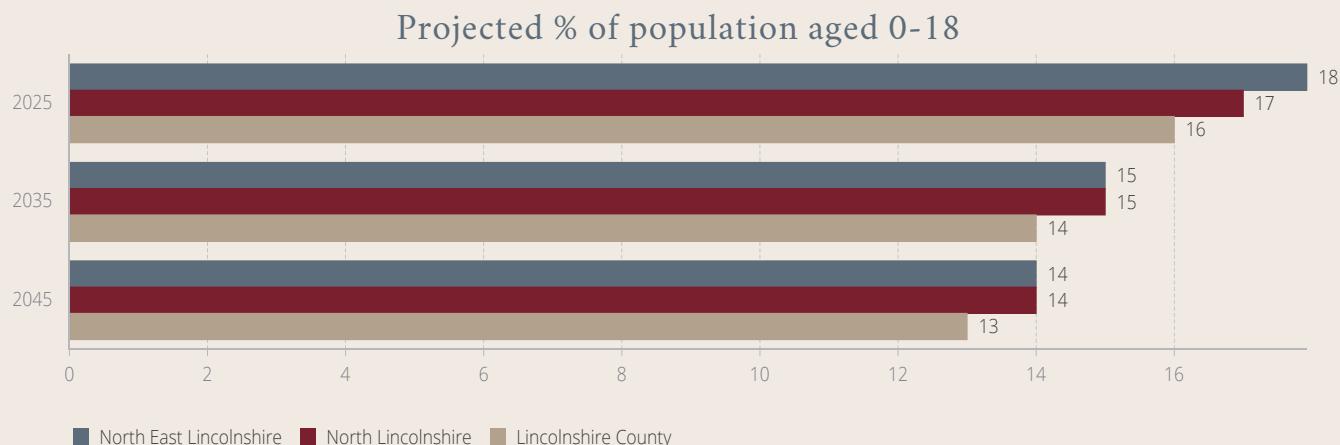
North East Lincolnshire Council achieved one of the fastest service turnarounds in the country, transforming from Inadequate (2021) to Good overall, with one Outstanding area, by September 2025.

Commissioner Anthony Douglas described the service as “unrecognisable,” crediting strong political, managerial and partner collaboration.

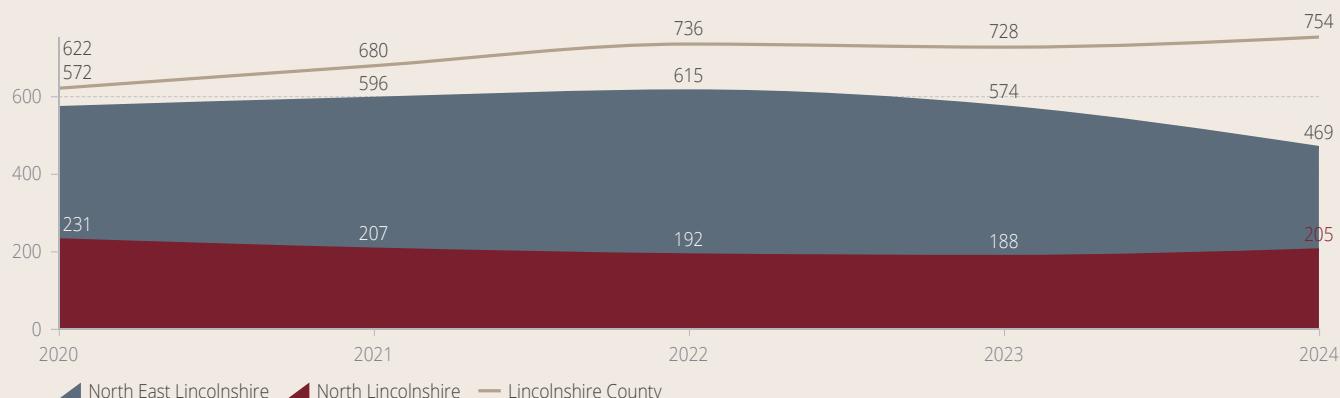
This success shows that the leadership, partnership, and shared learning is in place to deliver excellence at scale for the new Northern Lincolnshire unitary. It provides a strong foundation for **Greater Lincolnshire for All** – with leadership and teams in place ready to ensure that children and families across Greater Lincolnshire benefit from consistently high-quality, connected support.

Children's services – key metrics

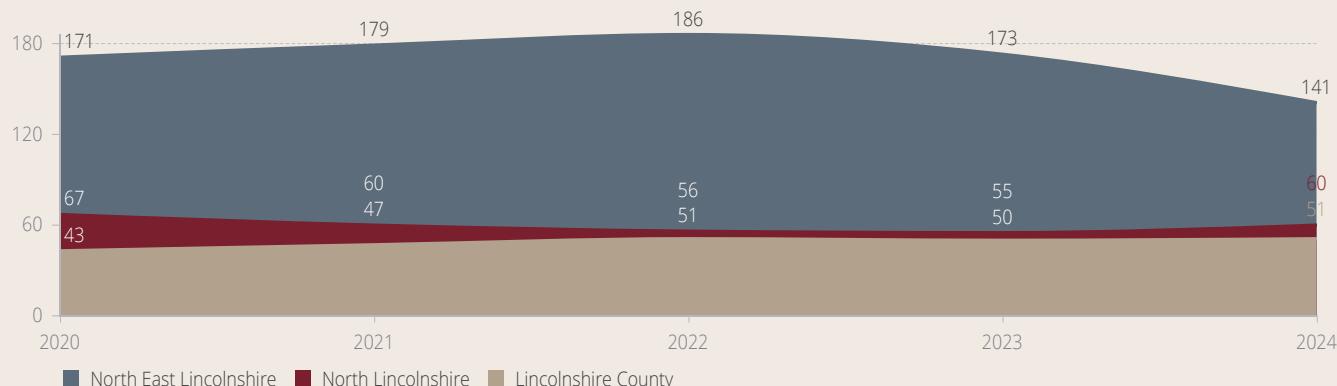
Source: ONS



Total number of children looked after at 31 March each year



Children looked after at 31 March each year, rate per 10,000 children aged under 18 years



CHILDREN LOOKED AFTER: AT A GLANCE

	Lincolnshire County Council	North East Lincolnshire	North Lincolnshire
Rates per 10,000 children	43% lower than statistical neighbours (SN) and 37% lower than the England average (rates are relatively stable across last 3 years)	25% higher than statistical neighbour (SN) and 100% higher than England average	29% lower than statistical neighbour (SN) and 18% lower than the England average
LAC S251/Outturn Weekly Cost	33% lower than the SN average and 32% lower than the England average	7% lower than the SN average and 18% lower than the England average	23% lower than the SN average and 28% lower than the England average
Residential Care S251/Outturn weekly unit costs	17% lower than the SN average and 22% lower than the England average	14% lower than the SN average and 4% lower than the England average	38% lower than the SN average and 35% lower than the England average
Additional Comments	Whilst residential unit costs are lower, these are increasing, with the service seeing a rise from £4150 in 2021/22 to £5300 in 2023/24, adversely impacting budgetary pressures/growth	7% lower than the SN average and 18% lower than the England average	23% lower than the SN average and 28% lower than the England average

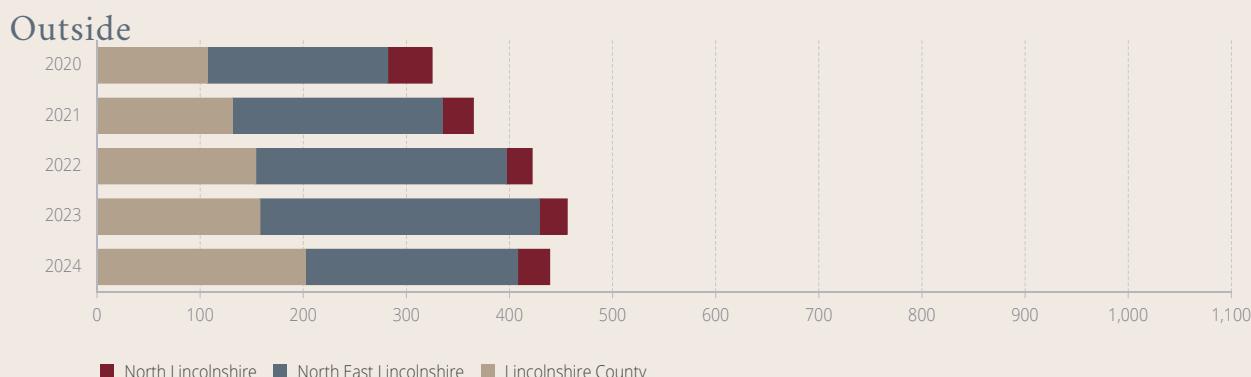
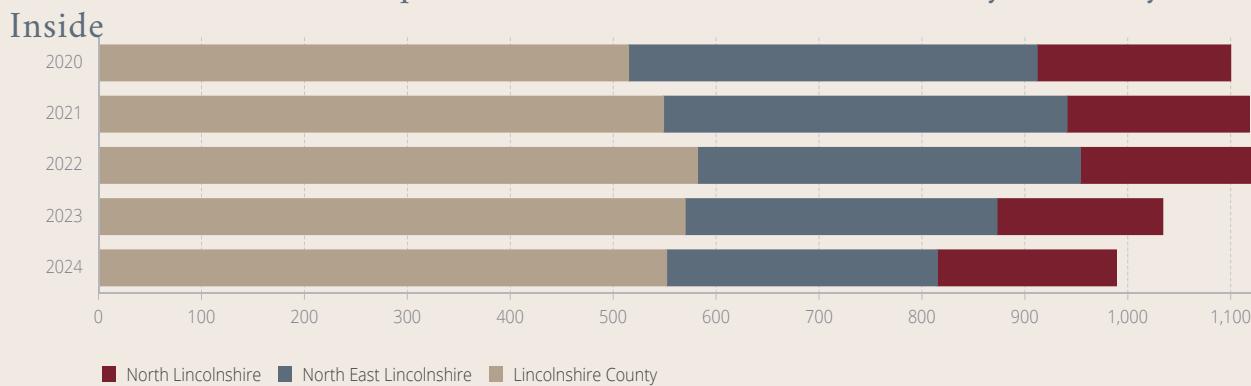
LA children externally placed within the local authority boundary



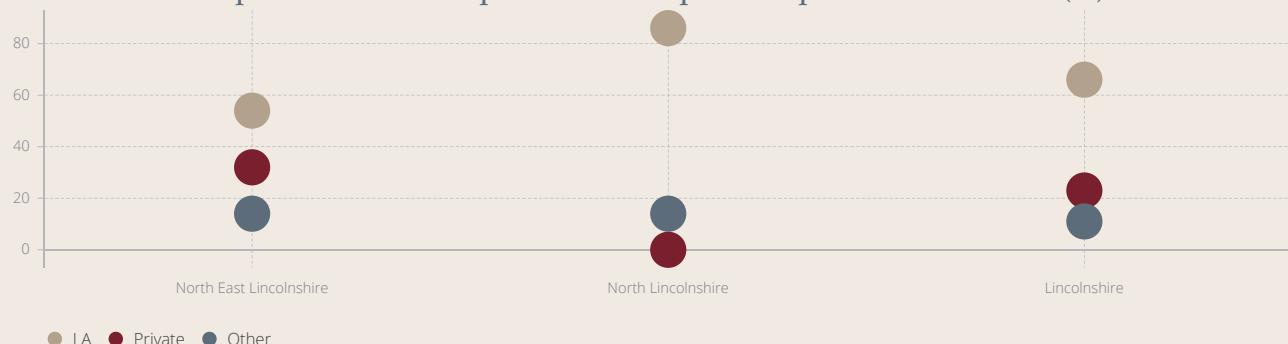
NOTE:

S251: education and children and young peoples services budget statement, required under Section 251 of the Apprenticeships, Skills, Children and Learning Act 2009

Children placed inside vs outside local authority boundary



Place providers: own provision vs private provision : 2024 (%)



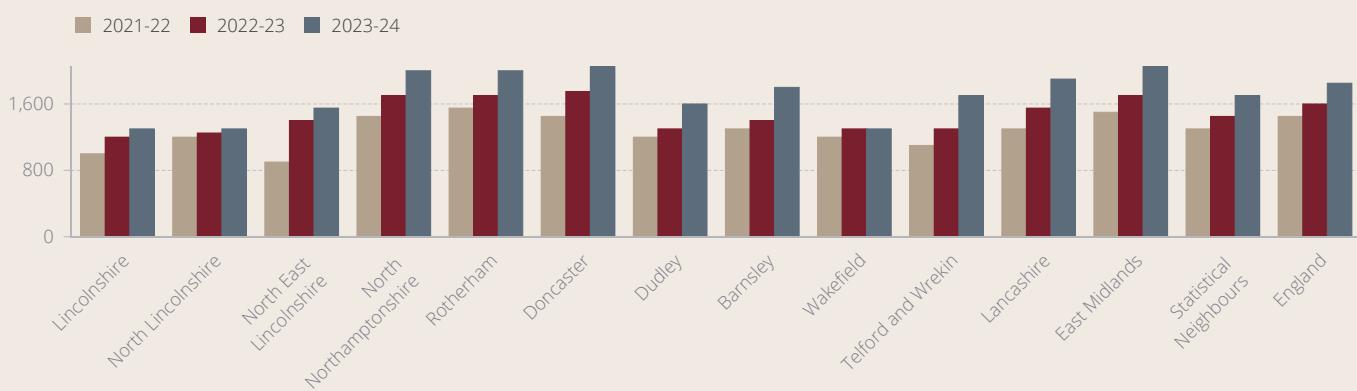
EHCP & SEN AT A GLANCE			
	Lincolnshire County Council	North East Lincolnshire	North Lincolnshire
% pupils with EHCP	Has a higher percentage of Pupils with an EHCP at 6.1% versus SN at 5.5% and England average of 5.3%	Are higher than SN at 5.9% versus 5.6% and England average 5.3%	Are in line with both SNs and England average
% pupils in receipt of SEN support	% is line with both SN and England averages	% is below both SN and English averages; 13.6% versus 14.9 SN and 14.2 England average	Are in line with both SNs and England average
Appeal rates to SEND tribunal	Appeal rates to SEND tribunal have increased for Lincolnshire CC, but they are below both SN and England averages	Tribunal rate is low in NE Lincolnshire at 0.5%	Tribunal rate is low in North Lincolnshire at 0.5%
SEN S251/ Outturn weekly cost	8% lower than the SN average and 5% higher than the England average	7% higher than the SN average and 9% lower than the England average	24% higher than the SN average and 18% higher than the England average

NOTE:

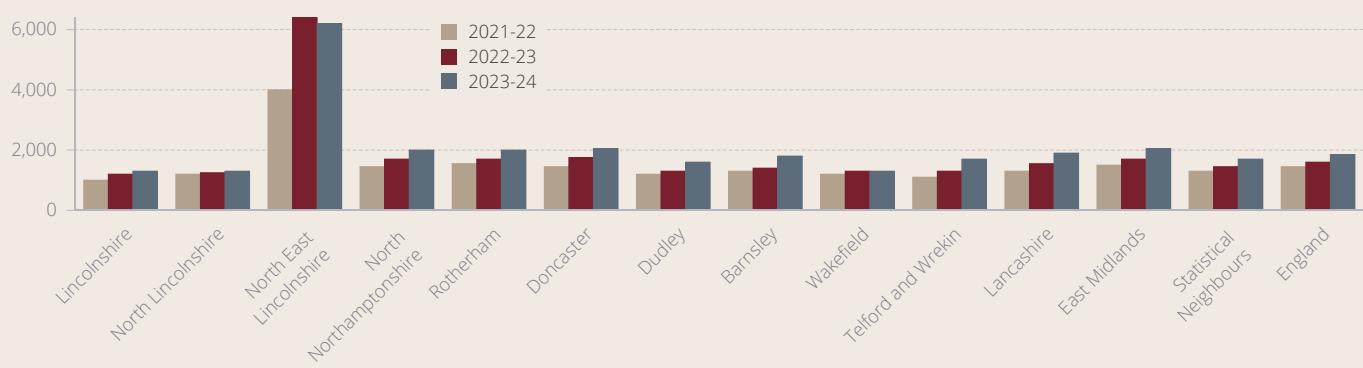
SEN: Special Educational Needs

Social Work S251/Outturn weekly unit costs	35% higher than the SN average and 24% higher than the England average	Are 9% lower than the SN average and 6% lower than the England average	Are 17% lower than the SN average and 9% lower than the England average
Fostering S251/ Outturn weekly costs	27% lower than the SN average and 29% lower than the England average	Are 3% higher than the SN average and 3% lower than the England average	Are 11% lower than the SN average and 17% lower than the England average
Additional comments	<p>SEN is a key issue: higher weekly costs driven by higher numbers of EHCPs</p> <p>Workforce costs are significantly higher than SN and England for social workers: unit costs are £205, vs SNs £152, and England £165</p> <p>Published 2025/2026 budget shows overspend of £12.9m (available reserves at £13m)</p>	<p>DSG has a cumulative deficit. March 2025 shows £11.9 cumulative DSG deficit; £7.75 High Needs overspend 2024/2025</p> <p>There is a risk to the future financial sustainability of North-East Lincolnshire given its size and its ability to manage the impact of rising costs and rising demand</p>	<p>While Costs for LAC are low, there is a consideration of whether the size makes them able to withstand future financial pressures, especially in SEND</p> <p>There is a risk to the future financial sustainability of North Lincolnshire given its size and its ability to manage the impact of rising costs and rising demand</p>

LAC S251/outturn weekly cost



Residential care S251/outturn weekly unit costs



A new approach: principles for service delivery

▪ Right care, right time, right team

Timely access to the right professionals to prevent escalation of need

▪ Prevention-first

Proactive support in communities to promote independence and resilience

- **Team around the child and family**
Reducing handoffs and ensuring continuity. Building family based decision making into our model
- **One front door**
A single point of contact, triaging contacts across Children's services
- **A skilled, permanent workforce**
Supported by shared learning and professional

development, recruited for the two new councils, from the existing teams across Greater Lincolnshire

- **Maximising technology**
For the benefit of children and families
- **Inclusion and safeguarding**
Ensuring every child is safe, supported and included across the social care and education system

A community-centred, prevention-first model

The proposed model is underpinned by a shared commitment to early intervention, strengths-based practice and integrated, multi-agency delivery within communities.

The financial sustainability of the new councils will depend on clear plans to manage the pressures in children's social care and special educational needs.

A community-based locality model, which builds on the principles of system leadership and partnership, will put the councils in the best possible position to succeed and improve outcomes for children and young people. It is essential that the model recognises strengths within the

family and community, and brings with it the financial benefits of this model.

Our commitment to early help and prevention across both the Children Looked After (CLA) and Special Educational Needs and Disabilities (SEND) agenda will mean more children have their needs met earlier and at an appropriate time, preventing escalation of need.

Both councils will also develop an Edge of Care service to prevent children becoming looked after and placement breakdown.

Building effective partnerships

Supporting children to be safe, raise their aspirations and achieve their potential depends on strong, effective partnerships. Our Safeguarding Children Partnership and the Children and Young People's Partnership will provide clear strategic and operational leadership to ensure these ambitions are realised.

We will continue to work together throughout the transformation journey, co-designing approaches that enable more children and families to flourish and thrive.

For the most vulnerable children, closer partnership with the Integrated Care Board and health colleagues is essential. In both Special Educational Needs and Disabilities (SEND) and Children Looked After (CLA), there is scope to strengthen joint approaches, improve outcomes and share costs more effectively across agencies.

Early learning from the Regional Care Cooperatives (RCCs) shows the value of joined-up commissioning for children with the most complex lives. As this is a clear government priority, we expect our two new councils to lead this work, delivering benefits both locally and regionally.

Schools are pivotal partners. Engagement with Schools Forum Leaders from all three current council areas has shown strong local commitment to improving outcomes and shaping better systems.

There is clear potential to improve shared arrangements and collaborate on the redesign of an inclusive education model across Greater Lincolnshire. This is particularly relevant in the area of SEND, and we anticipate collaboratively working with schools leaders to develop a stronger and more inclusive education system, which will support more children with SEND to be educated within Greater Lincolnshire.

We will also explore opportunities to strengthen joint working with housing for care leavers, expand appropriate in-house residential provision, and develop a more inclusive model of education.

Through collaborative working across councils, schools, health and housing, we will introduce strategic changes that deliver long-term benefits for children and young people in Greater Lincolnshire.

We will also prioritise a strong recruitment and retention of foster carers strategy, aiming to generate more local

"Joined-up services matter more to people than the number of councils delivering them."

Resident, virtual session



Louth is a charming market town, nestled at the foot of the Lincolnshire Wolds, with its bustling market square surrounded by historic buildings and independent shops.

interest and support for fostering, so more children can be kept closer to home and looked after within their own communities.

This will include a campaign for local families to come forward to be foster carers for our children. In addition, we will consider the development of improved placement sufficiency arrangements, including our own in house residential provision.

Our place-based model will enable more children to be cared for within 20 miles of home, improving outcomes for children and reducing costs. We will also positively engage with Regional Care Collaboratives to reduce reliance on the independent market.

Partnerships with VCSE organisations are also crucial in providing place-based support for families. Our locality-based model will enable strong partnerships with local organisations, in order to provide services that are accessible, clearly understood and meet need.

Boston, East Lindsey and South Holland Councils already have close, active relationships with local charities, community organisations and service providers on the ground.

This strong foundation across all areas will enable deeper connections with families and partners, ensuring services are rooted in local realities and better able to improve outcomes for children and young people.

Investing in our workforce

Strong leadership and a skilled workforce are the foundations of achieving better outcomes for children and young people. Effective partnerships depend on executive and officer leadership that can balance ambition for children and families with the financial challenges councils face.

We will recruit an experienced leadership team to work alongside a committed Lead Member for Children's Services and wider cabinet members. Together, they will provide the stability, oversight and prudent financial decision-making needed to sustain improvement and protect frontline services.

Our greatest asset is our staff. The outcomes we achieve for children are realised through their skills, commitment and relationships. We will build our new model with the stable workforce that exists across the three authorities. We will continue to engage our workforce, invest in their development and support them with high-quality

continuing professional development (CPD).

We recognise the current workforce challenges, including reliance on agency staff and difficulties recruiting and retaining both social workers and educational psychologists.

Agency staff are around 30% more expensive than permanently employed staff members but, crucially, continuity of staff is better for the outcomes of children and families. To address this, we will develop a "grow your own" academy model, working with Russell Group universities to attract, train and retain the most skilled and committed staff.

This investment will ensure a resilient workforce of the highest calibre, equipped to deliver consistent quality and improved outcomes for children across Greater Lincolnshire.

Maximising technology for the benefit of the child

Building on the recognised strengths of the existing children's services and our community-based approach, we will explore the benefits of technology and AI.

Early pilots of AI are highlighting benefits to practise,

social worker time with children and reduction of costs.

Key leaders and strategic partners will incorporate these opportunities into the redesign of services and aligning them with the wider children's social care reforms.

NOTE:

To support the development of the Children's and Adults sections we engaged John Macilwraith to advise us.

John is an experienced Director of Children's Services (DCS) and previous Director of Adults Services (DAS) with a track record of managing social care services pre and post re-organisation.

John has previously worked as DCS in Sheffield, Cumbria and Buckinghamshire and has recently been appointed as DCS in Dudley.

CASE STUDY

DONCASTER'S EARLY HELP STRATEGY



Building Family Resilience through Partnership and Prevention

Doncaster faced the complex challenge of strengthening family resilience, improving early intervention, and reducing escalation to statutory services. Fragmented support systems risked duplication, while families often had to tell their story multiple times. The council and its partners recognised the need for a cohesive, whole-family approach that placed prevention, accessibility, and trust at the centre of support.

Launched in 2022, Doncaster's Early Help Strategy (2022–2025) sets out four priorities: building family resilience, strengthening community networks, embedding collaborative leadership and supporting a confident, skilled workforce. The model brings together Family Hubs, Your Place Centres, community organisations, schools and health partners through a single framework of early intervention.

A strong governance structure links Early Help directly with the Health and Wellbeing Board and Safeguarding

Partnership, ensuring accountability and coordination. Over 6,000 families were supported in 2023–24 through local triage and Family Hubs, with 9 out of 10 families showing measurable improvement on the Family Star outcomes.

Families reported greater confidence, stronger relationships and improved wellbeing. 98% of families described their experience of Family Hubs as positive, and 94% felt their needs were met. The Local Government Association praised Doncaster's model for “inspirational leadership” and “embedded partnership working.”

Doncaster's Early Help approach shows how coordinated, whole-family, place-based support can deliver measurable improvements in wellbeing and resilience. It provides a tested framework for how **A Greater Lincolnshire for All** could integrate family support, local networks and prevention across the system from day one.

CASE STUDY

EXPLORING AI AND DIGITAL INNOVATION IN CHILDREN'S SERVICES



Exploring technology and AI to improve efficiency and free up time for frontline care

Children's Services across the country continue to face high administrative demand, heavy caseloads and increasing pressure on social worker capacity. Time spent recording, collating and uploading notes can take hours each week, limiting the direct time practitioners have with children and families. These pressures also increase reliance on agency staff, adding cost and reducing continuity of care.

Learning from innovation elsewhere, several councils are piloting new digital and AI-enabled tools to reduce administrative burden and improve data quality. In Buckinghamshire and Hartlepool, pilots of Magic Note, a voice-to-text tool that captures and structures case notes for upload into children's records, showed early promise. Feedback from social workers indicated that the tool saved around four hours per week, freeing up time for

meaningful direct work with families.

Similarly, North Yorkshire Council is developing the use of AI to interrogate multiple child record systems, generating chronologies and pulling data across platforms in seconds rather than hours.

Both pilots demonstrate that digital tools can improve efficiency, data accuracy and staff wellbeing, while reducing reliance on agency workers.

A Greater Lincolnshire for All will embrace responsible innovation, exploring technologies like AI and Magic Note to improve efficiency, accuracy and social worker time with children. This forward-looking approach will strengthen frontline practice, improve outcomes and ensure public services evolve with the needs of families.

CASE STUDY

RE-ALIGNING BUCKINGHAMSHIRE CHILDREN'S SERVICES



A joined-up approach giving care leavers greater stability and independence

Before reorganisation in 2020, Buckinghamshire's Children's Services operated between the county and four district councils. This fragmentation created inefficiencies and inconsistency when supporting young people leaving care.

Each organisation had its own procedures, timescales and points of contact. Negotiating accommodation for care leavers often led to delays, strained relationships and higher placement costs, leaving young people facing uncertainty at a critical stage of their lives.

The move to a unitary authority in 2020 brought housing and children's services together under one council, enabling a single, joined-up system for housing and children's support.

An internal operational group was established to coordinate care leaver housing, streamline communication and remove bureaucratic barriers. This

integration meant social workers, housing teams, and finance colleagues could make faster, collective decisions in the best interests of young people.

The new structure reduced delays and improved stability for care leavers, giving them the opportunity to secure long-term, independent housing. The approach also achieved financial savings of around £1,000 per week per care leaver, by reducing the need for high-cost temporary accommodation and duplicated support.

Buckinghamshire's experience demonstrates how joining up services under a single unitary structure can simplify systems, strengthen partnerships and deliver both better outcomes and better value.

It provides a clear precedent for how **A Greater Lincolnshire for All** can enhance integration and efficiency for vulnerable children and families.

Our commitment to children, families and adults

We're not simply carrying over what already exists.

This is our opportunity to build something better, merging three existing services into two new ones, bringing the strengths of the present together, to build a

better, more sustainable future for every resident, every community and every part of Greater Lincolnshire.

In line with the pledges of **A Greater Lincolnshire for All**, we are committed to:

- ✓ Protecting essential services - keeping children, families and adults supported, safe and well during and beyond transition
- ✓ Listening to local voices - involving communities, service users and frontline staff in shaping the future of care and support
- ✓ Looking after our people - investing in the workforce who care for our residents every day and ensuring their skills and wellbeing are valued
- ✓ Providing better access for all - making it simpler to get the help you need, with clear contact points, joined-up teams and support closer to home
- ✓ Using public money wisely - ensuring every pound makes a difference, with savings reinvested into the services that matter most
- ✓ Putting children and families at the heart - improving opportunities, inclusion and support for every child, whatever their starting point
- ✓ Delivering in partnership - working side-by-side with health, education, Police, voluntary groups and others to create joined-up solutions that work
- ✓ Connecting communities and services with localised governance through our Neighbourhood Area Committees
- ✓ Keeping decisions local - ensuring services reflect the needs of each place, with accountability rooted in our communities

PLEDGES
Children, Families & Adults

This is a commitment to fairness, quality and care ensuring that no matter where you live, you can expect the same high standards of support and opportunity.

Because every resident, in every part of Greater Lincolnshire, deserves services they can trust and a council that puts people first.

G. ADULT SOCIAL CARE

A Greater Lincolnshire for All will build an adult social care system that is preventative, person-centered and financially sustainable.

By embedding early intervention, place-based decision-making and strong partnerships with health, housing, and the voluntary sector, the two new councils will deliver services that are closer to residents and better aligned to

local needs.

This approach will reduce demand on acute services, strengthen independence and ensure every adult can live well within their community.

The transformation will be underpinned by a unified commissioning strategy, digital innovation and workforce

investment – creating a resilient system able to meet future challenges, deliver measurable savings and support the ambitions of devolution.

Above all, this is about bringing together the collective

strengths of three high-performing councils and realigning them to create two stronger, integrated authorities – capable of delivering consistent, high-quality care for every resident across Greater Lincolnshire.

A new approach: principles for Adult Social care

Our new councils will deliver a modern, prevention-first system that helps adults live well, stay independent and access the right support when they need it.

- **Prevention first**
Act early to keep people well and reduce demand for costly care
- **Support close to home**
Make decisions locally and build services around communities
- **One system of care**
Join up health, housing, care and the voluntary sector for seamless support
- **Independent lives**
Focus on what people can do, not what they can't
- **Strong local partnerships**
Work side by side with the NHS, VSCE, care providers and community groups
- **Confident, skilled workforce**
Value our staff, grow local talent and build long-term stability
- **Smarter care**
Use technology, data and insight to target support and improve outcomes
- **Clear accountability**
Empower local area committees to drive performance and improvement
- **Sustainable investment**
Use resources wisely to deliver lasting impact for residents

Adults Services – current context

Adult social care in Greater Lincolnshire is under pressure. Rising demand, growing complexity and fragmented delivery make reform essential.

A Greater Lincolnshire for All will bring together and realign three high-performing councils into two strong unitaries, delivering consistent, joined-up care rooted in local communities.

Data shows all three existing councils have a high dependency on bed-based care. Not only is remaining safely within their own home often the best outcome for residents, but the dependency on bed-based care carries risk.

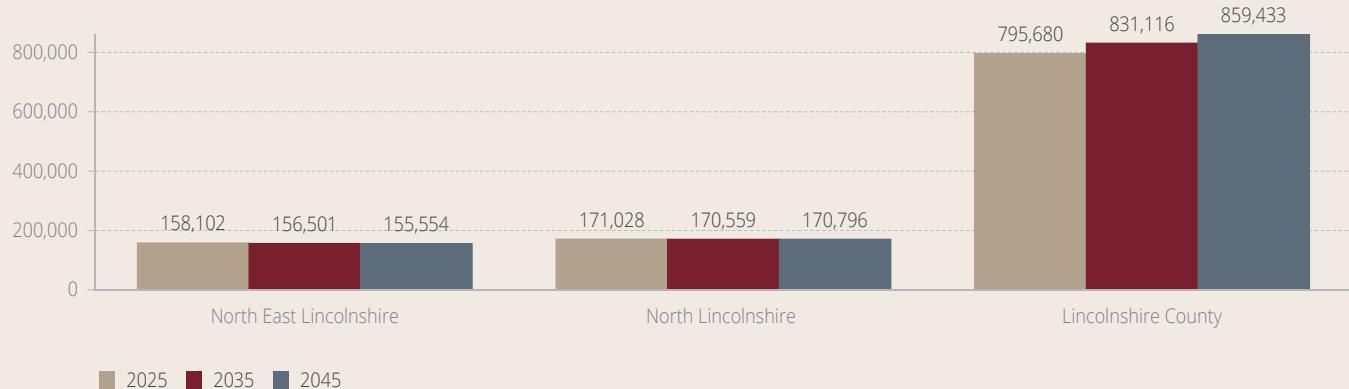
As reported nationally, the care market as a whole is under pressure in terms of attracting good care workers, and there is a risk that either providers will not be able to maintain current low unit costs or provider failure increases.

Local Government Reorganisation must, therefore, be about more than just structure.

It must address these issues, and reorganise Greater Lincolnshire's services with prevention, early help and independence at the heart; seeking to provide the best outcomes possible – with decisions made closer to residents and involving them in services that are shaped around their lives.

Adult Services – key metrics

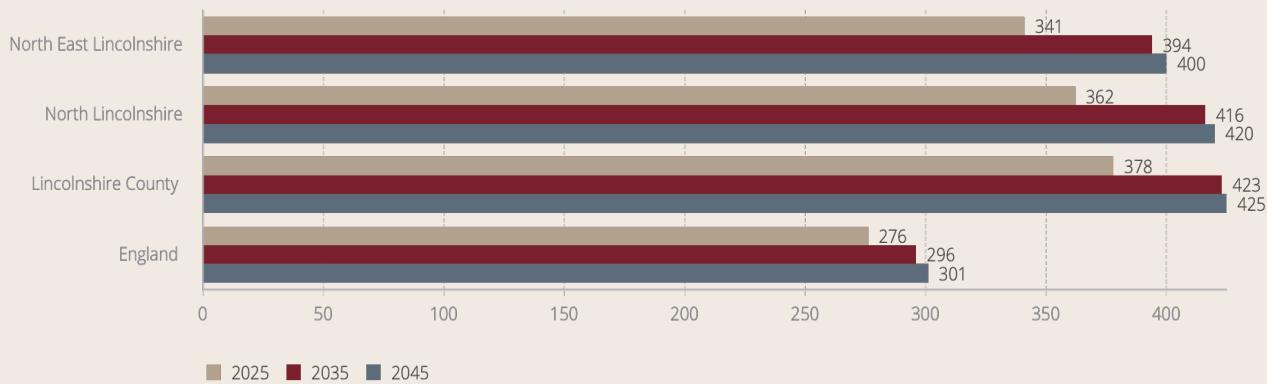
Projected population growth 2025-2045



Source: 2022 SNPP Population Persons: Projected Growth by Age

Old age dependency ratio 2025-2045

old age dependency ratio (number of people of state pension age per 1000 people of working age)



Source: Office for National Statistics - Subnational population projections

Prioritising independent living

The core purpose of Adult Social Care is to support people to live independently in their communities for as long as possible, enhancing wellbeing and quality of life.

Our approach will build on place-based care and community development, underpinned by a strengths-based model that recognises and supports individual potential.

By 2045, the number of people aged 65+ in Greater Lincolnshire is expected to rise by 4.16%. Around a quarter (27%) of those aged 65 or over struggle with everyday activities due to long-term illness and live with two or more long-term conditions.

Without change, this will drive significant cost pressures on residential and nursing care.

We will develop an enhanced, integrated model of care, drawing on our deep understanding of local communities. Evidence shows that investing in independence pays

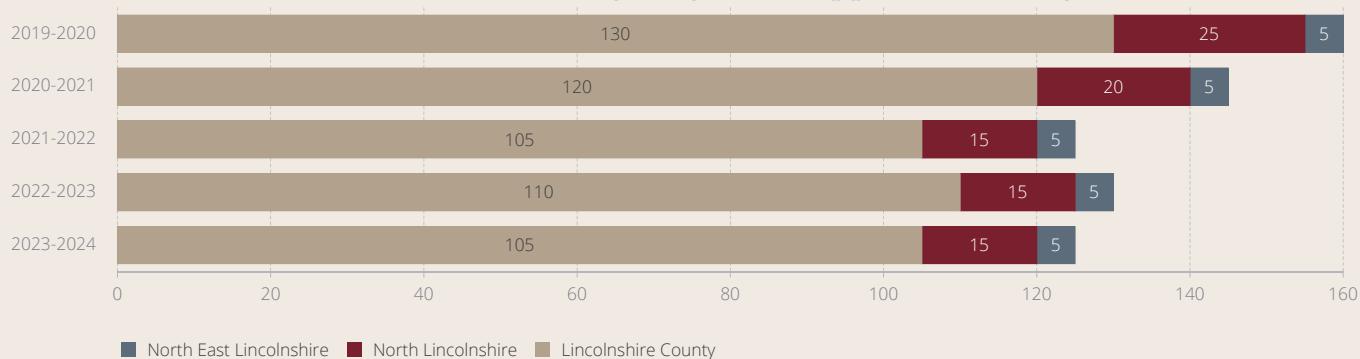
off: for example, 70% of people completing a period of reablement need no further support or a reduced care package, while Extra Care housing can delay or reduce entry into residential care by up to 18 months.

The **Greater Lincolnshire for All** model will embed these approaches and ensure needs are met in the right way and at the right time, improving outcomes for residents while delivering long-term financial sustainability for the councils.

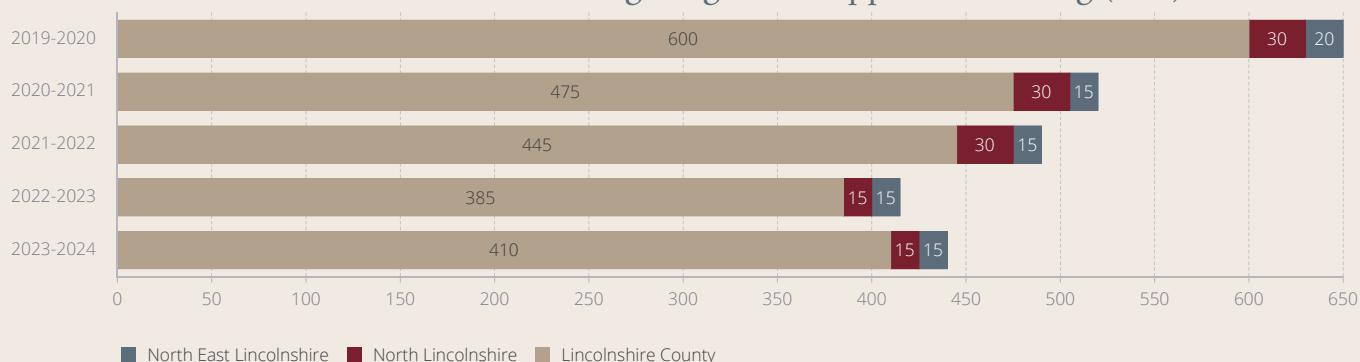
This will enable more responsive, efficient and effective services, delivering long-term cost savings and sustainability for the councils.

Our priority will be to ensure that the residents of our proposed two unitary authorities will live independently, supported by family and friends, within strong and resilient communities, empowering them to make their own decisions to live a fulfilling life.

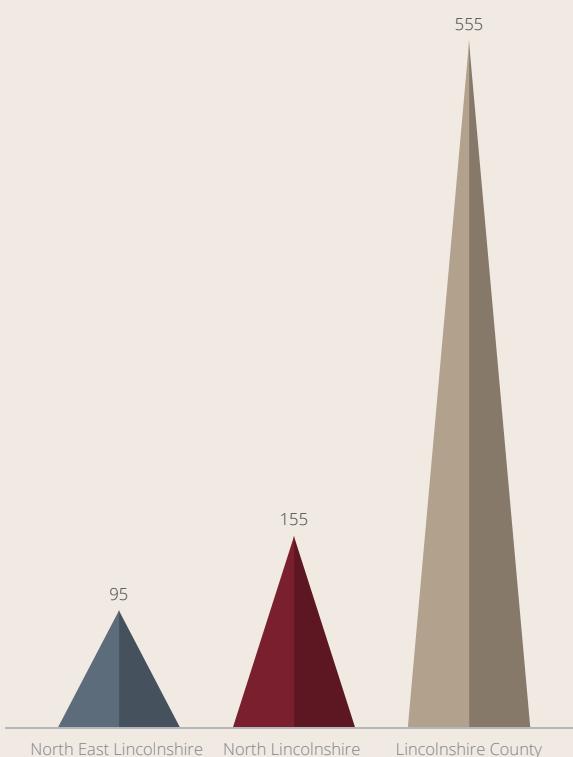
Number of clients accessing long term support – nursing (18-64)



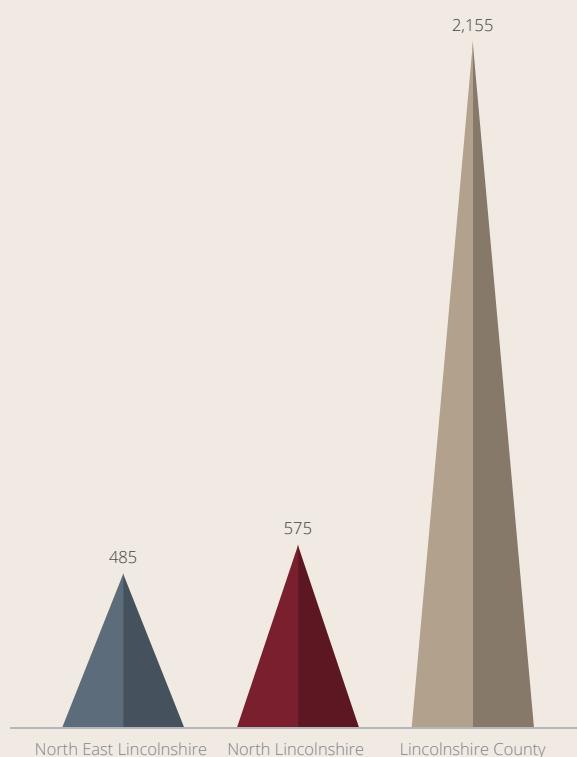
Number of clients accessing long term support – nursing (65+)



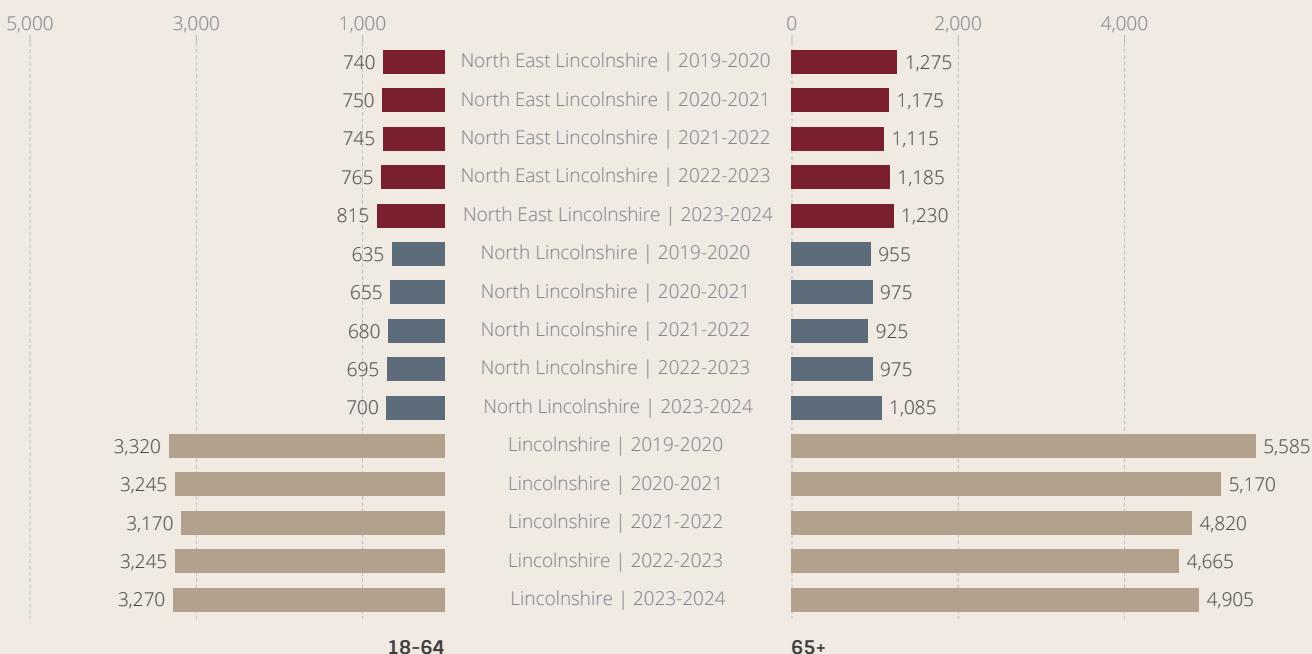
Number of clients accessing long term support – residential (18-64 as of 2024)



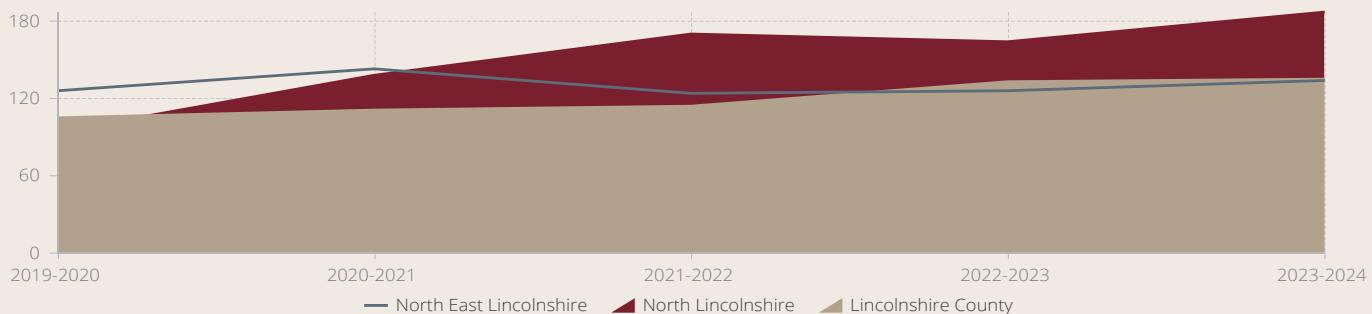
Number of clients accessing long term support – residential (65+ as of 2024)



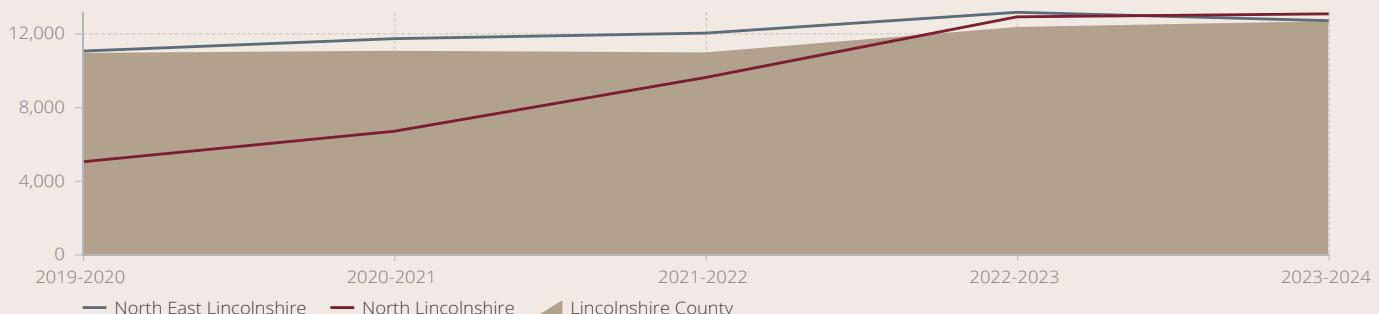
Total number of clients accessing long term support at end of year



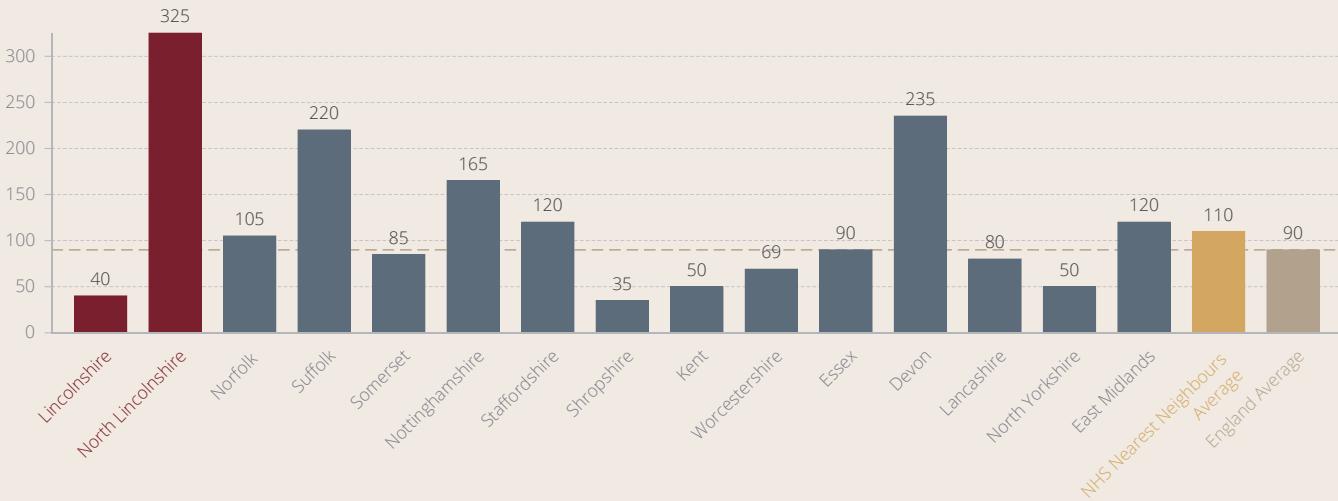
Deprivation of liberty orders: number of individuals that have had at least one application submitted and received by the council during year per 100,000 adults by age group (18-64)



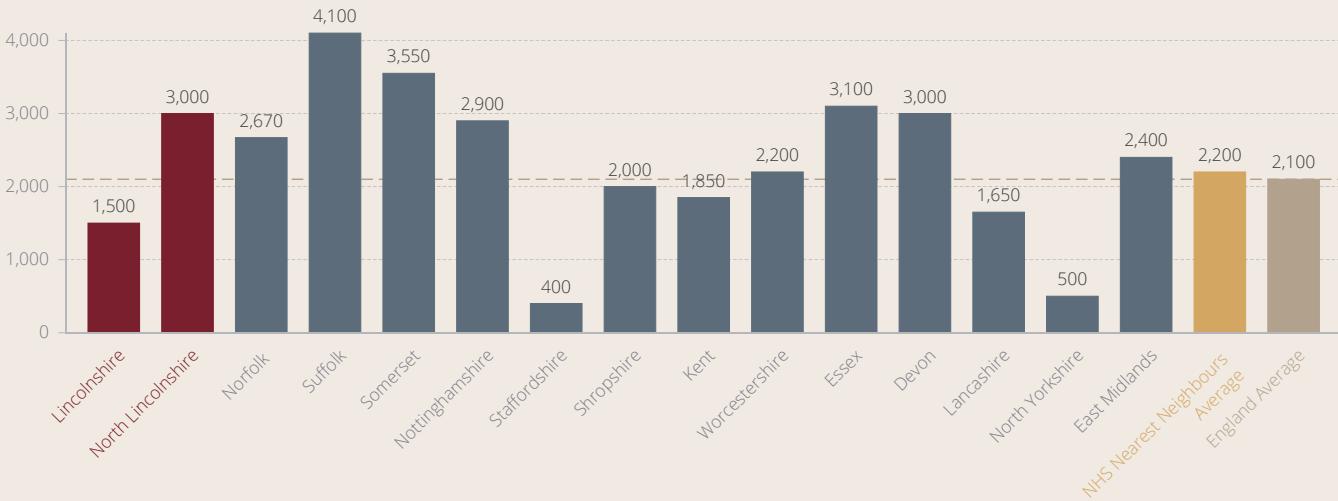
Deprivation of liberty orders: number of individuals that have had at least one application submitted and received by the council during year per 100,000 adults by age group (65+)



Number completed ST MAX from new clients per 100,000 of the population (18-64)



Number completed ST MAX from new clients per 100,000 of the population (65+)



ADULT SOCIAL CARE DEMAND : WORKING AGE ADULTS AT A GLANCE

	Lincolnshire County Council	North East Lincolnshire	North Lincolnshire
18-64 Requests for support per 100,000 adults	62% higher than NHS nearest neighbour average and 53% higher than England average	15% lower than NHS nearest neighbour average and 13% higher than England average	19% lower than NHS nearest neighbour average and 12% lower than England average
Average long term care cost per person receiving long term care (at end of year)	£33,978	£34,744	£33,326
18-64 Homecare service users per 100,000 adults (long term care in the community)	10% lower than NHS nearest neighbour average and 10% lower than England average	21% higher than regional average and 22% higher than England average	21% lower than NHS nearest neighbour average and 15% lower than England average

18–64 Residential service users per 100,000 adults	17% higher than NHS nearest neighbour average and 36% higher than England average	16% higher than NHS nearest neighbour average and 14% higher than England average	65% higher than NHS nearest neighbour average and 76% higher than England average
18–64 Nursing service users per 100,000 adults	44% higher than NHS nearest neighbour average and 28% higher than the England average	80% lower than NHS nearest neighbour average and 72% lower than England average	12% lower than NHS nearest neighbour average and 17% lower than England average
18–64 Renablement: ST-MAX from new clients, per 100,000 population	63% lower than the NHS nearest neighbour group average and 51% lower than the England average	52% lower than NHS nearest neighbour group average and 40% lower than England average	422% higher than NHS nearest neighbour group average and 301% higher than England average
Additional comments:	High proportion of children with EHCPs and SEN support plans will transition into pressure in 18–64 ASC; without strengthened community offer, these adults will end up in long term residential placements or high cost supported living		

ADULT SOCIAL CARE DEMAND: OLDER ADULTS AT A GLANCE

	Lincolnshire County Council	North East Lincolnshire	North Lincolnshire
65+ requests for support per 100,000 adults	33% higher than the NHS nearest neighbour average and 28% higher than England average	8% higher than NHS nearest neighbour average and 26% higher than England average	18% lower than NHS nearest neighbour average and 12% lower than England average
Average long term care cost per person receiving long term care (at end of year)	£23,749 24% (£7,501) lower than NHS nearest neighbour average and 17% (£4,817) lower than England average	£21,896 8% (£1,876) lower than NHS nearest neighbour average and 23% (£6,670) lower than England average	£25,904 11% (£3,363) lower than NHS nearest neighbour average and 9% (£2,662) lower than England average
65+ Homecare service users per 100,000 adults (long term care in the community)	22% lower than NHS nearest neighbour average and 43% lower than England average	14% lower than NHS nearest neighbour average	29% lower than NHS Nearest Neighbour average and 42% lower than England average
65+ Residential service users per 100,000	29% higher than NHS nearest neighbour average and 21% higher than England average	5% higher than NHS nearest neighbour average and 50% higher than England average	48% higher than NHS nearest neighbour Average and 57% higher than England average
65+ Nursing service users per 100,000	38% lower than NHS nearest neighbour average and 49% lower than England average	88% lower than NHS nearest neighbour average and 90% lower than England average	88% lower than NHS nearest neighbour average and 91% lower than England average
65+ Renablement: ST-MAX from new clients, per 100,000 population	30% lower than NHS nearest neighbour group average and 28% lower than England average	63% lower than the NHS nearest neighbour group average and 62% lower than the England average	52% higher than NHS nearest neighbour group average and 47% higher than England average

Additional comments:	High Residential Care numbers across all ages, with low home care activity, indicates over reliance on bed-based care	High Residential Care numbers across all ages, with low home care activity, indicates over reliance on bed-based care	High Residential Care numbers across all ages, with low home care activity, indicates over reliance on bed-based care
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ADULT SOCIAL CARE SPEND: AT A GLANCE			
	Lincolnshire County Council	North East Lincolnshire	North Lincolnshire
All age: nursing weekly unit costs	35% lower than NHS nearest neighbour average and 31% lower than England average	30% lower than NHS nearest neighbour average and 40% lower than England average	20% lower than NHS nearest neighbour average and 28% lower than the England average
18–64 Nursing weekly unit costs	28% lower than NHS nearest neighbour average and 19% higher than England average	38% lower than NHS nearest neighbour average and 41% lower than England average	27% lower than NHS nearest neighbour average and 32% lower than the England average
65+ Nursing weekly unit costs	42% lower than NHS nearest neighbour average and 38% lower than England average	26% lower than NHS nearest neighbour average and 41% lower than England average	25% lower than NHS nearest neighbour average and 33% lower than the England average
All age: residential weekly unit costs	24% lower than NHS nearest neighbour average and 22% lower than England average	3% lower than NHS nearest neighbour average and 26% lower than England average	32% lower than NHS nearest neighbour average and 35% lower than England average
18–64 Residential weekly unit costs	22% lower than NHS nearest neighbour average and 19% lower than England average	19% higher than NHS nearest neighbour average and 4% lower than England average	38% lower than NHS nearest neighbour average and 41% lower than England average
65+ Renablement: ST-MAX from new clients, per 100,000 population	25% lower than NHS nearest neighbour average and 22% lower than England average	10% lower than NHS nearest neighbour average and 26% lower than England average	28% lower than NHS nearest neighbour average and 29% lower than England average

	<p>Residential – heavy placement mix. Lower fees make residential care more acceptable, when community options are constrained; creates dependency on bed-based care, and may not be best outcome for end user</p> <p>Risk of escalating costs: if volumes continue to rise, future inflationary pressures and market pressure may erode buffer of low costs, impacting expenditure significantly</p> <p>LCC should pivot from a low-price, residential-heavy model to a home-first, restorative system. This would help to ‘future-proof’ the system against inflationary pressures and the anticipated SEND-driven demand</p>	<p>Residential – heavy placement mix, lower users of Nursing, indicating over reliance on bed based care</p> <p>Reablement performance query: number of 65+ adults going onto to have a long term package of care post a reablement episode is high at 43%, if the right people are receiving reablement we would expect this to be nearer 60%.</p> <p>Risk of escalating costs: if volumes continue to rise, future inflationary pressures and market pressure may erode buffer of low costs, impacting expenditure significantly</p> <p>NEL should pivot from a low-price, residential-heavy model to a home-first, restorative system. This would help to ‘future-proof’ the system against inflationary pressures</p>	<p>Residential – heavy placement mix, lower users of nursing and also domiciliary care, as with LCC, indicating over reliance on bed based care</p> <p>Risk of escalating costs: if volumes continue to rise, future inflationary pressures and market pressure may erode buffer of low costs, impacting expenditure significantly</p> <p>NL should pivot from a low-price, residential-heavy model to a home-first, restorative system. This would help to ‘future-proof’ the system against inflationary pressures</p>
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Our model: aligning with national plans

Adult Social Care in Greater Lincolnshire, as across the country, faces significant and rising demand over the next decade.

Demographic change and increasing complexity of need are contributing factors, creating substantial financial challenges for authorities. There are also significant challenges in maintaining an appropriately skilled workforce. This means costs continue to rise and reform is essential.

Our integrated, place-based approach will help to manage demand by preventing escalation, reducing the need for costly interventions and making the most effective use of available resources.

A Greater Lincolnshire for All will conduct a review of the three councils' current models and realign their unique strengths together into two new models.

We will develop Adult Social Care within a whole-population public health approach, ensuring resources are directed to where they are most needed and maximising benefits for residents and communities across both new councils.

Our vision is fully aligned with national policy, including the NHS Long Term Plan Fit for the Future and the Casey Review, which sets the direction for a National Care Service.

By embedding prevention, support and place-based commissioning, we will deliver services that are joined-up, resident-focused, community-centered and ready to adapt to future reforms.

We will also draw on learning from Care Quality Commission (CQC) inspections locally and nationally.

We recognise that the two new authorities will face their own inspections, and we see this as an opportunity to evidence successful realignment, highlight our unique strengths and present our long-term ambition for residents.

The Target Operating Model will be underpinned by evidence and strengths-based practice, with a clear focus on early intervention and prevention.

Operating arrangements elsewhere in the country have shown tangible benefits through this approach, as well

“Local voluntary groups want a seat at the table in area partnerships; they bring vital local knowledge.”

Voluntary and Community
Sector Network



Horse riding on the Lincolnshire coast offers a unique experience, where wide sandy beaches and fresh sea air create the perfect setting for peaceful rides and unforgettable views.

as promoting independence and building capacity in families. This will be central to our whole organisation

ethos; reducing escalation, avoiding reliance on more expensive services and improving long-term outcomes.

Prioritising community working

Local Government Reform presents a further opportunity to remove layers of duplication and transform adult services through improved locality arrangements and multi-agency working.

Our two unitary proposal delivers an enhanced place-based model, which will prioritise integrated working in communities, ensuring our residents experience seamless, connected care.

Our commissioning strategies will develop local community-based solutions through an explicit approach which builds on the existing strengths and assets in families and communities.

Decisions will be made closer to communities and

individuals. Our Neighbourhood Area Committees will have a role to play in directing, monitoring and challenging the effectiveness of our service. Elected Members, Officers and Partners will, through these governance structures, ensure decisions realise intended outcomes, are joined up, remove duplication and achieve best value.

We will organise our services on a geographical basis, ensuring they are well led and organised by experienced and knowledgeable members and officers.

We recognise that some adults will require more bespoke support than others and **A Greater Lincolnshire for All** will deliver this in communities, utilising placed based commissioning and strengthened partnership working.

Supporting a successful workforce

We recognise the strengths of the existing workforce in adult social care and will create career progression opportunities for existing staff wherever possible, safeguarding local knowledge and skills.

We will connect to national and regional forums (LGA and ADASS) to ensure we learn from other local areas that have delivered excellent services and improved outcomes for adults.

Transforming care through technology

As our workforce are central to transforming adult social care, we will invest in their skills and expertise, enabling them to work in innovative ways, specifically by harnessing digital tools and artificial intelligence to meet needs more effectively.

For example, telecare and remote monitoring have been shown to reduce hospital admissions by up to 20%, while AI-driven predictive tools can help identify people at

risk of falls before they happen improving outcomes and reducing costs.

Strong workforce engagement will be embedded from the start, bringing together colleagues across agencies. Through cross-partner communities of practice, we will promote learning, share good practice and encourage reflective thinking, ensuring that innovation and collaboration drive better outcomes for residents.

Outcomes focussed commissioning

It is clear both nationally and locally that the care market is under great strain from both a cost of care and workforce capacity perspective.

We will overhaul existing commissioning arrangements, committing to a more focussed, place-based approach

that is preventative and recognises the strengths and resilience within individuals and communities.

In Adult Social Care there is extensive commissioning of community partners delivering services. A full review will take place of existing commissioning arrangements will

determine the opportunities to reduce this.

We will ensure our commissioning intentions are clear and well set out so providers understand our priorities and expectations.

We will achieve this through extensive and regular provider engagement that recognises their contribution to the care and outcomes of our citizens. It is envisaged that they will connect into our Neighbourhood Area Committees for reporting purposes.

Strengthening partnerships, improving outcomes

There is more that can be done to further join up and enhance care for adults whilst reducing the burden to the taxpayer.

Working as two new unitaries will enhance our ability to find solutions for rising demand, by creating capacity for better streamlined working across all partners, with clear points of contact. It is an opportunity for better integration of services, addressing the root issues.

Working together as new unitaries will be more effective, as it will enable closer alignment between adult social care with other services such as housing and supporting care leavers. This will enable more efficient joint working, reducing cost-shunting between authorities, improving outcomes and decreasing costs.

We will prioritise enhancing our relationships with health colleagues at both a strategic commissioning and provider service level. Our key strategic partnerships will have

a strong and explicit focus on joined up arrangements which will maximise the outcomes achieved for residents within the most cost-effective price.

We recognise the expertise and the significant contribution made to outcomes and community resilience by our voluntary sector partners and we will ensure their involvement in strategic and operational arrangements.

Through this commitment to improved partnership arrangements across the system we will drive integrated, multi-agency working that is co-located around identified communities of need. We are committed to co-designing services with those who will be affected by them the most.

We are grateful for the work of our VCSE partners who represent service users, and can assist with this work as we move forward.

A moment of opportunity

Adult Social Care in Greater Lincolnshire must be reformed, if it is to be financially fit for the future, and able to respond to rising demand and market pressures.

LGR is a genuine moment of opportunity to lay strong new foundations, and realign services, to create a better sustainable model that improves outcomes for all residents of Greater Lincolnshire in the future.

This is a chance that must be taken, to strengthen regional approaches, develop the local market, work effectively with partners and develop a true ‘home first’ approach which responds to need successfully, avoids unnecessary admissions to residential care, improves outcomes and keeps people living successfully, for as long as possible, within their communities.

CASE STUDY

PREVENTION IN ADULT SOCIAL CARE



Making prevention real: earlier action, better value

Adult social care faces rising demand and tight budgets.

A national coalition (LGA, ADASS, SCIE, Mencap, Skills for Care, TLAP, Care Provider Alliance, Social Care Future) argues for a decisive shift from acute to community and from treatment to prevention.

To make that shift investable and measurable, prevention is defined as Earlier Action and Support (EAAS), help that acts sooner and closer to home.

The partners built a Prevention Spending Model (PSM) using robust, publicly evaluated interventions with Social Return on Investment (SROI).

Examples include Active Together (physical activity), Small but Significant (handyperson/minor adaptations), Local Area Coordination, Falls prevention (home assessment & modification), Community-led/Champion

models, post-hospital “Stabilise and Make Safe” and supported housing.

Across ten interventions, EAAS returns £3.17 per £1 invested. Scaled nationally, about £3.5bn would generate £11.1bn in savings (around £7.6bn concrete cost avoidance plus £3.5bn wider societal value). Crucially, 83% of savings arrive in the first two years, making EAAS both high-impact and fast-payback.

For **A Greater Lincolnshire for All**, these findings reinforce the case for a locality-based prevention model.

By aligning adult social care, housing and health partners at a local level, Lincolnshire can replicate these evidence-based approaches, enabling adults to live independently for longer, reducing avoidable hospital and care costs, and ensuring public investment delivers clear, measurable returns.

CASE STUDY

SUPPORTING ADULTS THROUGH WELLBEING LINCS



Empowering adults to live independently through prevention and partnership

Many adults across Lincolnshire, particularly those who are older, isolated, or living with long-term conditions, face challenges maintaining independence and staying safe at home.

Without early help, small issues such as minor falls, poor heating or lack of confidence with daily living can quickly escalate into costly health or care interventions. A proactive, countywide approach was needed to prevent crisis and promote wellbeing.

Wellbeing Lincs is a countywide service funded by Lincolnshire County Council and delivered by East Lindsey District Council on behalf of all Lincolnshire councils.

It provides tailored, person-centred support for up to 12 weeks following a trusted assessment. The service helps residents stay safe and independent through small home adaptations, life and digital skills training, and a 24/7 telecare response system for those without family or friends nearby.

In 2024/25, Wellbeing Lincs supported 8,868 residents (an average of 35 people per day), bringing the total assisted since 2018 to more than 50,000 Lincolnshire adults.

- 90% of emergency response calls were attended within 60 minutes
- 98.6% of cases achieved positive outcomes
- 1,007 small aids or home alterations were completed
- 3,788 people received 24/7 Wellbeing Response support – an 18% increase on the previous year

Wellbeing Lincs exemplifies integrated, preventative care, reducing pressure on NHS and adult social care services while improving residents' independence and quality of life. It stands as a proven model of collaboration and early intervention that **A Greater Lincolnshire for All** can build upon countywide.

CASE STUDY

AGE-FRIENDLY EAST LINDSEY



Leadership in ageing well across Greater Lincolnshire

With nearly one-third of residents aged over 65, East Lindsey faces one of the most ageing populations in England. The Council recognised that supporting people to age well must be integral to how services and communities are designed.

The challenge was to move beyond isolated projects and embed healthy ageing into mainstream policy, housing and community development.

Building on the Talk, Eat and Drink (TED) Ageing Better Programme, East Lindsey became the first district council in England to join the UK Network of Age-friendly Communities, supported by the Centre for Ageing Better (CFAB). Working with Lincolnshire County Council's Public Health team, it now chairs the Age-friendly Lincolnshire Working Group, aligning priorities across all seven districts.

A five-year Strategic Partnership with CFAB led to the Good Home Lincs initiative, improving access to safe,

warm and adaptable homes. In 2025, the Council created an Ageing Well Team within the Healthy Communities Team of the South & East Lincolnshire Councils Partnership, embedding ageing well into local delivery.

East Lindsey has delivered over 100 Age-friendly Business Awards, improved outdoor spaces, developed community hubs and promoted positive attitudes to ageing through training and engagement.

Its leadership has been recognised nationally, with presentations to the Local Government Association, CFAB webinars and collaboration with the University of Lincoln's Institute of Rural and Coastal Health.

East Lindsey's approach demonstrates how local government can lead system-wide, evidence-based action on healthy ageing. This work is helping to build stronger, more inclusive communities across Greater Lincolnshire.

H. HEALTHY COMMUNITIES FOR ALL

A broader view of health and wellbeing

The case for reform is not only about formal health and care provision, but also about tackling the wider determinants of health and enabling people to thrive in their communities.

In Greater Lincolnshire:

- Physical inactivity is among the highest in England, particularly for older adults, disabled people and those in low-income areas
- Access to sports, green spaces and active travel options varies significantly between communities, contributing to long-term inequality
- Bringing housing, planning and care together will help us create more supported housing options that allow people to live independently for longer
- Integrated leisure, culture and public health strategies will enable more people to live active, connected lives, reducing loneliness and improving physical and mental wellbeing
- Community safety can be strengthened by aligning

teams and partnerships, tackling shared priorities like domestic abuse, child exploitation and anti-social behaviour

- There is a disconnect between health, housing, leisure and planning, leaving untapped potential to design healthier places and systems

Creating healthy communities is about more than delivering services, it is about working collaboratively to enable people to live longer, happier and more connected lives.

The new councils will be well-positioned to embed public health in everything they do – aligning planning, transport, housing, leisure and social care into a cohesive approach to wellbeing.

Through local government reorganisation, we can reshape the way partners work together on the wider determinants of wellbeing, resilience and community health. Together, they form the foundation of our ambition: Healthy Communities for All.

Working together: the voluntary, community and social enterprise (VCSE) sector

We recognise the crucial role of partners in service delivery, creating social value and contributing to the health, wellbeing and resilience of our communities.

We have listened to key stakeholders from the VCSE in the formation of this case and recognise that their relationship with local government needs to be based on the embedding of strategic and operational partnerships, reflecting the diversity, reach and innovation of the VCSE.

We recognise the transition to the new unitary authorities will bring many opportunities in this area.

We are committed to working together to ensure the changes enable more streamlined and effective working between government and the VCSE sector, supporting a sustainable future.

We value our VCSE partners and will ensure there is a single front door to enable clear and simple access for effective collaboration.

Opportunities for the VCSE:

- Simplified relationships with government: through clearer local structures and avenues for communication
- Stronger community voice: greater influence on local priorities through closer ties with Parish and Town councils and Neighbourhood Area Committees
- Fairer, clearer funding access: more transparent and consistent routes to funding

The Alford Community Hub demonstrates the benefit

to local communities of strong and local partnerships between local government and VCSE groups, see the case study on page 111.

We are committed to maximising the benefits of the LGR process through close, ongoing collaboration with partners at every stage of the transition process.

PLEDGES for VCSE Partners

Building Together

We will listen, learn and collaborate with VCSE groups throughout the transition process, enabling us to build the new Councils in a way that works for our partners

Embedding Collaboration

We will create clear avenues for funding and decision-making input on a local level, including through representation on Neighbourhood Area Committees

Valuing Community Insight

We will build on existing platforms, or create platforms where needed, to ensure opportunities exist for elected members, council officers and VCSE representatives to share knowledge and shape solutions



South Kesteven District

Bask in the golden glow of Stamford, where timeless Georgian architecture meets everyday charm. Outside the grand public library, vibrant blooms spill from market stalls, and red post boxes stand proudly beside stone colonnades - each detail a tribute to the town's enduring elegance.

This is Stamford: a living heritage of beauty, culture, and quiet sophistication at the heart of South Kesteven District.

4. DEVOLUTION

A. WHY DEVOLUTION IS IMPORTANT

Devolution is the transfer of powers and resources from Whitehall to local places, so decisions about skills, transport, housing and investment can be made closer to the people they affect.

It is about enabling local leaders to shape long-term growth, improve public services and deliver better outcomes for residents.

Greater Lincolnshire already has a strong foundation through its new Mayoral Combined County Authority, giving the area direct access to devolved funding and national decision-making.

However, we are still operating within a fragmented system of ten councils, with overlapping roles and inconsistent structures. This slows progress, and limits our ability to act collectively and speak with one clear voice for our region.

By replacing the current ten councils with two strong, balanced unitary councils will create a platform for effective partnership between local government, the Mayor and national decision-makers.

A Greater Lincolnshire For All will ensure that devolved powers are delivered efficiently and fairly across both unitaries, and therefore the whole county. We make it easier to plan strategically, invest wisely and deliver results at scale.

Most importantly, this is not about new structures for their own sake. It's about what simpler, stronger local government unlocks for our communities: better services, more targeted investment and decisions that are shaped by the people they affect.

Devolution gives Greater Lincolnshire the chance to take control of the things that matter most to our future: from transport, skills and jobs, to health, housing and climate action.

With the right tools and freedoms, we can grow our economy, reduce inequalities and build healthier, more resilient communities across every part of our region.

Because the real power of devolution isn't just about doing more locally – it's about doing better, together.

B. OPTIONS CONSIDERED

The government has made clear that the current structure is no longer sustainable.

It is too fragmented and stands in the way of the meaningful reform and investment that Greater Lincolnshire needs and deserves.

A formal appraisal of governance options has been carried out as part of this proposal.

That process considered a range of models, including expanded two-tier collaboration, a single unitary council and shared services models.

Models were considered against key tests such as public accountability, deliverability, local identity and readiness for devolution.

A Greater Lincolnshire for All model – the creation of two

new unitary councils, aligned to the identity, economy and geography of Northern and Southern Lincolnshire – was identified as the strongest and most balanced model.

It delivers:

- Clarity for government and partners
- Stronger regional leadership
- Better local connection and accountability
- Strategic alignment with the Mayoral Combined County Authority
- A stable platform for future devolution powers

Other models either fail to meet government's clear expectations for reform or risk disconnecting services

from the communities they serve.

This is a place-based approach, designed to reflect the

strengths, needs and voices of different parts of Greater Lincolnshire. It is simple, pragmatic and ready to deliver.

C. OPPORTUNITIES THROUGH DEVOLUTION

Devolution means Greater Lincolnshire can take more control over the things that matter most to our residents, businesses and communities.

By creating two new unitary councils, and strengthening our role within the Mayoral Combined County Authority, we can unlock the powers, funding and influence needed to shape our own future.

These opportunities include:

Skills and jobs

- Greater local control over adult education, training and employment programmes
- Better alignment of skills provision with local business needs
- More support for careers in agri-food, clean energy, health and care, logistics and advanced manufacturing
- Stronger partnerships with employers, colleges and training providers

Infrastructure and connectivity

- Long-term investment in rural and urban transport networks
- Expansion of high-speed broadband and digital inclusion
- Improved road, rail and active travel connectivity across the area
- Infrastructure planning aligned with housing and growth strategies

Housing and regeneration

- More powers over planning, housing and land use
- Local control over redevelopment and affordable housing delivery
- Better alignment between housing and social care, including supported living
- Place-based regeneration that strengthens local identity and community resilience

Health and wellbeing

- Local leadership over public health and preventative services
- Closer integration between health, care, leisure and housing
- More responsive mental health and wellbeing support
- Community-based models that reduce health inequalities and support independence

Sector growth and local economies

- More influence over economic development and inward investment
- Support for growth in agrifood, low-carbon energy, logistics, visitor economy and innovation
- Flexibility to develop local industrial strategies that reflect regional strengths
- Targeted and consistent support for small businesses and rural enterprises

Climate and sustainable growth

- Local climate strategies tailored to city, coastal, rural and market town needs
- Investment in clean energy, sustainable transport and green skills
- Greater role in protecting natural assets and delivering environmental resilience
- Support for sustainable farming, food production and land management

Devolution gives Greater Lincolnshire the powers, flexibility and investment to take decisions closer to the people they affect.

It will create a more joined-up, place-led approach to growth, services and community wellbeing.



East Lindsey District

Where the land meets the sea, the pier at Skegness stretches out into golden skies and salt-sprayed air. Children laugh beside donkeys and arcades hum with summer nostalgia. This is the joy of the British seaside, preserved and beloved for generations.

This is Skegness Pier: a place of play, memory and sun-drenched tradition at the heart of East Lindsey District.

5. OPTIONS APPRAISAL

A. SUMMARY OF OPTIONS CONSIDERED

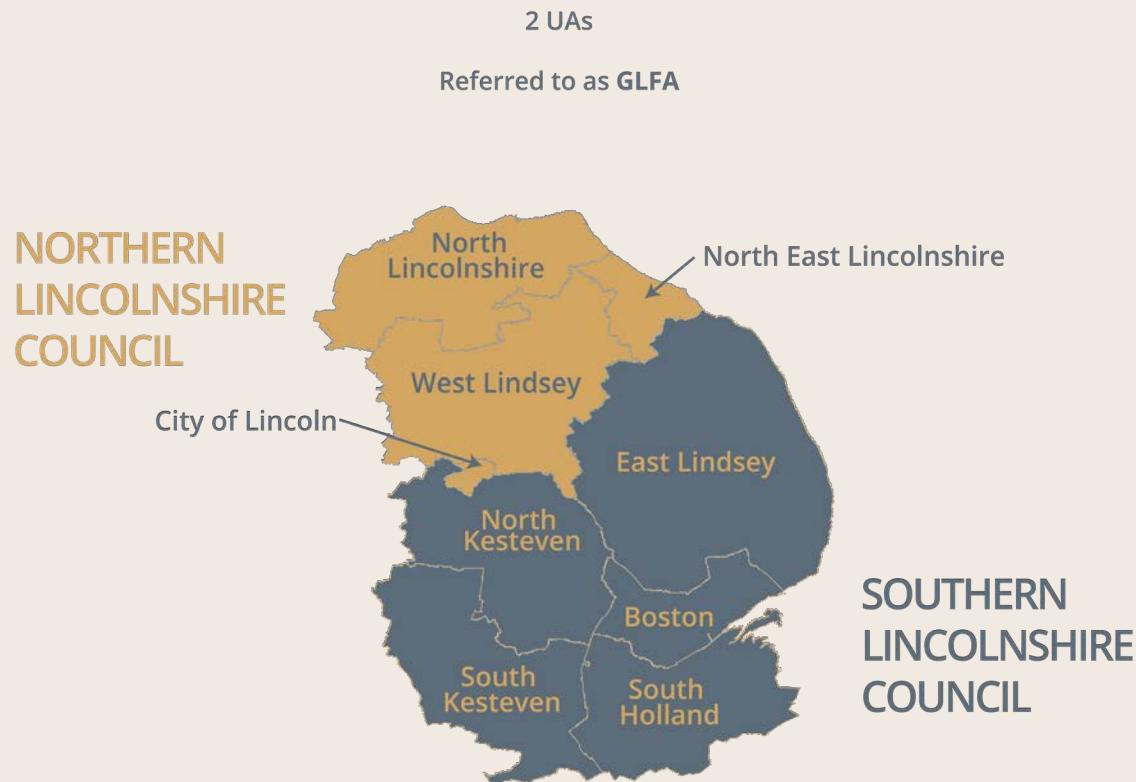
Deciding the future of local government in Greater Lincolnshire is a serious responsibility.

We have looked at every option with care, asking one clear question: which structure delivers the best outcomes for residents, the best value for taxpayers and the strongest,

most resilient services for the long term?

Our judgement is grounded in experience, backed by evidence, and focused on what will work best for the people and places of Greater Lincolnshire.

A GREATER LINCOLNSHIRE FOR ALL MODEL



“Renewables are at the centre of the transition to a more sustainable energy system. Grimsby is at the heart of this in Greater Lincolnshire, attracting investment and creating opportunities for local businesses.”

A Lincolnshire Resident



A technician works high above the waves on a **wind turbine** along the Lincolnshire coast, capturing the region's growing role in clean energy and innovation.

LINCOLNSHIRE COUNTY COUNCIL AREA, RETAIN NORTH AND NORTH EAST LINCOLNSHIRE

3 UAs

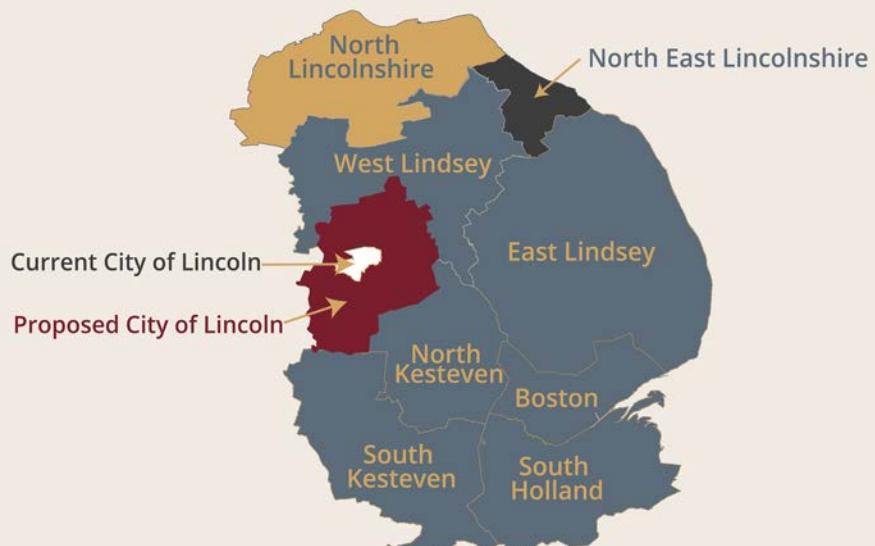
Referred to as LCC Area, North, North East



CITY OF LINCOLN (EXPANDED) MODEL, LINCOLNSHIRE COUNTY AREA AND NORTH AND NORTH EAST LINCOLNSHIRE

4 UAs

Referred to as Expanded Lincoln



EAST AND CENTRAL LINCOLNSHIRE, SOUTH WEST LINCOLNSHIRE, NORTH LINCOLNSHIRE AND NORTH EAST LINCOLNSHIRE

4 UAs

Referred to as North, North East, Central & South



B. OPTIONS APPRAISAL AGAINST PUBLISHED CRITERIA

		GLFA	LCC Area, North, North East	Expanded Lincoln	North, North East, Central & South
1. Proposal should work for the whole area	Economic Area & Council Tax base				
	Sensible boundaries supporting housing supply				
	Robust evidence base				
	Clearly describe for whole area				
	Theme score	12	7	8	8
2. Right size to achieve efficiencies	500k or more				
	Clear rationale if smaller than 500k				
	Drive efficiencies				
	Managed transition costs				
	Theme score	11	9	6	7

3. Prioritise high quality services	Improve service delivery	Green	Yellow	Yellow	Yellow
	Public service reform			Green	
	Crucial services	Green	Green	Yellow	
	Theme score	9	8	7	7
4. Meet local views and heritage	Meaningful engagement	Green	Yellow	Yellow	
	Heritage and culture	Yellow	Yellow	Green	Green
	Address concerns from engagement	Green	Green	Green	
	Theme score	8	7	8	8
5. Support devolution	Combined Authority Governance			Green	Yellow
	Unlocking devolution		Green	Green	
	Population sizes consistent for CA		Red	Yellow	Yellow
	Theme score	9	7	8	7
6. Community engagement	Explain how communities engaged	Green	Yellow	Yellow	
	Explain any existing arrangements		Green	Green	
	Theme score	6	5	5	5
Overall Score		55	43	42	42

NOTE:

The option appraisal has scored each option against Government criteria and considered each relevant sub-point on the published documentation. It should be noted that of the options appraised only A Greater Lincolnshire for All develops a proposal for the entire area that Councils were invited to submit proposals for. Therefore, there are a number of criteria where other options are not able to demonstrate that they have fully met the criteria published by Government. However, unlike some other appraisals, we have not “downscored” other options unless the published criteria specifically justifies it

C. A PROPOSAL FOR ALL OF GREATER LINCOLNSHIRE

A Greater Lincolnshire for All is the only proposal that addresses the entirety of Greater Lincolnshire – including North and North East Lincolnshire.

This is a golden opportunity to develop a future for Local Government that delivers for people and businesses across Greater Lincolnshire.

We believe the areas of North and North East Lincolnshire

are a key part of Greater Lincolnshire and including these areas within the future of Greater Lincolnshire is critical for many reasons:

Financial

Including North and North East Lincolnshire saves £10.5m every year compared to the next cheapest option.

Sustainability

Multiple reports produced on behalf of organisations such as the County Councils Network, District Councils Network and others demonstrate that unitary Councils under 200,000 population are at risk of being unsustainable.

Adults and Children's Services

Analysis by independents experts PeopleToo highlight significant social care sustainability risks due to “their size and the ability to manage the impact of rising costs and rising demands” – with particular risks highlighted around:

- Dedicated Schools Grant
- SEND
- Rising costs and reliance on residential care for older adults

Deprivation

The recently published update on the Indices of Multiple Deprivation demonstrates that North East Lincolnshire has a very high concentration of highly deprived areas, with 27% of its Super Output Areas ranked in the most deprived 10% in England.

This provides an opportunity to create a more balanced a

sustainable mix across Greater Lincolnshire. The graphics below show the concentration of deprivation in different options.

Deepening Devolution

The current arrangements for the Greater Lincolnshire Combined Authority are unbalanced, with residents of the Lincolnshire County Council area under-represented via the Governance structure.

Our proposal endorses and enhances the geography of the Greater Lincolnshire Combined Authority and a foundation for deepening devolution in the County.

Economy

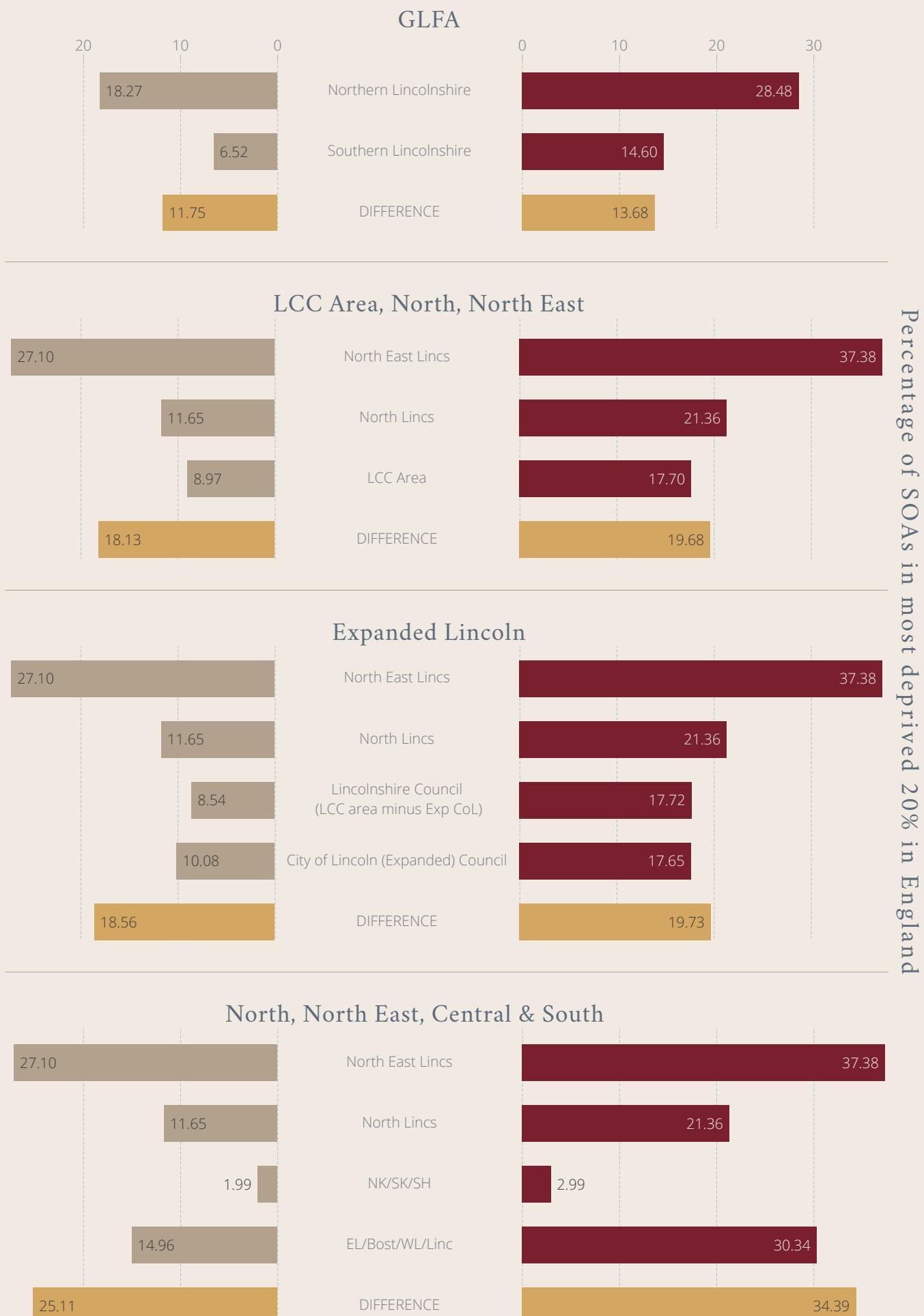
Including North and North East Lincolnshire in our proposals embraces the potential of the Humber and will support the economic benefits being realised across the wider economic area.

It also creates an opportunity for focused growth for North and North East Lincolnshire by improving connectivity for these areas beyond the Humber region.

In summary, it is our view that to achieve Government's ambitions for local government in Greater Lincolnshire it is essential that North Lincolnshire and North East Lincolnshire are fully integrated into any proposal.

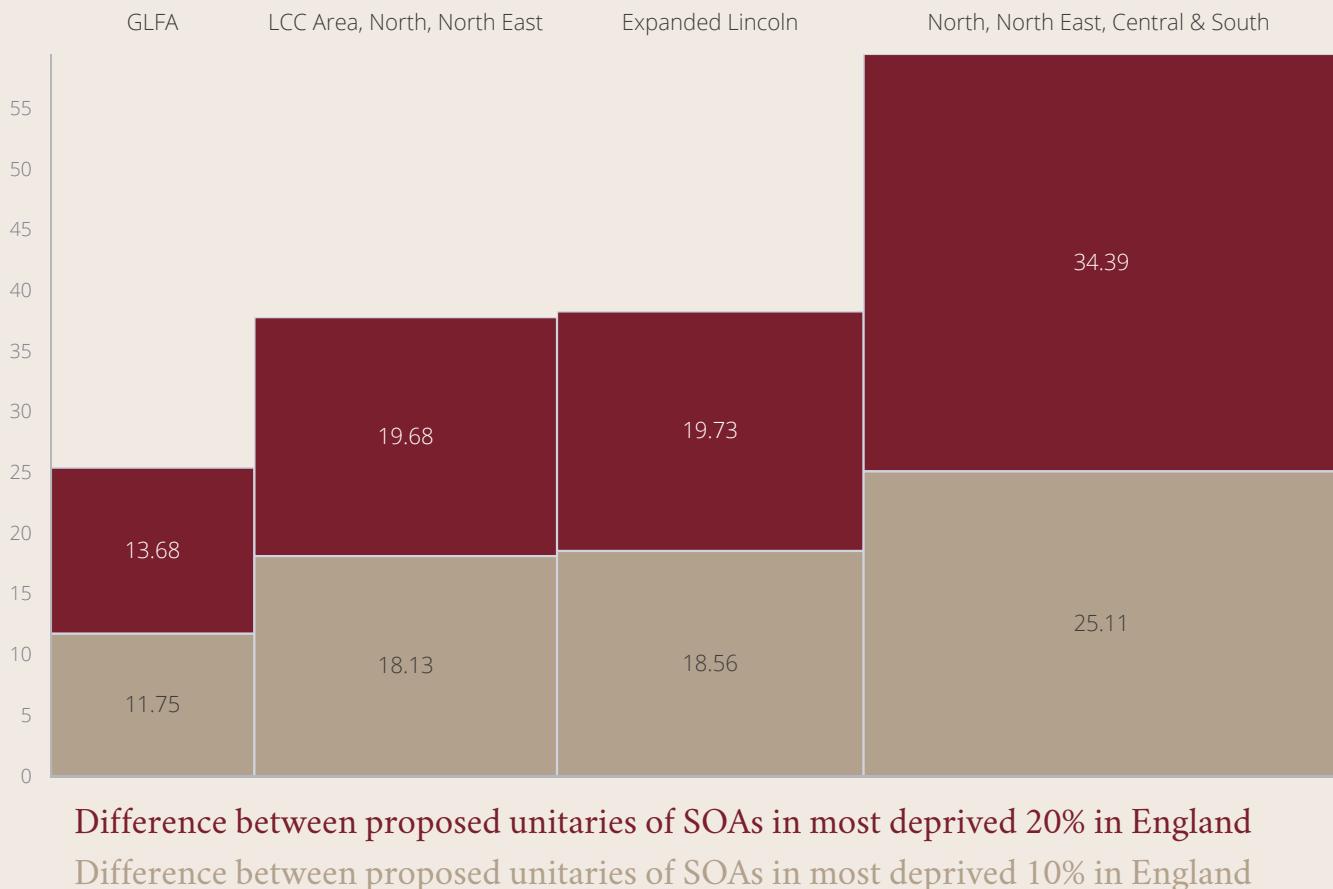
Deprivation difference between the proposed unitaries

Percentage of SOAs in most deprived 10% in England



Difference in % of concentration of deprivation between the proposed unitaries

This diagram demonstrates the range of deprivation between proposed unitaries in each model. This shows GLFA is the most balanced model.



Difference between proposed unitaries of SOAs in most deprived 20% in England

Difference between proposed unitaries of SOAs in most deprived 10% in England

D. DETAILED APPRAISAL OF EACH OPTION

A Greater Lincolnshire for All model

What it is:

The model creates two new unitary authorities and develops a detailed, evidence-based proposal for the future of local government covering the entire area of Greater Lincolnshire. The proposal includes two new unitary authorities:

Northern Lincolnshire

(encompassing the existing unitary Councils of North Lincolnshire, North East Lincolnshire and District Councils of the City of Lincoln and West Lindsey) – population 526k (537k by 2040).

Southern Lincolnshire

(encompassing the existing district Councils of Boston Borough, East Lindsey, South Holland, South Kesteven and North Kesteven) – population 569k (634k by 2040).

Characteristics:

This proposal develops a balanced model for Greater Lincolnshire, replacing the existing complex ten Council structure with two relatively evenly sized unitary authorities.

The model is a proposal for the entirety of Greater Lincolnshire and ensures that democracy and governance for the Combined Authority are balanced.

Key Considerations:

Finance

A Greater Lincolnshire for All creates the highest level of financial benefits of the proposed options with a 10 year saving of £220.982m:

- a. Transition costs of £56.98m
- b. Ongoing annual savings of £32.70m
- c. Payback period of 4 years

People and Population

The proposal has the most balanced population of all options, it should be noted that there are higher population growth projections in the Southern unitary authority than the Northern unitary, but the disparity of growth is not as pronounced as in other models.

Wider Economic Benefits

The proposal will achieve the greatest level of wider economic benefits, with the model embracing improvements in homelessness, tourism, community safety and social care – delivering £84.672mm of wider benefits over ten years.

Social Care

Cost and delivery models for social care demonstrate that the overall cost of social care in Greater Lincolnshire will decrease from the baseline position, demonstrated by analysis from Newton.

The cost of administering social care will decrease as this is the only proposal involving a reduction in number of social care authorities. The model assumes that there will be a building on the strengths of existing social care services in Greater Lincolnshire.

The proposed authorities are within or close to the optimal population range for effective social care authorities.

Engagement

This model has been developed in partnership with communities, businesses, parish councils and partners in Greater Lincolnshire; it has been informed by extensive engagement and many of its proposals result from input from key stakeholders.



A Greater Lincolnshire for All Model	1. Proposal should work for the whole area	Economic area & Council Tax base	STRENGTHS:
		Sensible boundaries supporting housing supply	<ul style="list-style-type: none"> The proposal develops a sustainable solution for the entirety of Greater Lincolnshire and develops a solution for the region that is designed to last for decades without the need for further changes The proposal is built on strong evidence base
		Robust evidence base	WEAKNESSES:
		Clearly describe for whole area	<ul style="list-style-type: none"> None – Meets the criteria for theme 1
	Theme score	12	
2. Right size to achieve efficiencies	500k or more	STRENGTHS:	
	Clear rationale if smaller than 500k	<ul style="list-style-type: none"> The proposal delivers the greatest financial benefits, with payback in year 4 and a 10 year saving figure of £220.982m The proposal creates authorities that are of the optimal size to drive efficiencies The proposal offers opportunities for efficiency in the delivery of high-cost services such as social care by reducing the number of social care authorities The proposal also supports the delivery of wider economic benefits with a value of £84.672m being achieved over a ten year period 	
	Drive efficiencies	WEAKNESSES:	
	Managed transition costs	<ul style="list-style-type: none"> The transition costs are the greatest as the model involves change in all areas of Greater Lincolnshire 	
	Theme score	11	
3. Prioritise high quality services	Improve service delivery	STRENGTHS:	
	Public service reform	<ul style="list-style-type: none"> The proposal offers the opportunity to continue to improve already strong social care services in the region and reduce the cost of delivery to ensure that the model is financially sustainable There are a number of other critical services such as homelessness for which the option provides the opportunity to embed best practice approaches from parts of the region to improve performance across the area 	
	Crucial services	WEAKNESSES:	
		<ul style="list-style-type: none"> The proposal involves re-alignment of social care services across Greater Lincolnshire and, by its nature, means there will need to be investment in the transition to the new authorities, resulting in changes to existing transformation programmes 	
	Theme score	9	

4. Meet local views and heritage	Meaningful engagement	<div style="width: 100%; background-color: #80E6AA;"></div>	STRENGTHS:
	Heritage and culture	<div style="width: 50%; background-color: #FFD900;"></div>	WEAKNESSES:
	Address concerns from engagement	<div style="width: 100%; background-color: #80E6AA;"></div>	WEAKNESSES:
	Theme score	8	
5. Support devolution	Combined Authority governance	<div style="width: 100%; background-color: #80E6AA;"></div>	STRENGTHS:
	Unlocking devolution	<div style="width: 100%; background-color: #80E6AA;"></div>	WEAKNESSES:
	Population sizes consistent for CA	<div style="width: 100%; background-color: #80E6AA;"></div>	WEAKNESSES:
6. Community engagement	Theme score	9	
	Explain how communities engaged	<div style="width: 100%; background-color: #80E6AA;"></div>	STRENGTHS:
	Explain any existing arrangements	<div style="width: 100%; background-color: #80E6AA;"></div>	WEAKNESSES:
	Theme score	6	
	Overall Score	55	

Lincolnshire County Council Area, retain North and North East Lincolnshire

What it is:

This proposal retains the existing boundaries for Lincolnshire County Council, North and North East Lincolnshire and would deliver three unitary authorities:

Lincolnshire County Council

(including all seven District councils) – population 768k (845k by 2040)

North Lincolnshire Council

population 170k (170k by 2040)

North East Lincolnshire Council

population 157k (156k by 2040)

Characteristics:

This proposal seeks to simply create a single new unitary authority in the existing County Council area and will involve all of the District Councils within that geography being dissolved into a single large unitary authority.

In this option there are no proposed changes to the existing very small unitary authorities of North and North East Lincolnshire.

Key Considerations:

Finance

This model demonstrates a medium/high level of benefits, with a 10 year saving of £152.61m:

- a. Transition costs of £36.68m
- b. Ongoing annual savings of £22.27m
- c. Payback period of 4 years

Wider Economic Benefits

This option has the lowest level of wider economic benefits, with a negative impact over 10 years of £10.106m, largely driven by the dissolution of successful homelessness and crime partnerships.

People and Population

This option is the least balanced in terms of population with a difference by 2040 of 689k between the smallest and largest authorities. This will create a democratic deficit in the Combined Authority.

This gap will continue to grow, with the population projections in the existing Lincolnshire County Council area anticipating a population of 845k by 2040 and a small population decline in North East Lincolnshire.

Deprivation

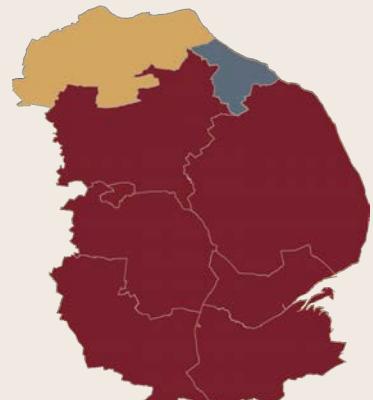
The proposal does not address an imbalance in deprivation between some authorities in the North and some in the South of Lincolnshire.

In particular this proposal leaves North East Lincolnshire with 32 (30%) of its super output areas (SOAs) in the 10% most deprived nationally – meaning that of all authorities in England it ranks 17th in terms of its proportion of SOAs in the 10% most deprived.

Social Care

This option involves the least disruption to Social Care and will maintain three successful social care authorities. It is the second most cost effective way of delivering social care.

LCC Area, North, North East



1. Proposal should work for the whole area	Economic area & Council Tax base	7	STRENGTHS:
	Sensible boundaries supporting housing supply		WEAKNESSES:
	Robust evidence base		<ul style="list-style-type: none"> The proposal does not propose a solution for the entirety of the Greater Lincolnshire Area that meets with the objectives set out in MHCLG criteria
	Clearly describe for whole area		<ul style="list-style-type: none"> The proposal to leave the two unitary authorities in Northern Lincolnshire as separate authorities is not based on a robust evidence base and is below the threshold for the “optimal sized” authorities within the reports developed by a range of experts, including PeopleToo, the District Councils Network and the County Councils Network The proposal leaves an imbalance in Greater Lincolnshire and leaves North East Lincolnshire as having one of the highest concentrations of deprivation in England with 29 (27%) in the most deprived 10% nationally and 40 out of 107 in the most deprived 20%
	Theme score		7
2. Right size to achieve efficiencies	500k or more	9	STRENGTHS:
	Clear rationale if smaller than 500k		<ul style="list-style-type: none"> The proposal involves the lowest level of transition costs of £36.679m and has the joint shortest payback period of 4 years The proposal creates a geography that will deliver significant savings of £152.611m and is the second most financially beneficial model (69% of the A Greater Lincolnshire for All)
	Drive efficiencies		WEAKNESSES:
	Managed transition costs		<ul style="list-style-type: none"> The proposal misses the opportunity to deliver savings and efficiencies and develop resilience in the two northern unitary authorities The proposal retains two very small unitary authorities, which due to scale have a low level of resilience to financial shocks The proposal misses the opportunity to achieve efficiencies and value for money in the whole of Greater Lincolnshire In addition, the anticipated loss of benefits currently being delivered across Greater Lincolnshire through place-based partnerships such as in crime reduction and homelessness will result in a reduction of wider benefits to the value of £10.106m over 10 years
	Theme score		9
3. Prioritise high quality Services	Improve service delivery	7	STRENGTHS:
	Public service reform		<ul style="list-style-type: none"> The proposal builds upon the successful delivery of services to adults and children which are currently being delivered across Greater Lincolnshire The proposal embraces the existing Combined Authority as the basis for public service reform
	Crucial services		

Lincolnshire County Council Area, retain North and North East Lincolnshire	3. Prioritise high quality services (cont)	Crucial services	WEAKNESSES:
			<ul style="list-style-type: none"> The proposal misses the opportunity to drive consistency and high standards of service delivery across Greater Lincolnshire Key elements of service delivery, including Homelessness and Community Safety which are built on good practice in parts of Greater Lincolnshire, are at risk of being diluted or lost
	Theme score	8	
	4. Meet local views and heritage	Meaningful engagement	STRENGTHS:
		Heritage and culture	<ul style="list-style-type: none"> The proposal will provide the basis for unlocking deeper devolution in Greater Lincolnshire and will build on the successful establishment of the Combined Authority
		Address concerns from engagement	<p>WEAKNESSES:</p> <ul style="list-style-type: none"> The development of this proposal has involved limited engagement: it has not successfully engaged with stakeholders from across Greater Lincolnshire The engagement that has taken place has not explained how local government re-organisation will unlock opportunities for future growth and improved lives
	Theme score	7	
	5. Support devolution	Combined Authority governance	STRENGTHS:
		Unlocking devolution	<ul style="list-style-type: none"> The proposal will provide the basis for unlocking deeper devolution in Greater Lincolnshire and will build on the successful establishment of the Combined Authority
		Population sizes consistent for CA	<p>WEAKNESSES:</p> <ul style="list-style-type: none"> The proposal creates a democratic imbalance within the Combined Authority as residents from the existing Lincolnshire County Council area will be under represented Population sizes are very inconsistent and unbalanced
	Theme score	7	
	6. Community engagement	Explain how communities engaged	STRENGTHS:
		Explain any existing arrangements	<ul style="list-style-type: none"> The proposal offers a model for Neighbourhood Area Committees in the Lincolnshire County Council area
		Theme Score	5
Overall Score		43	

City of Lincoln model (expanded), Lincolnshire County area and North and North East Lincolnshire

What it is:

The model creates four unitary authorities in Greater Lincolnshire, two new unitary authorities in Lincolnshire County Council area, one of which is based on a proposed expanded footprint of the City of Lincoln and the other the remaining areas of the wider Lincolnshire County Council area:

Expanded City of Lincoln Council

Encompassing the current city of Lincoln, plus parts of North Kesteven and West Lindsey – population 207k (276k by 2050)

Lincolnshire Council

Encompassing the remaining District Council areas of North Kesteven, South Kesteven, South Holland, Boston, East Lindsey and West Lindsey – population 665k (692k by 2050)

North Lincolnshire Council

Population 170k (171k by 2050)

North East Lincolnshire Council

Population 157k (155k by 2050)

Characteristics:

The City of Lincoln model creates a City of Lincoln focused approach to growth in Greater Lincolnshire, building on the heritage and assets of the City of Lincoln to promote the City as a place with growth potential. It creates a “rest of Lincolnshire” unitary authority, alongside maintaining the two existing unitary Councils in the North of Greater Lincolnshire. It creates an unbalanced population split in Greater Lincolnshire with three very small unitary authorities between 100–200k and a one large one.

Key Considerations:

Finance

The Expanded Lincoln model demonstrates the lowest level of financial benefits of the proposed options with a 10 year saving of £59.23m:

- a. Transition costs of £38.16m
- b. Ongoing annual savings of £11.46m
- c. Payback period of 5 years

People and Population

The proposal has significant disparities in population, with three very small unitary Councils and one large one. It also creates a very large population age gap with the City of Lincoln being significantly younger than all of the other authorities.

Deprivation

The proposal does not address an imbalance in deprivation between some authorities in the North and some in the South of Lincolnshire. In particular this proposal leaves North East Lincolnshire with 32 (30%) of its super output areas (SOAs) in the 10% most deprived nationally – meaning that of all authorities in England it ranks 17th as a proportion of SOAs in the 10% most deprived.

Heritage

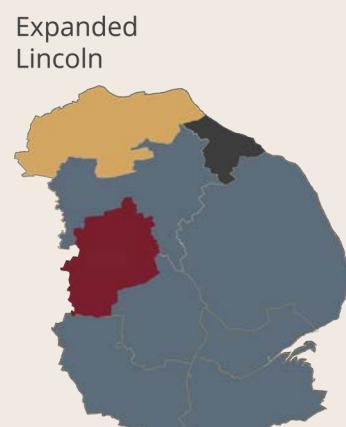
The City of Lincoln option scores highest on heritage elements as it embraces the unique history and culture of the City of Lincoln and also the wider culture of the rurality of Lincolnshire.

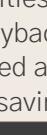
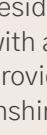
Wider Economic Benefits

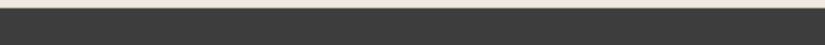
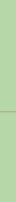
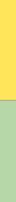
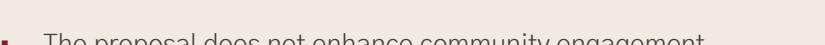
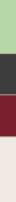
The City of Lincoln model will deliver wider economic benefits of £4,531m over 10 years.

Service Delivery

The City of Lincoln model presents opportunities to improve service delivery in City of Lincoln, which has differing needs to the wider County due to its younger population. However, it does not address service delivery opportunities in North or North East Lincolnshire.



1. Proposal should work for the whole area	Economic area & Council Tax base		STRENGTHS:
	Sensible boundaries supporting housing supply		WEAKNESSES:
	Robust evidence base		<ul style="list-style-type: none"> The proposal does not propose a solution for the entirety of the Greater Lincolnshire Area that meets with the objectives set out in MHCLG criteria The proposal to leave the two unitary authorities in Northern Lincolnshire as separate authorities is not based on a robust evidence base and is below the threshold for the “optimal sized” authorities within the reports developed by a range of experts, including PeopleToo, the District Councils Network and the County Councils Network
	Clearly describe for whole area		<ul style="list-style-type: none"> The proposal leaves an imbalance in Greater Lincolnshire and leaves North East Lincolnshire as having one of the highest concentrations of deprivation in England with 29 (27%) in the most deprived 10% nationally and 40 out of 107 in the most deprived 20%
	Theme score	8	
2. Right size to achieve efficiencies	500k or more		STRENGTHS:
	Clear rationale if smaller than 500k		WEAKNESSES:
	Drive efficiencies		<ul style="list-style-type: none"> The proposal involves significant transition and disaggregation costs due to the creation of a new social care authority The proposal would create three unitary authorities that are small and would be in the lower quartile of all existing unitary authorities for size
	Managed transition costs		<ul style="list-style-type: none"> The payback period for the model is 5 years and the total benefits achieved after 10 years will be £59.227m, which is less than 27% of the savings realised by A Greater Lincolnshire for All
	Theme score	6	
3. Prioritise high quality services	Improve service delivery		STRENGTHS:
	Public service reform		<ul style="list-style-type: none"> The proposal offers the opportunity to improve service delivery and outcomes for residents and businesses, particularly in the City of Lincoln area, with a focused approach to the needs of the City The proposal provides a platform for public service reform in Greater Lincolnshire and would work with the Combined Authority to achieve it

City of Lincoln model (expanded), Lincolnshire County area and North and North East Lincolnshire	3. Prioritise high quality services (cont)	Crucial services		WEAKNESSES:
		Theme score	7	
	4. Meet local views and heritage	Meaningful engagement		STRENGTHS:
		Heritage and culture		<ul style="list-style-type: none"> This proposal offers the greatest opportunity to build on the heritage and history of the City of Lincoln and support growth in the City The proposal has been shaped with engagement from partners within the City of Lincoln
		Address concerns from engagement		WEAKNESSES:
	5. Support devolution	Theme score	8	
		Combined Authority governance		STRENGTHS:
		Unlocking devolution		<ul style="list-style-type: none"> The proposal will enable Greater Lincolnshire to develop and enhance devolution and it will support existing Combined Authority Governance It will address to an extent imbalances in Combined Authority governance between the North of Greater Lincolnshire and the County Council area
	6. Community engagement	Population sizes consistent for CA		WEAKNESSES:
		Theme score	8	
		Explain how communities engaged		STRENGTHS:
		Explain any existing arrangements		<ul style="list-style-type: none"> The proposal sets out a model for engagement in the existing Lincolnshire County Council area
		Theme score	5	WEAKNESSES:
	Overall Score		42	

East and Central Lincolnshire, South West Lincolnshire, North Lincolnshire and North East Lincolnshire

What it is:

The model created will lead to four unitary authorities in Greater Lincolnshire, which will be:

East and Central Lincolnshire

(District Councils of City of Lincoln, West Lindsey, East Lindsey, Boston) – population 412k (446k by 2040)

South West Lincolnshire

(District Councils of North Kesteven, South Kesteven and South Holland) – population 357k (400k by 2040)

North Lincolnshire Council

population 170k (170k by 2040)

North East Lincolnshire Council

population 157k (156k by 2040)

Characteristics:

The proposal creates four unitary authorities, including two new authorities in the existing Lincolnshire County Council area. It does not include any changes to the two small unitary authorities in the North of Greater Lincolnshire.

Key Considerations:

Finance

This model demonstrates is third out of four with regards to financial benefits of the proposed options with a 10 year saving of £47.11m:

- a. Transition costs of £37.61m
- b. Ongoing annual savings of £9.97m
- c. Payback period of 6 years

Geography and Governance

The proposal includes an area outside of the existing footprint of Greater Lincolnshire, which will impact both the Combined Authority in Greater Lincolnshire and the economy and geography in Leicestershire.

People and Population

The population is the second most balanced of the proposals, with the new authorities balanced; however the small unitaries in the North of Greater Lincolnshire are retained.

Deprivation

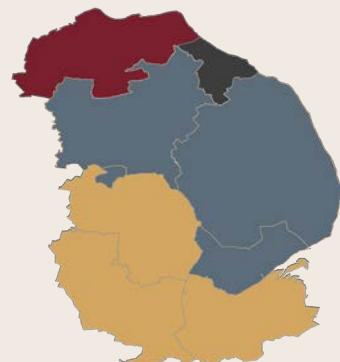
The proposal does not address an imbalance in deprivation between some authorities in the North and some in the South of Lincolnshire. In particular this proposal leaves North East Lincolnshire with 32 (30%) of its super output areas (SOAs) in the 10% most deprived nationally – meaning that of all authorities in England it ranks 17th as a proportion of SOAs in the 10% most deprived.

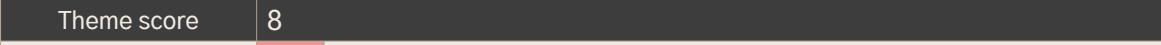
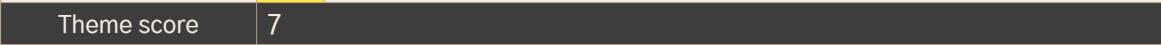
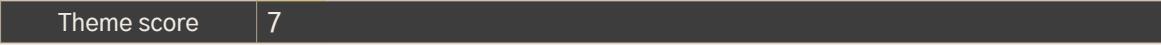
The imbalance will be most stark in this proposal as the South West Lincolnshire Council will have only 4 super output areas in the most deprived 20% and 1 in the most deprived 10%.

Wider Economic Benefits

The model demonstrates the second highest wider economic benefits, with the benefits in Homelessness, Crime and Safety and Tourism totalling £58.268m over 10 years.

North, North East, Central & South



1. Proposal should work for the whole area	Economic area & Council Tax base		STRENGTHS:
	Sensible boundaries supporting housing supply		<ul style="list-style-type: none"> Presents balanced economic areas and sensible boundaries for increasing the housing supply
	Robust evidence base		WEAKNESSES:
	Clearly describe for whole area		<ul style="list-style-type: none"> The proposal does not propose a solution for the entirety of the Greater Lincolnshire Area that meets with the objectives set out in MHCLG criteria The proposal leaves an imbalance in Greater Lincolnshire and leaves North East Lincolnshire as having one of the highest concentration of deprivation in England with 29 (27%) in the most deprived 10% nationally and 40 out of 107 in the most deprived 20%
Theme score		8	
2. Right size to achieve efficiencies	500k or more		STRENGTHS:
	Clear rationale if smaller than 500k		<ul style="list-style-type: none"> Offers significant opportunities to achieve efficiencies in the two new unitary authorities in the Lincolnshire County Council area There are a high level of wider economic benefits achieved through this model, with a ten year benefit of £58.268m
	Drive efficiencies		WEAKNESSES:
	Managed transition costs		<ul style="list-style-type: none"> The proposal incurs significant transition and disaggregation costs due to the creation of an additional social care authority The payback period for the model is 6 years and the ten year savings is £47.111m which is approximately 22% of the savings achieved by the Greater Lincolnshire for All model The proposal misses the opportunity to deliver savings and efficiencies and develop resilience in the two northern unitary authorities The proposal retains two very small unitary authorities, which due to scale have a low level of resilience to financial shocks The proposal misses the opportunity to achieve efficiencies and value for money in the whole of Greater Lincolnshire
Theme score		7	
3. Prioritise high quality services	Improve service delivery		STRENGTHS:
	Public service reform		<ul style="list-style-type: none"> The proposal offers significant opportunities to improve services such as homelessness and community safety in the existing Lincolnshire County Council area The proposal provides a platform for promoting public service reform
	Crucial services		WEAKNESSES:
	Theme score	7	

4. Meet local views and heritage	Meaningful engagement		<p>STRENGTHS:</p> <ul style="list-style-type: none"> The proposal embraces local heritage, including natural housing market and community areas There has been significant engagement on this option in the local authority areas of the proposing authorities <p>WEAKNESSES:</p> <ul style="list-style-type: none"> There has been limited engagement with residents and businesses outside of the proposing authority areas
	Heritage and culture		
	Address concerns from engagement		
	Theme score	8	
5. Support devolution	Combined Authority governance		<p>STRENGTHS:</p> <ul style="list-style-type: none"> This option provides a platform for deeper devolution across Greater Lincolnshire <p>WEAKNESSES:</p> <ul style="list-style-type: none"> The Combined Authority governance will require revision to include the area of Rutland, which is outside of the existing area covered by Greater Lincolnshire Combined Authority Consideration will also need to be given to impact on the Leicestershire Combined Authority There is an imbalance in population and democratic representation between the unitary authorities in the North of Greater Lincolnshire and those in the existing County Council area. Although this disparity is reduced from the current model it remains significant
	Unlocking devolution		
	Population sizes consistent for CA		
6. Community engagement	Theme score	7	
	Explain how communities engaged		<p>STRENGTHS:</p> <ul style="list-style-type: none"> The proposal sets out a model for engagement in the existing Lincolnshire County Council area <p>WEAKNESSES:</p> <ul style="list-style-type: none"> The proposal does not enhance community engagement opportunities in North or North East Lincolnshire
	Theme score	5	
Overall Score		42	

“Streamlined engagement with local government would make collaboration on public health much easier.”

UK Health Security Agency



At night, Lincoln's **Brayford Waterfront** comes alive with reflections of city lights dancing on the water – a vibrant hub of restaurants, bars and nightlife where the city's historic charm meets a modern, social energy.



North East Lincolnshire

Towering over the Humber estuary, the Grimsby Dock Tower stands as a monument to industrial ambition and maritime heritage. Once a symbol of global trade, it now watches over a coastline reshaping itself for a new era - from fishing fleets to offshore wind.

This is the Dock Tower: a sentinel of the sea and a proud emblem of North East Lincolnshire.

6. THE NEW COUNCILS

A. WHY THE COUNCILS WILL EXIST

The new councils will exist to serve the people and places of Greater Lincolnshire – in a simpler, stronger and more responsive way.

They will be more than just new structures. They will be the foundation for better services, clearer, local accountability and more joined-up decisions.

They will represent a shift in how local government connects with communities: removing confusion, ending duplication and putting place-based priorities at the heart of public service.

Through the creation of two balanced unitary councils – for North and South Lincolnshire – we can shape a future where all residents and businesses have an equal opportunity to thrive, where every pound is spent wisely and where local voices are empowered to lead.

This is about locally connected councils that represent all residents of Greater Lincolnshire – designed with purpose, built for resilience and focused on outcomes that matter.

B. WHAT THE COUNCILS WILL DO

Each of the two new councils will take on the full responsibilities of both county and district/borough councils.

That means:

- Delivering the full range of local services – from education and social care to waste, housing, planning and environmental health
- Acting as strategic leaders – for economic growth, climate resilience, transport and place-making
- Championing local priorities – by building strong partnerships with Parish and Town councils, voluntary

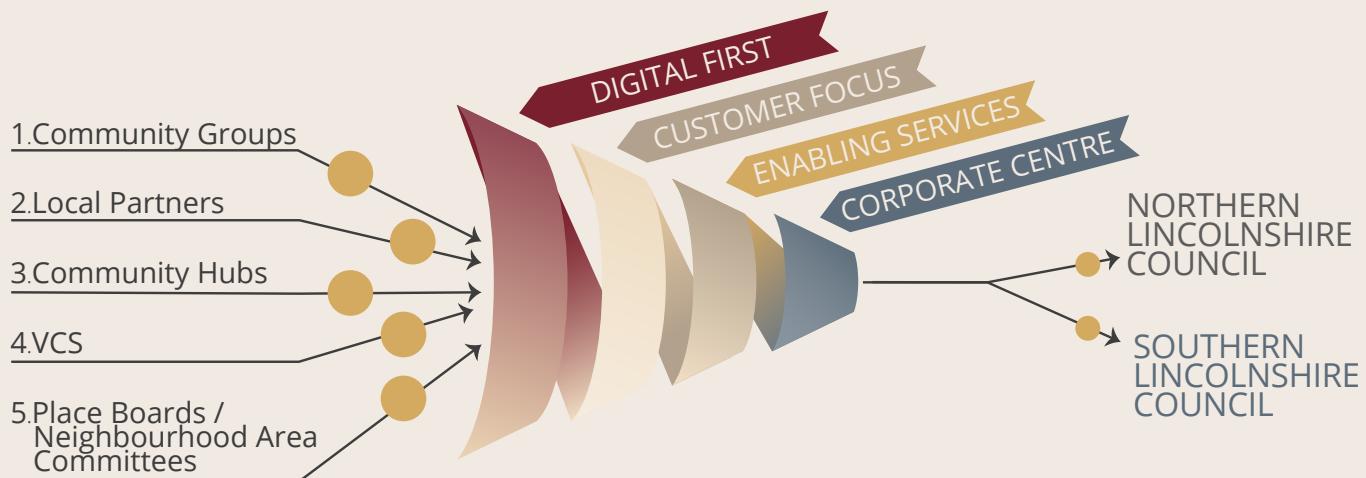
groups, the NHS, police, businesses and residents

- Playing an active role in the Mayoral Strategic Authority – working across Greater Lincolnshire to shape the region's long-term future

The new councils will be shaped by the people and places they serve. They will bring public services closer to communities, ensure consistency and fairness and deliver high standards with clear, local accountability.

They will also act as key enablers of devolution, helping Greater Lincolnshire secure and deliver the powers and funding needed to unlock opportunity.

C. FUTURE OPERATING MODEL



Creating strong councils that deliver

Creating two new councils is an opportunity to design modern, effective organisations – built around local needs, guided by best practice and powered by insight and collaboration.

Each council will operate at scale, but with place-based teams embedded in the communities they serve.

Their purpose will be to deliver excellent, responsive services and work with partners to improve outcomes across health, housing, skills, care and more.

To support decisions made by the new councils we have designed a Target Operating Model (TOM) for the two councils.

The TOM will:

- Enable us to deliver on our vision for Greater Lincolnshire
- Define how the organisations support the place as well as the resident experience
- Make it real for residents by getting it right behind the scenes

We are proposing a clear set of operating model principles.

Operating model design principles

These design principles are grounded in best practice – both within Greater Lincolnshire and across successful LGR areas – and reflect our shared ambition for high-quality, sustainable services across Greater Lincolnshire.

» **Focus on outcomes**

Services will be designed around the outcomes that matter for individuals, families and communities

» **Shift to prevention**

We will act earlier to prevent issues, improve lives and reduce long-term pressures on public services

» **Balance scale with local responsiveness**

Services will be consistent and efficient across the

county, while engaging closely with local needs and priorities

» **Join up experiences**

By connecting access points and data, we'll make services easier to use, quicker to respond and better at supporting whole-person needs

» **Grow stronger partnerships**

Councils will work closely with the Mayoral Strategic Authority, NHS, Police, voluntary sector and communities – not just delivering services, but coordinating, enabling and empowering

» **Embed high performance cultures**

The councils will support a skilled, motivated workforce, focused on collaboration, values-based practice and career progression

» **Strengthen commissioning**

Strategic, insight-driven commissioning will ensure services are efficient, co-designed and tailored to local realities

» **Leverage data and digital**

Digital technology will be used to enhance services, improve efficiency and support inclusive engagement

» **Optimise land and assets**

A smarter approach to public estate will support access, sustainability and regeneration

» **Ensure financial sustainability**

Robust governance and sound financial management will underpin every decision and every service

This approach will help ensure the new councils are resilient, efficient and able to deliver real impact – from day one and into the future.

The operating model prioritises the needs and aspirations of residents and communities as the foundation for all activities, promoting prevention, early intervention, independence and self help to minimise intervention.

Building on the success of place-based partnerships is integral, involving health and wellbeing, economic sectors, community safety and the VCS to enhance benefits for residents and the economy.

The model has five layers:



The South & East Lincolnshire Councils Partnership has demonstrated that a place-based partnership approach delivers improved outcomes through early intervention and prevention. In PSPS there is already a tried and tested model for delivering enabling functions that has resulted in significant financial savings.

Building the model on this foundation and scaling it up over the larger footprint of the two unitary councils will create an efficient and cost-effective structure for Greater Lincolnshire.

How we know this works: the community hub model

We know this approach will work because it builds on a tested model: the Community Hub approach already

proven in the South & East Lincolnshire Councils Partnership (SELCP).

CASE STUDY

COMMUNITY HUBS



Partnering with communities to deliver inclusive, place-based support and digital access

The pandemic accelerated a digital shift in how residents accessed council services. By 2021, East Lindsey District Council's three Customer Access Points (CAPs), operated by PSPS, had been closed for 14 months. Footfall had fallen by over 73% in five years, and a fully digital and telephone-based model was projected to save £1.2 million over 10 years. However, the Council recognised that for many residents – particularly those facing digital exclusion or complex needs – there was no substitute for local, face-to-face support.

Rather than reinstating costly council-run centres, East Lindsey District Council (ELDC) invested in community-led access points, working in partnership with voluntary and community organisations to deliver 30+ local drop-in venues. Modest £35,000 grants were offered to cover equipment and overheads, while council officers helped coordinate timetables and training.

A standout example is the Alford Community Hub, which has developed into a volunteer-run charity with over 150

volunteers, working with ELDC, health providers and local charities to provide digital support, cost-of-living advice, befriending and crisis assistance.

The Hub has become a lifeline for thousands, responding to 127,000 requests for help, offering digital inclusion sessions with Lincs Digital and delivering practical, relational support. It now operates independently and has inspired over 70 similar hubs nationally.

This model shows how small, strategic investment can unleash large-scale social impact. By empowering trusted local partners, councils can deliver inclusive, sustainable and outcome-focused services, reflecting the **Greater Lincolnshire for All** vision of community-led, prevention-based local government.

“Finally, decision makers are seeing that the most effective way to support communities is from the ground up.”

Volunteer, Alford Community Hub

CASE STUDY

NATIONAL RECOGNITION FOR THE SOUTH & EAST LINCOLNSHIRE COUNCILS PARTNERSHIP (SELCP)



Award-winning collaboration proving the power of shared leadership and integration

When the South & East Lincolnshire Councils Partnership (SELCP) was formed in 2021, it represented a bold step towards collaborative local government – uniting Boston Borough, East Lindsey, and South Holland District Councils.

The partnership demonstrated that integration could deliver tangible results quickly, without compromising each council's local identity or accountability.

Within its first year, the Partnership focused on integrating services and teams, and developing a shared vision rooted in residents' priorities.

Services were streamlined, new efficiencies identified and collaborative programmes launched to improve outcomes for local communities.

The Partnership's progress was submitted for national evaluation through the Local Government Chronicle (LGC) Awards 2022.

In July 2022, SELCP was named Winner of the LGC "Public/Public Partnership" Award, recognising its success in creating a cohesive and high-performing collaboration at exceptional pace.

Judges praised the Partnership for "demonstrating tangible improvements to local communities with a clearly articulated ambition for the future."

This early national recognition proves that ambitious local collaboration works.

It validates the Partnership's ability to deliver visible change through shared leadership and vision, providing a strong platform for how **A Greater Lincolnshire for All** can build on tested partnerships to deliver transformation countywide.

D. DEMOCRATIC ARRANGEMENTS

Strong, accountable local democracy

The new councils will be founded on clear, transparent democratic structures that ensure every resident knows who represents them and who is responsible for the services and decisions that shape their daily lives.

Following guidance from MHCLG and the Boundary Commission, our proposed models follows the principles and good practice set out.

Therefore, our proposition is based on the requirements to enable the new Councils to function effectively and underpinned by the following democratic requirements:

- Leader and Deputy Leader
- Executive
- Overview and scrutiny committees for each authority
- Regulatory committees including governance and audit, planning and licensing
- Operational committees (e.g. PSPS partnership

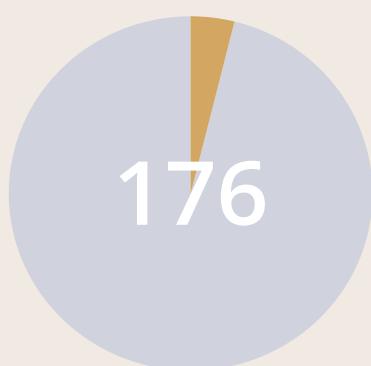
board, Employment Committee)

- Neighbourhood area committees (all Councillors to be represented)
- Functions of opposition (including Leader(s) and Deputy Leader(s))
- Representation on Outside bodies

Alongside a review of the requirements of the authorities in GLFA and benchmarked this against good practice in other new unitary Councils.

This structure will provide:

- A total of 176 councillors across the two councils
- An average of 4540 electors per councillor across Greater Lincolnshire
- A reduction of 269 councillors compared to current arrangements



Councillors across the two regions



Electors per Councillor across Greater Lincolnshire

We will work closely with the Boundary Commission and MHCLG post submission of this proposal to develop a detailed design of wards for Greater Lincolnshire for shadow elections.

This model maintains a strong level of representation and ensures councillors are well placed to fulfil essential roles in oversight, community leadership and local accountability.

We propose holding whole-council elections every four years to support democratic stability and provide clarity for residents and elected members alike.

As with all local government reorganisations, final councillor numbers and ward arrangements will be subject to confirmation by the Local Government Boundary Commission for England and may evolve as part of the implementation process.

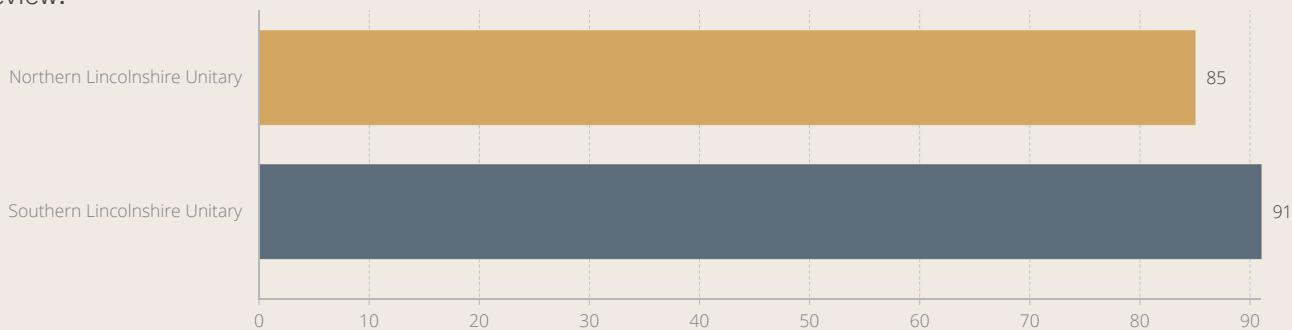
This new model reflects best practice from other areas such as North Yorkshire, Westmorland and Furness and Cumberland Councils. It strengthens local leadership, simplifies governance and supports effective delivery within a balanced and future-ready structure.

In line with legislation and MHCLG guidance we propose undertaking a full boundary review led by the Boundary

Commission following the formation of the new authority, which will become active for future elections.

However, we anticipate that the overall number of Councillors will not require significant amendments at this review.

The diagram below sets out the Councillor model in GLFA, providing equal representation across the population and supporting a modern, efficient local government model for Greater Lincolnshire.



E. FIRE AND POLICE AUTHORITIES

During the development of our proposal we have considered both Fire and Rescue and Police to ensure such important services for the community can continue to be successfully delivered during and after Local Government Re-organisation, with a long term and sustainable future.

At present, North and North East Lincolnshire Councils receive their fire and policing services from Humberside Fire Authority and Humberside Police. The remainder of

Lincolnshire receives its services from the Lincolnshire County Council hosted Lincolnshire Fire and Rescue; and Lincolnshire Police.

We have obtained Leading Counsel advice in respect of both Police and Fire. We attach at Appendix I a letter from the South & East Lincolnshire Councils Partnership's Legal Manager outlining that advice and any applicable legislation.

Police

Present legislation allows for two Police Forces to operate in a Council area (in our case Humberside Police and Lincolnshire Police both operating in our proposed Northern Unitary Council on their existing geography). Government could also consider a collaboration agreement between the Forces or a merging of the Forces, but our advice suggests no such change is needed to Policing to implement our two Council model.

Given the letter Council Chief Executives received on 13

November 2025, outlining Government's intention to abolish Police and Crime Commissioners and transfer this function to the Mayor, simply, we do not believe Policing is impacted by our Local Government Reorganisation proposal.

This remains a matter for Government to deliver via the English Devolution and Community Empowerment Bill and perhaps influenced by the widely published financial challenges of Lincolnshire Police.

Fire

To implement a solution for Fire under current legislation requires Government to merge Lincolnshire Fire and Humberside Fire as one Authority (perhaps served by two Boards).

Merging Lincolnshire and Humberside Fire would provide opportunities for financial efficiency through increased scale, without operational impact, but would only be necessary if Government chose not to use the legislation

through the emerging English Devolution and Community Empowerment Bill

Were the Government minded to merge Lincolnshire and Humberside Fire and Rescue, then the prudent nature of the financial modelling, with significant contingency built in, will provide sufficient resources to cover transition costs.

Emerging devolution bill

The emerging provisions in the English Devolution and Community Empowerment Bill will, once passed, allow the Mayor to operate fire services from Vesting Day on the existing Lincolnshire County Council footprint, with Humberside Fire continuing to cover their existing area.

The Bill could also permit the Mayor to operate both Police and Fire across the whole of Greater Lincolnshire.

We have engaged with the Mayor of Greater Lincolnshire, Dame Andrea Jenkins, and the Mayor is enthusiastic about taking on Fire and Police functions. We also sought a meeting with the Mayor of Hull and East Yorkshire, but this was declined.

During the engagement process to develop our proposal we have met with Police and Crime Commissioners and Chief Constables/their representatives. We have also

engaged with Lincolnshire Fire Service and Humberside Fire Authority. Their feedback has shaped our thinking around this proposal.

We do, however, given the unique nature of this situation, want to keep an open dialogue with the Department so we are able to adapt or build on measures as may be necessary.

In summary, we have provided a legal and administrative solution to Fire under current legislation and acknowledged the Government's intentions of the English Devolution and Community Empowerment Bill, which would suggest a transfer of Police and Fire to the Mayor serving Greater Lincolnshire on a date which accords with the establishment of the Unitary Councils and removal of Police and Crime Commissioners. This date is thought to be 1 April 2028.

F. LOCALITY ARRANGEMENTS

Bringing power closer to home

Greater Lincolnshire is a region defined by its diversity – thriving market towns, City hubs, coastal settlements and rural villages as well as proud local identities, distinct community priorities and deep civic pride.

The new councils will reflect this reality – building on the strengths of existing relationships and shaping decisions around the places people call home.

Local engagement will be central to how services are delivered, decisions are made and public resources are prioritised.

A Greater Lincolnshire for All is not about replicating existing structures – it's about designing a system that works for the future.

It takes the best of what already works in Greater Lincolnshire – from Parish and Town council leadership to district-level community teams – and gives it a platform to grow.

Neighbourhood area committees: locally focused, partnership led

Another defining feature of this proposal is the creation of Neighbourhood Area Committees (NACs) – partnership-led groups aligned to local geographies and priorities.

These are not administrative overlays, but locally embedded governance units guided by the footprint of Primary Care Networks (PCNs), creating sensible, data-informed boundaries that reflect real communities.

Each NAC will typically cover 2–3 PCNs, with 5 committees per council. These groups will bring together elected councillors, community partners and invited stakeholders (such as PCN chairs and health colleagues) to collaborate on prevention, service design and local improvement.

This structure recognises that different areas have

different needs. For example, the NAC covering Lincoln and surrounding areas may have enhanced delegated powers on housing, heritage, culture, leisure and tourism, while more rural NACs may focus on health inequalities, infrastructure or connectivity.

Powers and budgets may vary between committees, reflecting local population, deprivation, opportunities and growth – but all will operate within a clear, consistent framework set by the new councils.

We are aware that current legislation restricts the ambition around NACs, but understand that government aims to strengthen them. As legislation develops, we aim for our NACs to have an increasing role, and our vision for them is a key part of our proposal.

A stronger role for Parish and Town councils

At the heart of our approach are Greater Lincolnshire's Parish and Town councils. These are trusted, rooted institutions – the first line of democratic representation for many communities.

Parish and Town councils will have an active role in NACs. We have agreed in principle an arrangement with the relevant Associations of Local Councils to ensure appropriate and proportionate representation of Parish Councils on each NAC. This will enable Parish Councils to have an active role in fully participating in debates and shaping local outcomes.

The new unitary councils will actively support them as key partners in local service delivery and civic leadership. Our aim is to unlock smarter collaboration, better use of resources and deeper local pride in the places we live.

To achieve this, we will create clear avenues for Parish and Town Councils to navigate the new Councils to enable them to work effectively.

Our extensive engagement with Parish and Town Councils demonstrated a strong desire to work with the new authorities and the relevant Neighbourhood Area Committees.

One of the consistent concerns raised by Parish and Town Councils was their ability to engage effectively with larger authorities.

Therefore it is intended to include a Parish Councils Partnership Officer within each of the new authorities who will support Parish and Town Councils with navigating the new authorities and also be responsible for signposting individuals and groups to Parish and Town Councils where appropriate.

We will also provide support for Parish and Town Councils in respect of asset transfers, providing a framework with clear criteria around this process as part of our implementation planning.

We are committed to strengthening this tier – with co-designed service models and stronger connections between local representatives and unitary councillors.

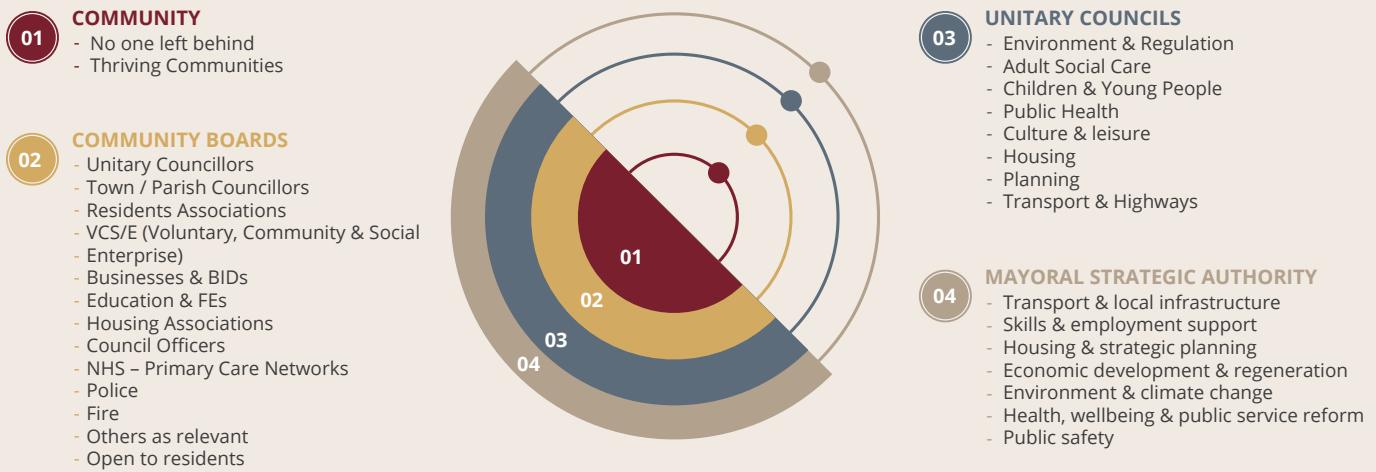
Where appropriate, new mechanisms will be developed to help parish councils contribute directly to the decisions made in their area.



"The approach feels sensible and builds on partnerships that already work well across Lincolnshire."

YMCA Lincolnshire

Gibraltar Point Nature Reserve stretches along the coast, where sweeping dunes and quiet saltmarshes glow under golden sunsets, capturing the essence of Greater Lincolnshire's rich heritage and natural beauty.



This model is designed to:

- Provide a clear structure for local representation and decision-making
- Strengthen relationships between public services, especially with the NHS and Police
- Offer a visible vehicle for local engagement, input and consultation
- Unlock more joined-up, community-driven approaches to service delivery
- Recognise the place-based strengths of district councils and partners
- Be replicable, adaptable and scalable as needs evolve

Powers and budgets may vary between committees, reflecting local population, deprivation, opportunities and growth – but all will operate within a clear, consistent framework set by the new councils.

Principles for locality governance

The following principles will guide the design of these new local arrangements:

- **Locally focused**
Built around real places, not administrative convenience
- **Councillor-led**
Elected Members will lead and champion local priorities
- **Inclusive**
Open to all partners, sectors and communities
- **Evidence-informed**
Shaped by local data and resident insight

- **Action-oriented**
Focused on delivery, not bureaucracy
- **Connected**
Directly linked to service teams and the Mayoral Strategic Authority
- **Collaborative**
Strengthening town/parish councils, not replacing them
- **Empowered**
With clear responsibilities and budgets to drive change

These arrangements will bring decision-making closer to where people live, support early intervention and give residents a genuine say in how their communities develop.

Vision

Local engagement in the new councils will bring together local partners to understand key issues, agree priorities and drive collaborative action that promotes prevention, supports thriving communities and ensures everyone can access the support they need to fulfil their potential.

Equality across Greater Lincolnshire

There is currently inequality of access to Parish and Town councils across the major towns.

Alongside establishing Neighbourhood Area Committees,

we will enable community governance reviews in Spalding, Boston, Lincoln, Scunthorpe and Grimsby, with a view to forming new town councils to enable more fair representation to these areas.

G. PREMISES & ASSETS

Creating two new councils presents an opportunity to rethink how we use land, buildings and public assets across Lincolnshire – not just to improve efficiency, but to deliver services differently and support thriving places.

At present, Greater Lincolnshire's public estate is

fragmented, with ten councils managing their own property portfolios. Many of these buildings serve overlapping purposes or are under-used. This creates unnecessary cost and complexity and limits opportunities for collaboration and community benefit.

A strategic review to unlock value and impact

As part of the implementation programme, a full asset review will be undertaken by the shadow authorities.

This will identify opportunities to:

- Rationalise the estate and reduce duplication
- Improve value for money and environmental performance

- Free up land for housing, regeneration, or economic growth
- Enable modern, co-located service delivery models with partners across the public, community and voluntary sectors
- Ensure resilient, accessible and welcoming service locations for residents across Lincolnshire

Focusing on the resident experience

While rationalisation will deliver savings and efficiency, the core objective is to improve how residents experience and access services – both digitally and in person.

We will retain a strong local footprint, with key service hubs across the region and will work closely with partners – including the NHS, Police, Parish and Town councils and

the voluntary sector – to explore opportunities for co-located or shared provision.

Digital access will be expanded where appropriate, but physical access will remain a priority for safeguarding, housing and support for vulnerable residents.

CASE STUDY

MULTI-AGENCY COASTAL SAFETY HUB, MABLETHORPE

In 2025, the East Lindsey Investment Fund awarded £55,000 towards the creation of a new multi-agency coastal safety hub in Mablethorpe.

The hub brings together the Atlantis Alliance – including HM Coastguard, RNLI, National Coastwatch Institution, Natural England, Lincolnshire Police, and both county and district councils – to provide a visible, joined-up presence on the coast.

Located at Queen's Park Beach Huts, the hub provides:

- A base for first aid, emergency planning and crime prevention activity
- Space for information, awareness campaigns and training

- A year-round facility for joint working between services

The new approach has delivered operational efficiencies, reduced duplication of effort between services and created a stronger, more coordinated response to seasonal pressures. Importantly, it also supports the visitor economy by making the coast safer and more welcoming.

With around 3 – 4 million visitors annually, even a modest increase in visitor spend translates into a significant economic benefit for local businesses and jobs. By enabling agencies to collaborate more effectively, the hub has delivered greater value for money, improved outcomes for residents and visitors and strengthened resilience across Lincolnshire's 28 miles of coastline.



H. LEADERSHIP STRUCTURE

The creation of two new councils for Greater Lincolnshire presents a unique opportunity to establish leadership structures that are transparent, resilient and designed to serve residents well from day one.

These new arrangements will be grounded in democratic

accountability, clear decision-making and a renewed focus on partnership. While final decisions on political and managerial leadership will be determined by the new authorities, this section sets out an indicative model, drawing on best practice from recent local government reorganisations.

A model shaped by residents and elected members

Each council will be led by a democratically elected Leader, reflecting a model familiar to residents and used successfully in existing Greater Lincolnshire authorities.

This approach is consistent with recent local government reforms in areas such as North Yorkshire and Westmorland & Furness.

The proposed structure includes:

- A Leader elected by the full council
- A Cabinet of Executive Members appointed by the Leader
- Scrutiny and accountability arrangements through cross-party committees

- A Chief Executive providing overall organisational leadership
- A Corporate Leadership Team comprising statutory officers and directors of key service areas

These structures will ensure the new councils are capable of leading transformational change while remaining closely connected to the needs and ambitions of Greater Lincolnshire's diverse communities.

They will also provide strong alignment with the Mayoral Combined County Authority, supporting joined-up leadership across the whole area.

Creating capacity and capability

To ensure both councils are well-equipped from day one, each will appoint:

- **Statutory Officers**, including Head of Paid Service, Directors of Children's Services, Adult Social Services and Public Health, along with a Chief Finance Officer and Monitoring Officer
- **Senior Directors** across functions such as housing, regeneration, community services, corporate

operations and place-based delivery

- **Programme Leads** responsible for managing the transition, organisational development and service integration

These appointments will provide the professional leadership required to support continuity, drive performance and uphold the highest standards of public service.

Supporting a smooth and secure transition

Leadership structures will be introduced in parallel with robust transitional arrangements, including:

- Shadow leadership roles established early in the implementation phase

- Interim programme and service leads drawn from existing organisations
- A phased and well-managed handover of responsibilities from current authorities to new leadership teams

To ensure service continuity, safety and public confidence, early appointments will be made to key statutory leadership roles – particularly the Directors of Children’s Services, Adult Social Services and Public Health.

This early recruitment will enable these statutory leads to shape operating models, oversee workforce planning and build strong professional teams to lead transition and delivery.

They will also maintain continuity of critical safeguarding and care responsibilities, with established relationships

with regulators, partners and safeguarding boards remaining intact.

These officers will work within robust governance frameworks, ensuring risk is effectively managed and services remain safe, stable and compliant throughout the transition period and beyond.

This approach reflects our commitment to deliver change responsibly – with residents’ wellbeing, service integrity and public trust at the centre of everything we do.

I. WORKFORCE

Supporting our people through change

The success of two new councils will depend on the people who work within them. Across Greater Lincolnshire’s current councils, staff bring deep knowledge, strong community relationships and a shared commitment to public service.

This proposal recognises that our workforce is our greatest asset – and that successful reform will only be achieved by supporting staff through transition and creating opportunities to grow, develop and lead in the new councils.

Stability, clarity and engagement

A dedicated workforce transition plan will guide the process of change. This will include:

- Early and regular staff engagement across all existing councils
- Clear communication about what change will mean
- Protection of terms and conditions under TUPE or

equivalent arrangements

- Support for managers to lead change well

The aim is to retain the skills, experience and insight that already exist across the workforce, while reducing uncertainty and providing clear pathways into the new structures.

Designing the future workforce

The creation of two councils offers the opportunity to redesign structures, roles and career paths in line with modern service delivery. This includes:

- Building flexible teams that work across geographies and services
- Investing in apprenticeships, talent pipelines and professional development
- Strengthening leadership at all levels

- Promoting values-based culture, inclusion and wellbeing

Looking to recruit from within the existing workforces across Greater Lincolnshire, the new councils will bring together the best of the skills across the existing ten authorities, to build two teams equipped with strong, localised expertise.

Each council will define its own workforce model, tailored to its needs and priorities – but both will be rooted in shared values, partnership working and public service excellence.

Operating at scale to bring innovation

Two new unitary councils will have the scale and capacity to combine the best practice already delivered across Greater Lincolnshire with proven approaches from other areas.

This will embed a culture of innovation that improves services, supports staff and delivers better results for residents.

As large employers, the new councils will place their workforce at the centre of change. Staff will be engaged early and regularly, with modern participation methods used to gather ideas and test solutions.

The councils will have the capacity and capability to recruit and retain specialist skills – such as engineers, economic

development professionals and to develop the workforce capabilities around hard to fill positions in areas such as social care – and to strengthen the skills of the existing workforce through targeted training, career pathways and succession planning.

Apprenticeship and graduate programmes will be expanded to give young people in Greater Lincolnshire clear routes into well-paid, high-quality jobs, helping to sustain rural and coastal communities.

Operating at scale is essential in reducing overheads – for example, by consolidating IT from multiple sets of infrastructure – allowing more investment in modern technology, flexible working and tools that improve productivity and customer service.

A positive opportunity for staff

Staff will be fully involved in shaping the transition and future operating models. Where appropriate, they will have opportunities to take on new roles, lead transformation programmes, or develop new ways of working with partners.

By putting staff at the heart of reform, we can build two resilient, high-performing organisations that not only deliver better services – but become great places to work and grow a career in public service.

J. TECHNOLOGY & DATA

Smart foundations for modern public services

The creation of two new councils provides an opportunity to rethink how technology, data and digital services can support modern, accessible and efficient local government in Greater Lincolnshire.

A shared ambition across both authorities will be to ensure that residents and staff benefit from simple, reliable and joined-up digital systems that reflect how people live and work today.

Building a shared digital foundation

We propose expanding the successful work of PSPS, to create a single, shared digital and IT service to support both councils.

This approach will enable:

- Greater consistency in service delivery and user experience
- Improved cyber security and data protection

- Reduced duplication and cost across systems and contracts
- Seamless data sharing between key services (e.g. housing, social care, planning)

This shared service will be designed from the outset to reflect the different needs of the two councils, while creating economies of scale and supporting collaboration across Greater Lincolnshire, including with the Mayoral Strategic Authority.

Data to drive better decisions

With improved data capabilities – joined-up insight will enable the new Unitary Councils to make smarter, faster and more preventative decisions.

This includes:

- A single view of resident needs, helping services to intervene earlier and more effectively

- Integrated datasets to support place-based planning, housing and economic development
- Shared intelligence with health and public service partners to improve outcomes

This data-led approach will also strengthen transparency, accountability and continuous improvement.

Digital by design – but not digital only

New digital services will be designed around the needs of all residents – making it easier to apply, report, book and interact with councils online.

But we recognise that digital access must be balanced with physical and personal support, especially for

vulnerable residents.

Our approach will be inclusive, secure and user-centred – using technology to enhance services, not to replace human contact where it matters most.

CASE STUDY

PUBLIC SECTOR PARTNERSHIP (PSPS) AND ICT

In 2021, Public Sector Partnership Services Ltd (PSPS) played a pivotal role in supporting the formation of the South and East Lincolnshire Councils Partnership (SELCP), bringing together three district councils to deliver enhanced public services.

SELCP drew on PSPS's experience and insight, gained through more than 10 years' experience as a Local Authority Trading Company. This was valuable in the formation of the Company and the onboarding of a number of services from Boston Borough Council. In addition, PSPS guided the partnership through a seamless ICT integration, modernising both corporate and frontline systems.

With no prior sharing of data, services or even simple abilities such as calendar access, the three Councils were physically and technically separate. At a corporate level, PSPS unified the approach to ICT, aligning both back office and business process, enabling secure data sharing, streamlining communications, and creating a consistent user experiences across councils.

This not only boosted operational efficiency but also fostered a culture of collaboration and innovation amongst staff. The deployment of cloud-based solutions and upgraded infrastructure ensured that essential services remained resilient and accessible, both in offices and for remote working.

Service delivery also benefited significantly. PSPS supported the introduction of user-friendly digital channels, making it easier for residents to access services and information online. Automated workflows reduced response times and improved customer satisfaction.

Crucially, the work undertaken by PSPS has laid robust technological foundations for the future, paving the way for a “**Greater Lincolnshire for All**”. By standardising systems and embracing innovation, SELCP is now well positioned and has the proven experience to expand shared services, support local growth, and deliver better outcomes for communities across the region.



served by One Team

South & East Lincolnshire Councils Partnership



"This is the best proposal and the most thought through out of all the others."

A Resident

Manufacturing in Greater Lincolnshire combines traditional craftsmanship with cutting-edge innovation, driving the economy through engineering excellence and skilled production.



North Kesteven District

High above the flatlands, the silhouette of an RAF jet roars into the sky from Cranwell, leaving a trail of heritage and pride. Below, wide, straight fields stretch across the landscape, crisscrossed by history and purpose. This is where agriculture and aviation stand side by side.

This is RAF Cranwell: a symbol of duty, precision, and pride at the core of North Kesteven District.

7. FINANCIAL CASE

A. COSTS & BENEFITS OF IMPLEMENTATION

Purpose

To summarise the assumptions and outputs from the financial modelling undertaken to inform the Local

Government Reorganisation in Lincolnshire options appraisal.

Assumptions

All options were modelled on Revenue Outturn 2023/24, with all figures inflated so that the total Council Tax requirement for all councils was equal to the Council Tax requirements agreed by each council as part of the 2025/26 budget setting processes. This led to a 7.8%

uplift in all figures.

Within this report, 4 options are considered. The full list of options referred to in this report are as follows:

Name	Unitary Authorities	Referred to as
A Greater Lincolnshire for All model	2 UAs	GLFA
Lincolnshire County Council Area, retain North and North East Lincolnshire	3 UAs	LCC Area, North, North East
City of Lincoln (expanded) model, Lincolnshire County area and North and North East Lincolnshire	4 UAs	Expanded Lincoln
East and Central Lincolnshire, South West Lincolnshire, North Lincolnshire and North East Lincolnshire	4 UAs	North, North East, Central & South

Throughout this options appraisal, all savings are considered against a 'stand-still' position. Savings are projected against current needs, current costs and current allocations of grants.

performance of each option to generate efficiencies and realise savings. Similarly, this options appraisal is focussed on appraising structural propositions, rather than appraising detailed system-wide, organisational and service level designs.

None of the options considered include assumptions relating to changes in levels of future needs or changes to resource allocation; these factors are assumed to have the same impact on each option.

As such, broad but evidence-based assumptions have been used to inform the financial models for each option, including findings from previous LGR programmes, projections from successful recent LGR proposals and Interim LGR Plan proposals for other two-tier areas.

This approach is required to demonstrate the varying

Independent cost and savings estimates

The district councils within Lincolnshire commissioned a review of potential costs and savings likely to be achieved through re-organisation in the region.

Their works and findings were independent of any specific bid and designed to meet the Government's request that shared data and assumptions underpin proposals for an area as much as possible.

This report is presented in its whole as Appendix G.

The report generally gives ranges of costs, therefore some decisions had to be taken as to what point in the range to take for each option.

These assumptions and their rationale can be found as Appendix A. In general, where ranges were the same for multiple proposals, the same point in the range was taken for each of those options for consistency and fairness.

General efficiencies

Areas for savings were as categories of service department expenditure where there is an overlap of spending between Districts councils and the County Council, split between staffing, other expenditure and

fees and charges income and other income.

The following table sets out the modelled saving targets for each option:

Table 7.1: Modelled Savings Targets

Category	GLFA	LCC Area, North, North East	Expanded Lincoln		North, North East, Central & South
			Lincoln City	Rest of Region	
Staff-saving (back-office)	6.0%	6.0%	6.0%	3.0%	6.0%
Savings (highways)	5.0%	0.0%	0.0%	0.0%	0.0%
Staff saving	4.0%	5.0%	4.0%	2.0%	4.0%
Non-staff saving	3.0%	4.0%	3.0%	1.5%	3.0%
Fees & charges income	1.0%	1.0%	1.0%	0%	1.0%

Ongoing additional costs / savings

The next consideration was to look at whether the specifics of any individual option give rise to ongoing additional costs (such as costs for more members) or leads to ongoing savings (for example through prevention).

The following table sets out the net ongoing costs and

savings (£m's) assumed in each option. These are taken to adjust the general level of savings as suggested above.

Table 7.2: Net ongoing costs and savings (£m's)

Category of ongoing additional costs / savings	GLFA (£m)	LCC Area, North, North East (£m)	Expanded Lincoln (£m)	North, North East, Central & South (£m)
Ongoing disaggregation costs of County services	0.702	0.000	3.765	7.529
Joint working efficiency savings already achieved	3.250	3.250	3.250	3.250
Existing senior management teams	-17.754	-17.754	-17.754	-17.754
New senior management teams	11.149	13.430	14.175	13.229
Savings from members	-2.025	-2.534	-2.404	-2.136
TOTAL additional costs / savings	-4.678	-3.608	2.184	5.064

NOTE:

These are costs / savings over and above the general % staff savings contained in the general efficiencies based upon streamlining the executive levels of staff.

Long-term impact of these savings combined

Combining the impact of these two sets of savings shows the potential long-term savings from each of these models, based on the various categories of income and expenditure – at this stage in the process, figures are

GLFA

Table 7.3.1: GLFA potential long term savings

Category	2023/4 Outturn inflated (£m)	General efficiency (£m)	Further specific costs / savings (£m)	Projected expenditure / income (£m)	Ongoing saving (£m)
Employee costs	794.925	-12.360	-3.303	779.261	-15.663
Running expenses	1,657.338	-14.502	-1.375	1,641.461	-15.877
Fees & charges	-192.655	-1.161	0.000	-193.816	-1.161
Other income	-428.924	0.000	0.000	-428.924	0.000
Non-dept inc / exp ¹	-1,187.818	0.000	0.000	-1,187.818	0.000
Council Tax req	642.866	-28.023	-4.678	610.165	-32.701

LCC Area, North, North East

Table 7.3.2: LCC Area, North, North East potential long term savings

Category	2023/4 Outturn inflated (£m)	General efficiency (£m)	Further specific costs / savings (£m)	Projected expenditure / income (£m)	Ongoing saving (£m)
Employee costs	794.925	-7.423	-1.724	785.777	-9.147
Running expenses	1,657.338	-10.571	-1.884	1,644.883	-12.455
Fees & charges	-192.655	-0.668	0.000	-193.322	-0.668
Other income	-428.924	0.000	0.000	-428.924	0.000
Non-dept inc / exp ¹	-1,187.818	0.000	0.000	-1,187.818	0.000
Council Tax req	642.866	-18.661	-3.608	620.597	-22.269

Expanded Lincoln

Table 7.3.3: Expanded Lincoln potential long term savings

Category	2023/4 Outturn inflated (£m)	General efficiency (£m)	Further specific costs / savings (£m)	Projected expenditure / income (£m)	Ongoing saving (£m)
Employee costs	794.925	-5.964	2.055	791.016	-3.908
Running expenses	1,657.338	-7.182	0.128	1,650.284	-7.054
Fees & charges	-192.655	-0.495	0.000	-193.150	-0.495
Other income	-428.924	0.000	0.000	-428.924	0.000
Non-dept inc / exp ¹	-1,187.818	0.000	0.000	-1,187.818	0.000
Council Tax req	642.866	-13.641	2.184	631.409	-11.457

presented for all new Councils combined; for the purposes of this analysis no attempt is made to apportion costs and savings to specific newly formed authorities.

North, North East, Central & South

Table 7.3.4: North, North East, Central & South potential long term savings

Category	2023/4 Outturn inflated (£m)	General efficiency (£m)	Further specific costs / savings (£m)	Projected expenditure / income (£m)	Ongoing saving (£m)
Employee costs	794.925	-6.602	2.786	791.108	-3.816
Running expenses	1,657.338	-7.928	2.279	1,651.689	-5.649
Fees & charges	-192.655	-0.501	0.000	-193.155	-0.501
Other income	-428.924	0.000	0.000	-428.924	0.000
Non-dept inc / exp ¹	-1,187.818	0.000	0.000	-1,187.818	0.000
Council Tax req	642.866	-15.031	5.064	632.899	-9.967

NOTE:

¹ This includes all other elements of Council Income and Expenditure, including Housing Benefits, Levies, Capital Financing, Non-service grants and appropriations / use of reserves (elements considered outside service reporting on Government – Revenue Outturn forms) executive levels of staff.

The following table sets out the ongoing savings as a percentage. This is calculated in three ways:

- As a percentage of net service costs (ie employee costs and running expenses less service income)
- As a percentage of gross service costs (ie employee costs and running expenses)
- As a percentage of Council Tax requirement (ie all costs including non-service specific grants, financing costs, precepts and use of reserves)

Table 7.4.1: Summary of ongoing savings

Category	GLFA (£m)	LCC Area, North, North East (£m)	Expanded Lincoln (£m)	North, North East, Central & South (£m)
Gross service cost (2023/4 inflated)		2,452.263		
Net service cost (2023/4 inflated)		1,830.684		
Council Tax requirement (2023/4 inflated)		642.866		
Ongoing saving	32.701	22.269	11.457	9.967

Table 7.4.2: Ongoing savings as a percentage

Savings as a percentage of:				
Gross service cost	1.33%	0.91%	0.47%	0.41%
Net service cost	1.79%	1.22%	0.63%	0.54%
Council Tax requirement	5.09%	3.46%	1.78%	1.55%

One-off costs and time to realise savings

Each option was considered for one-off costs and how quickly savings could be achieved. The breakdown of these costs varies from option to option and can be seen within the model.

For most costs these were given a direct cost.

The exception was staff transition costs that were calculated as a percentage of employee costs saved (this forecast includes both the direct costs and any pension strain).

A summary of these one-off costs per model are as follows.

Table 7.5: One-off costs

	GLFA	LCC Area, North, North East	Expanded Lincoln	North, North East, Central & South
% of employee costs saved	125%	125%	125%	125%
Other one-off cost (£m)	37.400	25.245	33.275	32.835

Although an indicative breakdown of transition costs is given, it is considered that the overall quantum is more important than the specific categories.

Local decisions will determine how much is of this work is

Table 7.6: Breakdown of costs

Category	GLFA	LCC Area, North, North East	Expanded Lincoln	North, North East, Central & South
Staff transition costs	19.579	11.434	4.855	4.771
Other costs:				
Organisation of closedown	2.000	1.250	1.500	1.500
Public consultation	1.000	0.700	1.000	0.850
ICT costs	17.500	10.000	15.000	15.000
Shadow operations	3.750	3.250	3.850	3.750
External consultancy	5.000	4.000	4.650	4.500
Internal project management	4.750	3.750	4.250	4.250
Contingency (10% non-staff costs)	3.400	2.295	3.025	2.985
Sub-total non-staff transition costs	37.400	25.245	33.275	32.835
Total one-off costs	56.979	36.679	38.160	37.606

Consideration was also given to how quickly expected savings would be realised. All options were modelled using the lower end of the range suggested by the

carried out in-house compared to with external support, which in turn may adjust the allocation of these budgets.

These costs are broken down as follows:

Table 7.7.1: Speed of savings realised

	GLFA	LCC Area, North, North East	Expanded Lincoln	North, North East, Central & South
% saved – Year 1	25%	25%	25%	25%
% saved – Year 2	50%	50%	50%	50%
% saved – Year 3	75%	75%	75%	75%
% saved – Year 4 (and onward)	100%	100%	100%	100%

Table 7.7.2: Ongoing saving before one-off costs

Saving before one-off costs	GLFA (£m)	LCC Area, North, North East (£m)	Expanded Lincoln (£m)	North, North East, Central & South (£m)
Ongoing saving – Year 1	8.175	5.567	2.864	2.492
Ongoing saving – Year 2	16.351	11.135	5.729	4.983
Ongoing saving – Year 3	24.526	16.702	8.593	7.475
Ongoing saving – Year 4 (and onward)	32.701	22.269	11.457	9.967

“Consistency of approach and one conversation on planning and regulation would help our sector.”

National Farmers Union



A combine harvester working across Lincolnshire's wide fields highlights Greater Lincolnshire's strong farming heritage. Agriculture remains vital to its economy, shaping rural life and sustaining communities while feeding both the nation and the future.

Summary of financial modelling

The following table sets out the key metrics for each of the options:

Table 7.8: Key Metrics from each option

	GLFA	LCC Area, North, North East	Expanded Lincoln	North, North East, Central & South
One-off costs (£m)	56.979	36.679	38.160	37.606
Ongoing annual savings (£m)	32.701	22.269	11.457	9.967
10 Year savings (£m)	220.982	152.611	59.227	47.111
Payback period (years)	4	4	5	6



Risks / opportunities

The following table sets out opportunities or threats that could affect one or more proposals but not felt certain or material enough to build into the figures presented.

Table 7.9: Risks & Opportunities Explained

Risk / Opportunity	Explanation	Impact	Options Most Affected
Opportunity – using established partnership model to drive greater savings	Public Sector Partnership Services is a trading company owned by South Holland, East Lindsey and Boston Councils and has overseen significant efficiencies and merging of services in the south-east Lincolnshire area; using their experience should maximise efficiencies in the wider region	Medium	GLFA
Opportunity – using surplus estate to invest into Extra Care	Appropriate surplus estate could be repurposed into Extra Care facilities, creating long term savings in more intensive nursing care; further work needed to establish scale and most effective ways to implement	Medium	All

Risk – changes to pension scheme enrolment	Currently local government pension schemes for North East Lincolnshire and North Lincolnshire are administered by a different body to Lincolnshire County Council's pension scheme. During shadow operations a decision will need to be made how this is best managed in the future. No assumptions have been made as to how around this in our modelling, but options should be available that do not have one-off or up-front costs attached to any transfer.	Low	GLFA
Opportunity – future merger of North East Lincolnshire and North Lincolnshire	For proposals that propose retaining both North East Lincolnshire and North Lincolnshire, then there would be a chance for future efficiencies by merging them later. This opportunity is considered remote as the appetite for further reorganisation is likely to be limited and the relative scale of benefits smaller given the relatively limited combined population.	Very low	LCC Area, North, North East, North, North East, Central & South, Expanded Lincoln

Sensitivity analysis

Each option was considered under a best and worse case scenario, using the most favourable figures from the independently commissioned report for the best case in each circumstance and an option slightly lower than the

least favourable figure from each instance for the worst case. The result of this modelling is presented in table 7.10.

Table 7.10: Sensitivity Analysis

	GLFA		LCC Area, North, North East		Expanded Lincoln		North, North East, Central & South	
	Worst case	Best case	Worst case	Best case	Worst case	Best case	Worst case	Best case
Staff transition costs (£m) ²	11.854	26.040	6.042	19.870	2.002	10.454	0.644	8.206
Other one-off costs (£m)	55.964	36.245	29.480	24.365	37.235	32.120	36.795	31.680
Ongoing annual savings (£m)	18.690	58.368	11.189	42.902	6.642	32.130	2.535	24.120
10 year savings (£m)	102.898	433.839	59.585	320.436	17.217	230.532	(15.894)	165.132
Payback period (years)	5	3	5	3	8	3	>10	4

NOTE:

² Staff Transition costs are lower in a worst case scenario, as smaller efficiencies are made leading to fewer redundancies.

Financial resiliency

Several additional factors are considered, when determining the financial sustainability of the councils created in the new structures. These include:

- Measurements using the CIPFA financial resilience tool
- Reserve levels
- Council Tax harmonisation requirements

These are considered further below. For context, there are no pre-existing authorities with significant unaffordable debt positions nor structural existing budget issues.

However, projections and budget modelling show increased pressures on budgets, particularly within social care. Therefore it is unlikely that the current two-tier structure will remain financially viable in the future.

CIPFA financial resilience

CIPFA produce a tool which assesses council's against each other on a range of financial resilience metrics. They then plot where they sit from worst to best. To summarise, the following scale was used.

Table 7.11 sets out the position of each Council against each measured criteria (note some are not applicable to all current authorities):

Worst quartile – high risk	Middle 2 quartiles – medium risk	Best quartile – low risk
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Table 7.11: CIPFA Resilience Summary

Type	Indicator	North East Lincolnshire	North Lincolnshire	Lincoln City	West Lindsey	Lincolnshire County	South Kesteven	North Kesteven	South Holland	East Lindsey	Boston
Primary	Level of reserves	Red	Yellow	Red	Green	Yellow	Green	Green	Red	Green	Green
Secondary	Unallocated reserves	Yellow	Yellow	Yellow	Yellow	Red	Green	Red	Red	Red	Yellow
Secondary	Eastmarked Reserves	Red	Yellow	Red	Yellow	Yellow	Yellow	Yellow	Red	Green	Yellow
Primary	Change in reserves	Red	Green	Red	Yellow	Red	Yellow	Red	Red	Green	Yellow
Secondary	Change in unallocated reserves	Yellow	Red	Red	Red	Red	Green	Yellow	Yellow	Yellow	Yellow
Secondary	Change in earmarked reserves	Red	Red	Red	Yellow	Yellow	Red	Red	Green	Green	Yellow
Secondary	Change in HRA Reserves	Black	Black	Green	White	Red	Green	Red	Red	White	White
Primary	Interest payable / net revenue exp	Yellow	Yellow	Red	Yellow	Red	Yellow	Yellow	Green	Green	Yellow
Primary	Gross external debt	Green	Green	Red	Green	Green	Yellow	Yellow	Green	Green	Green
Primary	Social care ratio	Red	Green	Black	Black	Green	Black	Black	Black	Black	Black
Secondary	Children social care ratio	Red	Red	Black	Black	Green	Black	Black	Black	Black	Black
Secondary	Adult social care ratio	Green	Yellow	Black	Black	Green	Black	Black	Black	Black	Black
Primary	Fees & charges to service exp ratio	Yellow	Red	Yellow	Red	Red	Yellow	Red	Red	Red	Red
Primary	Council Tax requirement / net revenue exp	Red	Yellow	Red	Yellow	Red	Green	Yellow	Red	Red	Red
Primary	Growth above baseline	Green	Yellow	Green	Yellow	Yellow	Green	Red	Yellow	Yellow	Yellow

Table 7.12 shows the count of high, mediums and lows by new authority, by option

Table 7.12: CIPFA Resilience Detail

	High	Medium	Low	% High
GLFA				
Northern Lincolnshire	21	18	10	43%
Southern Lincolnshire	16	23	14	30%
Split	7	2	4	
LCC Area, North, North East				
Lincolnshire	33	33	22	38%
North East Lincolnshire	7	4	3	50%
North Lincolnshire	4	6	3	31%
North, North East, Central & South				

Lincoln City	8	2	2	67%
Lincolnshire	25	31	20	33%
North Lincolnshire	7	4	3	50%
North East Lincolnshire	4	6	3	31%
Expanded Lincoln				
Western Lincolnshire (NK/SK/South Holland)	11	14	8	33%
Eastern Lincolnshire (W Lindsey, E Lindsey, Boston, Lincoln)	15	17	10	36%
To be split between above	7	2	4	
North East Lincolnshire	7	4	3	50%
North Lincolnshire	4	6	3	31%

Based upon the CIPFA Resilience Index North East Lincolnshire and Lincoln City are the highest risk authorities; the **Greater Lincolnshire for All** Model is the

only one which integrates both Councils with lower risk-scoring areas, helping share that risk.

Reserves

The Revenue Outturn reports for 2024–25 were used to determine the level of unallocated and earmarked reserves per authority. Schools and public health reserves

are excluded from this analysis due to the limited control councils exert over their usage.



From the graph above it can be seen that there are no authorities without reserves, but the largest share is currently held by Lincolnshire County Council.

The **Greater Lincolnshire for All** model is the only option to propose just two new authorities, therefore giving the potential for both authorities to carry higher overall

reserves against potential future shocks.

Whilst the final splitting of reserves (alongside assets and debts) would need to be undertaken during shadow operations, the greater overall footprint of area changed within the **Greater Lincolnshire for All** model allows the most flexibility in the sharing of reserves.

Council Tax equalisation

Currently each council charges a different rate of Council Tax; in 2-tier authorities this is split between requirements for the county and district councils.

Forming councils with bigger footprints will ultimately lead to decisions to be taken about how to set Council Tax

for these new areas and how to manage the transition. Ultimately, this question of Council Tax equalisation is one for the newly formed councils.

The overall scale of the issue is not significant in the region.

The following chart sets out the Council elements per authority, based upon a 'D' rated property. This excludes parish council, fire and police precepts as they are assumed to be unaffected by options chosen.



An exercise was undertaken to identify what the new Council Tax would within each new council area if the budget requirements and boundaries of each area did not change, as an initial indicator of the change required.

This should not be taken as a likely indicator of future requirements – many factors, such as funding settlements, future needs, debt and asset sharing and ability to access external funding sources will all play into the ultimate requirement in each area for Council Tax.

GLFA

Table 7.13.1: GLFA Council Tax analysis

New Council / District	Equalised Band D Council Tax (£)	Change (£)	% change
Northern Lincolnshire			
West Lindsey	1,886.69	12.08	0.64%
Lincoln City	1,886.69	-56.14	-2.89%
North East Lincolnshire	1,886.69	-86.22	-4.37%
North Lincolnshire	1,886.69	98.82	5.53%
Southern Lincolnshire			
North Kesteven	1,815.35	-4.90	-0.27%
East Lindsey	1,815.35	17.96	1.00%
South Kesteven	1,815.35	12.20	0.68%
Boston BC	1,815.35	-34.15	-1.85%
South Holland	1,815.35	-19.03	-1.04%

LCC Area, North, North East

Table 7.13.2: LCC Area, North, North East Council Tax analysis

New Council / District	Equalised Band D Council Tax (£)	Change (£)	% change
Lincolnshire			
West Lindsey	1,836.42	-38.19	-2.04%
North Kesteven	1,836.42	16.17	0.89%
East Lindsey	1,836.42	39.03	2.17%
South Kesteven	1,836.42	33.27	1.85%
Boston BC	1,836.42	-13.08	-0.71%
Lincoln City	1,836.42	-106.41	-5.48%
South Holland	1,836.42	2.04	0.11%

North East Lincolnshire			
North East Lincolnshire	1,972.91	0.00	0.00%
North Lincolnshire			
North Lincolnshire	1,787.87	0.00	0.00%

Expanded Lincoln

Table 7.13.3: Expanded Lincoln Council Tax analysis

New Council / District	Equalised Band D Council Tax (£)	Change (£)	% change
Lincolnshire			
West Lindsey	1,824.09	-50.52	-2.70%
North Kesteven	1,824.09	3.84	0.21%
East Lindsey	1,824.09	26.70	1.49%
South Kesteven	1,824.09	20.94	1.16%
Boston BC	1,824.09	-25.41	-1.37%
South Holland	1,824.09	-10.29	-0.56%
Lincoln City			
Lincoln City	1,942.83	0.00	0.00%
North East Lincolnshire			
North East Lincolnshire	1,972.91	0.00	0.00%
North Lincolnshire			
North Lincolnshire	1,787.87	0.00	0.00%

North, North East, Central & South

Table 7.13.4: North, North East, Central & South Council Tax analysis

New Council / District	Equalised Band D Council Tax (£)	Change (£)	% change
Western Lincolnshire			
North Kesteven	1,816.77	-3.48	-0.19%
South Kesteven	1,816.77	13.62	0.76%
South Holland	1,816.77	-17.61	-0.96%
Eastern Lincolnshire			
West Lindsey	1,855.15	-19.46	-1.04%
East Lindsey	1,855.15	57.76	3.21%
Boston BC	1,855.15	5.65	0.31%
Lincoln City	1,855.15	-87.68	-4.51%
North East Lincolnshire			
North East Lincolnshire	1,972.91	0.00	0.00%
North Lincolnshire			
North Lincolnshire	1,787.87	0.00	0.00%

Based upon this analysis, the districts within Lincolnshire County Council would have the lowest movement away from current Council Tax rates under the **Greater Lincolnshire for All** model, but the impact on North East Lincolnshire and North Lincolnshire would be the greatest

(inevitably, due to the other options not making any changes to the latter two councils). The relatively small percentages would suggest that alignment would be possible without a significant transition period.

Financial sustainability assessment

Steady state assessment

To assess the financial sustainability of A Great Lincolnshire for All model we assessed what the 'steady state' position would be after savings had stabilised.

This modelling followed the following steps:

- Income and expenditure are split between new authorities based upon population, except children's and adult's social care income and expenditure, which was split based upon analysis from the Newton report. See [Appendix G](#).
- General efficiencies applied as described above
- Option specific efficiencies split by population
- Comparing the requirement for Council Tax for each new authority against the equalised Council Tax requirement for **Greater Lincolnshire for All** above

The outcome from this analysis was that based upon the

Table 7.14: GLFA Total Costs

	Year 1 (£m)	Year 2 (£m)	Year 3 (£m)	Year 4 (£m)	TOTAL (£m)
Projected saving	8.175	16.351	24.526	32.701	81.753
Steady state saving	32.701	32.701	32.701	32.701	130.805
Difference	24.526	16.351	8.175	0.000	49.052
One-off costs	56.979	0.000	0.000	0.000	56.979
TOTAL	81.505	16.351	8.175	0.000	106.031

To assess how easily this total cost of transition could be borne by the region, this figure is compared to the total reserves held by existing councils within the region.

levels of savings generated and the allocations made, both authorities could more than raise the required level of funding from their Council Tax base within the calculated equalised Council Tax rates.

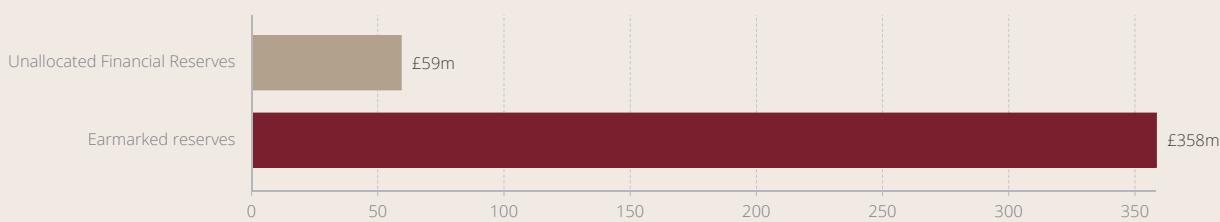
Transition assessment

After this initial assessment, the costs of getting to this overall 'steady state' were assessed. These were calculated as the following:

- One-off costs (see table 7.6)
- Ongoing savings shortfall – these are defined as the difference between the maximum annual savings and the annual projected savings, due to the time for change to occur and new systems and processes to become embedded.

For GLFA the total costs are calculated as follows:

The stated position based upon 1st April 2025 submitted Revenue Outturn reports are:



Schools and public health reserves are excluded from this analysis due to the limited control councils exert over their usage.

costs are met from this pool before allocation decisions

There are several assumptions and factors underpinning this assessment:

Based on these assumptions, the costs represent approximately a quarter of relevant reserves, suggesting overall costs of transition could comfortably be contained, without even considering disposal of excess assets such as surplus properties being used to fund transition costs.

- It assumes current levels of external support and splitting on a population basis
- No assessment is made of future needs, changes in demand or changes to funding methodologies
- It assumes a shared pool of reserves and transition

Thus, the **Greater Lincolnshire For All** option is sustainable long-term and transition to that point can be contained within existing resources based upon financial modelling.

Conclusion

The **Greater Lincolnshire for All** model generates the most significant savings and the joint shortest payback period.

Through the Public Sector Partnership Services, it has a scalable model for driving efficiencies through merging council services with proven experience of generating savings.

Under a range of scenarios, the **Greater Lincolnshire for All** model demonstrates the highest relative savings, due to the biggest footprint of people and services being impact by the change.

There are no systemic issues with reserves, resilience or Council Tax equalisation that would hamper achievement of these efficiencies or threaten the viability of the newly formed councils.

These direct savings should be considered alongside the wider costs and benefits for the region (these are highlighted in the economic impact chapter).



Boston Borough

Rising from the banks of the River Witham, the tower of St Botolph's Church - known as the Stump - commands the landscape like a lighthouse of stone. Its grandeur reflects a town built on trade, faith, and fierce independence - qualities which echo across the seas to New England.

This is the Stump: a landmark of history and ambition that defines Boston Borough.

8. Economic Impact

Purpose

The purpose of this section is to summarise the assumptions and outputs from the benefits modelling undertaken to inform the Local Government Reorganisation in Lincolnshire options appraisal. This

builds on the work undertaken within the financial modelling and combines the results from this with estimates of wider economic benefits and disbenefits from various LGR options.

Options modelled

Within this report, 4 options are considered. The full list of options referred to in this report are as follows:

Name	Proposed By	Unitary Authorities	Referred to as
A Greater Lincolnshire for All	Boston Borough, East Lindsey and South Holland Council	2 UAs	GLFA
Lincolnshire County Council Area, retain North and North East Lincolnshire	Lincolnshire County Council	3 UAs	LCC Area, North, North East
City of Lincoln (expanded) model, Lincolnshire County area and North and North East Lincolnshire	City of Lincoln Council	4 UAs	Expanded Lincoln
East and Central Lincolnshire, South West Lincolnshire, North Lincolnshire and North East Lincolnshire	North Kesteven and South Kesteven	4 UAs	North, North East, Central & South

Identifying wider economic impact

Economic benefits have been based upon local expected outputs converted to financial outputs through established models. The following approach has been used consistently in developing the benefits estimation:

- Limited to one broad measure per key area to avoid duplication (or removal of any overlapping figures)
- Implicit optimism bias included within figures, with greater allowance where national data is used (see below for further details)
- Where local baseline data was unavailable, no

economic benefit has been calculated, and any such expected benefits have been included in the non-monetised impact instead

An exercise was undertaken with commissioning council officers to consider strategic factors that are likely to be influenced by the future structure of local government and where those outcomes are likely to be materially different between the options.

Table 8.1 presents these outcomes, the linked measure used for calculating the economic impact and the justification for their inclusion:

Table 8.1: Measures used for calculating economic impact

Outcome	Output measure	Reason for inclusion
Homelessness	Homelessness applications	Active focus for districts. Best Practice from SELCP can be shared and rolled out. It has seen a fall of 6% in homelessness application assessments, compared to a 10% rise across the rest of the existing county area.

Business sustainment	Business survival rates	Learning from best practice in different district regions, for example East Lindsey has launched a £10m investment fund and has the highest 4-year business survival rates in the current county area.
Economic development	Agriculture GVA & ICT GVA	Different options may be better aligned to the economic geography of Greater Lincolnshire, with a focus on energy in the Northern Unitary and food production and distribution in the Southern Unitary.
Community safety	Cost of crime	In additional to the community safety partnership the SELCP area has retained a more operationally focussed local partnership. The impact has been praised by the Chief Constable for Lincolnshire, and the area has a lower rate of increase in overall reported crime compared to the wider Lincolnshire county.
Physical activity	Impact of activity levels increasing	Proposals provide an opportunity to ensure that all service delivery focuses on impact on health outcomes and key health indicators, including investment and utilisation of leisure and wellbeing facilities, housing, green spaces and investment in the community and voluntary sector.
Tourism	Visitor spend	Those areas that are focussed on specific visitor requirements are more likely to generate campaigns and attractive promotions than broad options seeking to promote across lots of different themes and unaligned objectives.
Higher / further education	Welfare benefit from learning	The vision for the new councils includes a focus on having a targeted approach to skills and tackling areas of high economic deprivation.
Localism	Number of volunteers	It is an explicit aim of A Greater Lincolnshire for All to enable greater devolution of power and decisions to localities. This will require additional volunteers operating at a local level (such as neighbourhood and parish council level), so a modest increase in volunteer hours has been calculated to reflect that model.

Impact calculation

For each output measure above, a baseline figure determined the range of outcomes likely to be achieved and an economic impact of each output. The detailed calculations and the justifications for these assumptions can be seen in Appendix B. The key assumptions built into changes are presented in Table 8.2.

Table 8.2: Key assumptions on outputs measures used for calculating economic impact

Measure	GLFA	LCC Area, North, North East	Expanded Lincoln	North, North East, Central & South
Homelessness applications	2.5% fall (no change in SELCP)	2.5% rise in SELCP 0% elsewhere	2.5% fall in Lincoln\\ 2.5% rise SELCP	2.5% Fall (no change in SELCP or NE or N Lincolnshire)
Business survival rates	10% inc toward best in region	No change	10% inc to best Lincoln only	10% inc to best Lincolnshire only
Agriculture GVA & ICT GVA	0.1% inc	No change	No change	0.1% inc
Cost of crime	0.25% fall (all but SELCP Lincs)	0.25% rise in SELCP	0.25% rise SELCP -0.25% Lincoln	0.25% fall (all but SELCP Lincs)
Impact of activity levels increasing	10% toward Linc inactive % (all)	No change	No change (Lincoln already best)	10% toward Linc inactive % (excluding N & NE Lincolnshire)
Visitor spend	0.25% inc (all)	No change	0.5% inc Lincoln only	0.25% inc (excluding N & NE Lincolnshire)
Welfare benefit from learning	1,000 extra learners	No change	No change	No change

Number of volunteers	27,300 hours per year	No change	No change	No change
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Once the impact is assessed figures are adjusted in line with factors included within the Additionality Guide. These adjustments ensure that naturally occurring increases are considered part of the benefits for this project.

The following factors elements were considered for each benefit:

▪ **Leakage**

Benefits going to people outside the target area (e.g. health benefits from people coming from overseas participating in leisure activities generated by a scheme).

▪ **Displacement**

Benefits lost because individuals swap from another activity which would also have provided similar benefits (e.g. when a job created is taken by someone already in full time employment and their previous role is not re-filled).

▪ **Substitution**

Benefits lost because companies change their decisions because of the scheme (e.g. they don't repair a building themselves, because they can get a grant to support it).

▪ **Economic Multiplier**

The wider supply chain and regional impact of the benefit (e.g. construction work having a beneficial impact on the local supply chain).

▪ **Deadweight**

What would happen even if the project didn't go ahead (e.g. general rises in commercial or house prices).

Each economic impact was assessed by the project to assess the likely impact of each factor, using the reference cases set out in the Additionality Guide and HCA Additionality Guide as starting points, supplemented with local knowledge and sector specific research. Appendix B sets out for each benefit the values used for each factor and the reasoning behind this.

All benefits were then combined with the direct calculated impact from the financial model (both the ongoing savings and transition costs). All results are then discounted by the Government's Green Book value of 3.5% per year.

Discounting is used to reflect the fact that a benefit today should be valued higher than the same benefit in the future.

The overall economic impact of each option is presented in tables 8.3.1, 8.3.2, 8.3.3 and 8.3.4:

Table 8.3.1 : Economic impact of options GLFA

Category	GLFA			
Economic impact category	Gross impact (£m)	Additionality adjustment (£m)	Discount (£m)	NPV of impact (£m)
Savings within councils				
On-going savings	277.959	0.000	-44.434	233.525
One off costs	-59.979	0.000	0.000	-59.979
Net savings within council	217.980	0.000	-44.434	173.546
Wider economic benefits				
Business survival	41.170	-18.360	-3.840	18.970
Key employment areas	15.480	-6.904	-1.444	7.133
Additional volunteering	5.460	-3.126	-0.292	1.442
Health benefits – sport	4.205	-1.009	-0.000	3.196
Further/higher education	9.280	-4.139	-0.866	4.276
Crime reduction	3.450	-1.484	-0.331	1.635
Visitor spend	36.476	-16.266	-3.402	16.806
Homeless prevention	53.994	-17.062	-6.217	30.715
Sub-total economic benefits (A)	169.513	-68.350	-16.492	84.672

Wider economic impact (A+B)	169.513	-68.350	-16.492	84.672
Economic disbenefits				
None	0.000	0.000	0.000	0.000
Sub-total economic disbenefits (B)	0.000	0.000	0.000	0.000

Table 8.3.2 : Economic impact of options LCC Area, North, North East

Category	LCC Area, North, North East			
Economic impact category	Gross impact (£m)	Additionality adjustment (£m)	Discount (£m)	NPV of impact (£m)
Savings within Councils				
On-going savings	189.287	0.000	-30.259	159.028
One off costs	-36.679	0.000	0.000	-36.679
Net savings within council	152.608	0.000	0.000	122.349
Wider economic benefits				
None	0.000	0.000	0.000	0.000
Sub-total economic benefits (A)	0.000	0.000	0.000	0.000
Economic disbenefits				
Crime reduction	-2.490	1.071	0.239	-1.180
Homelessness prevention	-15.691	4.958	1.807	-8.926
Sub-total economic disbenefits (B)	-18.181	6.029	2.046	-10.106
Wider economic impact (A+B)	-18.181	6.029	2.046	-10.106

Table 8.3.3 : Economic impact of options Expanded Lincoln

Category	Expanded Lincoln			
Economic impact category	Gross impact (£m)	Additionality adjustment (£m)	Discount (£m)	NPV of impact (£m)
Savings within councils				
On-going savings	97.385	0.000	-15.568	81.817
One off costs	-38.160	0.000	0.000	-38.160
Net savings within council	59.225	0.000	-15.568	43.657
Wider economic benefits				
Business survival	5.489	-2.448	-0.512	2.529
Crime reduction	1.390	-0.598	-0.133	0.659
Visitor spend	8.042	-3.586	-0.750	3.706
Sub-total economic benefits (A)	14.921	-6.632	-1.395	6.894
Economic disbenefits				
Prevention of homelessness	-4.153	1.312	0.478	-2.363
Sub-total economic disbenefits (B)	-4.153	1.312	0.478	-2.363
Wider economic impact (A+B)	10.768	-5.320	-0.917	4.531

Table 8.3.4 : Economic impact of options North, North East, Central & South

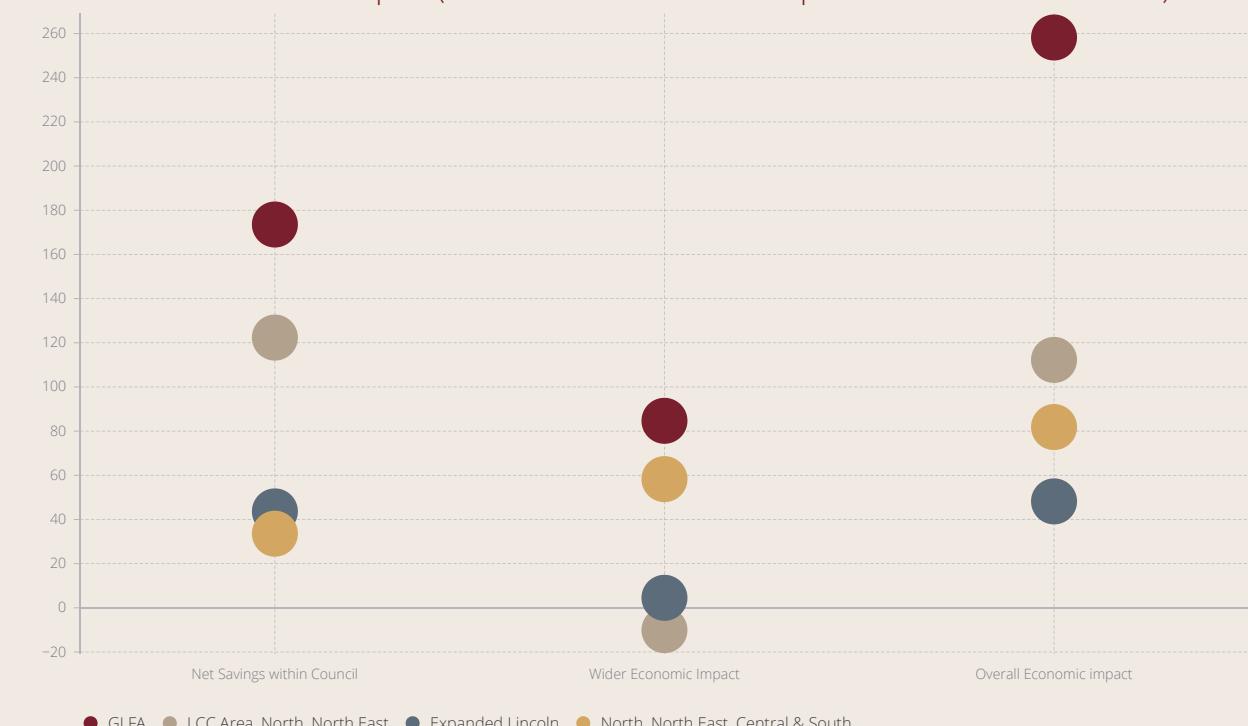
Category	North, North East, Central & South			
	Gross impact (£m)	Additionality adjustment (£m)	Discount (£m)	NPV of impact (£m)
Savings within councils				
On-going savings	84.719	0.000	-13.543	71.176
One off costs	-37.606	0.000	0.000	-37.606
Net savings within council	47.113	0.000	-13.543	33.570
Wider Economic benefits				
Business survival	24.702	-11.016	-2.304	11.382
Key employment areas	26.955	-6.904	-1.444	7.133
Health benefits – sport	2.701	-0.648	0.000	2.053
Further/higher education	9.280	-4.139	-0.866	4.276
Crime reduction	3.450	-1.484	-0.331	1.635
Visitor spend	30.248	-13.489	-2.821	13.937
Homeless prevention	31.381	-9.916	-3.613	17.851
Sub-total economic benefits (A)	117.242	-47.596	-11.379	58.268
Economic disbenefits				
None	0.000	0.000	0.000	0.000
Sub-total economic disbenefits (B)	0.000	0.000	0.000	0.000
Wider economic impact (A+B)	117.242	-47.596	-11.379	58.268

NOTE:

Where a category is contained in one option and not in others, then it is assumed performance remains at current (pre-reorganisation) levels; therefore, a neutral or zero impact.

An overall summary is presented as chart 8.4.

Chart 8.4: Overall Economic Impact (Net Present Value £m is 2025 prices with 3.5% discount rate)



This would suggest that **A Greater Lincolnshire for All** as the greatest wider economic benefits. proposal has the greatest efficiency for the Council as well

Non-quantified benefits / opportunities

Not all benefits are quantifiable; some may lack baseline information, others (such as satisfaction ratings) may be very difficult to translate into an economic impact.

Table 8.5 sets out other identified opportunities or benefits and which model(s) most benefit.

Table 8.5: Summary of Non-Quantifiable Benefits

Area	Description	Option(s) benefitting
Strategic Authority changes	A north/south or an east/west split of councils would allow consideration of joining different combined authorities, which in turn could support job creation, green travel and education opportunities	<ul style="list-style-type: none"> ▪ GLFA ▪ Expanded Lincoln ▪ North, North East, Central & South
Local democracy	Decisions taken at a more local level may lead to more engagement in local government, leading in turn to increase voter turnout and satisfaction with performance	<ul style="list-style-type: none"> ▪ GLFA
Engagement for other public bodies	With multiple councils, other public bodies (such as NHS and police) will have to engage and consult with multiple bodies and could get contradicting responses and require more time to engage	<ul style="list-style-type: none"> ▪ GLFA ▪ LCC Area, North, North East
Fire Service	Potential to combine Fire and Police Authorities under the Mayor for Greater Lincolnshire; creating back office and estate synergies and savings	<ul style="list-style-type: none"> ▪ GLFA ▪ Expanded Lincoln ▪ North, North East, Central & South
Adult social care	There is limited Extra Care provision within the county boundaries. A review and rationalisation of estate would give an opportunity to potentially convert some of the excess estate into Extra Care; reducing long-term nursing care, by giving capacity for more independent living. This is not quantified to date as the costs and benefits would require detailed development. It is felt that maintaining existing upper tier boundaries would be unlikely to crystallise this opportunity as it would be unlikely to be progressed, because it has not been a priority area for the County Council.	<ul style="list-style-type: none"> ▪ GLFA ▪ North, North East, Central & South
Children's social care	There appear to be benefits from moving to a more locality based, prevention focussed service; building on the neighbourhood level services already developed in district areas. It is believed that the opportunity would be maximised with significant changes to existing upper-tier boundaries, as it is felt that without this change there would not be a cultural emphasis for transformation.	<ul style="list-style-type: none"> ▪ GLFA ▪ Expanded Lincoln ▪ North, North East, Central & South
Transport	Feedback from nearly all partners has been that transport and connectivity are key barriers to the people of Greater Lincolnshire achieving their potential. Unequal access to services and opportunities are critical factors with unequal access to services and opportunities. Opportunities have been discussed with partners about practical ways to improve connectivity and access to services and employment via neighbourhood and community hubs.	<ul style="list-style-type: none"> ▪ GLFA ▪ LCC Area, North, North East ▪ Expanded Lincoln ▪ North, North East, Central & South

Conclusion

Based upon a Green Book compliant assessment of the wider impact of costs and benefits of each proposal, the analysis contained within this chapter suggests that the **Greater Lincolnshire for All** proposal will have the widest economic impact for residents in the area, as well as being the most economically efficient model from the options considered. This option is therefore considered the best in terms of cost benefit analysis.

CASE STUDY

FOOD ENTERPRISE ZONE, HOLBEACH



Accelerating agri-tech growth through collaboration between councils, academia, and business

Agri-food is the backbone of South and East Lincolnshire's economy, accounting for 38% of local GVA and sustaining thousands of jobs across the food supply chain. Yet the sector faces structural challenges – low productivity, reliance on seasonal labour, and limited access to innovation infrastructure – all of which constrain growth and resilience in one of the UK's most vital industries.

The South Lincolnshire Food Enterprise Zone (FEZ) in Holbeach was established to address these challenges head-on. Spanning 17 hectares over two development phases, the FEZ is a flagship agri-tech and food manufacturing innovation hub at the heart of the UK Food Valley. The initiative co-locates world-class academia and private enterprise, enabling research, skills, and technology transfer between the University of Lincoln's National Centre for Food Manufacturing (NCFM), industry and SMEs.

Delivery is underpinned by a unique partnership between South Holland District Council, Lincolnshire County Council and the University of Lincoln, supported by Local Development Orders, shared landownership and aligned infrastructure investment.

The FEZ is now catalysing new R&D, inward investment, and higher-value jobs, with businesses accessing cutting-edge facilities, applied research and tailored workforce development. It has established the conditions for innovation-led productivity growth and anchored the region's reputation as a national centre for agri-tech excellence.

The FEZ demonstrates the power of cross-council collaboration with academia and industry to unlock transformational growth. It shows how Greater Lincolnshire for All can align governance, investment and innovation to create stronger, more resilient local economies built around shared strategic assets.

CASE STUDY

PARTNERSHIP INVESTMENT SUCCESS



Delivering Growth through Collaboration

For years, South and East Lincolnshire faced deep-rooted challenges common to coastal and rural economies: lower productivity, limited investment and ageing infrastructure. Fragmented governance often hindered the ability of councils to compete for national funding or deliver regeneration at scale. To overcome these barriers, stronger coordination and collective ambition were needed.

Since its formation, the South & East Lincolnshire Councils Partnership (SELCP) has demonstrated how collaboration can unlock investment and confidence at scale. Working alongside government, local businesses, and community partners, the three councils (Boston Borough, East Lindsey, and South Holland) have secured over £250 million in new public and private investment.

Flagship programmes include:

- £48.4 million Towns Fund for Skegness and Mablethorpe, supporting 13 projects such as the Campus for Future Living, Station Leisure & Learning Centre and Seaview Colonnade

- £21.9 million Boston Town Deal, funding the Geoff Moulder Leisure redevelopment, Mayflower Learning Centre and Blenkin Memorial Hall community hub
- £14.8 million Levelling Up Fund investment for the Rosegarth Square regeneration scheme
- Long-term £20 million funding each for Skegness and Mablethorpe under the Plan for Neighbourhoods Programme

These projects are already transforming communities, improving health, learning and leisure facilities, revitalising town centres and creating new jobs. The Station Leisure & Learning Centre alone now serves 1,515 fitness members and 159 children enrolled in swimming lessons.

The SELCP's success shows that strong local leadership and shared delivery generate national trust and tangible impact. It provides a proven foundation for Greater Lincolnshire for All demonstrating that when councils plan and invest together, they can deliver transformational, community-led growth across Greater Lincolnshire.

"This concept builds on a partnership that already exists and has attracted investment for the coastal parts of the county."

Resident (social media)



Children with buckets and spades on Greater Lincolnshire's beaches capture the timeless joy of seaside childhoods, building sandcastles and memories along the sunlit shore.



City of Lincoln

Rising high above the historic city, the cathedral dominates the skyline - a masterpiece of Gothic architecture that has stood for over 900 years. Its intricate spires and flying buttresses seem to reach toward the heavens, echoing the ambition and devotion of those who built it.

This is Lincoln Cathedral: a beacon of faith, craftsmanship and enduring grandeur at the heart of the City of Lincoln City.

9. LISTENING TO GREATER LINCOLNSHIRE

A. APPROACH

Change on this scale must start with people. This proposal has been built by listening to the voices and views of residents, communities, businesses and partners across Greater Lincolnshire.

Between July and November, engagement took place through meetings, surveys, roundtables and online activity. The insight gathered through this process has directly shaped the proposals set out in this submission.

This section provides the evidence base for criterion 4 of the Government's assessment framework, demonstrating how the proposal is informed by local views, and contributes to criteria 1 and 6 by showing how community identity and empowerment underpin the preferred model.

The programme was designed to understand local priorities and expectations for reform, combining open

public events, thematic focus groups and targeted meetings with institutions and statutory partners.

The purpose was to listen to what people value in their local services and governance, to explore principles for reform and to ensure that any future arrangements are built from the lived experience of residents, partners and frontline practitioners.

Engagement focused on understanding what matters most rather than seeking support for any single structural option.

To guide the process, ten clear pledges were agreed, ensuring that residents' needs and concerns remained at the heart of local government reorganisation:

- ✓ Continuity of services as local government changes
- ✓ A commitment to keep all residents informed
- ✓ Protecting frontline staff working across the area
- ✓ Better value for money with savings directed to frontline services
- ✓ Accessible council services for all, delivered through contact hubs across the area
- ✓ A single telephone number and website to access all council services in the area
- ✓ Improved services for vulnerable residents including housing, adults' and children's services
- ✓ Improved services for all children and young people, including education, training, jobs and transport
- ✓ Greater local decision-making and enhanced area-based governance, particularly for all town and parish councils
- ✓ Closer relationships with all partners including the NHS, Police, Fire and Rescue, education and the voluntary sector to deliver better services

PLEDGES
Residents, Staff & Partners

Engagement was designed to be inclusive and proportionate, ensuring all communities and key partners across Greater Lincolnshire had the opportunity to contribute.

"We value the partnership approach; this process has felt open and collaborative."

Voluntary and Community Sector participant

B. WHO WE ENGAGED

Engagement reached a wide range of audiences and partners across the county, reflecting the scale and diversity of Greater Lincolnshire.

Residents took part through open meetings, online channels and a countywide public opinion survey, representing people from coastal communities, market towns and rural areas.

Parish and town councils were engaged through dedicated sessions focusing on local governance, devolution and service delivery, and through a stand and discussion forum at the Lincolnshire Association of Local Councils conference.

Sector partners participated through themed focus groups covering education and children's services, health and adult social care, business and economic growth, the voluntary and community sector and community protection. These groups brought together officers, elected members, service partners and sector experts to discuss opportunities and risks for reform.

Statutory agencies and neighbouring institutions contributed through direct engagement and written submissions, including Police and Crime leadership, Chief Constables, Fire and Rescue leadership, NHS Trusts and Integrated Care Board representatives, the

Environment Agency, National Highways, the UK Health Security Agency, Internal Drainage Boards, RAF stations, universities and chambers of commerce.

The local government workforce was recognised as a vital source of insight and experience. Through staff engagement, colleagues were encouraged to share views on how services could be improved through reorganisation, helping to identify practical opportunities to join up functions, reduce duplication and protect what works well. Their contributions have informed the proposals for service design and transition planning.

Members of Parliament representing constituencies across Greater Lincolnshire and bordering areas were briefed individually, ensuring that national and regional perspectives were reflected in developing the proposals.

"The engagement brought everyone to the table – councils, health, police, business and communities."

District Council representative

This broad programme of engagement ensured that every tier of local government, key public-sector partners and community voices across Greater Lincolnshire contributed to shaping the proposal.

C. REACH & PARTICIPATION

Engagement took place through a mix of in-person and digital activity designed to reach every part of Greater Lincolnshire. Public meetings were held in Sleaford, Spalding, Louth, Skegness, Lincoln, Boston, Market Rasen, Horncastle and Mablethorpe, alongside virtual sessions for those unable to attend in person.

The process was supported by an online survey, thematic roundtables and targeted meetings with partners and stakeholder organisations.

- Eleven public meetings for residents and communities
 - nine in person and two online
- An online residents' survey
- Two dedicated sessions for Parish and Town councils, plus a stand at the Lincolnshire Association of Local Councils conference
- Partner roundtables on children's services, public protection, health and adult social care, and the voluntary and community sector

- Business engagement through countywide briefings and one-to-one meetings with major employers and small businesses
- Stakeholder meetings with Members of Parliament, the elected Mayor, NHS leaders, police, fire and both Police and Crime Commissioners
- Staff briefings and intranet updates across the participating councils to ensure workforce awareness and involvement

A dedicated website and coordinated social-media activity extended reach, providing information, explainer

materials and access to the online survey.

The survey received strong participation from residents across all districts, reflecting Lincolnshire's demographic and geographic profile. Respondents represented a broad age range, with particularly high participation from older residents and an even gender balance.

People appreciated being able to take to take part online as well as in person – it felt easy to contribute."

An animation was created to explain the proposal and this was shared widely through social media.

D. RESIDENTS' VIEWS

The residents' survey and wider engagement activities together provide a rounded view of what people value and what they want improved.

The survey offered quantitative insight from across all districts and unitary areas, while meetings, workshops and written feedback added local depth and practical context.

Taken together, they present a consistent picture of what residents expect from reform: efficient, accessible and

responsive services that remain rooted in community identity.

Across all forms of engagement, residents expressed pride in their communities and a shared belief that local government can work better – simpler to navigate, clearer in accountability and closer to the people it serves.

They want councils that work together effectively, remove duplication and deliver joined-up, efficient services.

Appetite for change

There is clear support for reform in principle.

- 43% said local government should be changed or restructured, compared with 24% who said no and 26% who said perhaps, depending on how change is delivered
- 70% said they were supportive or very supportive of simplifying structures and making services more efficient and easier to access, with only 15% opposed
- 84% rated efficiency and financial robustness as very important to the future of local government

These findings were echoed in public meetings, where residents described confusion about which council is responsible for which services and frustration at duplication and cost.

"It should be an opportunity to make local government more efficient and to deliver better services, saving money would be a bonus."

"All organisations need to pull together to get things done, one hand shouldn't not know what the other is doing."

What people value

Residents most want improvements in accessibility, accountability and coordination:

- Easier access to council services through a single

point of contact

- Decisions made locally by people who understand community needs

- Clear, open and honest decision-making
- Better value for money
- Joined-up public services, particularly between councils, the NHS and care providers

door for services, consistent communication and visible local presence.

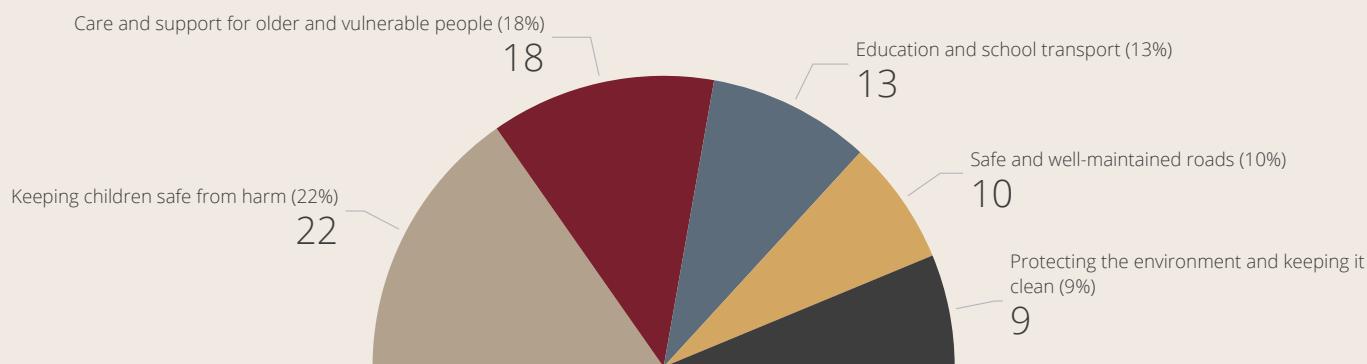
"We just want it to be simpler for residents to know where to go."

At local meetings, people described a wish for one front

Resident, Horncastle session

Service priorities

When ranking service areas, residents placed greatest importance on:



Participants stressed that reorganisation should protect these essential services while reducing complexity and cost.

These priorities align with the focus of the **A Greater Lincolnshire for All** proposal on safeguarding, care and prevention.

Local connection and identity

Lincolnshire residents feel a deep attachment to place. 55 % identify most closely with a village and 38 % with a town, while around 60 % said they feel a strong or very strong connection to Greater Lincolnshire as a whole.

Comments reflected pride in local identity and the importance of keeping decisions grounded in community understanding.

"Decisions should be made locally by those who know the area, not by an overall organisation that has no understanding of that town."

"Lincolnshire has two distinct areas, the smaller, industrial North and the more southerly, mainly rural area."

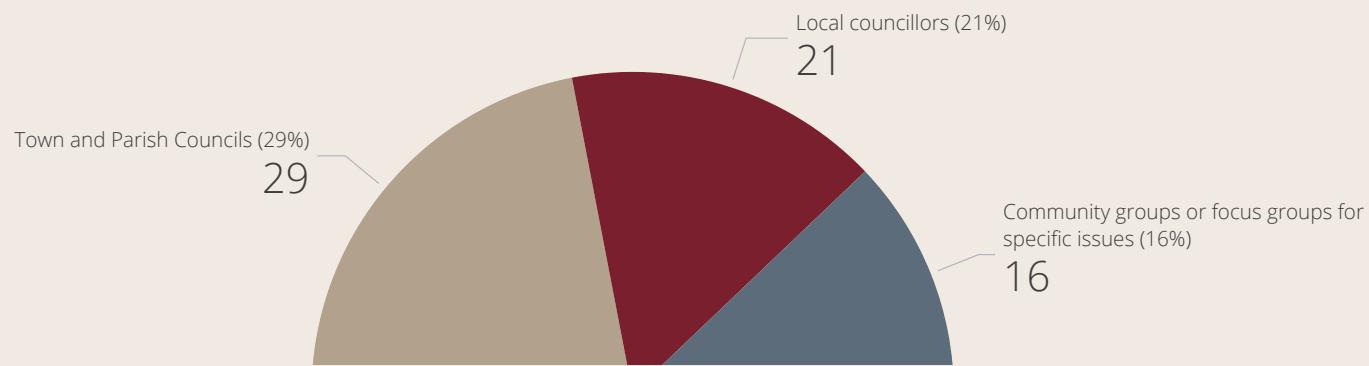
"The Greater Lincolnshire for All proposal feels balanced, it recognises our rural and coastal character while keeping decisions close to home."

This emphasis on identity reinforces the case for a two-unitary structure that reflects Greater Lincolnshire's natural north-south balance while maintaining local accountability.

Engagement and communication

Residents want to stay informed and involved as the process develops. 61 % said they would like regular email

updates, and the preferred channels for engagement were:



People also want flexibility in how they communicate with councils. 42 % prefer email, 13 % favour in-person contact, and others value online chat or telephone options. Feedback from public events reinforced that people expect transparency, responsiveness and continued opportunities to be involved during implementation.

“The Greater Lincolnshire for All proposal feels sensible and builds on partnerships that already work.”

Resident Comment,
Online Survey

Wider resident priorities

Across all engagement activity, residents also raised broader issues about how local government should work day to day. Three themes stood out: how people reach services, transport and physical access and confidence that local representation will remain strong.

Residents want services that are easy to reach and simple to navigate. They favour a single point of contact supported by local hubs and clear digital and telephone routes. For many, visible local access is a key measure of trust and accountability in any new structure.

Residents see rural transport as critical to fairness and opportunity. Many described the difficulty of accessing work, education, healthcare and leisure without reliable public or community transport.

They viewed better connectivity as both a quality-of-life issue and a practical test of joined-up local government.

People want reassurance that reform will keep decision-making close to the communities it affects. They value councillors who know their areas and have time to represent them effectively.

Many also emphasised the continuing role of parish and town councils in providing a local voice and sense of connection.

Taken together, the findings show strong support for reform that delivers simpler, more joined-up and more accountable local government, rooted in the distinct identities of Lincolnshire's communities.

E. STAKEHOLDERS' VIEWS

From our engagement with stakeholders, a number of priority cross-cutting themes emerged.

Engagement was conducted through themed roundtables, one-to-one discussions and written submissions involving partners from health, education, policing, fire and rescue, business, the voluntary and community sector and other statutory agencies.

These conversations focused on the opportunities and practical considerations for delivering joined-up, resilient services across Greater Lincolnshire.

Stakeholders emphasised the importance of aligning boundaries with health, police, fire and education systems wherever possible, and ensuring strong coordination where boundaries differ, so that services fit how people live their lives.

“Services must fit how people actually live their lives, not new lines on a map.”

NHS partner

There was strong support for partnership approaches across all sectors. Participants called for early joint planning with the NHS, the VCSE sector, police and

education partners to maintain continuity and maximise integration.

These cross-cutting themes underpin the stakeholder-specific insights that follow.

Parish and Town councils

Parish and Town councils expressed interest in a stronger formal role within any new structure.

There was broad support for an optional framework for local service delivery and asset transfer, underpinned by clear expectations, access to training and a dedicated liaison function.

“LGR is a chance to rewire the relationship with Parish and Town councils.”

National Association of Local Councils

“Training and coordination would be vital if parishes are to take on more local services.”

Parish Council representative

Business and the local economy

Business representatives and employers welcomed reorganisation as an opportunity to simplify engagement with councils.

They emphasised the need for faster planning decisions, improved transport and digital infrastructure, and consistent economic development support. These insights informed the Business Manifesto for **A Greater Lincolnshire for All**.

“Less councils to work with makes things easier, we just need clarity and speed.”

Federation of Small Businesses

“A joined-up approach to economic development would make a big difference for local businesses.”

Chamber of Commerce

Voluntary and community sector

VCSE organisations highlighted their central role in prevention, wellbeing and local service delivery. They asked for proportionate and accessible funding processes, stability in commissioning relationships and a clear role in area governance.

“Feels the most sensible proposal, it builds on partnerships that already work.”

YMCA Lincolnshire

Education and children’s services

Education leaders called for a clear, shared vision for children and families that combines a consistent baseline offer with local flexibility.

They highlighted the importance of inclusion, wraparound support and adequate funding for special educational needs and disabilities.

Health and Adult Social Care

Health partners supported closer alignment with NHS priorities, improved rural access and the establishment of local service hubs.

They welcomed proposals to align Neighbourhood Area Committees with Primary Care Network footprints.

“Care Network boundaries makes sense.”

NHS partner

“Public health partnerships are developing strongly, we just need stable boundaries and clear contacts.”

Health partner

Community protection, Police and Fire

Police representatives confirmed that current police boundaries are expected to remain unchanged. A stand-alone Fire Authority model was seen as viable, providing potential value-for-money benefits and enhanced local accountability through area-based boards.

"Policing would work well in our geography, there is no reason it could not."

Police representative

Flood and drainage

Internal Drainage Boards emphasised the importance of continuity in existing operating agreements and investment planning. They requested early clarity on how the Lead Local Flood Authority role will be delivered across the two proposed councils.

"Area works in terms of levy collection as it means engagement with fewer councils."

Internal Drainage Board

Statutory agencies and neighbours

The Environment Agency, UK Health Security Agency and others supported streamlined engagement and continuity in professional relationships across public health and environmental protection. National Highways highlighted cross-corridor impacts, especially along the A46 and A1, and the need for joint strategic planning.

"Need to ensure two authorities work together on strategic roads such as the A46 and A1."

National Highways official

Members of Parliament

MPs expressed a range of views on the future structure, but common themes included maintaining local identity, ensuring practicality and improving value for money.

"Whatever structure is chosen, it must feel local and deliver better value for money."

Member of Parliament

Council workforce

Staff across the participating councils highlighted the importance of clear communication, early involvement in transition planning and safeguarding frontline roles

during change. They also emphasised opportunities to modernise systems, share expertise and improve collaboration across services.

F. HOW RESIDENT AND STAKEHOLDER VIEWS HAVE SHAPED THE PROPOSAL

Local access to services

The proposal commits to a network of local hubs across both authorities, providing walk-in and digital support,

a single telephone contact number and a unified digital platform.

Area governance

Neighbourhood Area Committees will be established, aligned where possible to NHS Primary Care Networks,

with a formal role for the voluntary and community sector and representation from parish councils.

Democratic representation

Design principles will safeguard local connection through appropriate councillor numbers, enhanced casework

support and continuation of member grant schemes for community projects.

Transport priority

Rural transport will be identified as a headline programme in the implementation plan, with coordination between

National Highways and the two authorities to manage cross-boundary corridors.

Police and Fire

Existing police force boundaries could remain unchanged. The business case will further develop the stand-alone Fire Authority model alongside other options, with clear

arrangements for assets, back-office functions and local representation.

Flood and drainage

The proposal commits to continuity of existing Internal Drainage Board agreements, a review of pumping station investment needs and a joined approach to Lead Local

Flood Authority functions across the two new councils.

Local government workforce

The proposal reflects priorities shared by staff, through a commitment to open dialogue, continuity of employment

under TUPE arrangements and an organisational culture focused on service quality.

"We already work together effectively along the coast; the proposal would formalise that collaboration."

Coastal stakeholder group



Fishing off the Lincolnshire coast blends tradition with modernity, where classic boats meet offshore turbines. The industry remains vital, supporting coastal livelihoods and preserving our proud maritime heritage and identity.

G. FUTURE ENGAGEMENT

Whatever form of local government reform the Government decides to pursue in Lincolnshire, continued dialogue and partnership will be essential.

The engagement process to date has built strong foundations for collaboration and trust between councils, partners and communities, and these relationships will remain central as discussions progress.

If the **A Greater Lincolnshire for All** proposal is taken forward, the participating councils are committed to maintaining open communication with residents, staff, elected members and partners as detailed design and implementation are developed.

Each stage of planning would include opportunities for co-production, ensuring that those who use and deliver services help to shape how they operate in any new arrangements. Work on area governance would continue to be informed by discussion with parish and town councils, the voluntary and community sector and other local partners.

Whatever the outcome, the councils remain committed to ongoing engagement that is open, transparent and inclusive. Co-production will continue to underpin how local government reform is developed in Lincolnshire, building proposals that are created with, not just for, the people and places of Greater Lincolnshire.



North Lincolnshire

Spanning the wide waters of the Humber, the bridge rises in graceful arcs, once the longest single-span suspension bridge in the world. Beneath its towering cables, villages, farmland, and industry coexist - a landscape shaped by steel, spirit, and connection. From Barton to Scunthorpe, this is a region proud of its resilience and role in forging the North's future.

This is the Humber Bridge: a symbol of strength, progress and unity on the northern edge of North Lincolnshire.

10. IMPLEMENTATION ROADMAP

The plans set out here provide a clear indication of our commitment to be safe and legal from day one and secure the maximum benefits possible during the transition

phase, while carefully managing risks and minimising disruption. We recognise the new councils will take their own decisions about the pace and process of change.

Safe and legal services from day one

Our most important priority for reorganisation is that the services from the new councils are “safe and legal” from day one.

We will not allow the disaggregation of upper tier council services to impact on anyone receiving these services as

we transition to the new councils.

We will ensure that everyone currently receiving support from services continues to do so and will not fall through any gaps during this period of change.

A. THE ROADMAP TO VESTING DAY

There are four key phases in the roadmap running through to vesting day in 2028. These phases are:

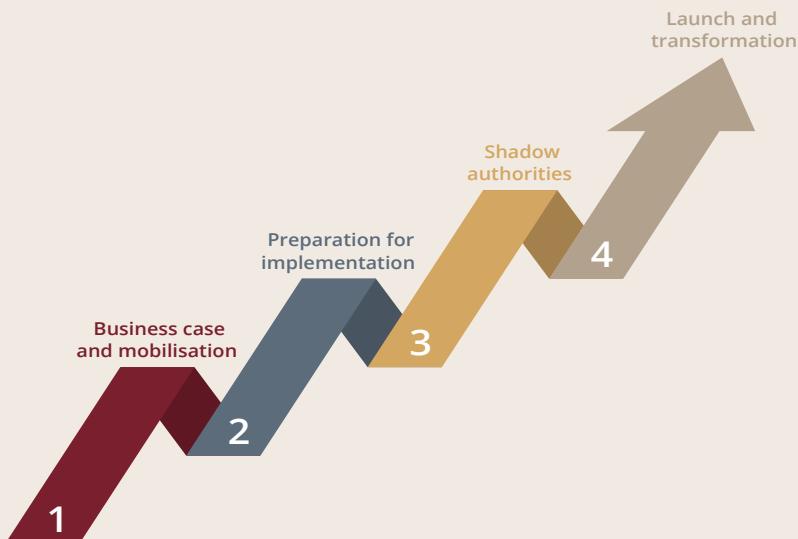
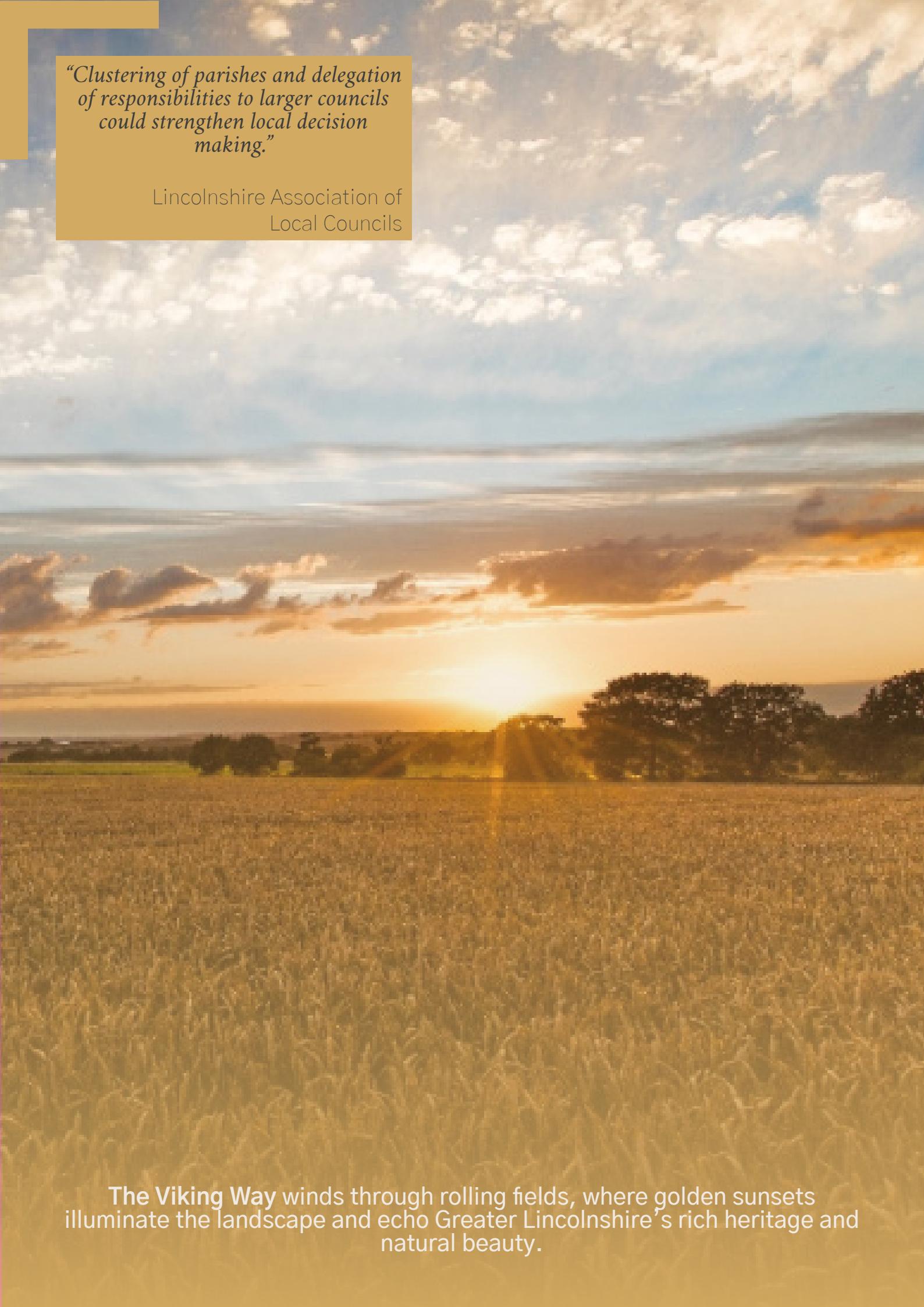


Diagram 10.1 demonstrates the timings of key events and the overall roadmap through to vesting day.

Table 10.1: The overall road map through to vesting day

	Phase 1: Business Case and Mobilisation	Phase 2: Preparation for implementation	Phase 3: Shadow Authorities	Phase 4: Launch and transformation
	Nov 28th Bid submitted Spring 2026 Government decision	Summer 2026 Establish implementation executives	May 2027 Elections to Shadow Authority Summer 2027 Appoint Senior Leadership teams Autumn 2027 Budgets set April 1st 2028 Go live date of new councils	April 2028 Vesting Day
PROGRAMME MANAGEMENT	Government Consultation	Ongoing programme management and reporting with regular review and revision of programme plan	Ongoing programme management and review of services	
DEMOCRACY, LEGAL AND FINANCE	Planning and creation of programme arrangements	Establish key milestones for the new authority - Day 1, Day 100, Year 1	Benefits analysis, tracking and realisation	
PEOPLE AND CULTURE	Agreement with all councils on contracts, assets and reserves.	Implement political and management arrangements for councils	Develop policy framework for new unitary authorities	
CUSTOMER EXPERIENCE AND SERVICE CONTINUITY	Prepare for elections for new unitary authorities	Elections held		
DIGITAL, DATA AND TECHNOLOGY	Develop initial financial models	Develop constitution and governance arrangements		
PROPERTY, CONTACTS AND COMMERCIAL	Work with MHCLG to determine best model for Fire	Plan for council tax harmonisation	Prepare budgets for new council	
LOCALITY WORKING	Design change programme to implement fire transformation	Implement transformation programme for Fire	Launch new model for Fire	
CHILDREN AND ADULTS'	Establish communications strategy	Implementation and ongoing review of communications and engagement strategy		
	Interim senior appointments	Develop and embed culture and behaviours with workforce	Ongoing organisational development of roles, skills and capabilities	
	Review and benchmark all services	Determine structure of new council, appointments and T&Cs	Prepare to implement structure	
	Identify transformation opportunities including shared services	Review, revise and initiate service transition and transformation plans.	Ongoing programme of service development, transformation and innovation to improve customer experience	
		Design service structures		
	Review existing technology and data	Review and refine technology and data plan		
	Prepare initial technology strategy	Technology migration and integration plan	Embedding digital access and ways of working for new councils	
		Data collation, cleansing and harmonisation	Developing improved intelligence and insight	
	Audit and review all significant contracts	Contract and spend consolidations, with ongoing supplier negotiations		
	Review existing assets and produce draft strategy	Review, revise and begin to implement asset strategy	Development of more commercial models and opportunities	
		Property rationalisation and staff accommodation moves underway		
	Develop locality working model	Develop locality arrangements	Consult on locality arrangements	Implement locality arrangements
		Recruit Senior Leadership Team and appoint lead members for Adults', Health and Children's Services		Transition to single point of access
	Understanding provider / commissioning arrangements	Understand Early Support and Prevention	Establish links with key partners	
	Develop updated CLA and SEN sufficiency strategies	Review practice methodologies and commit to integration	Create self assessment and prepare for inspections (CQC, Ofsted, SEND, ILACS)	
		Establish Key Partnership boards		
		Review IT systems		



“Clustering of parishes and delegation of responsibilities to larger councils could strengthen local decision making.”

Lincolnshire Association of
Local Councils

The Viking Way winds through rolling fields, where golden sunsets illuminate the landscape and echo Greater Lincolnshire's rich heritage and natural beauty.

B. IMPLEMENTATION PLAN & WORKSTREAMS

The implementation plan sets out how the two new unitary councils would be established by Vesting Day in April 2028. Each phase is designed to ensure continuity, minimise disruption and deliver a smooth and successful transition to the new councils.

To oversee and drive the successful delivery of this change, we propose the creation of two dedicated Programme Management Office (PMO) and multi-disciplinary change teams (for each new authority), jointly supported by all Lincolnshire councils.

A collaborative programme will ensure consistent oversight, transparent governance and the most efficient use of resources.

Where possible, we will identify activity within current councils that can be paused or re-scope, to free up capacity for implementation. It is recognised that additional capacity may be required at specific stages, depending on complexity and resource availability. This is included in the modelled transition costs.

Key features:

- **PMO structure:**

A core team including a Programme Director, Programme Managers, Business Analysts, PMO specialists and Change Managers will coordinate delivery for a minimum of two years

internal resources, future councils may choose to invest in additional specialist support to strengthen delivery

- **Subject Matter Experts (SMEs):**

Seconded or recruited as needed to support planning and transition across specific workstreams – such as finance, HR, ICT, legal and service design

Cross-cutting workstreams will support implementation, initially led by current councils (Phases 1 and 2) and later transferring into and between the shadow authorities (Phase 3 onwards)

- **Flexible capacity:**

While the core programme will rely primarily on

The following shows the key workstreams for the programme:



Phase 1: Business case & mobilisation

This phase will see the submission of this proposal to government by the 28th November 2025.

Following submission, government is expected to consult on this and any alternative proposals during spring 2026.

During this period, we will continue to engage proactively with local residents, partners and stakeholders to raise awareness of the coming change and to build cooperation

and consensus between key stakeholders.

We will also begin a programme of early work with other Councils to gather and analyse key information and data that will be needed to support the new organisation during the implementation phase.

This phase lays the groundwork for effective delivery and early collaboration across all councils involved.

Phase 2 : Preparation for implementation

Once government confirms the new structure for Greater Lincolnshire – expected by late Summer/Autumn 2026 – this phase will begin the detailed preparation for delivering two new unitary councils.

A new Greater Lincolnshire Leaders' Implementation Oversight Group will be established to guide this work, ensuring political balance and representation from all the existing councils. Cross-council coordination will be key during this stage, with a clear focus on delivery, readiness and continuity.

Work will begin on designing the new authorities and putting in place the governance, resources and infrastructure needed for a smooth and successful transition.

Key activities in this phase include:

- Establishing formal governance arrangements and programme management structures that will continue into the next phase and underpin the work of shadow authorities, including the LGR Programme Management Office (PMO)
- Developing a detailed implementation programme, mapping out delivery milestones and interdependencies
- Begin technical information gathering (budgets, staffing, contracts, IT systems)
- Mobilise internal teams and prepare governance, communications and early engagement planning
- Confirming future service requirements and target operating models, including both disaggregation of upper tier services and aggregation of district-level functions
- Designing leadership, team structures and operating models, aligned to the proposed geography and identity of the new councils

- Planning for transition of key services and those brought together across current boundaries
- Aligning existing change activity across the current authorities to avoid duplication and ensure effort is focused on future delivery
- Reviewing baseline IT architecture, with early preparation for systems migration, including access to shared systems, email and building Wi-Fi for day one readiness
- Baselining property portfolios and initiating asset planning for the new councils
- Agreeing an external communications strategy, with clarity on engagement for residents, staff and partners
- Launching staff and trade union communications, including early workforce planning and shared HR principles
- Agreeing high-level HR transition plans, focused on continuity, fairness and retaining critical skills

This phase will ensure all councils are aligned in their efforts, that momentum is maintained following government's decision and that the foundations are laid for a confident transition into the shadow authority period.

Public Sector Partnership Services (PSPS) is ready to deliver from vesting day. With established systems, processes and a proven track record, it can immediately realise the full scope of back-office savings identified. As a mature, well-governed company, PSPS can "hit the ground running," ensuring the new councils benefit from tested approaches, resilience and efficiency from day one.

Phase 3 : Shadow authorities

The creation of shadow authorities will mark a key milestone in the journey to establishing two new unitary councils for Greater Lincolnshire.

These shadow authorities will be formed around one year prior to Vesting Day. Their purpose is to ensure continuity, clarity and confidence in the transition – both for those working within councils and for the residents and partners we serve.

Elections to the shadow councils will be held, supported by appointed officers. Together, they will oversee the complex planning and delivery required to launch the new authorities successfully.

During this phase, the shadow authorities will take responsibility for:

- Detailed integration planning and service transition, including the disaggregation of upper tier services and aggregation of district and borough responsibilities, as well as integration of any existing shared or common services across current councils
- The design and change needed to create and implement the best model for Fire following consultation with MHCLG
- Organisation and operating model design, refining and finalising structures developed during Phase 2 to ensure the new councils are fit for purpose from day one
- Recruitment of senior leadership teams, including the appointment of Chief Executives and Directors to lead each of the new councils

- Staff transition and workforce planning, ensuring that the right people are in the right roles, while maintaining continuity of service and embedding the culture and values of the new organisations; TUPE processes will be carefully managed to support a skilled and motivated workforce
- Staff and trade union communications and engagement, including ongoing dialogue with employees throughout the transition to support morale, clarity and retention
- Budget setting for the new authorities, including development of consolidated financial plans and determining approaches to issues such as Council Tax harmonisation and business rates collection
- Working with PSPS to ensure smooth continuation of all back-office support functions, including employment arrangements, pensions and pay
- Data management and IT transition, including the safe migration of systems and records to ensure operational readiness from day one
- Stakeholder engagement, reinforcing current partnerships and establishing new ones where needed to support strategic delivery and local impact; including engagement with NHS partners, police and emergency services, business groups and the voluntary sector

This phase is crucial for operational confidence, democratic continuity and service assurance. It is where the plans made earlier in the programme begin to take practical shape – setting the stage for the formal launch of the new councils and their future success.

Phase 4 : Launch of the new councils

In April 2028, the new unitary authorities for Greater Lincolnshire will formally come into existence, at which point the two new councils will assume full responsibility for delivering all local government services in their areas.

From this point forward, the focus will shift from transition to transformation . Each new council will shape and deliver its own long-term vision – built around local priorities, empowered communities and better outcomes for residents.

To do this, each unitary authority will establish a dedicated transformation programme, responsible for delivering the agreed target operating model and embedding new ways of working.

As part of the programme, each unitary authority will identify opportunities that can be transformed from vesting day as well as longer term transformation.

Key areas of focus could include:

- **Resident contact**
Delivering modern, responsive and accessible services through digital channels, local hubs and joined-up customer experience models
- **Service transformation**
Reshaping service delivery models to be more efficient, effective and tailored to local needs

- **Back office and enabling services**
Streamlined to deliver better value and smarter support for frontline delivery
- **IT and data strategies**
Supporting secure integration, improved automation and evidence-based decision-making
- **People, organisational development and culture**
Fostering a strong public service ethos and shared organisational identity, focused on delivering for residents
- **Estates and assets**
Reviewed and optimised to ensure buildings and infrastructure reflect the new councils' structures, workforce and accessibility goals
- **Optimisation of aggregated services**
Particularly where integration creates the opportunity to enhance consistency and efficiency
- **Enterprise Resource Planning (ERP) and Customer Relationship Management (CRM) systems**
Including implementation of new platforms or the further consolidation of existing systems to ensure seamless operations
- **Detailed review of existing contracts and third-party spend**
With a focus on consolidation, rationalisation and achieving best value through economies of scale
- **Consolidation and alignment of fees and charges**
Reviewed to ensure a fair, transparent and sustainable approach across the new councils
- **Review and harmonisation of pay, terms and conditions**
Ensuring fairness, equity and support for staff retention
- **Ongoing change management and communications**
Delivered as a dedicated workstream, with continued engagement of staff, partners and residents throughout the transformation process

This phase is when vision becomes reality: two strong, balanced, forward-looking councils are now functioning.

They are simpler, more strategic and better connected to the people and places they serve.

Implementation costs

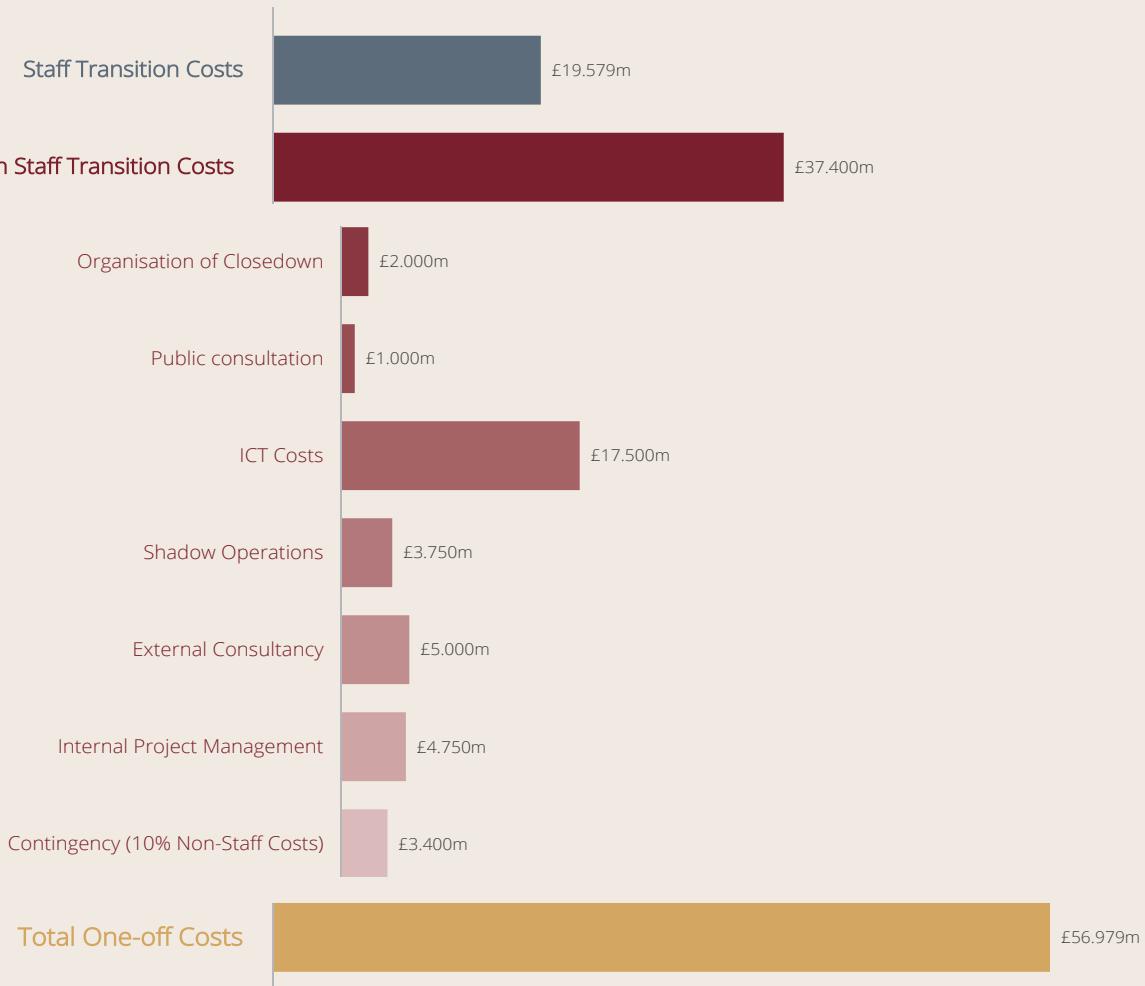
Delivering change at this scale requires investment – not only in systems and infrastructure, but also in people, partnerships and preparation.

Our proposed implementation model is deliberately pragmatic and collaborative. It assumes that most of the delivery work will be led by councils themselves.

We will build a multi-disciplinary change team that

includes representatives from all councils and is empowered to drive delivery efficiently and effectively.

This collaborative approach keeps costs proportionate, reduces duplication and ensures that expertise from across the system is embedded from the outset.



Our modelling includes all potential costs associated with the transition to two new unitary councils – from systems and branding to staff time and technical delivery. This includes:

- Creating and launching the two new councils
- Closing down legacy council structures
- Establishing branding and communications infrastructure
- IT systems migration and licensing
- Programme governance and delivery
- HR and legal transition processes

Estimates are based on a prudent approach. We have modelled both baseline and stretch scenarios and a 10% contingency has been included. Staffing-related costs are benchmarked against current average staff transition costs in Lincolnshire County Council and are directly linked to workforce savings in the model.

Staffing-related costs are benchmarked against current average staff transition costs in Lincolnshire County Council and are directly linked to workforce savings in the model.

This investment will enable a strong and stable transition, while unlocking long-term savings and better services for every community in Greater Lincolnshire.

C. MANAGING DELIVERY

The disaggregation of upper tier level services – and the consolidation of district and borough functions – is one of the most complex and critical aspects of local government reform.

Our approach is rooted in service quality, resident outcomes and local delivery. We will work closely with service teams to ensure that change is owned by those best placed to lead it – supported by robust governance and clear communication at every stage.

Three enablers of success will underpin this work:

- **Service-led transition**

Teams with day-to-day knowledge will lead the design, planning and change implementation, supported by the wider LGR Programme Team, ensuring continuity and clarity. This ensures the right skills and capabilities are in place while recognising that those with the most knowledge and experience are best placed to shape the future operating model

- **Strong governance and oversight:**

Cross-council boards will provide assurance, challenge and strategic direction, supported by expert advice

- **Resident and stakeholder engagement:**

Our communications will be transparent and proactive, helping residents, partners and frontline teams understand what's changing and why

Key transition activities will include:

- Reviewing the current locality structures and workforce to identify appropriate allocation to future authorities
- Agreeing future organisational design and delivery structures with shadow authorities and delivery partners
- Refining service operating models to reflect new geographies and population needs
- Reviewing policies, systems and processes to ensure consistency and compliance
- Restructuring governance, board memberships and local representation frameworks
- Developing detailed service transition plans to ensure service continuity and quality

Social care and safeguarding

Some services – such as social care, highways and waste – will require special attention due to their complexity and infrastructure requirements.

Transitions will be carefully phased and informed by risk assessment and workforce planning; we remain open to exploring models that mitigate any possible negative impacts.

We recognise there are potential risks associated with disaggregating Children's and Adults' social care, but are confident in our approach and committed to managing this process transparently, safely and responsibly.

Our considerations and planning in the development of this proposal demonstrates that this is entirely possible.

This will include a focus on:

- Transitioning safely with minimal disruption to service users
- Protecting frontline delivery throughout the change

process

- Realising financial efficiencies through leadership consolidation and service redesign
- Engaging our workforce and service users throughout the change
- Building a new vision collaboratively with staff, partners and communities

While shared service models have been trialled elsewhere, evidence suggests they often increase complexity and reduce accountability. We do not believe this is the right solution for Greater Lincolnshire.

Single point of access contact centres for vulnerable residents will also need careful management to avoid service backlogs or safeguarding risks. Additional capacity may need to be built into early plans to ensure safe and timely delivery.

Workforce and governance

The future of services depends on investing in our staff. We will:

- Retain and grow a permanent, skilled workforce, reducing reliance on agency staff
- Recruit high-quality leaders for the new directorates for Adults and Children's Services
- Establish the statutory Director roles for each council
- Appoint Independent Scrutineers for each Safeguarding Partnership
- Establish Safeguarding Adults Boards and

Safeguarding Children Partnerships for both councils

- Develop a workforce strategy focused on recruitment, retention, wellbeing and continuous professional development
- Embed robust governance through local scrutiny and strengthened member roles

To ensure clarity and confidence in delivery, we have set out a high-level implementation plan for Adult Social Care, highlighting the key actions, leadership responsibilities and governance arrangements required through transition.

ACTION	LEAD OFFICER	COMPLETION DATE	GOVERNANCE ARRANGEMENTS
1. Recruit Senior Leadership Team (including Director of Public Health) Establish a vision and priority objectives	Chief Executive and Recruitment Agency – Members Appointment Panel	Three months from date of approval of new arrangements	Cabinet and Corporate Management Team
2. Appoint Lead Member Adults and Health	Political Appointment – Leader of the Council, Monitoring Officer	Within first week of creation of the shadow authority	Cabinet
3. Establish Key Partnership Boards. Adults' Safeguarding Board / Health & Wellbeing Board / Joint Commissioning Board	DASS and Senior Leadership Team of Adults Social Care	First Three months of shadow authority	Adults' and Health Leadership team / CMT / Cabinet
4. Transition to Single Point of Access (SPA). Confirm arrangements for s42 / Hospital Discharge / ASC client workflow	Adult Social Care Leadership Team	Effective first month	Adult Social Care DMT and CMT
5. Understand provider / commissioning arrangements. Make decisions on contract provision continuity from go live date	Adult Social Care Senior Leadership Team	On-going	ASC Leadership and Cabinet.
6. Understand the early support and prevention and amend where necessary against need	DPH and Adult Social Care Senior Leadership Team	On going from shadow authority arrangements	ASC DMT / CMT / HWB & Cabinet
7. Establish updated QA and performance data for the new directorate	Adult Social Care Senior Leadership Team	Within first three months of shadow authority go live date	Adult Social Care DMT / CMT / Adults and health Scrutiny / Cabinet
8. Establish links with key partners – Carers Forum / Care Providers (home care & residential care), VCS Network	Adult Social Care Leadership Team	Within first month of shadow authority go live date	Adult Social Care DMT / Health Committee & Cabinet
9. Develop the ASC model – Family Network / Community support services / supported living and Extra Care housing / use of technology & adaptations	Adult Social Care Leadership team	Within first six months of shadow authority go live date	Adult Social Care DMT / CMT / Adults & Health Committee / Cabinet

10. Undertake financial assessment of cost of care and benchmark with statistical neighbours and national	Adult Social Care Senior Leadership team and LGA	Within first six months of shadow authority arrangements	Adult Social Care DMT / CMT / Adults & Health Committee / Cabinet
11. Profile of Workforce	Adult Social Care Senior Leadership team / PSW & HR Lead	Within first three months of shadow authority go live date	Adult Social Care DMT / CMT / Health & Social Care Committee
12. Prepare for CQC Inspection and create a Self-Assessment	Adult Social Care Senior Leadership Team & HoS	Within first six months of shadow authority go live date	Adult Social Care DMT / CMT / Adults & Health Committee and Cabinet

A similar approach will be taken for Children's Services, where safe transition and continuity of care are paramount.

A high-level implementation plan for these services will follow, capturing the actions, leadership roles and governance required to deliver a smooth transfer.

ACTION	LEAD OFFICER	COMPLETION DATE	GOVERNANCE ARRANGEMENTS
1. Recruit Senior Leadership Team	Chief Executive / Lead Member and Leader of the Council	First three months of creation of shadow authority	CMT / Cabinet
2. Appoint Lead Member for Children's Services	Leader of the Council / Cabinet	First three months of creation of shadow authority	Chief Executive / Cabinet
3. Establish Arrangements for MASH (Multi-agency safeguarding Hub / Front Door)	Children's Services DMT & Safeguarding Children's Partnership	First three months of creation of shadow authority	CS DMT / CMT / Children's Committee / Safeguarding Children's Partnership (SCP)
4. Create new partnership Boards – SCP / Youth Justice / SEND / Schools Forum / Secondary and Primary Heads meetings	Children's Services DMT / Lead Member for CS	First Three months of shadow arrangements	CS DMT / CMT / CS Committee / Cabinet
5. Review the profile of the workforce and understand agency rates – develop a social worker recruitment campaign for new authority	Children's Services DMT / CMT	First three months of shadow authority being established	CS DMT / CMT / CS Committee
6. Review Budgets – Revenue and HNB of the DSG; commit to existing savings plans	CS DMT / Schools Forum	First three months of shadow authority being created	CS DMT / DMT / CS Committee
7. Review the arrangements for in-house provision (children's homes)	CS DMT	Within first three months of shadow authority being established	CS DMT / CMT / Children's Services DMT
8. Develop updated CLA and SEND sufficiency strategies	CS DMT	Within first three months of creation of shadow authority	CS DMT / CMT / Schools Forum / Children's Services Committee

9. Review practice methodologies across the LAs and commit to integration of one with an accompanying training and workforce plan	Principal Social Worker / CS DMT	Within first three months of creation of new authority	CS DMT / CMT / Children's Services Committee
10. Review the IT systems and if appropriate plan to integrate into one system	CS DMT / Resources IT Lead.	First three months of creation of new shadow authority (Could be a long term change programme)	CS DMT / CMT / Children's Services Committee / Cabinet
11. Develop performance management and quality assurance arrangements including case audit	Principal Social Worker / Corporate performance Lead / CS DMT	First three months of creation of shadow authority	CS DMT / Children's Services Committee / Cabinet
12. Develop a self-assessment for service and prepare for ILACS / SEND Area Inspection / Include also the OFSTED Annual Conversation	Children's Services DMT	Within first six months of creation of shadow authority being created	CS DMT / CMT / Children's Services Committee / Cabinet / ICB for SEND Area Self-Assessment

Cultural and heritage services

Lincolnshire's history, culture and heritage is a vital part of our identity and community infrastructure. Several cultural services – such as libraries and heritage sites – currently operate on a countywide footprint or receive shared funding.

These services will require bespoke planning – ensuring that our cultural assets continue to inspire pride, learning

and connection across all our communities.

Lincolnshire Archives and Lincolnshire Life Museum – which are two examples – will initially be managed by the new Northern Unitary, with partnership structures, such as a Heritage Trust model, to be explored as part of the implementation process.

Highways and waste

These services rely heavily on infrastructure that is not evenly distributed across Greater Lincolnshire. For example, Highways includes the Emergency Control Centre (located in the Lincolnshire Fire and Rescue Headquarters) which may not be easily replicated.

Similarly, waste services depend on assets like community recycling centres, some of which may need to be shared temporarily post-vesting.

For the early implementation period, we will explore fair and transparent models to avoid disruption while longer-term options are developed.

The goal is simple: services must remain safe, effective and locally responsive, throughout the transition and into the future.

D. MANAGING RISKS & INTERDEPENDENCIES

Change on this scale comes with risks, but also with clear rewards.

We will adopt a formal risk management approach, based on best practice from across local government and aligned to existing frameworks within Lincolnshire councils.

Our risk strategy will:

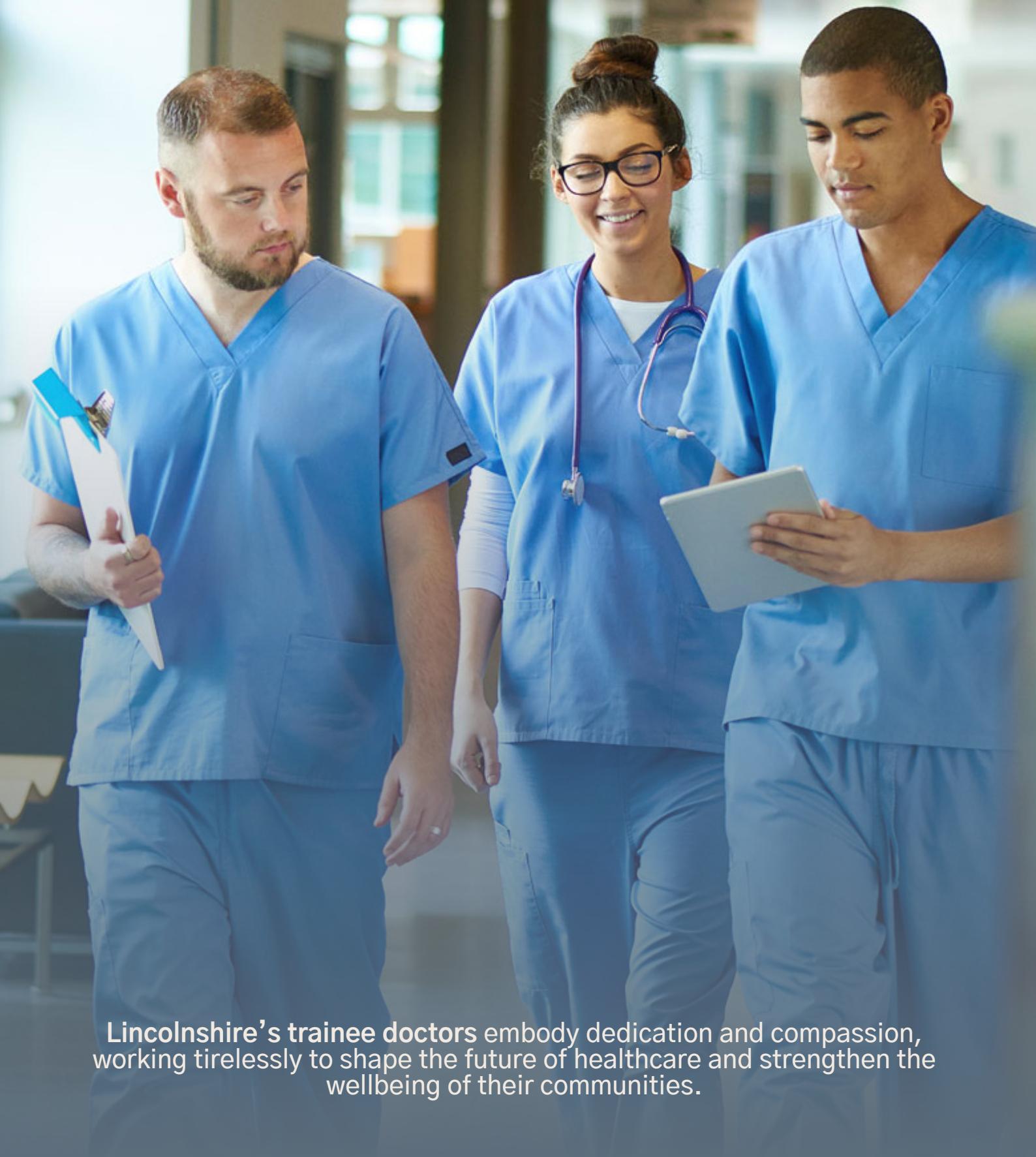
- Identify and assess risk at corporate, programme and service level
- Put in place clear mitigation strategies and ownership
- Regularly review and report risk through governance structures

- Capture and respond to cross-cutting risks that could impact multiple services or authorities
- Use risk insight to shape delivery timelines and investment decisions

This robust risk strategy will help maintain momentum, avoid duplication and deliver the new councils with confidence and clarity.

"We aim to reduce health inequalities and improve people's health and wellbeing by encouraging integrated working and joint commissioning across the system."

Lincolnshire County Council Health and Wellbeing Board



Lincolnshire's trainee doctors embody dedication and compassion, working tirelessly to shape the future of healthcare and strengthen the wellbeing of their communities.

Workstream	Risk Theme	Description	Impact	Likeli-hood	Mitigation / Control Measures	Accountable Owner
1. Programme Governance & Delivery	Programme coordination and delivery capacity	Weak governance or unclear accountability could cause timetable slippage and reduce confidence in programme delivery	High	Medium	Establish Programme Board and PMO with clear roles; detailed milestone plan; independent gateway reviews; escalation process for issues and decisions	Programme Director
2. Finance & Benefits Realisation	Financial pressure and delayed savings	Transition or redundancy costs may exceed forecasts, delaying savings and affecting early budgets	High	Medium	Build contingency into financial model; conduct regular budget and benefits reviews; independent audit assurance; benefits realisation framework integrated into reporting	Section 151 Officer / PMO Lead
3. People & Workforce	Workforce stability and retention	Uncertainty may lead to staff loss, capability gaps or institutional knowledge loss, weakening service delivery	High	Medium	Early and transparent communication; retention incentives; career pathways in new unitaries; joint HR and trade union engagement forum; clear TUPE plan	HR Director
4. Systems, Digital & Data	ICT integration and data migration	System failure or data loss during integration could disrupt services and breach compliance	High	Medium	Develop a comprehensive digital transition plan; dual running of critical systems; robust data governance and testing; external assurance on migration readiness	Chief Information Officer
5. Service Continuity & Design	Service disruption during transition	Disaggregation or redesign of People and Place services (e.g., social care, housing, waste) may cause disruption to critical care or local services during transition	High	Medium	Create service continuity teams; map statutory services; phased implementation; maintain interim shared services; align with regulatory expectations (e.g., Ofsted, CQC)	Service Transition Leads (People & Place)
6. Legal & Governance	Statutory approvals and governance design	Delay or amendment to legal orders may disrupt timetable or create uncertainty	Medium	Low	Early engagement with government departments and legal counsel; scenario planning for order timing; interim governance arrangements agreed between partners	Monitoring Officer / Legal Lead
7. Comms & Engagement	Clarity and stakeholder confidence	Unclear or inconsistent communication could confuse residents, partners and staff	Medium	Medium	Develop comprehensive communications plan; branded GLFA transition portal; staff FAQs; regular updates to elected members and stakeholders	Comms Lead
8. Partnerships & Devolution Alignment	Alignment with MCCA and key partners	Lack of coordination with the Mayoral Authority, NHS, PCC or VCSE sector could create duplication or weaken outcomes	Medium	Medium	Establish joint planning forums; shared leadership representation; quarterly alignment reviews; active collaboration in devolution planning	Partnership Lead



Lincolnshire

From the gentle rise of the Wolds to the wide-open skies above the Fens, Lincolnshire unfolds in a patchwork of golden fields, ancient villages and coastlines. At its heart stands Lincoln Cathedral - distant but ever-present - anchoring the county in centuries of tradition, resilience and quiet grandeur.

This is Greater Lincolnshire: where landscape, heritage and community rise together as one.

11. CONCLUSION

This proposal is both pragmatic and ambitious. By moving from ten councils – a mix of county, districts and existing unitaries – to two new unitary councils for Northern and Southern Lincolnshire, we will create a system that is simpler, stronger and built to last.

The new councils will:

Deliver financial sustainability by reducing duplication, achieving efficiencies and reinvesting savings into frontline services.

Strengthen local accountability with clearer responsibilities and leadership rooted in place.

Design services around residents' lives, not institutional boundaries.

Change will be carefully managed. A phased transition, supported by strong governance and open engagement with staff, partners and communities, will ensure continuity and a safe, confident handover.

But this is more than reorganisation, it is about unlocking Lincolnshire's potential. With empowered councils working alongside the Mayoral Combined County Authority, we will attract new investment, support good jobs and lead nationally in sectors such as green technology, food security and healthy ageing.

Our ambition is clear: a fairer, greener and more prosperous **Greater Lincolnshire for All**, rooted in our proud identity as a “place of places” and driven by the aspirations of the people who live and work here.



“Strong local identity should remain at the heart of any new structure”

Voluntary and Community
Sector representative

The intricate carvings and stonework inside **Lincoln Cathedral** showcase centuries of craftsmanship, where every detail reflects the skill, devotion and artistry of its medieval makers.

12. APPENDICES

APPENDIX A: INDEPENDENTLY DEVELOPED FINANCIAL ASSUMPTIONS

Purpose

Peopletoo were commissioned, independently of any bid, to establish a set of baseline assumptions for Lincolnshire. In some instances, they reported a financial range, so assumptions had to be made as to the exact figure used in modelling. This paper sets out the decisions taken and the rationale behind those decisions.

Recurrent savings / costs

Area	GLFA	LCC Area, North, North East	Expanded Lincoln	North, North East, Central & South	Rationale
Disaggregation Costs	£0.702m	Nil	£7.259m	£7.259m	£7.529m figure calculated by Peopletoo – for Greater Lincolnshire for All bid, there was a note saying these would be more than offset by savings from merging with Northern Lincolnshire and North East Lincolnshire; however, costs associated with disaggregation outside of Education and Social Care were still included, as savings were assumed elsewhere in the model
Senior Leadership & Management Savings	-£6.605m	-£4.324m	-£2.427m	-£3.579m	Figures used direct from Peopletoo report
Merging Council Services – Staff Costs	4.0%	5.0%	4.0%	4.0%*	Peopletoo presented ranges of 3–5% for front office and 6–8% for back office costs, with a 1% differential for LCC Area, North, North East. Model used Revenue Outturn forms as a base, making it difficult to specifically split expenditure between these categories, so a relatively conservative blended rate was used consistently. LCC Area, North, North East had an increase

Merging Council Services – Non-staff costs	3.0%	4.0%	3.0%	3.0%*	As above – Peopletoo also gave specific savings for 3rd Party Spend; these formed part of this blend rate. The 1% differential for LCC Area, North, North East is maintained in this expenditure category too – lower than Peopletoo percentages as some other savings were explicitly separated out and considered separately (such as Member savings)
Merging Council Services – Back Office Costs	6.0%	6.0%	6.0%	6.0%*	Peopletoo range was 5–8% for all options; therefore, a relatively conservative figure was used within this range and applied consistently to all options
Merging Highways and Operational Services	5%	Nil	Ni	Nil	Peopletoo range was 5–7.5%, so bottom of this range was chosen

NOTE:

* A slightly lower percentage was used for the newly formed City of Lincoln UA, as its area is much smaller and not merging with any other district councils, inhibiting its ability to generate efficiencies from merging services.

Transition costs

A similar exercise was taken to choose from the range of one-off costs presented within the Peopletoo report.

Area	GLFA (£m)	LCC Area, North, North East (£m)	Expanded Lincoln (£m)	North, North East, Central & South (£m)	Rationale
Organisation of Closedown	2.000	1.250	1.500	1.500	Mid-point of Peopletoo range for each option
Public Consultation	1.000	0.700	1.000	0.850	£0.050m over bottom of range for each option
ICT Costs	17.500	10.000	15.000	15.000	Bottom of range for each option
Shadow Council	3.750	3.250	3.850	3.750	Mid-point of Peopletoo range for each option
External Consultancy	5.000	4.000	4.650	4.500	Mid-point of Peopletoo range for each option
Internal Programme Management	4.750	3.750	4.250	4.250	Mid-point of Peopletoo range for each option
Contingency	3.400	2.295	3.025	2.985	10% of above figures (as recommended within Peopletoo report)

ICT costs were chosen at the bottom of the estimated range as all options proposed include consolidation into a smaller number of councils. It is assumed that existing ICT systems can be chosen from existing provision to export and import data into; so, it is primarily a system set up and data migration issue, rather than costs associated with purchasing and configuring new systems from scratch.

Conclusion

Where possible, figures have been used directly from the People too report within the financial modelling used in preparing this proposal. Where choices on ranges were required, then points in that range have been consistently applied to all options. Where it was not possible to directly use a figure, a blended approach was used but retaining the principle of treating all options consistently.

APPENDIX B: ECONOMIC IMPACT CALCULATIONS

Purpose

This appendix sets out in a step by step process the calculation of the economic impact (benefits and disbenefits) of each of the options presented in the wider proposal.

Process

The initial steps were:

- Identifying the appropriate measures
- Identifying the baseline for each measure (from national statistics or local reports)
- Identifying the value of each unit of the measure (from research)
- Agreeing the relative impact each option may have in movement from that baseline (based upon local knowledge and previous examples / pilot studies)

The calculation steps then follow:

- Multiplying the forecast change by the respective value (to get the Gross Impact)
- Applying an ‘Additionality Adjustment’ – a series of factors adjusting for what might have happened anyway without the change (see below for a detailed description)
- Discounting future (dis)benefits to reflect a benefit now, all things being equal is more desirable than the same benefit in the future

This approach then gets to a calculated net present value per option for the impact per measure and overall impact.

Appropriate measures

As detailed in the main report, a series of potential outcomes were presented, which were eliminated down to those where the option selected was likely to have a material impact on that outcome achieved. Then to avoid duplication, a single measure was chosen to measure the impact of that change per outcome.

Baseline for each measure

Table A2.1 sets out the baseline position and source for each measure used for calculating the benefits.

Table A2.1: Baseline Position and Source for each Output Measure

Measure	Baseline (per year)	Source / justification
Homelessness Applications	6,131	Number of assessments across the region in 2023–24 ³
Business survival rates	1,460	4-Year survival rate of businesses started in 2019 ⁴
Agriculture Gross Value Added	£1,235m	Regional GVA in 2023 SIC code: AB (1–9) ⁵
ICT Gross Value Added	£313m	Regional GVA in 2023 SIC code: 61–633 ⁵
Cost of Crime (including indirect & welfare costs)	£251.786m	3 Year averaged regional crime rates ⁶ multiplied by the cost of crime ⁷
Physical Activity	69.13%	Maximum regional average for people aged over 18 carrying out 150+ minutes of exercise per week ⁸
Visitor Spend	£1,461m	3 Year moving average of total tourism spend (Day Visits and All overnight tourism combined) 2017–2019 (to avoid impact of Covid-19)
Welfare benefit from learning	0	Assume a standardised baseline, so calculating the net impact of extra people encouraged to learn only
Volunteer hours	0	Assume a standardised baseline, so calculating the net impact of additional volunteers

Source:³ <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>⁴ [https://www.ons.gov.uk/businessindustryandtrade/business/activitysizeandlocation/datasets/businessdemographyreferencetable/current \(table 5b\)](https://www.ons.gov.uk/businessindustryandtrade/business/activitysizeandlocation/datasets/businessdemographyreferencetable/current (table 5b))⁵ [https://www.ons.gov.uk/economy/grossvalueaddedgva/datasets/nominalandrealregionalgrossvalueaddedbalancedbyindustry \(table 3c\)](https://www.ons.gov.uk/economy/grossvalueaddedgva/datasets/nominalandrealregionalgrossvalueaddedbalancedbyindustry (table 3c))⁶ <https://assets.publishing.service.gov.uk/media/68f1fc732f0fc56403a3cfdc/prc-pfa-mar2013-onwards-tables-231025.ods>⁷ <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-crime>⁸ <https://www.ons.gov.uk/peoplepopulationandcommunity/wellbeing/datasets/sportsengagementbylocalauthoritydistrictinengland>

Impact per unit

Unit values for each (dis)benefit were also determined by a research review, using Government approved figures where possible, peer assessed national or internation research if not, then local pilots if neither of these were available. The figures used and their sources are contained within Table A2.2

Table A2.2: Unit values used to calculate gross economic impacts

Assumption	Value	Justification
Cost impact of a homelessness application	£46,149 per person	Research by Xantura on direct costs of homelessness ⁹
GVA per job sustained	£54,983	Average GVA by district weighted by employment 2022 (adjusted for including North Lincolnshire and North East Lincolnshire) ¹⁰
Regional GVA improvements (both Agriculture and ICT)	% change	Measure is already direct economic impact, therefore forecast % change by each option is appropriate
Physical Activity	Calculated via external tool	A separate tool (MOVE2) tool is used to calculate the impact of improved physical activity ¹¹
Visitor spend	% change	Measure is already direct economic impact, therefore forecast % change by each option is appropriate
Welfare benefit from learning	£928 per learner	The Government Office for Science commissioned the report “What are the wider benefits of learning across the life course?” – updated for inflation ¹²
Value of volunteers	£20 per hour	In line with the Heritage Lottery Fund valuation of skilled volunteers ¹³

Source:⁹ <https://xantura.com/wp-content/uploads/2022/11/The-Risks-and-Costs-of-Homelessness.pdf>¹⁰ <https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/labourproductivity/datasets/subregionalproductivitylabourproductivitygvaperhour-workedandgvaperfilledjobindicesbyuknus2andnus3subregions>¹¹ <https://www.sportengland.org/guidance-and-support/measuring-impact?section=moves-section>¹² https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/635837/Skills_and_lifelong_learning_-_the_benefits_of_adult_learning_-_schuller_-_final.pdf¹³ [https://www.heritagefund.org.uk/sites/default/files/media/attachments/HF%20Application%20Guidance_C_LARGE_0.pdf \(see page 11\)](https://www.heritagefund.org.uk/sites/default/files/media/attachments/HF%20Application%20Guidance_C_LARGE_0.pdf)

Additionality factors use in economic impact calculation

The following factors are used to modify (generally reduce) the gross impact of the economic impact, via a series of additionality factors, used to assess impacts that might not accrue, ranging from optimism, through to effectively choking investment that might otherwise come from the private sector.

Table A2.3: Additionality Components per Quantified Benefit

Area / measure	Value	Justification
Homelessness Applications		
Leakage	0%	No leakage – a homelessness application requires proving a local tie to the area, therefore impact will all contained within the region
Displacement	10%	Low displacement – small possibility that a tightened process may just move applications to neighbouring areas
Substitution	0%	No substitution – making a homeless application already means private renting alternatives have been exhausted
Multiplier	1	No wider benefit as the initial study which determined the cost per application already factored in the wider impact
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes
Business survival rates		
Leakage	10%	Low – most of the businesses retained via this approach will be smaller local businesses
Displacement	10%	Low – business owners may return to workforce if current business ceases trading
Substitution	10%	Low – if businesses fail, then other private sector providers may step in, however the focus on this area is smaller businesses, so likely to be operating in niche or specialist areas unlikely to be attractive to other businesses
Multiplier	1	Multiplier impact already included with the valuation of the benefit, as Gross Value Added is used as part of the calculation
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes
Agriculture GVA + ICT GVA		
Leakage	10%	Low – some national and international supply chains
Displacement	10%	Low – some growth may come at expense of other industries
Substitution	10%	Low – some competing land and building uses
Multiplier	1	Multiplier impact already included with the valuation of the benefit
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes
Cost of Crime		
Leakage	0%	None – Impact of crime is focussed within region
Displacement	25%	Some – Potential for some crime to be displaced rather than stopped
Substitution	0%	None – No private sector investment will be offset by having a more localisation crime prevention approach

Multiplier	1	Multiplier impact already included with the valuation of the benefit
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes
Impact of physical activity levels		
Leakage	0%	None – Impact built into external model calculations
Displacement	0%	None – Impact built into external model calculations
Substitution	0%	None – Impact built into external model calculations
Multiplier	1	Kept low conservatively to avoid double counting (especially with GVA for employment)
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes – kept as an optimism bias for the targets
Visitor Spend		
Leakage	10%	Low – some supply chains may be outside the region
Displacement	10%	Low – some visitor spend may come at the expense of other areas
Substitution	10%	Low – some local authority led promotion may prevent the need for local businesses independently undertaking this
Multiplier	1	Multiplier impact already included with the valuation of the benefit
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes
Welfare benefit from learning		
Leakage	25%	Some – some people may travel to access the higher education opportunities and/or leave area after courses finish
Displacement	10%	Low – some people may choose the more local opportunities rather than travel elsewhere to access from alternatives
Substitution	10%	Low – some additional learning activities may overlap private sector requirements that they would otherwise have funded
Multiplier	1	Multiplier impact already included with the valuation of the benefit
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes
Volunteering		
Leakage	0%	None – people very unlikely to travel into a region to take up the types of volunteering roles within parish and neighbourhood councils
Displacement	25%	Some – people may choose to volunteer for their local councils rather than undertake other volunteer duties
Substitution	25%	Some – without volunteers some of these duties may have to be funded or provided by local authorities using paid officers
Multiplier	1	Multiplier impact already included with the valuation of the benefit
Deadweight	24%	Average from all types of intervention based upon analysis of City Challenge type schemes

APPENDIX C:

IMD DATA FOR GREATER LINCOLNSHIRE

Table C1: Breakdown of Super Output Area by Decile per Local Authority (Most deprived 10%)

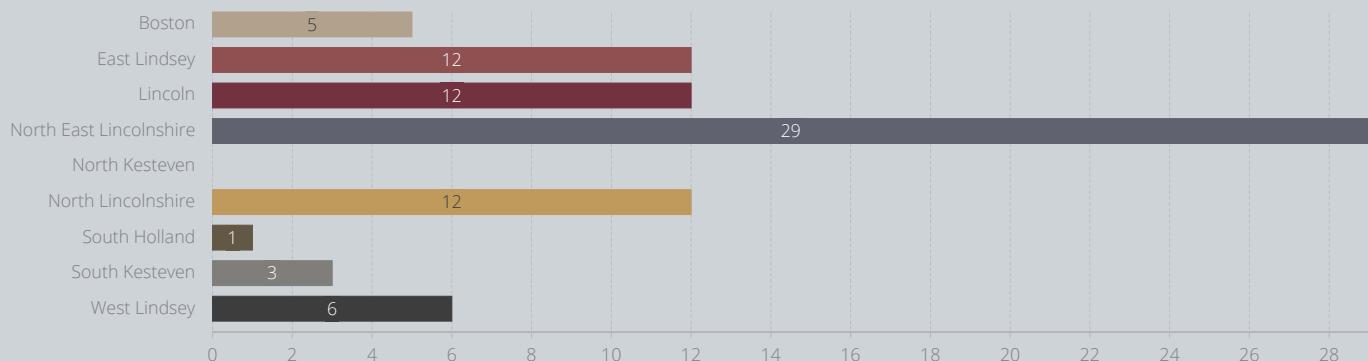


Table C2: Breakdown of Super Output Area by Decile per Local Authority (10% to 20%)



Table C3: Breakdown of Super Output Area by Decile per Local Authority (20% to 30%)

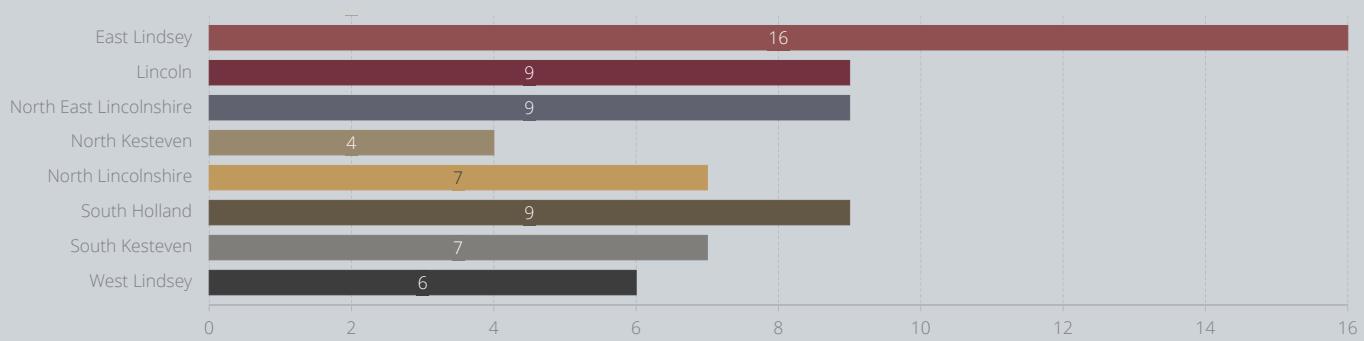


Table C4: Breakdown of Super Output Area by Decile per Local Authority(30% to 40%)

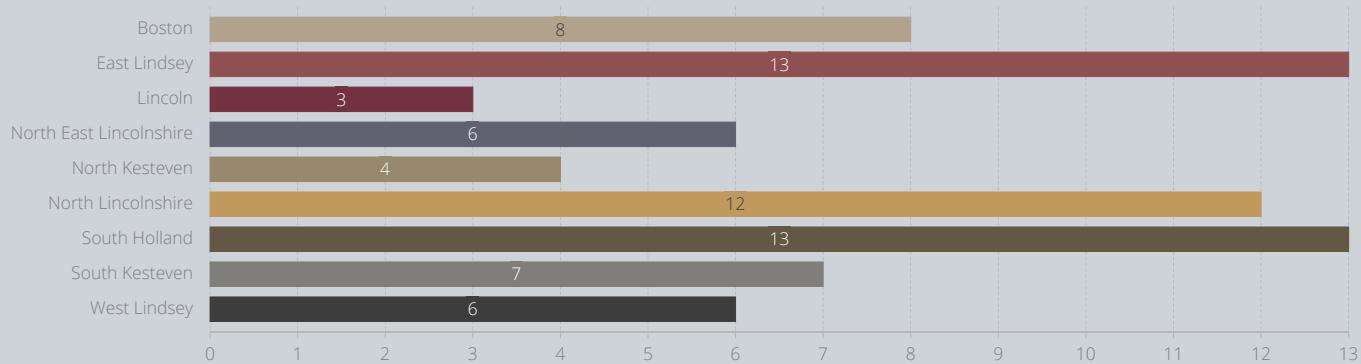


Table C5: Breakdown of Super Output Area by Decile per Local Authority(40% to 50%)

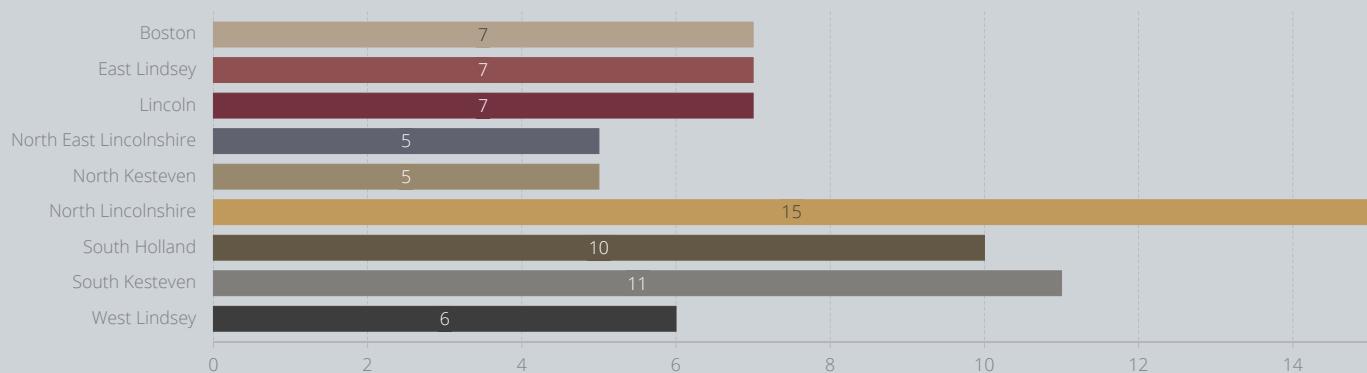


Table C6: Breakdown of Super Output Area by Decile per Local Authority(50% to 60%)

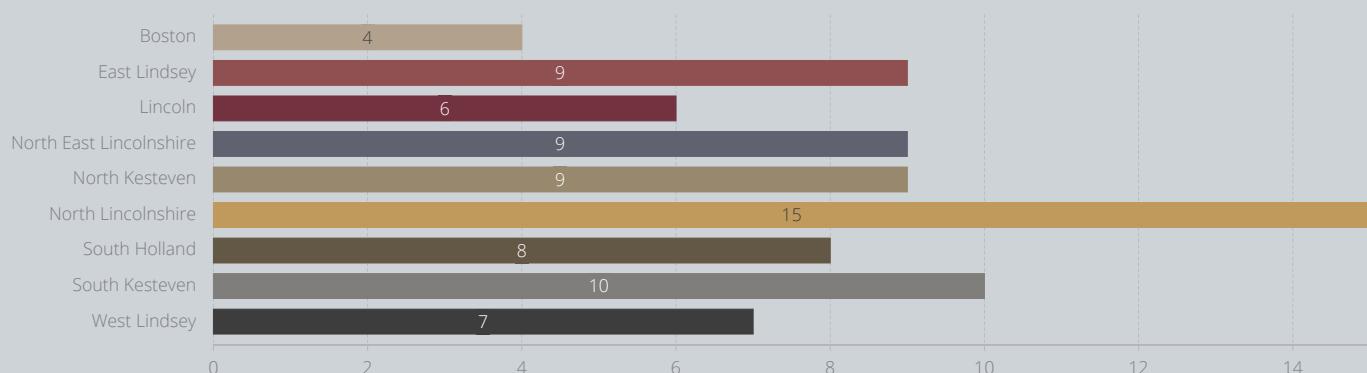


Table C7: Breakdown of Super Output Area by Decile per Local Authority(60% to 70%)

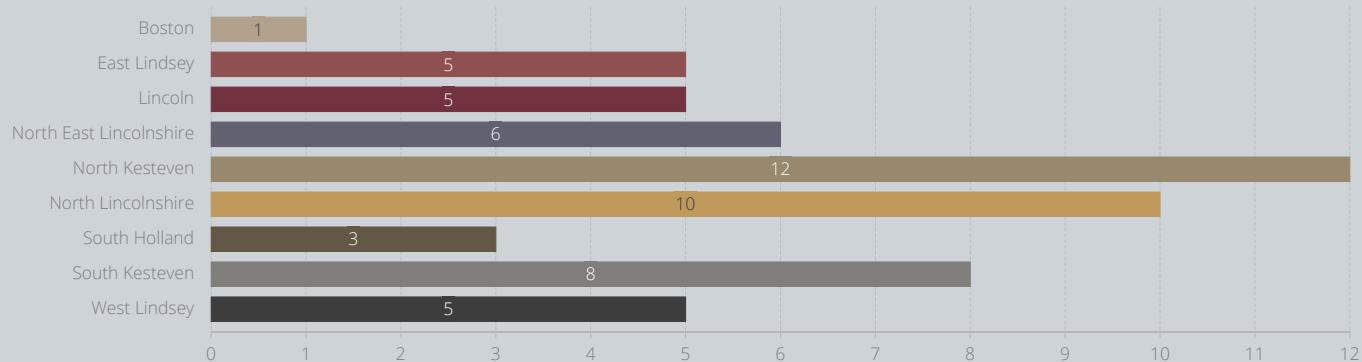


Table C8: Breakdown of Super Output Area by Decile per Local Authority(70% to 80%)

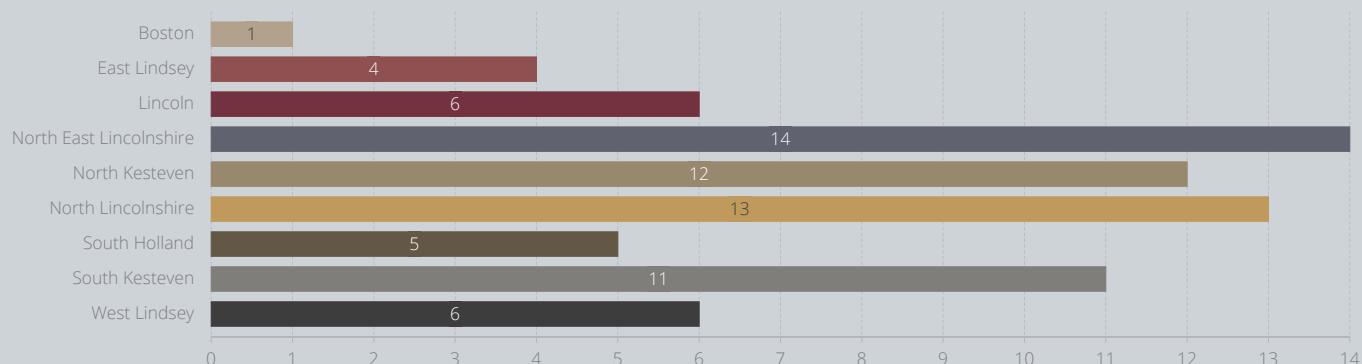


Table C9: Breakdown of Super Output Area by Decile per Local Authority(80% to 90%)

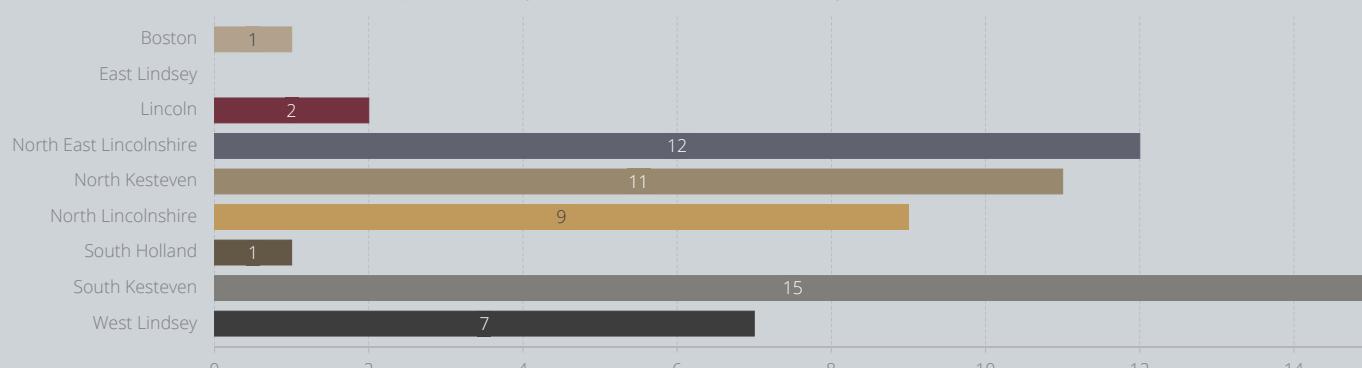


Table C10: Breakdown of Super Output Area by Decile per Local Authority (90% to 100%)

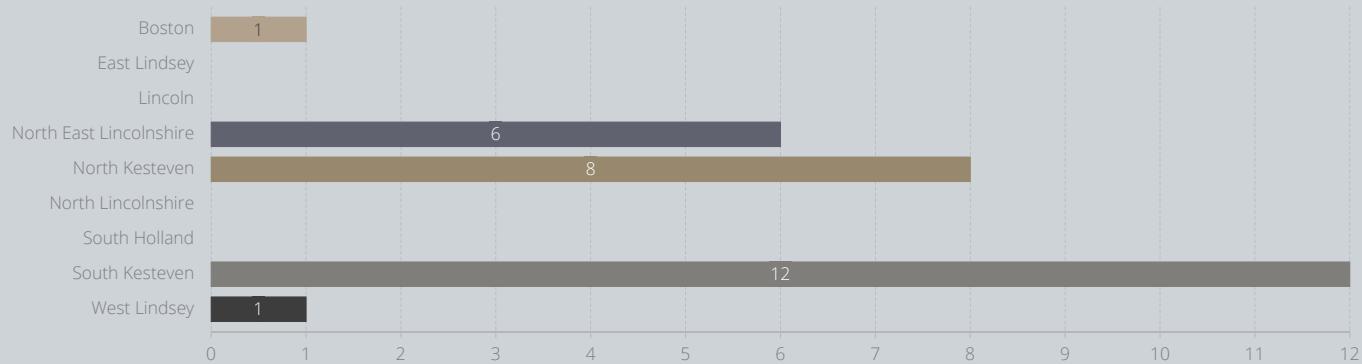
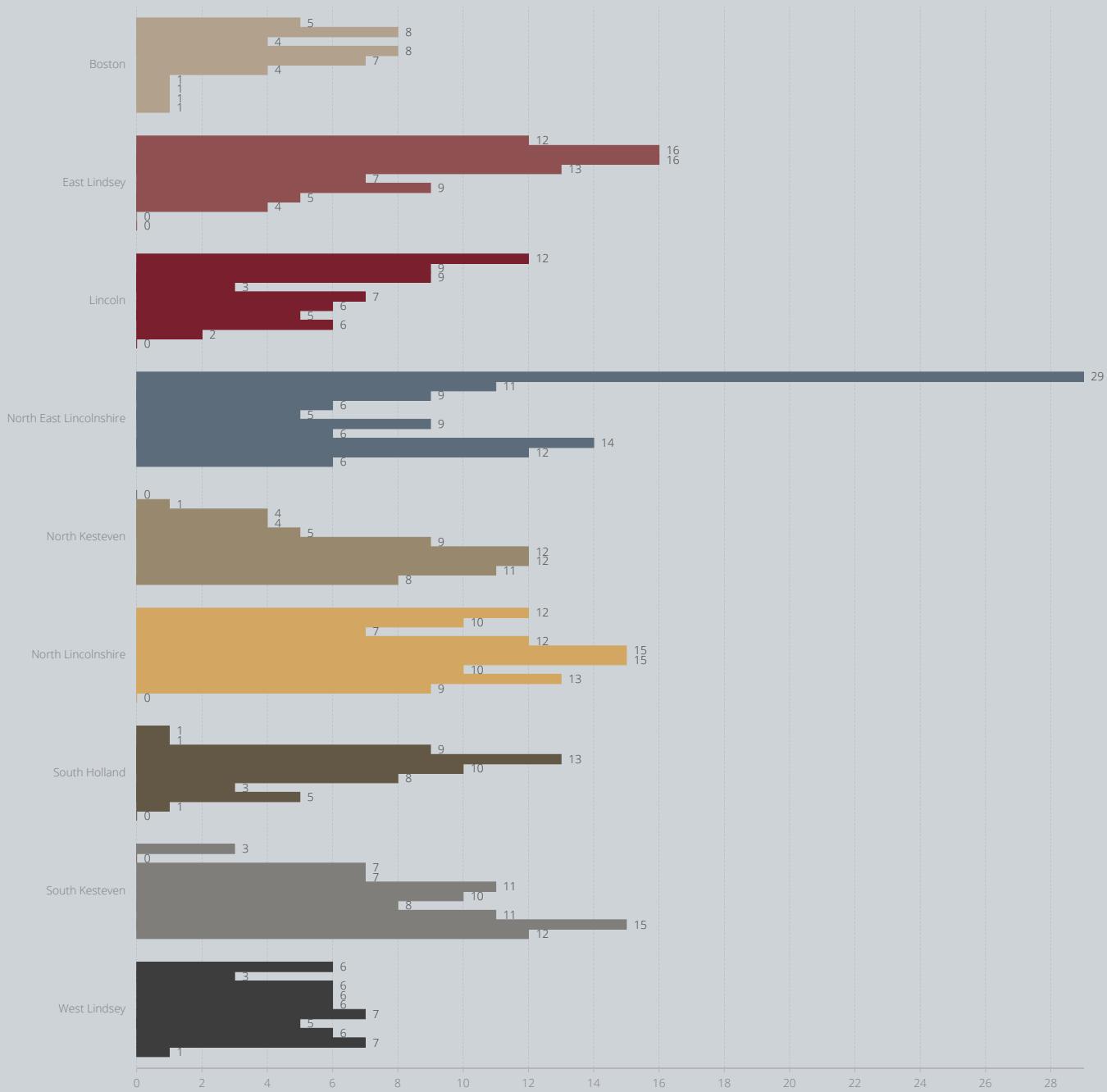


Table C11: Breakdown of Super Output Area by Decile combined



APPENDIX D: OUR APPROACH TO ENGAGEMENT

To inform the development of proposals for local government reorganisation, Boston Borough Council, East Lindsey District Council and South Holland District Council undertook an extensive engagement programme to understand the views of residents, communities, businesses and partners.

We held nine public meetings for residents in locations across Greater Lincolnshire complemented by two online meetings; we held two specific meetings for Parish and Town councils together with attendance and a stand at the annual conference for Lincolnshire Association of Local Councils (LALC) as well direct engagement individual Parish and Town councils and the East Riding and Northern Lincolnshire Local Councils Association (ERNLLCA).

We held dedicated roundtables for partners and stakeholders on children's services, public protection, health/adult social care and the voluntary and community sector. We held a session for business representatives and businesses from across Greater Lincolnshire alongside individual meetings with some of the largest employers in the area.

We conducted extensive one-to-one meetings held by the Leaders and Chief Executive with key stakeholders and partners including senior representatives of the NHS and police. We held meetings with those elected representatives of Greater Lincolnshire including the Elected Mayor of Greater Lincolnshire, Members of Parliament and the Police and Crime Commissioners of both Lincolnshire and Humberside.

We surveyed residents and created a dedicated website to provide information about the Greater Lincolnshire for All proposal including a frequently asked questions section and online form to submit further questions.

We undertook research that explored residents' views and perceptions of LGR and what residents see as the key opportunities and considerations around LGR for themselves, their families, and their communities. It gathered an in-depth understanding of the views of a representative cross section of Greater Lincolnshire residents to inform work on LGR. The research explored how councils could operate in the future, resident priorities, opportunities and concerns, and perceived impacts, and opportunities for stronger community engagement and citizen involvement in decision-making.

We undertook extensive social media engagement to help inform residents and stakeholders online and commissioned an explainer video that was hosted across multiple online platforms.

Elected members across the three councils were regularly engaged through All Member briefings which updated on the development of the interim plan and final submission.

Staff play a key role in successful change, so significant efforts have been made across the three councils to provide regular updates. The councils held regular staff briefings complemented by specific staff intranet pages. With the majority of our staff living in Lincolnshire and maintaining strong local networks, they also contributed to information sharing.

We engaged other councils in Greater Lincolnshire through regular meetings of the Chief Executive engagement group and other regular officer groups.

Both the interim plan and final submission were taken to the full Council of each of the three councils that provided a further opportunity for engagement and discussion and to the relevant Cabinet for the executive decision to submit the plans to government.

How we engaged

Between July and the end of October 2025, we undertook an extensive engagement exercise to gather the views of residents, communities, strategic partners, Parish and Town councils, the voluntary and community sector and businesses from across Greater Lincolnshire.

Local media

Local and regional media coverage of local government reorganisation in Greater Lincolnshire has been extensive since the beginning of 2025.

On 10th July, Greater Lincolnshire for All was launched in Lincoln, at a press conference that received extensive regional TV and local media coverage.

Digital engagement and social media

We undertook an extensive online campaign to highlight the proposal and to encourage residents to get involved and have their say. This included providing details of how residents could engage with the proposal. It included details of the dedicated website and public meetings.

Dedicated **A Greater Lincolnshire for All** presence was hosted across a number of platforms with the following interactions:

Facebook	Linked In
Total posts – 66	Total posts – 57
Total views – 248,684	Total impressions – 20,634
Total each – 134,859	Total shares – 200
Total shares – 478	

Council channels

For the Boston Borough Council, East Lindsey District Council and South Holland District Council channels combined there were:

Facebook	Linked In
Total posts – 117	Total posts – 117
Total views – 150,059	Total impressions – 88,844
Total reach – 95,991	Total shares – 21
Total shares – 132	

On Next Door, there were 33 posts combined and 17,784 impressions generated.

Regular posting on East Lindsey District Council, South Holland District Council and Boston Borough Council's WhatsApp channels also occurred.

Websites

A dedicated LGR website HOME | Greater Lincolnshire was created to provide an information source with online feedback form, details about events and a question and answer page that was updated regularly.

Since going live on July 10th, the site has attracted 4484 unique visitors.

In addition, the 3 websites of the partnership councils hosted a dedicated page regarding LGR.

Public meetings

We held 11 public meetings, 9 in-person and 2 online, across Greater Lincolnshire between July and October that were addressed by the leaders of the partnership councils and where members of the public could ask questions and provide feedback.

30th July – Virtual (Online) – Greater Lincolnshire
12th August – Sleaford – North Kesteven District
18th August – Market Rasen – West Lindsey District
28th August – Horncastle – East Lindsey District
9th September – Spalding – South Holland District
15th September – Virtual (Online) – Greater Lincolnshire
22nd September – Lincoln – City of Lincoln District
25th September – Mablethorpe – East Lindsey District
13th October – Louth – East Lindsey District
15th October – Boston – Boston District
21st October – Skegness – East Lindsey District

In total, 147 people attended these meetings.

Parish and Town Council Engagement

We had a dedicated presence and stand at the annual conference of the Local Association of Lincolnshire Councils (LACL) in July 2025.

We also held two dedicated online meetings for Parish and Town councils.

16th July – Virtual – Greater Lincolnshire
28th July – Virtual – Greater Lincolnshire

In total, 58 representatives of Parish and Town councillors attended these events.

We also held individual meetings with the members/officers of a number of Parish and Town councils and with the East Riding and Northern Lincolnshire Local Councils Association (ERNLCA).

Engaging strategic partners

We have held meetings led by the Leaders and Chief Executives with a range of strategic partners including:

- Elected Mayor of Greater Lincolnshire
- Police Crime Commissioner for Lincolnshire
- Police Crime Commissioner for Humberside
- Chief Constable for Lincolnshire
- Chief Constable for Humberside
- Representatives of the Lincolnshire and Humberside Fire and Rescue services
- Chief Executive and Chair of Lincolnshire Integrated Care Board and other senior NHS representatives
- Chairs of the three Schools' Forums in Lincolnshire
- Ministry of Defence including the station commanders of RAF bases in Lincolnshire
- Chancellor and Vice-Chancellor of Lincoln University
- Lord Lieutenant of Lincolnshire
- Lincolnshire Drainage Boards
- Chief Executive of the Lincolnshire Community Foundation

We held thematic round table meetings on healthier communities, community protection, children's services and the voluntary/community sector that engaged a range of stakeholders from the public, private and voluntary sectors.

Business Engagement

We engaged over 200 companies across Greater Lincolnshire including major employers and business representative organisations, including the CBI, NFU, IoD, FSB and Chambers of Commerce. We held a dedicated briefing session for business that was attended by over 25 business and Greater Lincolnshire business representatives.

MP Engagement

We held dedicated meetings with MPs from across Greater Lincolnshire.

National Engagement

We held meetings with following national organisations:

- Environment Agency
- UK Health Security Agency
- National Highways
- National Association of Local Councils (NALC)

Resident feedback survey

We created a dedicated survey form hosted on GLFA website to gather the views of local residents and communities. Evaluation of the results is presented below.

Briefing for councillors and staff

Regular updates were provided to all councillors and staff in Boston Borough Council, East Lindsey District Council and South Holland District Council. In total, 10 briefing sessions have been held for members across the three authorities over the last ten months.

Members have also received a briefing pack about the proposal to support them when answering questions in their communities. LGR is also a standing item in the weekly Members' Point Brief to share upcoming engagement events and update.

A document folder containing information relating to LGR is also available for elected members to view via the Members' Intranet.

A dedicated page for LGR and Devolution was created in January 2025 on the SELCP staff intranet.

Four rounds of staff briefings with the Chief Executive have taken place. Each round had a staff briefing at each Sovereign Council office, creating 12 briefings in total.

A recording from each briefing round was made and is available to watch back on the Intranet.

The briefings took place: January 2025, March 2025, June 2025 and September 2025. The next round is planned for November 2025.

As well as recordings, FAQs are available on the intranet for colleagues and a document folder for colleagues to view letters, press releases and proposals.

As well as the Intranet page, information and updates on LGR events have also been shared via all staff emails, The One Team Partnership staff newsletter and the One Team Partnership staff Facebook group

Staff unions

Meetings were held for staff unions.

Engaging other district, county and unitary authorities

A Greater Lincolnshire Chief Executives meeting held regular meetings to discuss local government reorganisation.

Other

Inclusion of the proposal, engagement events and how to share views and get more information in the quarterly E-Messenger magazine. This is an East Lindsey District Council quarterly e-magazine.

Inclusion in the monthly Parish and Town newsletter (Boston and East Lindsey). The newsletter goes to parish council clerks to share as agenda items at their meetings and to help inform residents.

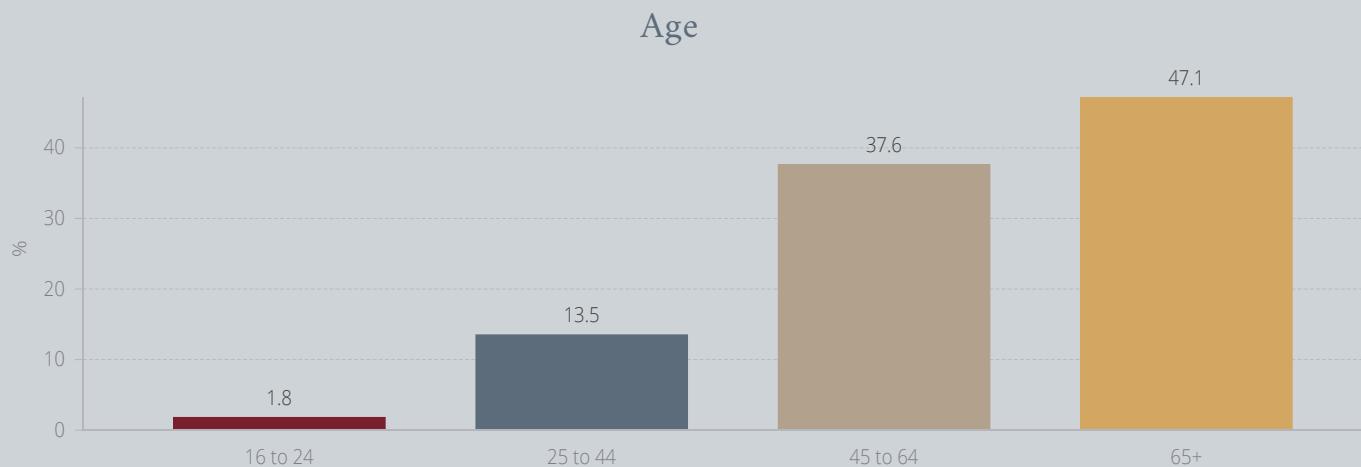
A Greater Lincolnshire for All produced an online survey to capture residents' views of Local Government Reorganisation proposals.

This survey was designed to be accessible to all (regardless of LGR background knowledge) and focused on local identity, local democracy and priorities for LGR. The survey was promoted through: social media advertising (including boosted promotions) and targeted online advertising. Respondents were also able to request a paper copy.

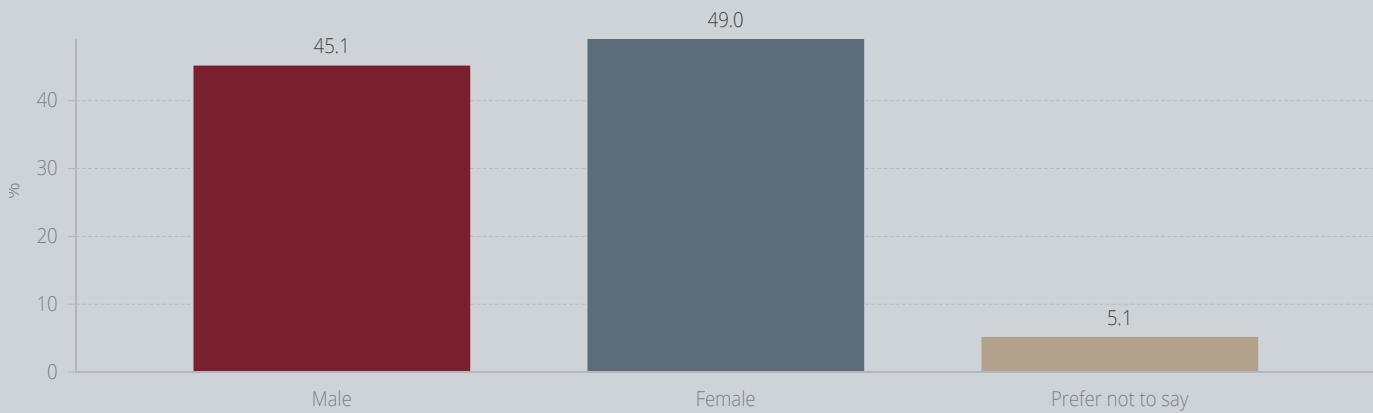
All best efforts and distribution methods were deployed to maximise participation of various demographic groups. Methods were put in place to ensure even demographic and geographic representation and to encourage responses by underrepresented groups or locations.

The survey was conducted between 10th July to 21st October 2025 and attracted 282 responses.

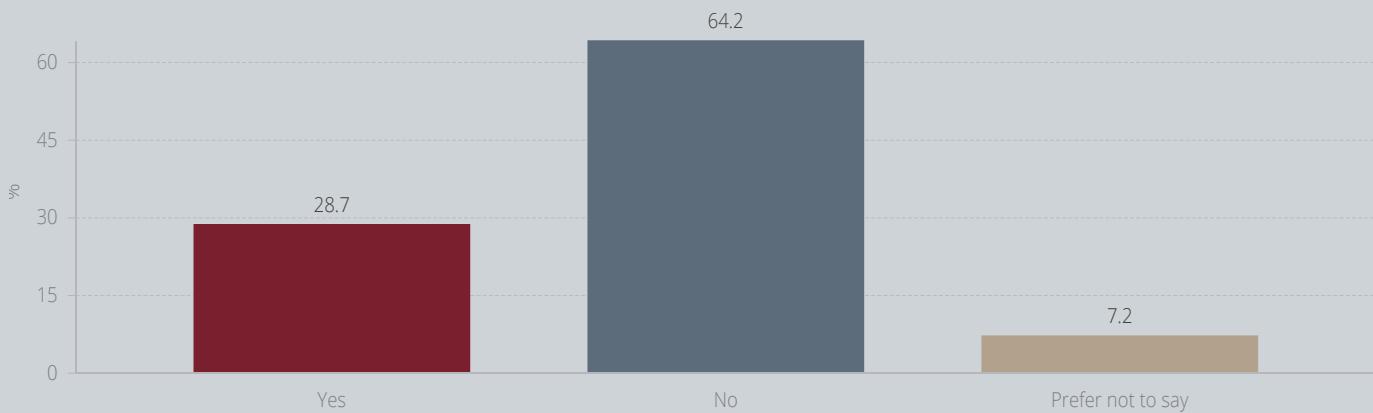
Analysis of those undertaking is set out below.



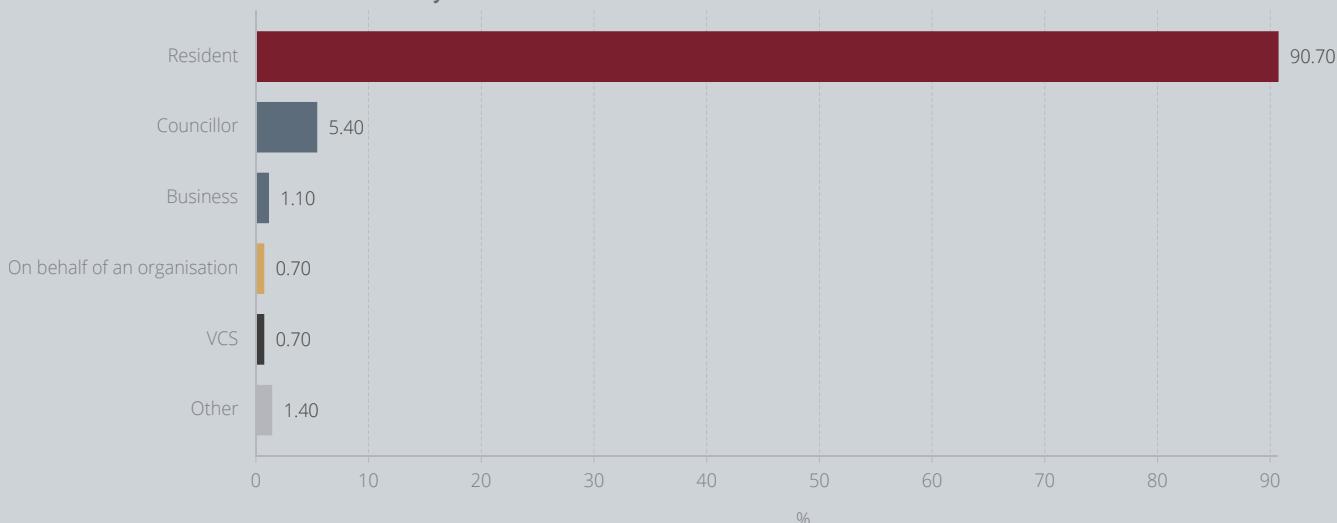
Gender



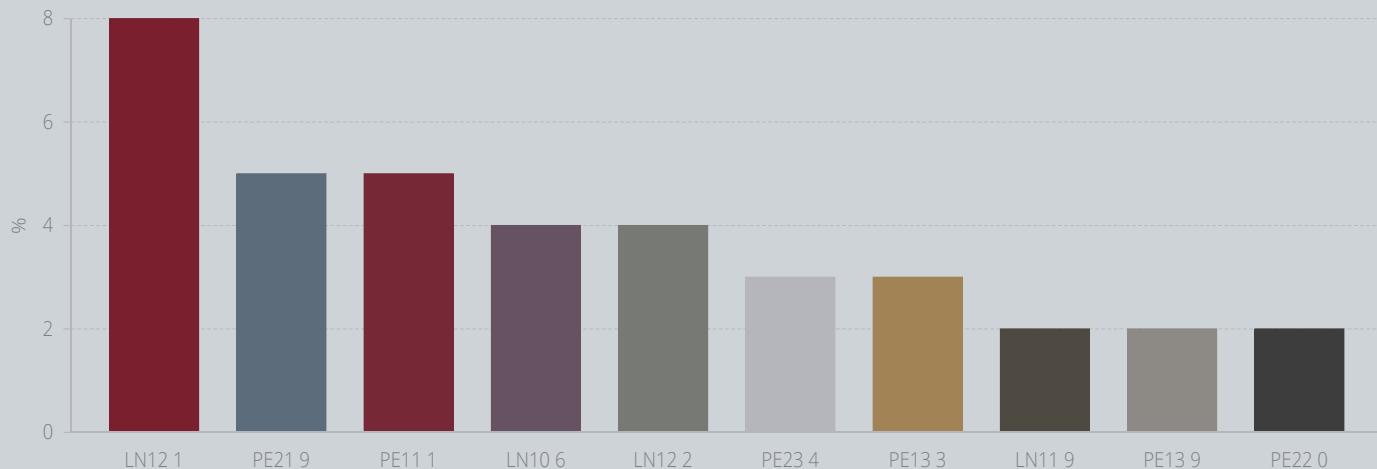
Disability



What is your connection to Greater Lincolnshire?



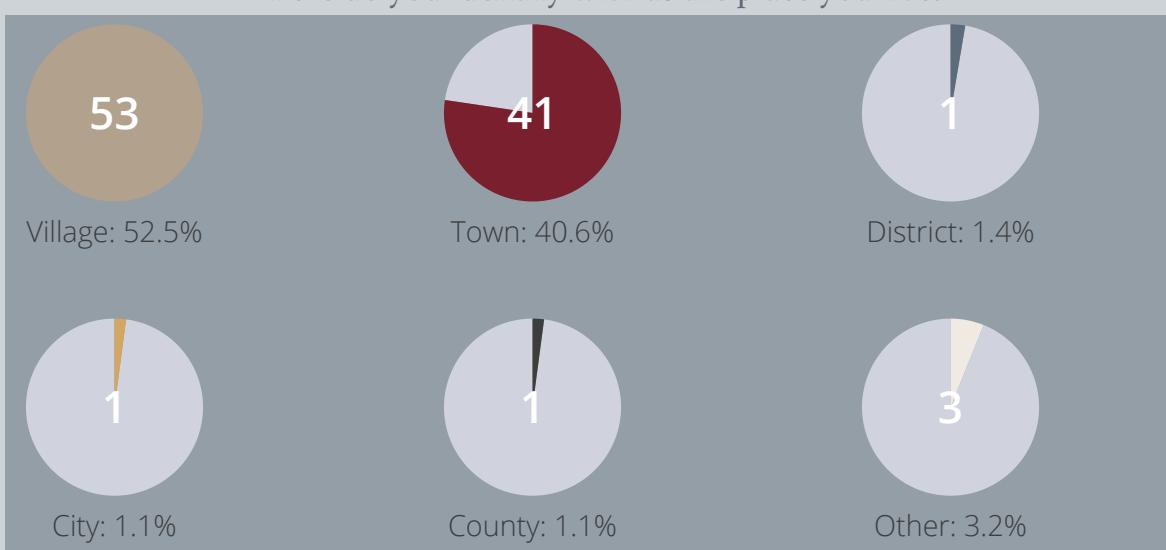
Where do you live?



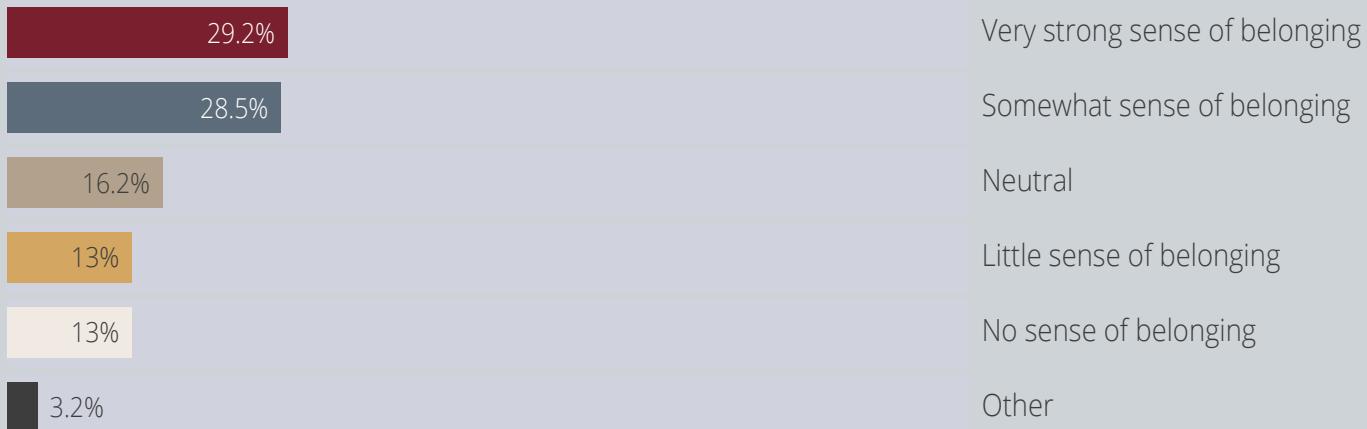
Where do you work?



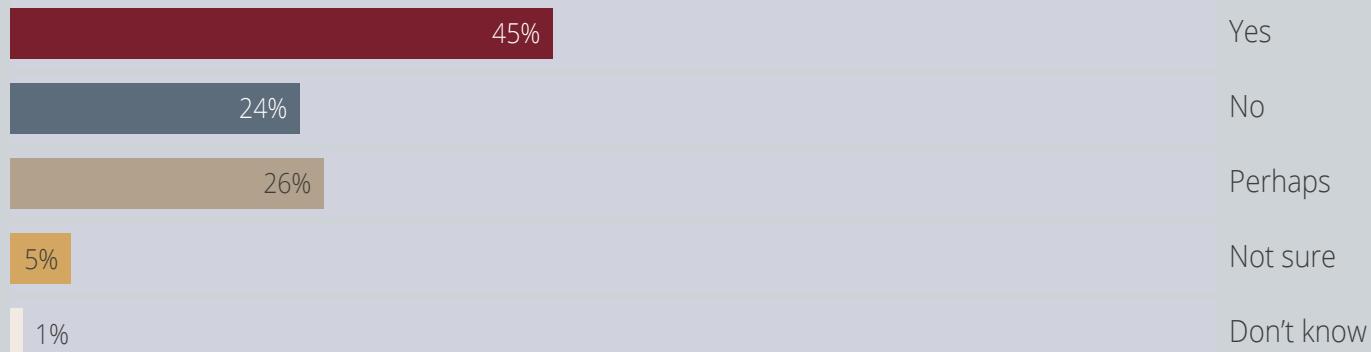
Where do you identify with as the place you live?



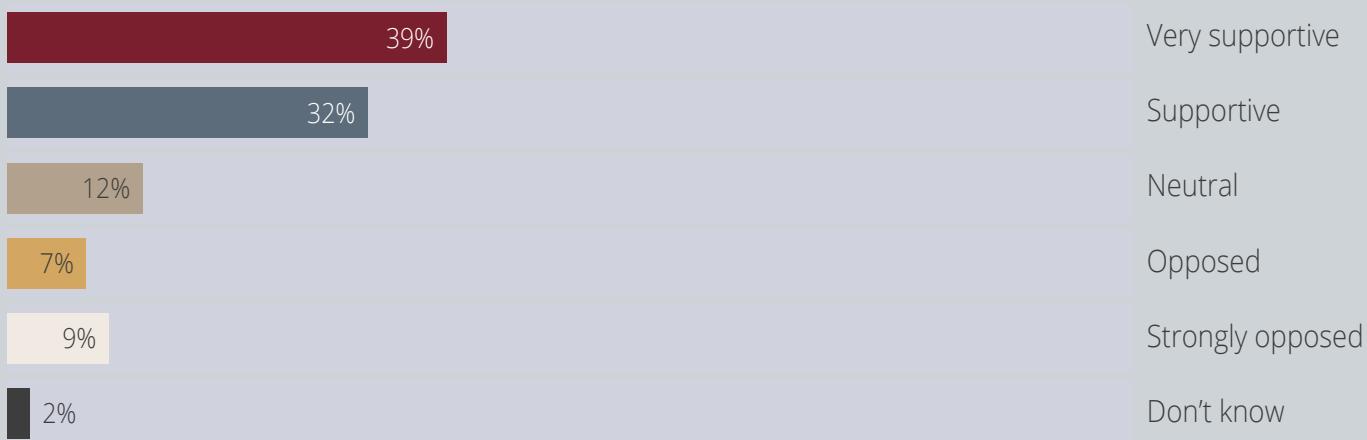
To what extent do you feel a sense of belonging or personal connection to Greater Lincolnshire?



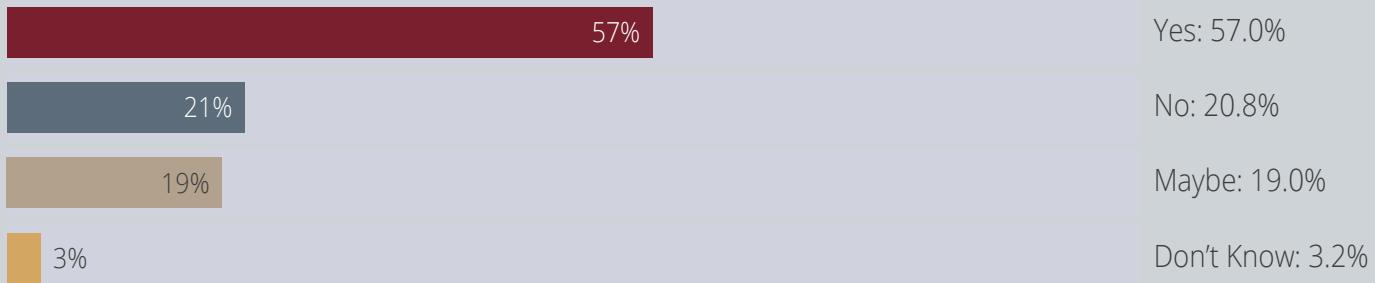
Currently there are 10 Councils across Greater Lincolnshire including 2 Unitary Councils, 1 County Council and 7 District Councils responsible for delivering different services – do you think local government in Lincolnshire should be changed or restructured?



How supportive would you be of changes to local government that simplify Council structures and aim to deliver services more efficiently and easier to access?



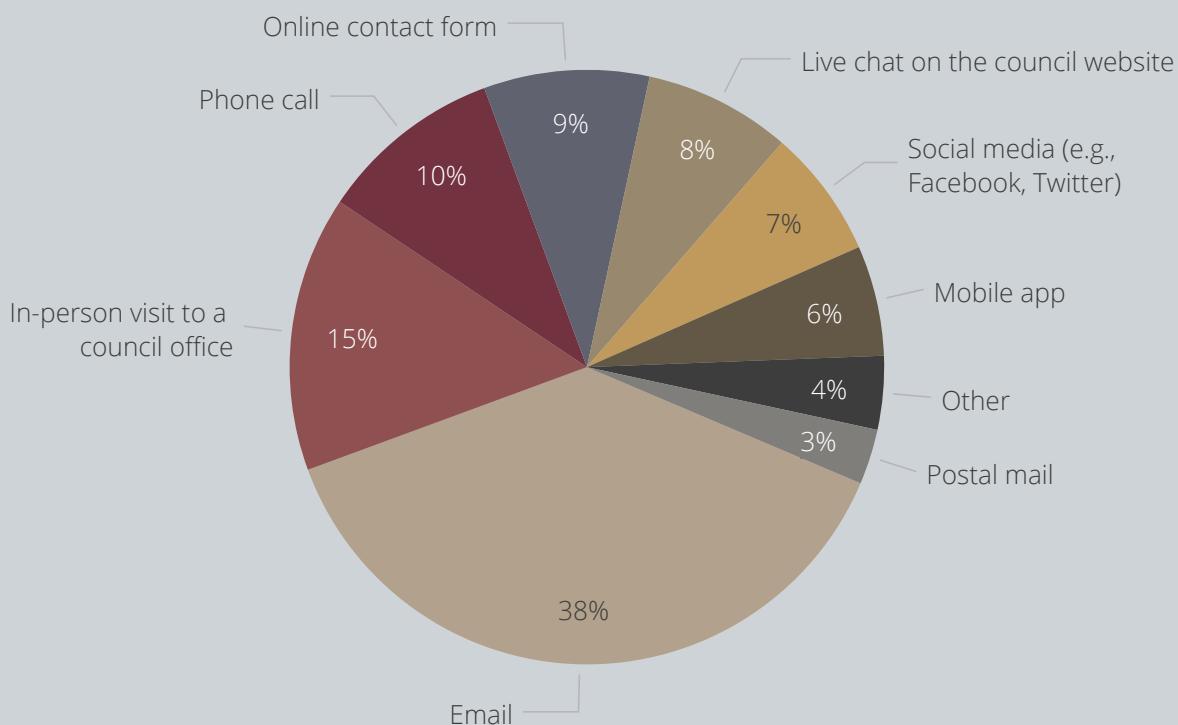
Do you think Parish and Town Councils, or other Community Groups should be given the option to take on resources or services (and associated funding) for things like car parks and grass cutting?



How important is it to you that local government is efficient and financially robust?



How would you prefer to engage with your Council in future?



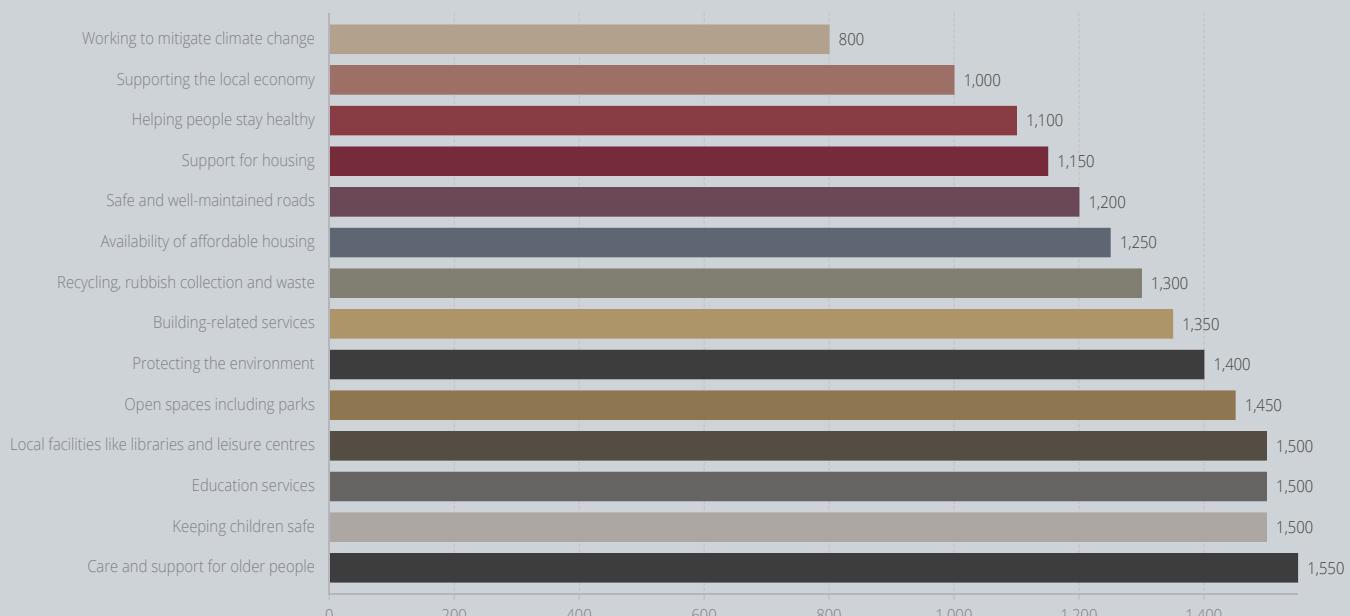
How would you like to be involved in future decision making?



How do you hope that Local Government re-organisation will impact you and/or your community (Please rank in order of importance with 1 being the most important and 9 being the least important - results by total score)



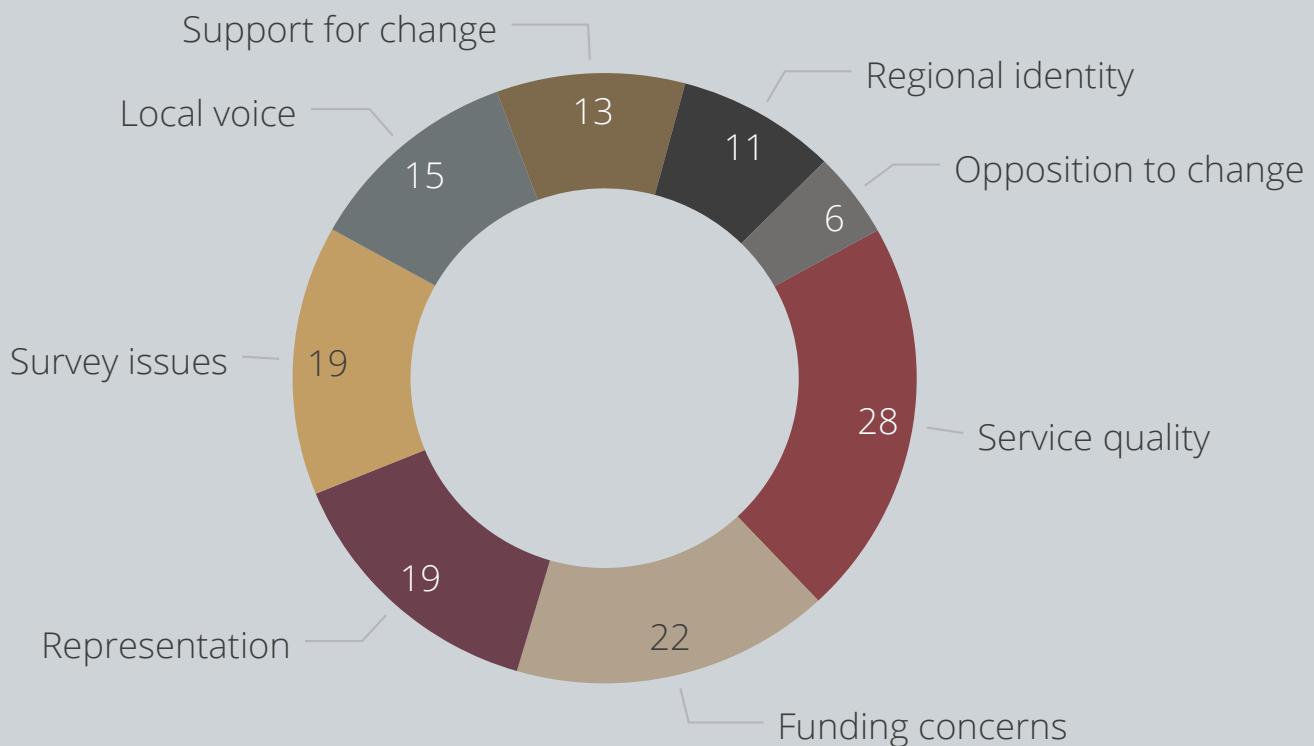
What should be the top priorities when shaping the future model of local government for Greater Lincolnshire? (Please rank in order of importance with 1 being the most important and 9 being the least important - results by total score)



How would you like to receive further information regarding local government reorganisation?



Please provide any other comments on Local Government re-organisation in Greater Lincolnshire (this chart shows how frequently each theme appeared across the comments)



- Local voice and funding concerns were the most common themes
- Many comments expressed worries about service quality, especially in rural and coastal areas
- There was a mix of opposition to change and support for change, often tied to regional identity

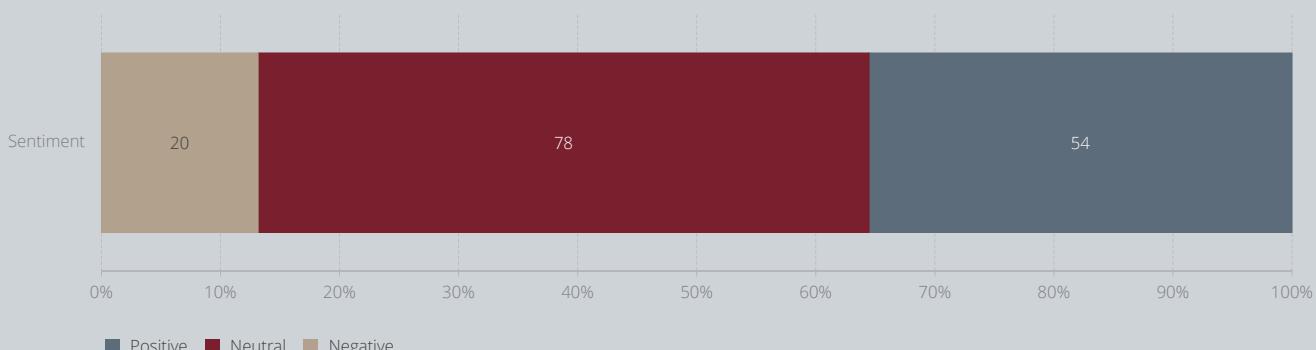
This visual highlights the most frequently used words across all comments:



Prominent words include local, council, services, Lincolnshire, funding and change.

This reflects strong concerns about local representation, costs and the impact of reorganisation.

Sentiment:



Analysis:

- Neutral comments dominate, often expressing factual observations or mixed views
- Positive comments tend to support reorganisation, improved services, or local engagement
- Negative comments reflect concerns about cost, loss of local voice, or distrust in the process

APPENDIX G

LETTERS FROM ENGAGEMENT

MABLETHORPE & SUTTON TOWN COUNCIL



Mablethorpe Library and
Community Access Point
Stanley Avenue
Mablethorpe LN12 1DP

Town Clerk: Mr S J Fletcher

Telephone: 01507 613644 / 613645
e-mail: clerk@mablethorpesutton-tc.gov.uk

VAT No. 276 2508 89 GB



29th September 2025

Dear Cllrs C Leyland, D Broughton and N Worth,

Official Letter of Endorsement – A Greater Lincolnshire for All

At the meeting of Mablethorpe & Sutton Town Council held on 8th September 2025 the Town Council resolved to offer its **formal endorsement and full support** for the *A Greater Lincolnshire for All* initiative.

The Town Council recognises and commends the initiative's commitment to promoting **collaboration, inclusivity, and shared opportunity** across the whole of Greater Lincolnshire.

Its vision to ensure that every community, whether urban, rural, or coastal, benefits from a joined-up approach to sustainable growth and wellbeing reflects our own aspirations for the people we serve.

As a coastal community, we are acutely aware of both the challenges and the potential that exist within our region. Strengthened regional cooperation is essential for addressing key issues such as economic resilience, infrastructure, health provision, housing, and the protection of our natural environment.

We believe that *A Greater Lincolnshire for All* represents a positive and unifying step towards building a **stronger, fairer, and more connected Lincolnshire**.

Mablethorpe & Sutton Town Council looks forward to continuing its engagement with the initiative and to contributing actively to its development and success.

Yours sincerely

Steve Fletcher
Town Clerk & RFO
Mablethorpe & Sutton Town Council

encl: copy of minutes 08.09.2025

Cllr Craig Leyland, Leader of East Lindsey District Council
Cllr Dale Broughton, Leader of Boston Borough Council
Cllr Nick Worth, Leader of South Holland District Council



Chief Executive: Mrs Karen Daft

Welland & Deepings Internal Drainage Board
Deeping House
Welland Terrace
Spalding
PE11 2TD

Operations Engineer: Nick Morris

Our Ref. KMD/JP

This matter is being handled by:
Karen Daft

9th October 2025

Via email: hello@greaterlincolnshireforall.org

Cllr C Leyland, Cllr N Worth & Cllr D Broughton
A Greater Lincolnshire For All

Dear Councillors

Re: A Greater Lincolnshire For All

Thank you for your recent letter and continuing to keep us informed.

The Board would be happy to support your proposal for a Northern and Southern Lincolnshire Unitary Authority in Lincolnshire.

We look forward to being updated further in the future.

Yours sincerely

Karen Daft
Chief Executive

FAO:

Cllr Craig Leyland, Leader, East Lindsey District Council
Cllr Nick Worth, Leader, South Holland District Council
Cllr Dale Broughton, Leader, Boston Borough Council

Thursday 23rd October 2025

Re: Support for 'A Greater Lincolnshire for All' | Backing Local Government Reform for Regional Growth and Success

Dear Leaders,

I am writing on behalf of Tong Engineering Limited to express our strong support for the 'A Greater Lincolnshire for All' initiative. As a business with deep roots in the Lincolnshire region, we fully appreciate the vital importance of effective, responsive, and forward-looking local government in helping businesses grow, communities thrive, and the local economy prosper. In our experience, the right governance structures can make a significant difference to our ability to innovate, attract investment, and retain skilled talent, all of which are essential for future growth.

Tong Engineering Limited is a fourth-generation, family-owned engineering company, deeply embedded in Lincolnshire. As an employer, we offer a broad spectrum of skilled careers across engineering, manufacturing, and technical and administrative support disciplines. We also have a sister company, Terry Johnson Limited, in the Holbeach area and between them we are proud to contribute to employ nearly 200 local people and enjoy a strong local supply chain. We also have a large customer base in the region, with agriculture and agrifood at the forefront of our customers. We also export all over the world, with 40% of our turnover leaving the UK.

Despite our progress, we continue to face significant challenges. Connectivity remains an ongoing concern, with rural phone and transport links frequently lagging behind what is needed for modern industry and international export. Infrastructure constraints can create inefficiencies and delays, while the recruitment and retention of a skilled and adaptable workforce is a constant challenge as we compete with other high-growth sectors for talent. These barriers have a tangible impact on our competitiveness and ability to respond to new opportunities.

This is why we firmly believe that the 'A Greater Lincolnshire for All' initiative is essential. We need local government that is responsive, clear, and accountable; able to understand and address the specific needs of businesses like ours. The move towards two strong, financially sustainable unitary authorities, each with clear responsibility and better powers, will mean faster planning decisions, more effective regulatory support, and business services that are genuinely attuned to local priorities.

(Page 1 of 2)

Handling Innovation

Directors: C.E. Tong (Chairman), E. Tong (Managing), N. Martin (Operations),
T.Morgan (Finance), S. Lee (Sales)

Registered Office: Vale Road Industrial Estate, Spilsby, Lincolnshire, PE23 5HE

Company number: 1957036 / **VAT number:** 128490754

**HANDLING
INNOVATION**
SINCE **1930**

Opportunities to collaborate across county lines, share resources, and leverage economies of scale will help maximise the value of innovation assets, boost high-growth clusters, and attract new investment to the area. The involvement of an elected Mayor of Lincolnshire as a champion for the region also provides an effective route to securing the powers, resources, and profile our businesses require to compete and thrive in a rapidly changing economy.

Furthermore, we believe that a fair and reasonable allocation of innovation assets and investment, delivered through strong, independent unitary authorities, will ensure all parts of Lincolnshire benefit from growth. Better collaboration between councils, businesses, and stakeholders is vital for tackling shared challenges, and for ensuring that the proceeds of growth are reinvested in ways that benefit local people, businesses, and communities.

For companies like Tong Engineering Limited and Terry Johnson Limited, these reforms represent a critical opportunity to overcome longstanding barriers, drive innovation, and build a stronger future for the region as a whole. We are eager to contribute to this vision and look forward to working closely with local government and regional partners as these changes move forward.

Thank you for considering our views and for your commitment to the future of Greater Lincolnshire. We are confident that with the right structures in place, our businesses and our communities can look forward to a new era of opportunity, growth, and success.

Yours faithfully,

Edward Tong
Managing Director
Tong Engineering Limited

(Page 2 of 2)

Handling Innovation

Directors: C.E. Tong (Chairman), E. Tong (Managing), N. Martin (Operations),
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Honorary President: Victoria Atkins MP

Chair: Dee Anderson
Vice-Chair: Noi Sear
Treasurer: Cllr Dave Tyler
Secretary: Adrian Benjamin



PART OF



THE COASTAL CENTRE
32 Victoria Road,
Mablethorpe LN12 2JA
01507 443 327

A GREATER LINCOLNSHIRE FOR ALL

**Monthly meeting of
the Mablethorpe & Sutton-on-Sea Coastal Community Team
& the Mablethorpe Area Partnership
held at the Coastal Centre on Wednesday 19th November 2025**

RESOLUTION

Members debated the various devolutions proposals being put forward & unanimously agreed that the suggestions being jointly put forward by the East Lindsey, Boston, & South Holland was the most cogent & would best answer the needs of our coastal community especially having regard to

the difficulties of ensuring a good representation of the vast swathes of our county & ensuring close co-operation working towards regenerating the coastal economy & implementing appropriate measures to secure our sea defences into the future.

Adrian Benjamin
Secretary & SPOC
25th November 2025



**Lincolnshire
POLICE & CRIME COMMISSIONER**
SAFER TOGETHER

Deepdale Lane, Nettleham, Lincoln LN2 2LT

Telephone (01522) 212351

E-Mail: lincolnshire-pcc@lincs.police.uk Website: www.lincolnshire-pcc.gov.uk

Date: 12th August 2025

Our Ref: MJ/ch/2025-0667

Cllr Craig Leyland
Leader
East Lindsey District Council

Cllr Nick Worth
Leader
South Holland District Council

Cllr Dale Broughton
Leader
Boston Borough District Council

By Email c/o alison.hull@boston.gov.uk

Dear Councillor

Thank you for your letter of 1st August 2025 regarding our recent meeting in respect of your emerging proposal for Local Government Re-organisation in Greater Lincolnshire.

With regard to your follow up questions, my responses are set out below:-

Do you foresee any strategic policing issues arising from the geography we are proposing for the future of Local Government in Greater Lincolnshire? Or, indeed, are there any other challenges we need to overcome from a policing viewpoint?

The pertinent issues are what effect the split in geography will have on adult social care, children's services, highways and community safety. All of which have an impact on policing.

There are two Community Safety Partnerships operational in Lincolnshire at present – the Lincolnshire-wide Partnership; and the Partnership in South & East Lincolnshire. In your experience, does a larger (Lincolnshire) or smaller more focused Partnership achieve better outcomes?

Whilst the county-wide partnership provide a single view for the County which can be helpful, I believe the South and East Lincolnshire Partnership responds in a more agile way to responding to local needs.

My only other comment would be that as Lincolnshire Police has geographically based operational commands, I do not see an issue with policing engaging with local authorities as per your suggested plan.

Yours sincerely


Marc Jones
Police and Crime Commissioner for Lincolnshire

Enquiries to: Carla Mitchell
Telephone: 01482 675783
Email: carla.mitchell2@nhs.net

06/10/2025

NHS Humber Health Partnership (HHP)
Trust Headquarters
Hull Royal Infirmary
Alderson House
Anlaby Road
Hull
HU3 2JZ

Local Government Reorganisation – Greater Lincolnshire

Rob Barlow
Chief Executive
South and East Lincolnshire Councils Partnership

Dear Rob,

Thank you for your recent correspondence. We are grateful to be engaged in ongoing discussions regarding local government reorganisation across the Greater Lincolnshire area.

Humber Health Partnership (HHP) is the main provider of acute hospital services across Northern Lincolnshire and community NHS services in North Lincolnshire

As a group organisation spanning the Humber region, we place a high value on our partnerships with key strategic partners on both banks of the Humber estuary. We value the strong and productive relationships we have in place with our local authority partners in both North Lincolnshire and North East Lincolnshire and beyond, across the Greater Lincolnshire region.

We are committed members of the North East Lincolnshire Health and Care Partnership (HCP) and the North Lincolnshire Place Partnership and value the opportunity these strategic forums provide to work collaboratively across the Northern Lincolnshire area for the benefit of our patients and our population.

In particular, we are committed to working with local authority and other health and care partners in North East Lincolnshire to progress the work of our Health and Care Partnership, benefiting from national support as a Wave 1 pilot for Neighbourhood Health Implementation. Similarly, we will continue to support the work in North Lincolnshire, through the Place Partnership, to progress the development of Neighbourhood Health in the area.

We recognise also that a sizable minority of our patients travel from other areas, including from East Lindsey and West Lindsey local authority areas, and we continue to work closely with the relevant local authorities to support with key priorities for supporting these patients such as hospital discharge, transport and access.

Some of our key priorities for future collaborative working with our local government partners include:

- Supporting economic regeneration and investment into the region
- Working with social care teams and other partners to improve flow through our hospitals by preventing unnecessary admissions to hospital and supporting timely discharge

Working in partnership:
Hull University Teaching Hospitals NHS Trust
Northern Lincolnshire and Goole NHS Foundation Trust

United by Compassion:
Driving for Excellence

- Working with public health teams and other partners to improve the health and our population and reduce the burden of disease over the longer term
- Improving transport links to healthcare services

It is very important to our organisation that, whatever the eventual makeup of local authorities within the Greater Lincolnshire area, we are able to maintain and build upon the strong working relationships we have with local government across Northern Lincolnshire. These partnerships are vital to ensuring we deliver our strategic goals, ensuring our patients get the best care and our population can live more years in good health.

We look forward to continuing to work in close partnership with colleagues across local government on these and other priority areas over the coming months and years.

Yours sincerely,

Lyn Simpson
Interim Group Chief Executive

Andy Haywood
Group Chief Strategy, Partnerships and Digital Officer



11th November 2025

Dear Sir / Madam,

Lincolnshire Police have received requests from local representatives regarding their views on Local Government Reorganisation. Rather than comment on specific proposals, we welcome the opportunity to provide feedback relating to LGR more broadly, and to continue with the strong partnership working in Lincolnshire.

Having discussed Local Government Reorganisation with colleagues the following are areas which we would grateful if they could be considered alongside and your wider proposals:

- Lincolnshire Police have good working relationships with Humberside, and other neighbouring forces. However, local governments may experience differing levels of police service depending on each force's unique funding position.
- Any proposed restructure would benefit from considering the police and partnership demand which could be created if there were different processes for different areas of the county. A consistent set of processes for referrals, and access to support (whether via a single organization, or harmonized processes across different local governments) would be preferable for policing.
- An area of particular focus for this would be the multi-agency safeguarding arrangements for adults and children. The introduction of Multi-Agency Child Protection Teams (MACPT) would benefit from consistency of governance, assurance and systems, to best support children in need of protection, and to reduce duplication.
- It will be important during any potential transition period, to ensure there is clarity in responsibilities for key areas such as community safety, safeguarding and emergency planning
- It is likely that priorities would be redefined with the creation of any new unitary authorities. The Force would be keen to work closely to ensure policing needs are reflected in this.
- Another area of where strong consistency across local governments would be important, is the area of Local Resilience Forums. Working across different LRFs would need high levels of consistency to ensure that a high-quality consistent emergency response could be provided to residents, as well as not increasing workloads of blue light responders and other partners.
- Any changes to local government boundaries are likely to result in some modest delays in data availability, as new performance dashboards and datasets are created and collated. We would ask for patience during this time, and ask that data requests be standardized across local government(s).

We intend to share these universal principles with the writers of alternative proposals in the interest of fairness, to ensure that the policing impact is understood, and to support partnership working.

Lincolnshire Police remain committed to working closely with partners to support local service delivery, and we remain confident that our Neighbourhood Policing Teams and colleagues across all departments will work hard to ensure that any Local Government Reorganisation is a success.

Yours sincerely,

KATE ANDERSON
T/ Assistant Chief Constable,
Police Headquarters,
Nettleham,
Lincoln,
LN2 2LT
www.lincs.police.uk

✉ Kate.Anderson@lincs.police.uk



APPENDIX F: PEOPLETOO FINANCIAL ASSUMPTIONS



Contents

1. [Overview](#)
2. [Financial Assumptions](#)
 - [Organisational Change](#)
 - [Service and Transformation](#)
3. [Council Tax Harmonisation](#)
4. [Other Key Factors](#)
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6. [Adult Social Care Performance](#)
7. [Appendices](#)

Peopletoo

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1. Overview

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Lincolnshire LGR Context for Financial Assumptions



Peopletoo have been commissioned to establish a set of financial baseline assumptions for Lincolnshire, which 3 of the LGR bids can agree as reasonable but which allows for individual bid changes where there is a clear rationale. The financial baseline does not attempt to undertake financial modelling for respective LGR bids as this is the responsibility for each bid, and the financial business case must align with the overall business case.

There are a number of LGR bids in Lincolnshire with very different proposed footprints and in all but one bid it appears that North Lincolnshire and North-East Lincolnshire remain in their current status although some bids have an intention to possibly integrate at a later date. This has added a complexity to the financial baselines as both these councils were excluded from scope although we have included a higher level of analysis for Adults and Children's and Third Party Spend in those Unitary Councils for reference. We excluded 1 Unitary Authority option as no bids are in effect taking that approach although Lincolnshire County Council are creating one integrated Unitary Authority but retaining North East Lincs and North Lincs as separate entities and we have included as an effective 3 Unitary model.

However, we have assumed and included North Lincs and North East Lincs in our base financial assumptions and impact is as follows:

1. For 2 Unitary Authority figures we have assumed both existing UAs are in and fully integrated and therefore comfortable that this has been factored into financial value or %
2. For 3 and 4UA, it is more difficult. We looked to factor in and allow for the fact that unlike more conventional 3 or 4UA models where there is full integration of all Councils, if North Lincolnshire and North East remain stand alone there is a reduction in the level of service integration opportunity. However, we also reflected this in the transition and disaggregation costs where we think it is a factor.

The financial assumptions should be considered in light of each bid strategy to deliver transition and transformation. As discussed, we have seen previous LGR Councils and current business cases that vary significantly in approach and hence the assumptions on savings and costs.

As with many LGR footprints currently developing business cases, not all key data has been shared by all Councils and it has been difficult to obtain detailed data, particularly for the County Council and the existing Unitaries. The approach by the Districts has been very positive.

Our Methodology and Approach (1)



Peopletoo have used our experience gained as follows:

- Work on the majority of previous LGR Councils including different delivery models where Councils have transferred into one Unitary or where they have disaggregated as in Cumbria and Northamptonshire. This has also provided learning as to what is achievable and key risks including financial robustness as with Somerset Council where a £100m financial gap emerged 6 months post 'go-live'
- We are currently involved in 12 LGR footprints which has provided us with an evidence bank of different approaches and our own work in working with financial baseline assumptions and financial modelling income/savings/cost and net benefits for the final business case
- In the transformation savings assumptions, we have substantial experience from working across over 100 Councils in service transformation and savings realisation.

Cipfa have undertaken the Council Tax harmonisation workstream and have also reviewed the overall financial baseline assumptions in this document from a Quality Assurance perspective using their sector experience and MHCLG insight.

We have reviewed the financial business cases in the current LGR business case round which includes methodologies and approaches developed by five different consultancies. The models have very different assumptions and levels of robustness as well as ambition which will create some difficulties for MHCLG in assessing and comparing business cases. The financial outcomes hence vary significantly.

Our Methodology and Approach (2)

Key Principles applied:

- The assumptions in organisational change including transition and one off costs and disaggregation are very difficult to estimate and all financial business cases have different methodologies. None are done on the basis of a detailed model specific to any one footprint given disproportionate resource cost against output as we identified in the original scope and methodology and we have used our experience and compared to that used across the majority of financial business cases for reasonableness
- The transformation savings are based on our detailed experience, with some allowance for Lincolnshire specific aspects where available and we have high levels of confidence. We have also compared these to the majority of other financial models for a reasonableness check
- We have taken the approach of being ambitious where possible, but cautious and pragmatic where necessary, and allow bids to evidence differences reflecting their own approach.

We have developed the assumptions based on:

- Data made available from Lincolnshire Councils
- Where there are gaps particularly for the County Council and North Lincolnshire and North East Lincolnshire for Adults and Children's services, Property and Third Party spend, we have used publicly available data wherever possible
- As agreed in the original scope and approach, we have not done detailed modelling for Lincolnshire specific assumptions and have used sector experience referenced against all financial business cases and varied by our experience and any relevant data received for Lincolnshire, for example, level of shared services already in place

Subject to all Councils agreeing, we will provide access to the data room we have created.

Our Methodology and Approach (3)

Changes since first draft following feedback:

- The first draft was not bid specific given the many different models and we focused on building assumptions for a fully integrated 2/3/4 Unitary Authority model with some changes for North East Lincs and North Lincs were included were stated
- Following feedback, we have been more specific in including North East Lincs and North Lincs impact and developed assumptions to be more bid specific and included a County 3UA model which we did not have before
- In summary, comparatively 2UA with highest level of integration will have higher transition and disaggregation costs but will benefit from greater savings given level of integration and the 3UA having the lowest transition and integration costs as a result of the County not being divided as in the two 4UA model
- We have sought to create the right balance and differentials as a result particular with the inclusion of the County 3UA model.

Further Analysis:

- We have not been provided with Newton data and hence have not been able to include the narrative in this document
- We have incorporated feedback received from all participating Lincolnshire Councils.

Bids Overview

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South & East Lincolnshire Partnership (SELCP) Bid	Lincolnshire County Council (LCC) Bid	City of Lincoln (CoL) Bid	South & North Kesteven (S&N Kesteven) Bid
2 Unitary Authorities (UAs)	3 Unitary Authorities (UAs)	4 Unitary Authorities (UAs)	4 Unitary Authorities (UAs)
<p>Unitary Authority 1 (535,569):</p> <ul style="list-style-type: none"> • North Lincolnshire • North East Lincolnshire • West Lindsey • City of Lincoln <p>Unitary Authority 2 (585,180):</p> <ul style="list-style-type: none"> • East Lindsey • Boston • South Kesteven • North Kesteven • South Holland 	<p>Unitary Authority 1 (789,502):</p> <ul style="list-style-type: none"> • West Lindsey • East Lindsey • City of Lincoln • North Kesteven • South Kesteven • Boston • South Holland <p>Unitary Authority 2 (171,336):</p> <ul style="list-style-type: none"> • North Lincolnshire <p>Unitary Authority 3 (159,911):</p> <ul style="list-style-type: none"> • North East Lincolnshire 	<p>Unitary Authority 1 (209,899):</p> <ul style="list-style-type: none"> • Lincoln Strategy Area (City of Lincoln plus parts of North Kesteven and West Lindsey) <p>Unitary Authority 2 (579,613):</p> <ul style="list-style-type: none"> • Remainder of West Lindsey • Remainder of North Kesteven • East Lindsey • South Kesteven • Boston • South Holland <p>Unitary Authority 3 (171,336):</p> <ul style="list-style-type: none"> • North Lincolnshire <p>Unitary Authority 4 (159,911):</p> <ul style="list-style-type: none"> • North East Lincolnshire 	<p>Unitary Authority 1 (410,360):</p> <ul style="list-style-type: none"> • Rutland • South Kesteven • North Kesteven • South Holland <p>Unitary 2 (420,585):</p> <ul style="list-style-type: none"> • East Lindsey • City of Lincoln • Boston • West Lindsey <p>Unitary Authority 3 (171,336):</p> <ul style="list-style-type: none"> • North Lincolnshire <p>Unitary Authority 4 (159,911):</p> <ul style="list-style-type: none"> • North East Lincolnshire

Assumptions - Overview

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The table below outlines the assumptions that have been applied in developing this work:

Assumption	SELCP Bid (2UAs) £m/%	LCC Bid (3UAs) £m/%	CoL Bid (4UAs) £m/%	S&N Kesteven Bid (4 UAs) £m/%
<u>Transition Costs</u>	32.95-40.1	22.15-26.8	29.2-33.85	28.8-33.45
<u>Disaggregation Costs</u>	0.7-0.9%	Nil	0.7-0.9%	0.7-0.9%
<u>Senior Leadership & Management Savings</u>	6.6	4.3	1.4	3.6
<u>Merging Council Services: Front-Office Functions</u>	3-5%	4-6%	3-5%	3-5%
<u>Merging Council Services: Place Based Services</u>	6-8%	7-9%	6-8%	6-8%
<u>Merging Council Services: Back-Office Functions</u>	5-8%	5-8%	5-8%	5-8%
<u>Merging Highways and Operational Services</u>	5-7.5%	-	-	-
<u>Property</u>	3-10%	3-10%	3-10%	3-10%
<u>3rd Party Spend</u>	5-10%	5-10%	5-10%	5-10%

Note: 2UA model % for categories of Merging services, Property and 3rd Party spend should be applied to all spend including North East Lincs and North Lincs. 2UA model Disaggregation costs reflect County Council only and could be more than offset by aggregation savings of fully integrating North East Lincs and North Lincs which no other bid is proposing.

Financial Assumptions: Organisational Change

1. Transition and One-Off Costs
2. Disaggregation
3. Management cost impact
4. Democratic (out of scope)

Transition Costs: Our Approach

“Transition costs” generally refer to up-front, *non-recurring* costs to set up the new unitary councils and close down the old councils. The costs cover a range of items: programme management and legal costs, TUPE/HR/consultation costs (staff transfers, redundancy, pay/harmonisation), ICT systems integration or replacement, branding and communications, new constitutional set-up. The one-time implementation costs of reorganisation are substantial across all recent cases, typically on the order of £50–£100+ million, and they grow with the number of new councils.

Sector Evidence and Benchmarking - What we have seen generally in the sector

- We have reviewed current LGR financial business cases as well as previous modelling undertaken and sensed checked for Lincolnshire. The modelling undertaken by different consultancies and LGR Councils varies substantially
- Programme management internal and external will vary depending upon how this is set up, sourced and established

Lincolnshire-specific Considerations - Conditions/context in Lincolnshire that needs to be factored in

- Lincolnshire councils will need to consider approach to transition and level of internal and external resource and where external resource is sourced as in the past this has been largely done by one of the big consultancies and hence higher day rates. We have amended traditional approach to allow for greater internal resource and lower external rates than the normal models
- Note different bids will vary to our assumptions as we have provided a range based on the specific bids which accounts for some bids having existing Unitaries - North Lincolnshire and North East Lincolnshire remaining as is - which would reduce the variation in transition costs shown in our assumptions. The lower level of transition costs reflected by retaining existing Unitaries is reflected in lower savings from integration.

Resulting baseline assumptions – see detail on next slide

Note: A 10% contingency should be considered for transition costs on all bids

Transition Cost Assumptions - Breakdown

Transition Costs	Description	SELP Bid (2UAs) (£m)	LCC Bid (3UAs) (£m)	CoL Bid (4UAs) (£m)	S&N Kesteven Bid (4 UAs) (£m)
Organisation of Closedown	Predecessor Council closedown - legal and financial and excl PMO	1.75-2.25	1.25-1.75	1.25-1.75	1.25-1.75
Public Consultation	Public meetings, Media Comms, PMO, Consulting	0.95-1.1	0.65-0.8	0.95-1.1	0.8-0.95
ICT Costs	Critical systems integration to cover off estimated costs of core systems integration for example Finance, Data Centres, IT networks excludes transformation and rationalisation.	17.5-22.5	10-12.5	15.0-17.5	15.0-17.5
Shadow Council and New Council	Media/Comms, Member allowances, interim statutory roles, recruitment costs for senior staff	3.5-4.0	3-3.5	3.6-4.1	3.5-4.0
External Consultancy Support	Costs of transitioning to new UAs and excludes Transformation	4.75-5.25	3.75-4.25	4.4-4.9	4.25-4.75
Internal Programme Management		4.5-5.0	3.5-4	4-4.5	4-4.5
	Total	32.95-40.1	22.15-26.8	29.2-33.85	28.8-33.45

*Note, 10% contingency should be considered for transition costs on all bids

Baseline Costs – Disaggregation of County Services

Sector Evidence and Benchmarking - What we have seen generally in the sector

- All sources acknowledge that creating multiple unitary authorities introduces additional costs for services formerly run on a county-wide basis. This reflects the new disaggregated directorates, commissioning teams, and corporate support that each new UA would need. However, these costs are often substantially overstated as the assumption is made that all services including the management structure and overheads are nearly duplicated in full for each service area, which is misleading
- Some proposals have modelled disaggregation costs as a flat assumption across all county net revenue, for instance modelled as 2.0%/2.25%/2.5% for 3UA/4UA/5UA where full integrated Unitaries. Also, general view that it is between 1 and 3%. A more granular and cautious approach can be taken which applies percentage uplifts to particular service lines.

Lincolnshire-specific Considerations - Conditions/context in Lincolnshire that needs to be factored in

- For the 2UA options, creating one additional upper-tier authority will require some disaggregation of statutory functions (ASC, Children's, Place, Corporate). However, the scale of duplication is lower than in other reorganisations (e.g. Essex 4UA/5UA), as services are only split once, not multiple times. As a result, the disaggregation costs are lower, when compared to other LGR proposals with more complex disaggregation. In addition, there is a full integration of North and North East Lincs into one of the new Unitaries which will deliver greater savings and allows a more seamless transfer
- The County 3 UA bid will have the least disaggregation cost and between the 2 and 3UA model will be the 4 model but again management savings will be higher in 2UA model given level of disaggregation

Baseline Costs – Disaggregation of County Services

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Resulting baseline assumptions:

- Note the assumptions only apply to disaggregation of current County Council services. District Council services aggregation (and North East Lincs and North Lincs for 2 UA) are included in Transition costs. As North East Lincs and North Lincs 'county council' type services are being retained but merged into one of the new UAs then further disaggregation costs are not relevant but instead included in aggregating of services in Transition costs which contributes to higher costs but increased management savings in that section
- Disaggregation costs per service line for the current County Council services are shown on the following page. And apply to all bids excluding the County 3UA bid which will be Nil. The net effect is a 0.74% cost to the county net revenue budget and would apply a range of 0.7 to 0.9%. These can be phased 50/75/100% over Y1–Y3 but in line with savings assumptions.
- These % uplifts should be dialled down further where there is evidence of scalable or shared delivery across both new authorities (e.g. outsourced highways, common case-management systems)
- Bids could be cautious and add a contingency figure as conscious that the % calculated is lower than usually in financial business cases – we do not believe they are required to be at 1-3% level
- Critical to note that in some of the other LGR financial cases, disaggregation costs are potentially more than offset by applying a local offer model of provision to reduce cost and demand for Children's and Adults and the financial impact is modelled in detail over a 4 year plus period
- Furthermore, for the 2UA Model, the aggregation benefits of North East and North Lincs Councils are in the main accounted for under Senior Management costs, Highways and Operations and merger of District type services and front and back office services as these are also applied to the spend for North East Lincs and North Lincs but there will be further gains from aggregating all Children's and Adults services across the current County Council and North East Lincs and North Lincs in terms of the operational delivery level.

Baseline Costs – Disaggregation of Current County Council Services

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Service	23/24 Outturn	% Cost	Explanation	Disaggregation Cost
Education services	£424,561,000	+0.5%	Limited duplication expected; core statutory duties and school place planning functions will need to be replicated, but most delivery is DSG-funded and unaffected.	£2,122,805.00
Highways and transport services	£52,917,000	+0.5%	Client and policy leadership duplicated, but large elements are already outsourced contracts which can be scaled, limiting overhead.	£264,585.00
Children Social Care	£129,442,000	+1%	Statutory leadership roles (DCS, safeguarding boards, QA) must be duplicated, though some specialist functions could still be shared.	£1,294,420.00
Adult Social Care	£265,565,000	+1.25%	High statutory burden and market oversight responsibilities make duplication unavoidable; full sets of leadership and safeguarding functions needed in both UAs.	£3,319,562.50
Public Health	£35,984,000	+0.25%	Very low uplift as joint DPH appointments and shared commissioning support can contain costs; duplication limited to minimum governance.	£89,960.00
Housing services (GFRA only)	£5,526,000	+0.25%	County-level enabling and strategy duplicated, but main housing responsibilities remain with districts; impact is modest	£13,815.00
Cultural and related services	£10,875,000	+0.5%	Service leadership and support functions need replicating unless trusts/partnership models are extended, hence a small uplift applied.	£54,375.00
Environmental and regulatory services	£28,990,000	+0.5%	Trading Standards and regulatory oversight require two leadership teams, though some specialist back-office functions can be shared.	£144,950.00
Planning and development services	£8,527,000	+0.5%	Strategic planning and minerals/waste policy duplicated; opportunity exists to mitigate if joint plans or policy teams are agreed.	£42,635.00
Fire and rescue services	£32,752,000	+0%	Assumes a single combined FRA across both UAs, avoiding recurring duplication costs.	£0
Central services	£9,098,000	+2%	Full duplication of statutory officers, democratic core, and corporate services (finance, HR, ICT, legal) required; this is the largest driver of overhead.	£181,960.00
Total	£1,004,237,000			£7,529,067.50

The above table shows the assumed disaggregation costs, discussed on the previous slide, with service-level costs and explanation of the % selected.

Baseline Efficiencies – Senior Leadership Savings

Sector Evidence and Lincolnshire-context

Sector Evidence and Benchmarking - What we have seen generally in the sector

- Consolidation of senior management and overhead roles is widely treated as a key source of efficiency, however experience suggests that realising those savings is more challenging and protracted than many proposals assume.
- Actual returns depend heavily on the legacy structures, transitional costs, staffing and pay/pension differentials, with many authorities reporting only gradual or partial realisation of such savings in the first few years.

Lincolnshire-specific Considerations - Conditions/context in Lincolnshire that needs to be factored in

- Lincolnshire's large geography, rural service delivery and demographic profile means that leadership structures will need to be broader than urban comparators. As such, appropriate comparator authorities have been used as benchmarks.
- Furthermore, significant sharing of senior management already exists between district councils. The modelling methodology will therefore need to directly quantify existing expenditure on senior management salaries, to take account of this.

Modelling Approach

1. Quantify existing senior management structures in Lincolnshire County Council and all seven District Councils (Chief Exec, Exec/Corporate/Strategic Directors, Directors, ADs).
2. Collect data from appropriate existing unitaries as benchmarks and map role counts from these benchmarks (North Northants, West Northants, Wiltshire, North Yorkshire), to build anticipated new structures for the proposed new unitaries
3. Apply Lincolnshire average costs per tier to model the cost of the anticipated new structures.
4. Savings = Current cost – Modelled new cost.

Baseline Efficiencies – Senior Leadership Savings

Inputs

We have collated senior management structures from publicly available data (pay policy statements, statements of accounts, and published org charts) across Lincolnshire County Council, the seven districts, North East Lincolnshire and North Lincolnshire. Adjustments have been made to reflect the South & East Lincolnshire Councils Partnership, where posts are already shared. By aggregating these structures, we identify a baseline total cost of £13.2m in salaries, and a total cost of £17.7m including pension/on-costs.

Local Authority	Senior Management FTE	Total £ Inc. On-Costs
Lincolnshire County Council	29	£4,891,429
Boston/East Lindsey/South Holland	16	£2,329,340
City of Lincoln Council	15	£1,671,589
North Kesteven District Council	10	£1,227,024
South Kesteven District Council	6	£843,750
West Lindsey District Council	6	£735,413
North Lincolnshire Council	26	£3,331,463
North East Lincolnshire Council	21	£2,723,625
Total	129	£17,753,633

We have also calculated the average salary costs for the four tiers of senior leadership in Lincolnshire. These figures have been derived from published pay data and reflect the actual local pay environment, ensuring that our modelling is grounded in Lincolnshire-specific assumptions rather than generic benchmarks. These are:

Chief Executive: £205,539, Executive Director: £161,288, Director: £145,964, Assistant Director / Head of Service: £128,278

Baseline Efficiencies – Senior Leadership Savings Benchmarks

To understand what senior management teams might look like in Lincolnshire under different unitary models, we have reviewed the published structures of existing unitary councils at different population scales.

Benchmarks have been selected by matching to unitaries with similar population sizes and broad geographic characteristics to Lincolnshire, ensuring that the role counts we apply are proportionate and realistic. This gives us a clear picture of how many Chief Executives, Executives, Directors, and Assistant Directors/Heads of Service are typically required to run authorities of different sizes.

Unitary Benchmark Type	Unitary Authority Name	Population	Chief Exec	Executive Directors	Directors	Assistant Directors	Total Salary & On-costs (Using Lincs. Average £)
Small Population Unitary	Westmorland & Furness	228,187	1	5	5	19	£4,179,092
Medium Population Unitary Tier 1	West Northants	434,349	1	5	5	27	£5,205,319
Medium Population Unitary Tier 2	Wiltshire	517,979	1	4	15	16	£5,092,611
Large Population Unitary Tier 1	North Yorkshire	627,629	1	8	4	31	£6,056,333
Large Population Unitary Tier 2	North Yorkshire 'Plus'	782,808	1	8	6	39	£7,374,490

In all proposals, North Lincolnshire and North Lincolnshire will be presented, with their actual senior management cost used, as opposed to benchmarks. This is to differentiate between proposals that leave these two unitaries in their existing configuration and proposals which consolidate them into new unitaries (e.g. SELCP-led proposal).

Baseline Efficiencies – Senior Leadership Savings Benchmarks

We matched the population of each proposed unitary to the most appropriate benchmark council, shown in the below table.

Proposal	Proposed New Unitary Authority	Population	Benchmark Type	Estimated Leadership Cost	Total Proposal Cost
Lincolnshire CC	Lincolnshire County	789,502	Large Population Unitary Tier 2	£7,374,490	
	North Lincolnshire	171,336	Itself	£3,331,463	£13,429,578
	North East Lincolnshire	159,911	Itself	£2,723,625	
N&S Kesteven	Kesteven (N&S), South Holland & Rutland	410,360	Medium Population Unitary Tier 1	£5,205,319	
	Boston, Lindsey (E&W), Lincoln	420,585	Medium Population Unitary Tier 1	£5,205,319	£16,465,726
	North Lincolnshire	171,336	Itself	£3,331,463	
SELCP	North East Lincolnshire	159,911	Itself	£2,723,625	
	Boston, East Lindsey, Kesteven (N&S), South Holland	585,180	Large Population Unitary	£6,056,333	
	Lincoln, North-East Lincolnshire, North Lincolnshire, West Lindsey	535,569	Medium Population Unitary Tier 2	£5,092,611	£11,148,944
City of Lincoln Bid	Lincoln Strategy Area (City of Lincoln plus parts of North Kesteven and West Lindsey)	209,899	Small Population Unitary	£4,179,092	
	Remainder of West Lindsey, Remainder of North Kesteven, East Lindsey, South Kesteven, Boston, South Holland	579,613	Large Population Unitary	£6,056,333	£16,290,513
	North Lincolnshire	171,336	Itself	£3,331,463	
	North East Lincolnshire	159,911	Itself	£2,723,625	

Baseline Efficiencies – Senior Leadership Savings Proposal Costs & Savings



Total costs per proposal are listed below, including reference to North East Lincolnshire and North Lincolnshire. Anticipated costs are then subtracted from the baseline costs of the existing configuration.

Proposal	Proposed Unitaries	Anticipated Population	Estimated/Actual Leadership Cost	Total Proposal Senior Management Cost	Baseline Senior Management Cost	Annual Savings
Lincolnshire CC	Lincolnshire County	789,502	£7,374,490			
	North Lincolnshire	171,336	£3,331,463	£13,429,578	£17,753,633	£4,324,055
	North East Lincolnshire	159,911	£2,723,625			
N&S Kesteven	Kesteven (N&S), South Holland & Rutland	410,360	£5,205,319			
	Boston, Lindsey (E&W), Lincoln	420,585	£5,205,319	£16,465,726	£20,044,753 (Includes Rutland CC Costs)	£3,579,027
	North Lincolnshire	171,336	£3,331,463			
SELCP	North East Lincolnshire	159,911	£2,723,625			
	Boston, East Lindsey, Kesteven (N&S), South Holland Lincoln, North-East Lincolnshire, North Lincolnshire, West Lindsey	585,180	£6,056,333	£11,148,944	£17,753,633	£6,604,689
	Lincoln Strategy Area (City of Lincoln plus parts of North Kesteven and West Lindsey)	209,899	£4,179,092			
City of Lincoln Bid	Remainder of West Lindsey, Remainder of North Kesteven, East Lindsey, South Kesteven, Boston, South Holland	579,613	£6,056,333	£16,290,513	£17,753,633	£1,463,120
	North Lincolnshire	171,336	£3,331,463			
	North East Lincolnshire	159,911	£2,723,625			

*This figure does not include redundancy costs, this is factored in on the following slide.

Baseline Efficiencies – Senior Leadership Savings Proposal Costs & Savings



We then calculated the total costs per proposal, to subtract these from the baseline costs of the existing configuration. Shown in the below table.

Proposal	Annual Saving	Estimated Redundancy Costs
North Kesteven and South Kesteven-led	£3,579,027	£4,473,783.75
SELCP-led Proposal	£6,604,689	£8,255,861.25
Lincolnshire County Council	£4,324,055	£5,405,068.75
City of Lincoln-led Proposal	£1,463,120	£1,828,900.00

A 125% of salary assumption has been applied to estimate redundancy costs, reflecting typical local authority payouts that combine redundancy, notice, and pension strain. This provides a balanced midpoint based on evidence from recent reorganisations, where senior management exit costs typically range between 100–150% of annual salary.

While redundancy costs represent a significant one-off outlay, these can be set against the recurring annual savings to understand the net cumulative benefit of each proposal.

Financial Assumptions: Service and Transformation

1. District Services
2. Merging County Council Services
3. Property Services
4. Third Party Spend

District Services

Baseline Efficiencies – Merging District Council Services

Merging Front-Office Functions

Sector Evidence and Benchmarking - What we have seen generally in the sector

- Front-office efficiencies are real but modest under reorganisation alone: 1–4% of district front-office staff spend, with the higher end only in fewer/larger UA options. Bigger gains come from “enabling/transformation” programmes after reorg (standardising processes, channels and systems)

Lincolnshire-specific Considerations - Conditions/context in Lincolnshire that needs to be factored in

- Front-office consolidation is already underway in parts of the county. Boston, East Lindsey and South Holland already share many services, including a number delivered via their shared services company PSPS. The Councils also operate with a shared management team. PSPS deliver HR, Customer Contact, Finance, Revenues & Benefits, ICT, Procurement and Health & Safety.
- The City of Lincoln and North Kesteven also operate a shared Revenues & Benefits service. These arrangements reduce the scope for further savings compared with a fully standalone baseline, as some of the potential “merger dividend” has already been captured.
- However, duplication persists across the wider county. Councils such as South Kesteven, West Lindsey and others continue to run their own customer-facing functions, and no county-wide standardisation exists in housing options, planning casework or environmental health. These services remain largely district-based and therefore present a greater opportunity for rationalisation if merged
- Note that the 2UA model will increase potential integration savings given North East Lincs and North Lincs are included.

Note: ‘Front Office’ spend refers to customer-facing and operational roles that directly deliver council services to the public. This includes customer service / contact centres, revenues and benefits processing staff, housing officers, environmental health officers)

Baseline Efficiencies – Merging District Council Services

Merging Front-Office Functions

Resulting baseline assumptions

- SELP Bid - Two new unitaries: 3-5% on district front office staff spend and a further 3-5% on North East Lincs and North Lincs spend
- LCC Bid - Three new unitaries: 4-6% on district front office staff spend.
- Col/N&S Kesteven Bids - Four new unitaries: 3-5% on district front office staff spend – not differentiated as not material between bids

Phasing of Savings

- Year 1: Minimal savings – focus on designing a common customer access model and aligning systems (e.g. CRM, R&B platforms).
- Years 2–3: Initial savings from process alignment, service consolidation, and standardising customer contact arrangements (~30–40% of total savings).
- Years 4–5: Full realisation as ICT systems, customer channels, and service delivery teams are integrated and embedded (100% of identified savings).

Note: ‘Front Office’ spend refers to customer-facing and operational roles that directly deliver council services to the public. This includes customer service / contact centres, revenues and benefits processing staff, housing officers, environmental health officers)

Baseline Efficiencies – Merging District Council Services

Merging Services (Place-based)

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Sector Evidence and Benchmarking - What we have seen generally in the sector

- District service savings from reorganisation alone are consistently modest. Benchmarking from other financial models suggests around 1% of gross service delivery expenditure, or alternatively 2.5–3.5% FTE reductions as districts merge.
- Unlike back office (where processes are more standardised), place-based functions are shaped by local geography, assets, and political choice (e.g. waste collection frequency, leisure centre provision, housing stock). Realising savings at scale would require not only integrating teams but also aligning service standards, contractual arrangements, and asset strategies - which is more complex and politically sensitive than back-office or front-office consolidation.

Lincolnshire-specific Considerations - Conditions/context in Lincolnshire that needs to be factored in

- Deep integration already exists across South & East Lincolnshire Councils Partnership with a single shared management team and a range of shared services. Some services, at an operational level, such as Waste and Street Cleaning, remain place-based.
- Core functions such as refuse collection, street cleansing, leisure services, environmental health enforcement, and planning delivery are still largely run as standalone operations. Service models, contractual arrangements, and service standards vary district by district, meaning duplication persists across much of the county.
- Compared with other areas that have developed LGR proposals, Lincolnshire appears to have marginally more shared services in certain place-based functions but still significant duplication in the majority of frontline services. The rural geography and dispersed populations also constrain opportunities for full integration of services
- Note that the 2UA model will increase potential integration savings given North East Lincs and North Lincs included.

Baseline Efficiencies – Merging District Council Services

Merging Services (place-based)

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Resulting baseline assumptions

These savings are realised by aggregation and new operating models and should only be applied to where councils are merged and should not be applied to North Lincolnshire and North-East Lincolnshire.

- SELP Bid - Two Unitaries = 6-8% on District Council spend and North East Lincs and North Lincs spend
- LCC Bid - Three Unitary proposal = 7-9% on District Council spend
- CoL/S&N Kesteven Bids - Four Unitary = 6-8% on District Council spend – not differentiated as not material

Phasing of Savings

Year 1: Negligible savings (0–25%) mainly design and consultation, no service reductions.

Year 2: 25-50% of target - early consolidation where contracts align, some back-office/service overlap stripped out.

Year 3: 50–100% of target - service models start to harmonise, some contracts come up for renewal, limited depot/asset rationalisation.

District Services Considerations (including Placed Based for Existing Unitary Authorities)

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While LGR creates opportunities to reduce costs and improve efficiency, councils must carefully manage a range of practical considerations to ensure district services remain resilient, consistent, and responsive to local needs. These include:

- **Contract alignment:** Existing district-level contracts will vary in length, standards, and cost. Councils need a clear strategy for harmonisation, extensions, or re-procurement.
- **Workforce integration:** Harmonisation of terms and conditions, union engagement, and the cultural alignment of teams across different legacy councils all require careful management.
- **Policy and service standard harmonisation:** Different districts often have different bin types, collection frequencies, or grounds maintenance specifications. Councils must decide on consistent standards while managing resident expectations.
- **Asset rationalisation:** Depots, workshops, and vehicle fleets will need reviewing to avoid duplication but also maintain geographic coverage and resilience.
- **Technology integration:** Councils must unify disparate systems (CRM, route optimisation, fleet management, GIS, reporting tools) without disrupting live operations.
- **Financial baselining:** Clear visibility of current service costs across districts is essential to identify savings opportunities, avoid hidden overspends, and measure efficiency gains post-LGR.
- **Geographic challenges:** Larger service areas may create longer travel times in rural areas; depot locations, route design, and resource deployment need rethinking.

District Service Considerations – Waste Focus (Example)

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Following LGR, existing waste collection contracts will need to remain in place during the early years of the new Council. This creates a critical window for the new authority to plan for service harmonisation, allowing for the collation of accurate data and contract information, undertaking a gap analysis in systems, processes and policies across legacy councils, and conducting options appraisals (both collection service and service delivery) to deliver a fit for purpose new service operating model to be implemented when legacy contracts expire.

Key considerations include:

- **Existing contracts & termination dates:** Collection contracts and termination dates vary across districts; careful alignment and forward planning is essential to allow for co-terminating contracts to be facilitated.
- **Data accuracy & preparation:** Use the transition period to collate robust data (contracts, rounds, vehicles, bring sites, staff, receptacles per household information, tonnages, assets, costs, ICT arrangements, processes and systems) to identify where harmonisation activities need to be focussed to underpin future decision-making.
- **Collection profiles & service standards:** Review current collection frequencies, materials collected, receptacle types, and recycling policies across districts by conducting a gap analysis of service provision (including statutory requirements e.g. food waste). This can then be used to inform an options appraisal for the new Council's waste collection service.
- **Routing & rounds redesign:** As district boundaries will no longer exist, a rounds re-design project will be required to inform the implementation of the preferred new collection service, identified from the options appraisal. This will ensure the new service is efficient and effective.

District Service Considerations – Waste Focus (Example)

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Key Considerations (Continued)

- **Commercial waste:** A review / feasibility study of the legacy Commercial waste services should be conducted to identify opportunities for harmonisation, expansion across the new council area and improvements in service offer, boosting income and ensuring only household waste is collected.
- **In-house vs outsourced models:** Conduct a service delivery options appraisal to identify the preferred future service delivery model (in-house, outsourced, alternative or hybrid) for both collection and disposal contracts, balancing cost, flexibility, and risk considerations, especially in terms of vehicle procurement.
- **ICT systems:** Harmonise legacy systems (CRM / back-office systems, in-cab technology, workshop ICT systems etc) to support efficient operations.
- **Depot and/or workshop review:** Review ownership, availability, and rationalisation opportunities for depots and/or workshops across the legacy districts.
- **Household Waste Recycling Centres (HWRCs):** Review HWRC provision across the new unitary area, with regards to site locations and coverage to identify where there is overlap or under utilisation; explore opportunities to rationalise sites while maintaining resident access within 20 minutes.
- **Disposal contracts:** Review existing agreements including minimum tonnage guarantees or throughput clauses. Reducing residual waste tonnages, while desirable, may risk breaching these thresholds and incurring financial penalties
- **Phasing of savings:** Efficiencies will only be realised once harmonisation activities have been implemented, and these will need to be phased due to the size of each workstream. This requires careful planning across multiple concurrent strands, whilst simultaneously ensuring appropriate stakeholder engagement is delivered. The focus from now through to the early years of the new Council should be on delivering the preparatory activities necessary (data collation and data sharing activities, followed by reviews, appraisals and studies) to inform the successful harmonisation of services.

Waste Collection Variations Across Districts

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- Whilst all districts have the same collection frequencies, there is a difference in delivery models with City of Lincoln having an External Waste provider (Biffa), with this contract having recently been re-let. This variation reflects local choices and contracts, but they can create complexity when considering LGR.
- By mapping out the current position across all districts, we can clearly see the differences and use this as a baseline for developing a consistent, efficient, and future-ready collection model.

Local Authority	Waste Collection Frequencies					Delivery Models		% of Household Waste Recycled (23/24)	
	Residual Waste		Recycling		Food Waste Collection Commencing	In-House	External		
	Fortnightly	Monthly	Fortnightly	Monthly					
Boston	✓			✓	September 26	✓		33.1%	
East Lindsey	✓			✓	October 26	✓		41%	
West Lindsey	✓			✓	March 26	✓			
City of Lincoln	✓			✓	March 26		✓ (Biffa)	31.4%	
South Holland	✓			✓	September 26	✓		31.4%	
South Kesteven	✓			✓	April 26	✓		40.5%	
North Kesteven	✓			✓	March 26	✓		43.8%	

Merging County Council Services

Merging County Council Type Services

We have received little data from the County Council or the existing two Unitary Authorities and have taken the following approach to financial baseline assumptions.

County Council and North East Lincolnshire and North Lincolnshire:

We have assumed that the impact of North East Lincs and North Lincs is only on the 2UA model. However, whilst neutral for other bids, for 2UA bid, we have assumed higher Transition and Disaggregation costs as a result of greater integration and as such this is offset by higher savings which we would prudently include as follows:

1. Children's and Adults: The full impact should be modelled as set out in the Children's and Adults section of this document and depends on the application of the 'local offer' hub model. We have included greater management savings in management impact section
2. Highways and Other Operational services: 5-7.5% of these costs across County Council and existing Unitary Authorities

Children's and Adults:

This is set out in a separate section in terms of current performance, opportunities and challenges. For these services only, we have included North Lincolnshire Council and North-East Lincolnshire Council. We have incorporated narrative as to how opportunities identified as a result of disaggregation and re-establishing these services into new unitaries could be financially modelled and incorporated within transformation savings within the financial case for each bid. Publicly available reports Peopletoo have produced for Warwickshire (2 unitary model) and Greater Essex (5 unitary model) will provide an example of how and outcomes and benefits have been modelled to support the bids.

Merging County Council Type Services

Highways and Other Operational Services:

We have not included these services as not overlapping with District Services as distinct to County Council. The biggest area being Highways and as with some other services these are usually outsourced and are included in the Third Party spend Oxygen Finance analysis we have done. There is little disaggregation impact potentially as in other sector LGR footprints and we have suggested retaining county wide contracts like Highways but creating a strategic commissioning forum across new Unitaries except for 2UA integration of existing UAs

District and County Services Integration:

- Back office services is included in assumptions and set out in next slide
- Disaggregation and management savings included in [Organisational Change section](#)
- Property and FM included [here](#)
- Third Party spend included [here](#)

Sector Evidence and Benchmarking - What we have seen generally in the sector

- All proposals generally include a 'safe and legal' assumption, where county-level services re initially transitioned "as-is" into the new unitaries with minimal change to ensure stability and maintain performance. As such, no immediate savings are generally assumed, although there is opportunity to expand existing commissioning frameworks where this would create benefit to increased capacity and lower cost from day one. County-run services seen as outside the scope of Day 1 merger savings, which focused solely on District staff and corporate overheads.

Baseline Efficiencies – Merging District Council Services

Merging Backoffice Functions

Sector Evidence and Benchmarking - What we have seen generally in the sector

- Efficiency opportunities are typically found by consolidating enabling service functions such as Finance, HR and Payroll, IT and Digital, Procurement and Commissioning, Legal and Governance, and Business Support / Admin.
- This evidence underpins an assumption of 10–15% efficiencies for a single Unitary and 8–12% for a two Unitary model and a sliding scale down from two Unitary figures. This is based on areas with standalone district models.

Lincolnshire-specific Considerations - Conditions/context in Lincolnshire that needs to be factored in

- Several districts already participate in shared service arrangements, which reduces the scope for additional savings compared to areas starting from a "standalone" baseline. For example:
 - Through the South & East Lincolnshire Councils Partnership (Boston, East Lindsey and South Holland), some functions are delivered jointly via PSPS Ltd. This covers HR, ICT, Finance, Revenues & Benefits, Procurement, Customer Contact, and Health & Safety, alongside a shared management structure to below Assistant Director level.
 - Democratic Services remains place-based, but otherwise most enabling services in these three councils are already operated as a single service. West Lindsey also participates in some shared corporate arrangements with North Kesteven (e.g. ICT support, procurement partnerships).
 - As a result, a significant proportion of the "merger dividend" in back-office functions has already been realised locally. Future efficiencies may therefore be smaller than in areas starting from a standalone baseline, though there remains scope in aligning ICT platforms, procurement, and customer contact systems county-wide.

Baseline Efficiencies – Merging Council Services

Merging Backoffice Functions



Resulting baseline assumptions

- In line with evidence from recent reorganisations, we have taken a cautious approach to estimating back-office savings. While merging corporate functions can generate efficiencies, these are often overstated in early business cases and eroded by transition costs, meaning actual realisable savings are typically lower and slower to materialise.
- Estimated savings for all bids: 5-8% but for 2UA Model then % is to be applied to all spend of Councils including North East Lincs and North Lincs
- These % savings can be applied to the combined net budgets for district and council enabling and corporate support services (Finance, HR, ICT, Legal, Procurement, Customer Contact, Business Support)

Phasing:

Year 1: No savings, design shared service operating model.

Year 2: Early consolidation (finance, HR) ~30–40% of total savings.

Year 3: Full realisation as ICT, procurement, and customer platforms are unified.

Note:

1. 'Back-office' spend refers to corporate enabling and support functions that do not directly deliver services to residents. This includes finance, HR/Payroll, Legal & Governance, IT/digital/ data, procurement and commissioning, corporate policy and strategy, central admin/business support.

2. ICT and digital savings are particularly subjective and vary widely between business cases. Some focus narrowly on ICT estate costs (applications, licences, infrastructure, people), with reported savings typically in the 5–10% range. Higher figures are often linked to wider digital transformation or legacy system replacement, which can require significant up-front investment and long payback periods. For prudence, only evidenced ICT savings should be included here; broader digital transformation opportunities should be captured in service-specific cases

Property



Property Key Considerations

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Local Government Reorganisation provides a significant opportunity to reshape the council's property estate, delivering financial savings and enabling more efficient, fit-for-purpose assets. Realising these benefits requires clear strategy, careful phasing, and alignment with the wider transformation programme.

- **Key considerations**
 - **Rationalisation and repurposing opportunities**: Substantial scope across both office accommodation and operational assets (e.g. depots, leisure facilities, civic buildings).
 - **Phasing of savings**: Capital receipts and facilities management (FM) savings are dependent on the transformation plan; however, opportunities can be unlocked early in the transition phase through estate consolidation and smarter FM contracts.
 - **Strategic asset management**: A consolidated approach to asset planning is essential to maximise value, reduce duplication, and align property decisions with future service delivery models.
 - **Balancing local access with efficiency**: Decisions on asset disposal or repurposing must consider both financial savings and maintaining service accessibility for residents.

Property Key Considerations

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Opportunity:

- Councils post-LGR are identifying 20–30% opportunity in assets and FM – depending on political appetite for rationalisation.
- Financial business cases to date typically assume 3–10% savings, often excluding capital asset value and focusing primarily on FM efficiencies.
- The scale of opportunity is less about the number of unitary councils created and more about the **ambition of the strategic asset management approach** adopted.
- This draws on our experience delivering Property and FM projects following LGR in Cornwall and Northumberland, as well as our broader work on Property and FM projects across local government.

3rd Party Spend

3rd Party Spend

Key Considerations

Key considerations:

- **Strategic commissioning approach:** Opportunity to move from fragmented, district-led procurement towards a single, strategic model. This reduces duplication, aligns service specifications, and increases buying power.
- **Contract consolidation:** Many suppliers currently hold multiple, small contracts across different districts. Consolidating these into larger, combined contracts improves economies of scale, simplifies management, and reduces overheads.
- **Stronger contract management:** Centralised contract management ensures consistent performance monitoring, clear accountability, and the ability to drive continuous improvement and savings.
- **Quick wins vs longer-term transformation :** Some savings can be achieved early through demand management and improved contract oversight, but the largest benefits depend on re-procurement and service redesign aligned to the new authority's transformation plan.
- **Adults' and Children's services:** Usually treated separately as part of wider commissioning transformation.

Opportunity:

- **Adults & Children's services:** 5-10% savings are generally expected, depending on the starting position.
- **Other service areas:** Typically, 10-20% potential, though to avoid double-counting with other workstreams, a cautious assumption of 5-10% is prudent.
- **Financial business cases for LGR** frequently model only 1-3% savings on non-social care spend, often weighted towards a two-unitary authority model, suggesting scope for more ambitious but realistic targets.
- Our work with other councils, including post-LGR examples such as Somerset, demonstrates that greater savings are achievable where contract registers are consolidated, commissioning is strategic, and contract management is strengthened.

3rd Party Spend Oxygen Finance

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Overview:

- To assess the scale of 3rd party spend and potential opportunities, we used [Oxygen Finance Data Insights](#) to compile spend data across councils. While not perfect, the dataset provides a strong indication of the overall scope and scale of 3rd party expenditure.
- The analysis includes data from all district councils, the county council, and the two existing unitary authorities.
- A full download of the data analysed has been shared as a separate document.

Key Findings:

- Total 3rd Party Spend across all councils was c£1.67bn
- Total 3rd Party Spend across District Councils was c£262m
- Lincolnshire County Council showed the highest 3rd party spend at 56% (c£943m) of all spend, followed by North East Lincs at c£238m (14%) and North Lincs at c£227m (14%).
- The highest combined spend area across all councils was 'Health & Social Care' (c£661m)
- The highest combined spend area across District councils was 'Buildings' (c£128m)
- The district with the highest 3rd party spend, was shown to be City of Lincoln at c£62m (4%).
- There were x3 suppliers that were used by all Council's (Anglian Water, British Gas & Royal Mail).
- There were x18 suppliers used by all Districts, the largest combined spend being with; Lindum Group Ltd (c£25m) and Total energies (c£20m)

Council Tax Harmonisation

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Council Tax Harmonisation

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- We set out a comprehensive information request in relation to council tax harmonisation, however there was only limited information available. Recognising the time sensitivity, we have sourced alternative data where possible to enable modelling as the next step. Further refinement can follow as more robust data becomes available, but we have used the best available information to fill gaps.
- A more detailed report on Council Tax Harmonisation has been shared separately and summarised below.
- **Key Findings:**
 - For areas within the county council's geography, many districts have built in growth to tax base assumptions around 1.5%, this is sourced from long-term assumptions that we have seen in the MTFP plans.
 - We would anticipate housing growth of around 1.1% would be a reasonable level of growth of tax base at a broad level, although we may look at this in a more granular level in some of the further modelling.
 - For unitaries NEL and NL we anticipate growth of taxbase in the region of 0.8% and Rutland 1.6%.
- **Harmonisation Assumptions:**
 - Vesting Day will be 1 April 2028.
 - Harmonisation is applied on day one and we will assume the weighted average approach is applied across the options modelled where reasonable.
 - There are political concerns where the rate differential is significant, but this is a planning assumption along the lines of what most others we have consulted are modelling.
- **Next Steps:**
 - A clear rationale is lacking from authorities' long term growth assumptions, if there were formal workings or documented rationale behind the longer-term growth in tax base assumptions, it would be useful to obtain from the councils.
 - We will use our toolkit to support setting up a model of a few scenarios.
 - We will apply appropriate assumptions as set out above (or using specific MTFP assumptions where appropriate) to form a draft council tax Harmonisation model.

Council Tax Harmonisation

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Tax Base

Local Authority	Tax Base
Lincolnshire County Council	248,008.50
Boston	20,291.00
East Lindsey	48,166.00
Lincoln	25,764.25
North Kesteven	40,000.00
South Holland	30,890.00
South Kesteven	50,140.50
West Lindsey	32,756.75
Northeast Lincolnshire (UA)	47,205.46
North Lincolnshire (UA)	52,168.20
Rutland (UA)	16,293.17

Baseline Council Tax Rates

Local Authority	Exc. Parish Precepts 25-26	Inc. Parish Precepts 25-26
Lincolnshire County Council	1626	1626
Boston	262	293
East Lindsey	172	258
Lincoln	317	317
North Kesteven	194	317
South Holland	216	261
South Kesteven	189	243
West Lindsey	249	336
Northeast Lincolnshire (UA)	1952	1973
North Lincolnshire (UA)	1800	1840
Rutland (UA)	2219	2284

Note, A more detailed report on Council Tax Harmonisation has been shared separately

Other Key Factors

Other Key Considerations

- Pay Harmonisation:
 - The potential impacts of **pay harmonisation**, **pay protection** and **pension strain** after vesting day are generally not reflected in financial business cases, though they are often acknowledged as issues.
 - Evidence (e.g. the Essex SUA Business Case) suggests that the **fewer Unitary Authorities created**, the **greater the risk and cost of pay harmonisation**, due to reduced opportunities for rationalisation.
 - The **financial impact is highly uncertain** and will depend on local decisions. It could result in either additional costs or potential savings.
 - **Recommendation:** These factors should be excluded from current financial modelling **unless a detailed local analysis is undertaken**.
- External Audit Fees - New Unitaries:
 - We have excluded this factor, as there is **no evidence** that it will differ significantly **between Councils**.
 - Some business cases have assumed savings of c£1m for a 3 unitary authority model, with a 10% adjustment applied up or down from that baseline.
- Democratic Services:
 - Note, this has been excluded from scope, although there are well-established methodologies available for calculating the associated savings.

Phasing of Savings and Costs

- **Key Considerations:**
 - No material difference is expected in the business case based on the number of Unitary Authorities established.
 - It is essential to align one-off, transition, and transformation costs with the timing of benefits realisation.
 - The speed of savings realisation will depend on the approach taken before vesting day and the balance between transition/setup activities and transformation.
 - While phasing should be cautious, it is important to combine ambition with pragmatism to avoid prolonged net cost periods and extended payback terms.
 - Our recommended approach is to accelerate transformation during the transition and setup phases.
- **Assumptions:**
 - Although assumptions in sector business cases vary considerably, especially regarding transformation savings, the table below provides a set of assumptions to serve as a starting point:

	Year 1	Year 2	Year 3	Year 4
Management Savings & Redundancy Costs	100%			
Transformation Savings:				
Variation A:	50%	100%		
Variation B:	0%	25%	75%	100%

Children's Services

Children's Services Summary

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Approach

- Peopletoo have analysed data produced as part of the Local Authority Interactive Tool (LAIT). This is produced by central government and updated on at least an annual basis, it operates as an interactive spreadsheet for comparing data about children and young people across all English local authorities who provide Children's Services.
- We have extracted core data from the tool that relates to both Demand and Expenditure and analysed this information, to indicate where there maybe opportunity through LGR to manage both elements more effectively from a smaller more localised approach that disaggregation will provide.

Key Takeaways

- Demand and cost is low across Children's Social Care in Lincolnshire and North Lincolnshire. Whilst higher in North East Lincolnshire, the Service has been on an improvement journey and is starting to see the number of Looked After Children reduce.
- Whilst North East Lincolnshire and North Lincolnshire are also demonstrating low cost of children looked after, there is a consideration of the size of these unitaries to withstand future financial pressure especially in areas such as SEND.

What LGR could Enable

- SEN seems to be a key issue for Lincolnshire CC with higher weekly expenditure driven in part by higher numbers of EHCPs. LGR provides a significant opportunity to redefine the inclusion agenda at a much more local level, working alongside schools, parents and partners.

Children's Services – Existing Demand, Future Risks & Opportunities

Lincolnshire County Council

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What the data shows

- **Looked After Children** – Looked after children rates in Lincolnshire CC are low - 43% below statistical neighbours (SNs) and 37% below the England average in terms of the expenditure per Looked After Child, weekly costs are 33% below statistical neighbours and 32% lower than England average. Whilst residential unit costs are also below both statistical neighbours and England, these are increasing, with the Service seeing a rise from £4150 in 2021/22 to £5300 in 2023/24. Whilst in line with national trends this will be adversely impacting budgetary pressures/ growth, and we know from the published medium term financial plan that there was a pressure in Children's Social Care placements of £7.7m.
- **Workforce** - It should be noted that one area where Lincolnshire CC are significantly higher than their statistical neighbours and England is in relation to social worker costs. With unit costs being £205 versus SNs at £152 and England £165.
- **Demand for SEND Services** – whilst the percentage of pupils in receipt of SEN support is line with SNs and England averages, the % of Pupils with an EHCP is high at 6.1% versus SN at 5.5% and England average of 5.3%. EHCPs will be more costly on average and the published council budget book for 2025/26 indicated a revised forecast overspend of £12.9m with available uncommitted DSG reserves of £13m. The Council states in the Budget Book that "there are considerable financial risks relating to the consistent growth in the level of demand and the additional reserve usage remaining in the current year. Lincolnshire is now at an imminent risk of going into a DSG deficit".

Children's Services – Existing Demand, Future Risks & Opportunities

Lincolnshire County Council

What this means for the future

- Whilst both demand and costs are low in social care, residential costs are increasing which will be adding pressure to the Children's Social Care budget. The market will need to be managed in any new unitary to ensure costs and outcomes are managed, and capacity developed.
- As part of a wider workforce strategy for any new unitary, the high social worker costs warrants further investigation and appropriate remedial strategies to address the workforce challenges developed.
- Whilst SEN support is in line with SNs, the quantity of EHCPs is high and this needs to be managed to prevent further overspend of the high needs block of the DSG. There is opportunity from the establishment of the new unitaries to work more closely with schools to develop the local mainstream offer, ensuring the right funding and provision is available, within the community to give parents and carers confidence that the needs of the child can be met within mainstream local school, and consequently reducing the demand for more specialist placements which in turn can be secured for those young people with very complex needs.

Extract from Ofsted SEND inspection February 2025 : *"Children, young people and their families do not consistently understand what services are available to support them. They are not well informed about the partnership's provision to support children and young people with SEND across education, health and social care services. This includes how to access and navigate the partnership's local offer to make informed choices independently.*

Children's Services – Existing Demand, Future Risks & Opportunities

North East Lincolnshire Council

What the data shows

- Looked After Children Rates** – There are a higher number of Looked after children (LAC) per 10,000, 141 versus 112 average Statistical Neighbours (SN), however the Council has been on an improvement journey and has seen this number significantly reduce since 2023 when it was 173.
- Demand for SEND Services** - EHCPs percentage is in line with SN whilst percentage with a SEN is slightly below SN. However, the DSG does have a cumulative deficit. The pre-audit outturn shows a £11.9m cumulative DSG deficit March 2025, driven by a £7.75m High Needs overspend in 2024/25.
- Weekly unit costs** - Despite having a high number of children looked after, the average weekly unit cost for a LAC is lower than SN at £1535 versus £1653. Residential weekly unit costs are also lower at £6505 versus £7586, SEN average weekly unit costs are slightly above SN at £100 versus £94.

What this means for the future

- Overall there is a risk to the future financial sustainability of North-East Lincolnshire given its size and its ability to manage the impact of rising costs and rising demand (the DSG deficit being a key consideration), however, the Service has been on an improvement journey which is seeing LAC numbers decrease.
- Whilst the Service has been on an impressive improvement journey over the last few years, this may well still be embedding, and therefore there is a real risk to performance by disaggregating this Service.

Children's Services – Existing Demand, Future Risks & Opportunities

North Lincolnshire Council

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What the data shows

- **Looked After Children (LAC) Rates** – rates are lower in North Lincolnshire at 60 per 10,000 compared to both SNs at 77 and England average at 70.
- **Demand for SEND Services** – both EHCPs percentages at 5.4% and SEN percentages at 14.5% are in line with SNs.
- **Weekly unit costs** – average weekly unit cost for a LAC are 23% lower than the SN Average and 28% lower than the England Average, Residential Care S251/Outturn weekly unit costs are 38% lower than the SN Average and 35% lower than the England Average. However, SEN S251/Outturn weekly costs are 24% higher than the SN Average and 18% higher than the England Average.

What this means for the future

- Overall, there is a risk to the future financial sustainability of North Lincolnshire given its size and its ability to manage the impact of rising costs and rising demand, however demand is low and at present expenditure is lower than SNs in all areas except for SEN.
- There is a risk if disaggregation is not effectively planned and executed, given the strong position of the service currently.

Adult Social Care

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ASC Summary

Approach

- Peopletoo have analysed data produced as part of the Adult Social Care Statutory Returns for ASC (ASCFR). This is produced by Department of Health and Social Care and updated on an annual basis, and compares ASC providing local authorities against NHS Nearest Neighbours. NHS Nearest Neighbours are statistical neighbours identified through a number of metrics including demographics. Using this data, Peopletoo creates a benchmarking tool that enables us to analyse a local authorities performance and expenditure against its NHS Nearest Neighbours, the region where it is located and England.
- We have extracted core data from the ASCFR analysis that relates to both Demand and Expenditure, and analysed this information to indicate where there maybe opportunity through LGR to manage both elements more effectively from a smaller more localised approach that disaggregation will provide.

Key Takeaways

- The key takeaway from all 3 of the Local Authorities is the high dependency on bed based care. The data would indicate that whilst there is a high use of residential care, as unit costs are low this in turn keeps long term care costs below their NHS Nearest Neighbours.
- Whilst rurality maybe an overarching issue with capacity in the domiciliary care market, this needs to be addressed. Not only is remaining safely within their own home in a number of cases the best outcome for residents, the dependency on bed-based care carries risk. As reported nationally the care market as a whole is under pressure in terms of attracting good care workers, and there is a risk that either providers will not be able to maintain these low unit costs or provider failure increases.

ASC Summary

What LGR Could Enable

- **Local commissioning rooted in needs** – needs are assessed at a local level taking into account local demographics, strategy is set at a local level aligned to national and council policy, commissioning is informed by the needs assessment and market maturity, work is undertaken with local markets to develop the right provision with the right outcomes at the right price.
Where appropriate micro markets are developed to support rural areas and create capacity in the domiciliary care market.
- **Regional approaches are strengthened** - where this makes sense to commission and/ or deliver at a regional level this is progressed, target areas could include high needs and complex placements, joint commissioning with Health.
- **Local system response to need** - across partners with support from the voluntary and community sector and providers adopt a “home first” approach, improving outcomes for service users and keeping people within their communities, avoiding unnecessary admissions to residential care.

Outcomes

- **Reducing or delaying admissions to residential care** – fewer residential placements, greater access to reablement and short-term interventions, capacity in homecare, supported living and extra care.
- **Developing the local market** – working with providers to ensure local markets meet local needs, managing outcomes and value for money.

How to model the opportunity

Shifting from bed based care to care in the community whilst improving outcomes for residents, it does also present a financial opportunity. Whilst unit costs are low across Lincolnshire, the average domiciliary care package will in the majority of cases be less. You also have the issue of self funders going into residential care early because there is no capacity in the domiciliary care market and running out of funds, which then becomes a local authority pressure.

We would propose the following approach to modelling savings:

1. **Baseline** - map activity and calculate average weekly homecare cost v average residential cost by cohort (18–64, 65+), setting (residential/nursing/homecare). Deduct average client contribution from gross costs.
2. **Diversion scenario** – using benchmark data from statistical neighbours and high performing local authorities, apply a realistic % shift from residential to community profiled over an appropriate number of years, allowing for market development and average length of stay in residential for an older adults.
3. **Savings/ cost avoidance calculation** – Net weekly cost = (Residential rate – Community package rate). Annual Effect = Weekly cost x reduction in admissions x weeks.
4. **Check 'cashability' of savings** - confirm budgets can actually reduce. Some contracts (e.g. block contacts) may prevent realisation of savings and may need mid term negotiation or restructuring and re-commissioning once expired.

Adult Social Care – Existing Demand, Future Risks & Opportunities

Lincolnshire County Council

What the data shows

- **Residential-heavy placement mix** – Lincolnshire CC has a higher share of working-age adults in residential care (+16% vs NHS Nearest Neighbours (NHS NN), +36% vs national average). This pattern is also present in adults aged 65+ (+28% vs NHS NNs; +21% vs national average), with low home care activity indicating an over-reliance on bed-based care.
- **Low residential unit costs** - Residential and nursing fees are well below peers (18–64 residential 21.7% less vs NHS NN; 65+ 24.5% less vs NHS NN). In our experience this can make residential care a more acceptable pathway when community options are constrained, which may not be the best outcome for the end user and creates a dependency on bed-based care.
- **Risk of escalating costs** - While lower unit rates currently hold down average spend (18–64 LD packages –27.8% vs NHS NN), future inflationary pressures and stability in the care market could erode this buffer. If volumes continue to rise, overall spend will increase sharply if and more likely when fees converge upwards.
- **Transitions** – Lincolnshire CC has a higher proportion of children with EHCPs and SEN support plans than peers, which in turn is likely to increase transition pressures into ASC. This exacerbates the financial pressures, as these young people are likely to be placed into long-term residential placements or high cost supported living, without a stronger community offer.

What this means for the future

- Analysis of Lincolnshire CC's current position shows high demand at the front door, and heavy use of residential placements (particularly for working-age adults), and relatively low unit costs for bed-based provision.
- This combination is containing average cost-per-person today but features a 'double-exposure' risk: if demand for residential placements increases and unit costs rise with market pressure, overall expenditure on long term care will increase.
- Lincolnshire should pivot from a low-price, residential-heavy model to a home-first, restorative system. This would help to 'future-proof' the system against inflationary pressures and the anticipated SEND-driven demand.

Adult Social Care – Existing Demand, Future Risks & Opportunities

North East Lincolnshire Council

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What the data shows

- **Residential-heavy placement mix** – As is the case with Lincolnshire CC, North-East Lincolnshire Council 18-64 Residential Service Users per 100k is 16% higher than the NHS Nearest Neighbour Average and 14% higher than the England Average. This pattern is also present in adults aged 65+ (5% higher than the NHS Nearest Neighbour Average and 50% higher than the England Average). They are lower users of Nursing particularly in 65+, but also domiciliary care, again as per Lincolnshire CC indicating an over-reliance on bed based care.
- **Low residential unit costs** - Residential and nursing fees are well below peers for 65+ (10% lower than the NHS Nearest Neighbour (NHS NN) Average and 26% lower than the England Average), but 18-64 residential costs are 19% higher than NHS NN.
- **Risk of escalating costs** - While lower unit rates currently hold down average spend on long term care per annum per older adult (65+) £21,896 versus £23,772 NHS NN average, future inflationary pressures and stability in the care market could erode this buffer. If volumes continue to rise, overall spend will increase sharply, if and more likely when fees converge upwards.
- **Reablement performance** – the number of 65+ adults going onto to have a long term package of care post a reablement episode is high in North-East Lincolnshire at 43%, if the right people are receiving reablement we would expect this to be nearer 60%.

What this means for the future

- Overall there is a risk to the future financial sustainability of North-East Lincolnshire given its size, as whilst it is managing cost now, there is a risk that if residential rates increase through market pressure/ stability particularly in older adults, this will have a significant impact on expenditure,
- North-East Lincolnshire should pivot from a low-price, residential-heavy model to a home-first, restorative system. This would help to 'future-proof' the system against inflationary pressures.
- Whilst Children's Social Care has been on an impressive improvement journey over the last few years, this may well still be embedding, and therefore there is a real risk to performance by disaggregating this service.

Adult Social Care – Existing Demand, Future Risks & Opportunities

North Lincolnshire Council

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What the data shows

- **Residential-heavy placement mix** – As is the case with Lincolnshire CC, North Lincolnshire Council 18-64 Residential Service Users per 100k is 65% higher than the NHS Nearest Neighbour Average and 76% higher than the England Average. This pattern is also present in adults aged 65+ where Residential Service Users per 100k is 48% higher than the NHS Nearest Neighbour Average and 57% higher than the England Average. The Council are lower users of Nursing particularly in 65+, but also domiciliary care again as per Lincolnshire CC, indicating an over-reliance on bed based care.
- **Low residential unit costs** - Residential and nursing fees are well below NHS NN, 18-64 Residential Weekly Unit Costs are 38% lower than the NHS NN Average and 41% lower than the England Average and 65+ Residential Weekly Unit Costs are 28% lower than the NHS Nearest Neighbour Average and 29% lower than the England Average
- **Risk of escalating costs** - While lower unit rates currently hold down average spend particularly for older age adults (65+) £25,904 versus £29,267 NHS NN average, future inflationary pressures and stability in the care market could erode this buffer. If volumes continue to rise, overall spend will increase sharply, if and more likely when fees converge upwards.

What this means for the future

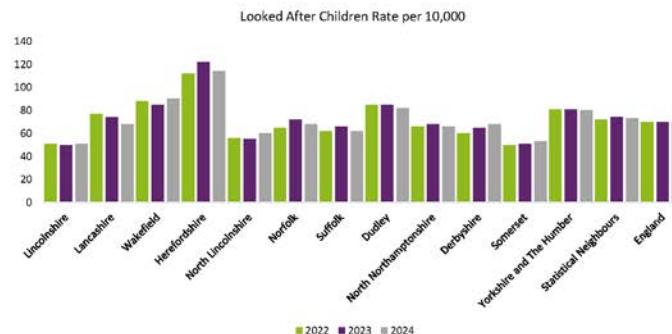
- Overall, there is a risk to the future financial sustainability of North Lincolnshire given its size, as whilst it is managing cost now, as is the scenario in both Lincolnshire CC and North East Lincolnshire, there is a risk that if residential rates increase through market pressure/ stability across both 65+ OA and 18-64 years olds, this will have a significant impact on expenditure,
- North East Lincolnshire should pivot from a low-price, residential-heavy model to a home-first, restorative system. This would help to 'future-proof' the system against inflationary pressures and improve outcomes for end users.

Appendix A
Children's Service Benchmarking Data

Children's Service Benchmarking Data – Lincolnshire CC

Children's Social Care - Children Looked After

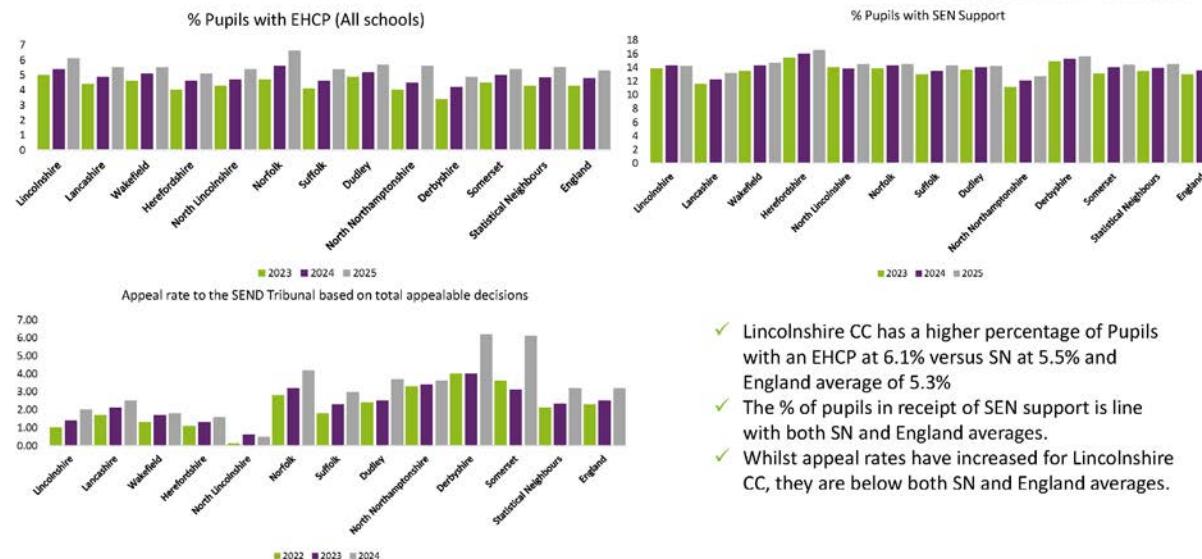
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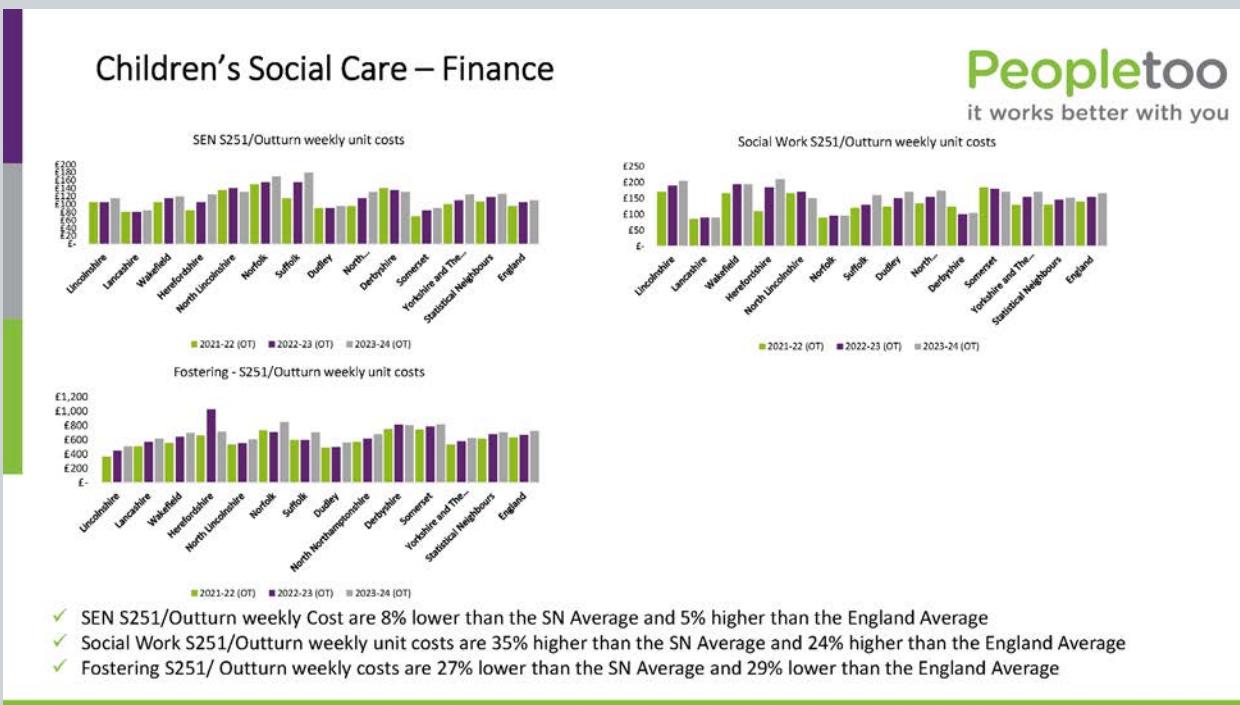
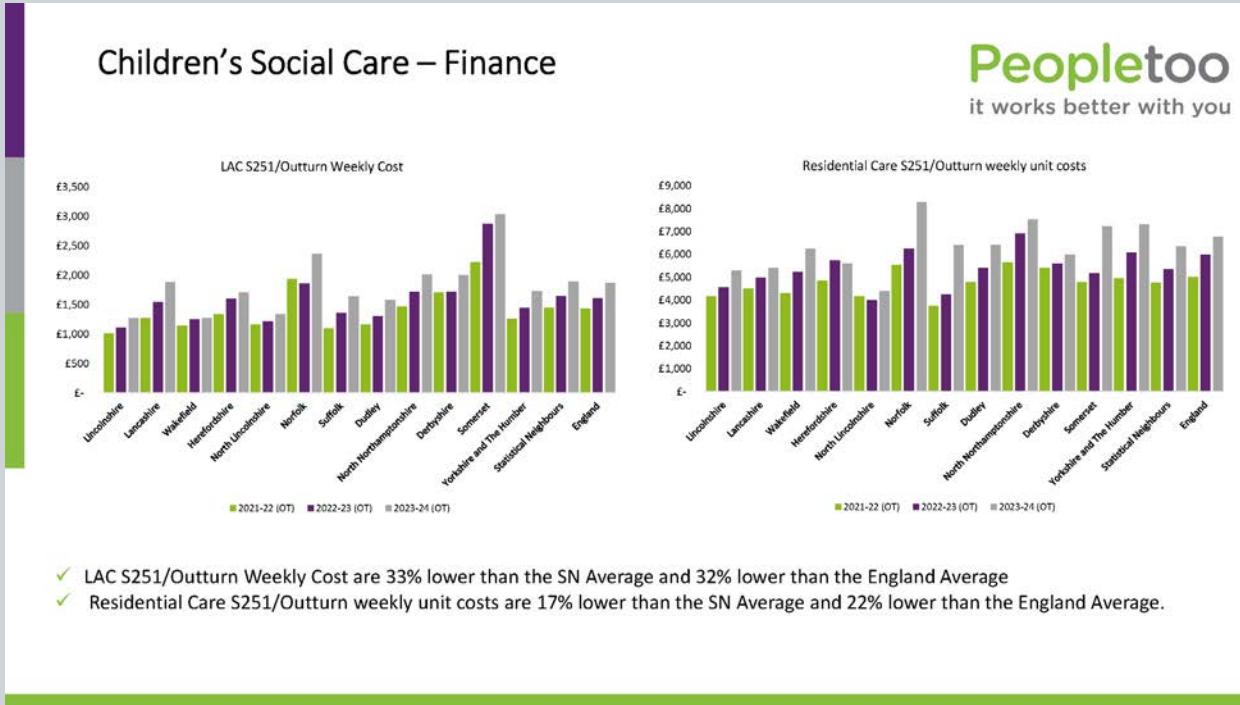


- ✓ Looked After Children rates per 10,000 are 43% below statistical neighbours and 37% below the England average.
- ✓ Looked After Children rates appear relatively stable in Lincolnshire CC across the last 3 years

EHCP and SEN

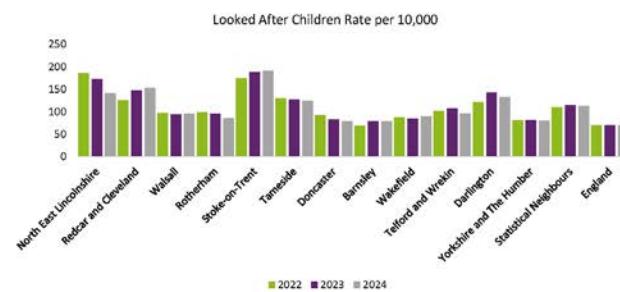
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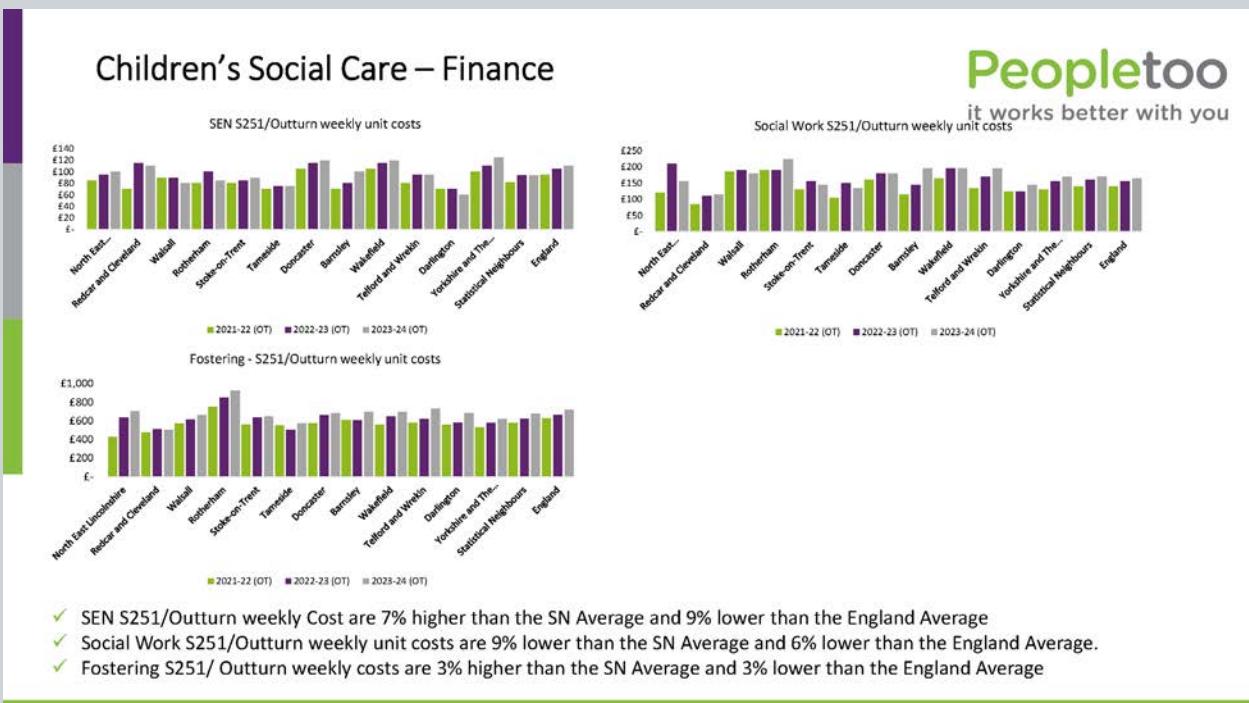
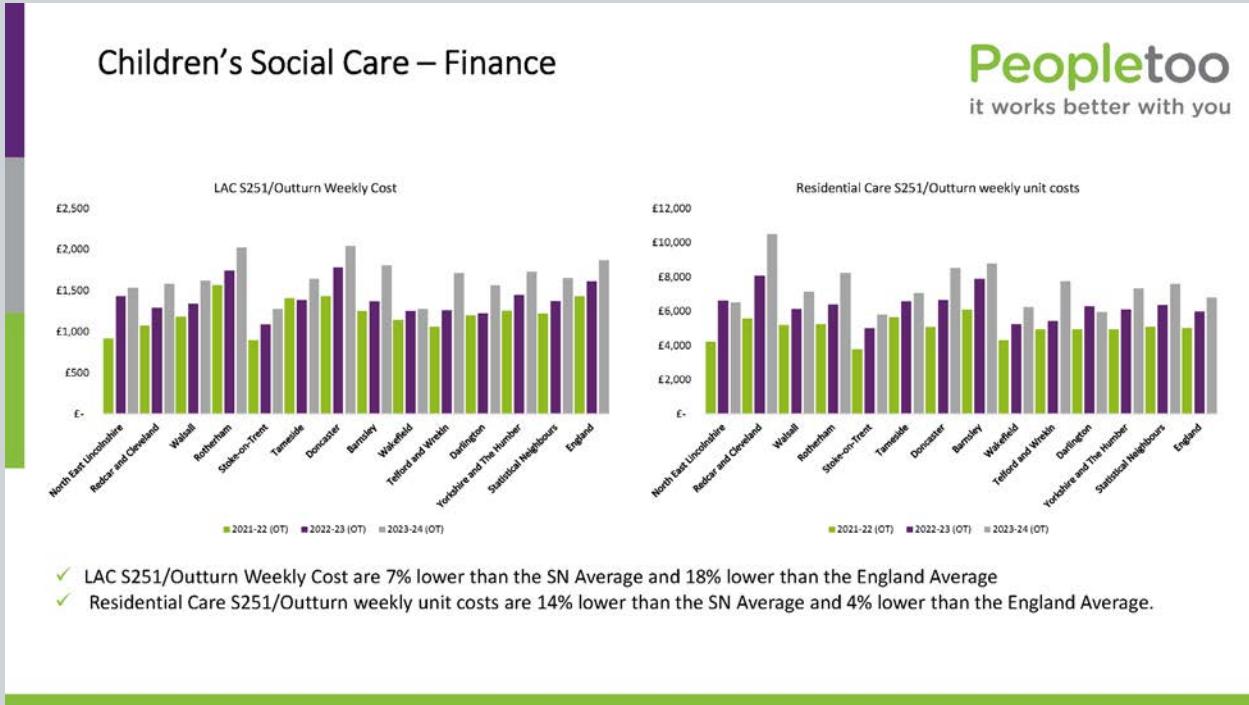


Children's Service Benchmarking Data – North East Lincolnshire

Children's Social Care - Children Looked After

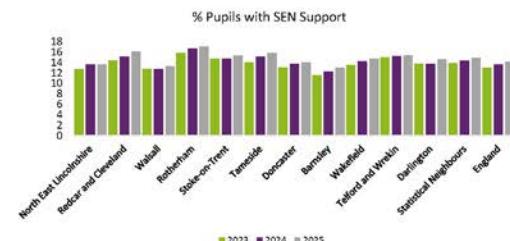
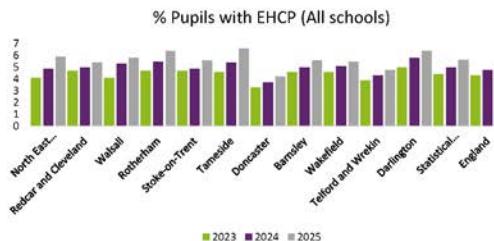


- ✓ LAC rates in NE Lincolnshire are 25% higher than statistical neighbour (SN) and 100% higher than England average

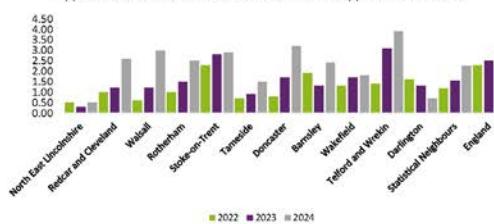


EHCP and SEN

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Appeal rate to the SEND Tribunal based on total appealable decisions



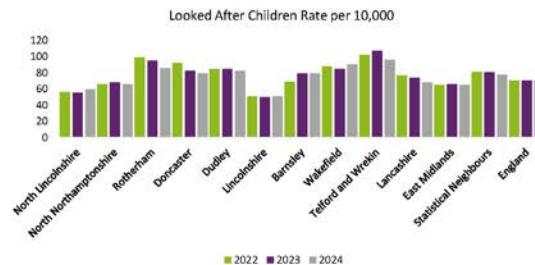
- ✓ % pupils with an EHCP are higher than SN at 5.9% versus 5.6% and England average 5.3%
- ✓ % pupils with SEN Support are below both SN and English averages 13.6% versus 14.9 SN and 14.2 England average
- ✓ The tribunal rate is low in NE Lincolnshire at 0.5%

Children's Service Benchmarking Data – North Lincolnshire

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Children's Social Care - Children Looked After

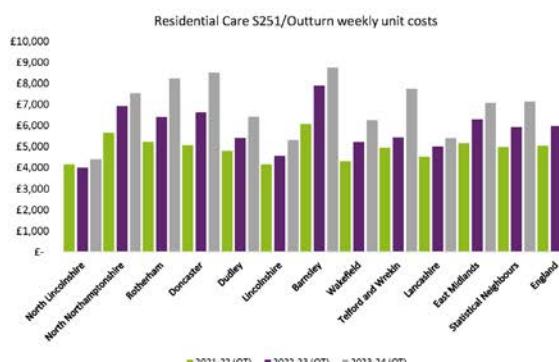
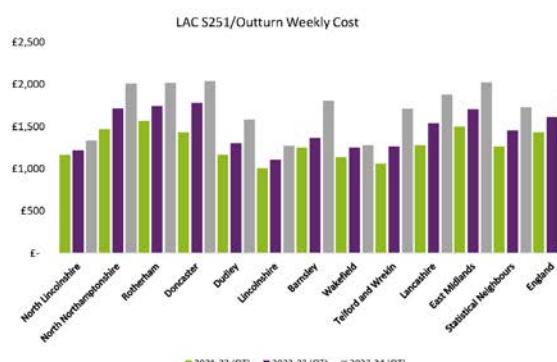
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- ✓ LAC rates in North Lincolnshire are 29% lower than statistical neighbour (SN) and 18% lower than England average

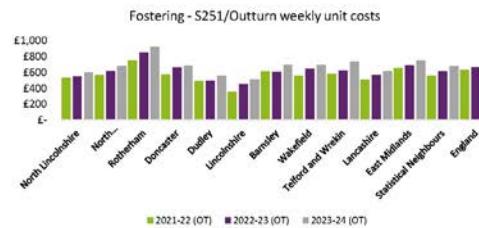
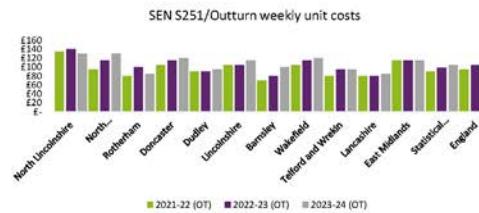
Children's Social Care – Finance

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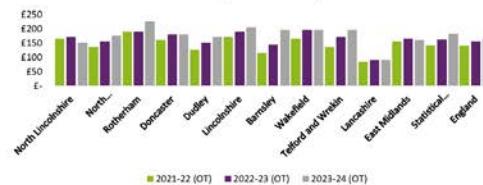
- ✓ LAC S251/Outturn Weekly Cost are 23% lower than the SN Average and 28% lower than the England Average
- ✓ Residential Care S251/Outturn weekly unit costs are 38% lower than the SN Average and 35% lower than the England Average.

Children's Social Care – Finance



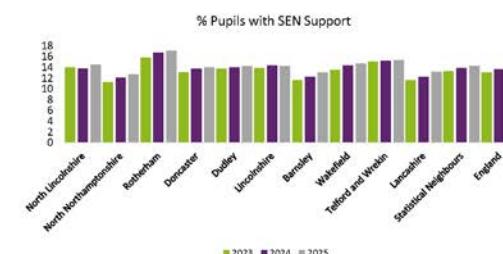
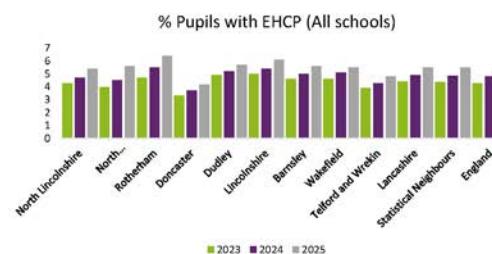
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Social Work S251/Outturn weekly unit costs

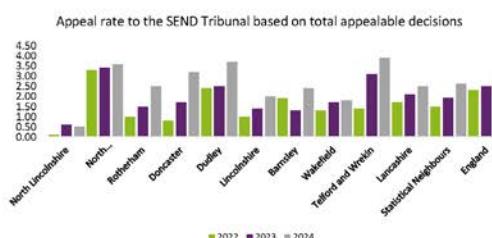


- ✓ SEN S251/Outturn weekly Cost are 24% higher than the SN Average and 18% higher than the England Average
- ✓ Social Work S251/Outturn weekly unit costs are 17% lower than the SN Average and 9% lower than the England Average.
- ✓ Fostering S251/ Outturn weekly costs are 11% lower than the SN Average and 17% lower than the England Average

EHCP and SEN



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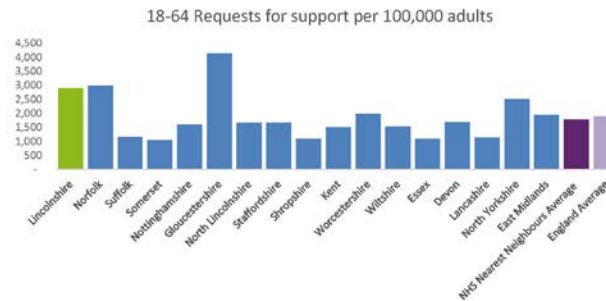
- ✓ % pupils with an EHCP are in line with both SNs and England average
- ✓ % pupils with SEN Support are again in line with SN and England averages
- ✓ Tribunal rate is low in North Lincolnshire at 0.5%

Appendix B
Adult Social Care Benchmarking

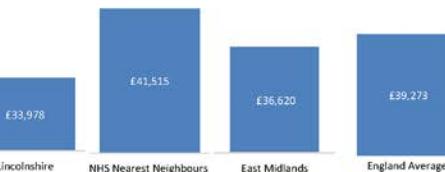
Adult Social Care Financial Return Data :
Lincolnshire County Council

ASCFR Adult Social Care Demand – Working Age Adults

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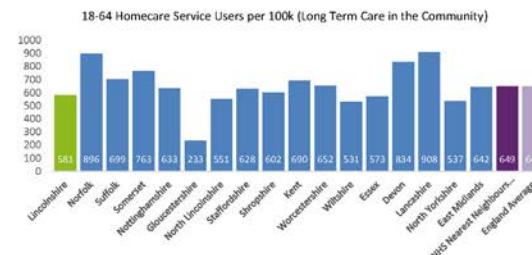
Average long term care cost per person receiving long term care (at end of year)



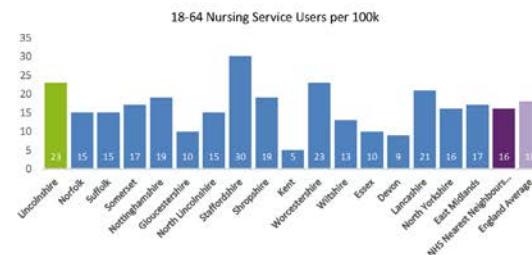
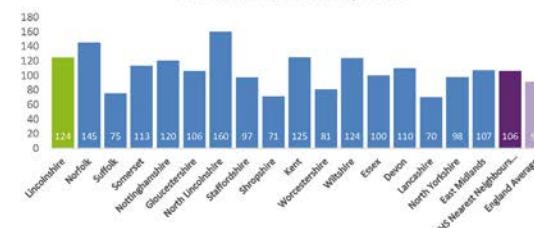
- ✓ 18-64 Requests for support per 100,000 adults is 62% higher than the NHS Nearest Neighbour Average and 53% higher than the England Average
- ✓ Average long term care cost per person receiving long term care was 18% (£7,537) lower than the NHS Nearest Neighbour Average and 16% lower than the England Average (£5,295)

ASCFR Adult Social Care Demand – Working Age Adults

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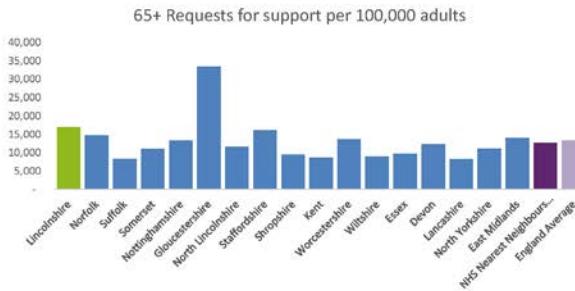


18-64 Residential Service Users per 100k

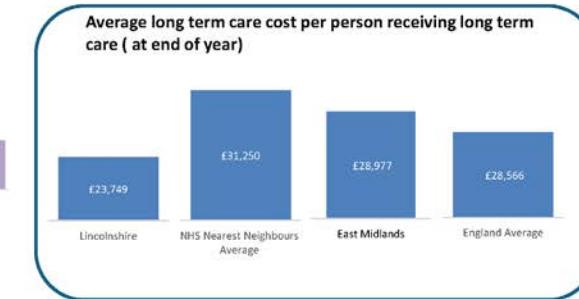


- ✓ 18-64 Homecare Service Users per 100k (Long Term Care in the Community) is 10% lower than the NHS Nearest Neighbour Average and 10% lower than the England Average
- ✓ 18-64 Residential Service Users per 100k is 17% higher than the NHS Nearest Neighbour Average and 36% higher than the England Average
- ✓ 18-64 Nursing Service Users per 100k is 44% higher than the NHS Nearest Neighbour Average and 28% higher than the England Average

ASCFR Adult Social Care Demand – Older Adults

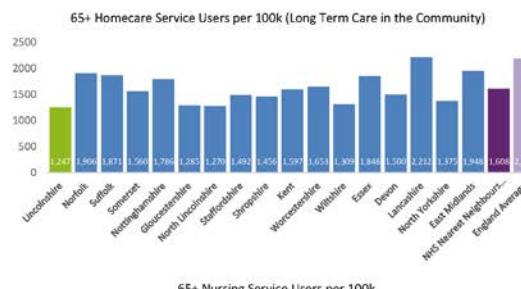


Average long term care cost per person receiving long term care (at end of year)

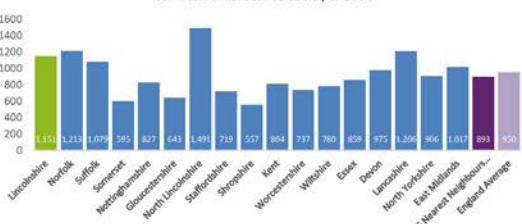


- ✓ 65+ Requests for support per 100,000 adults is 33% higher than the NHS Nearest Neighbour Average and 28% higher than the England Average
- ✓ Average long term care cost per person receiving long term care was 24% (£7,501) lower than the NHS Nearest Neighbour Average and 17% (£4,817) lower than the England Average

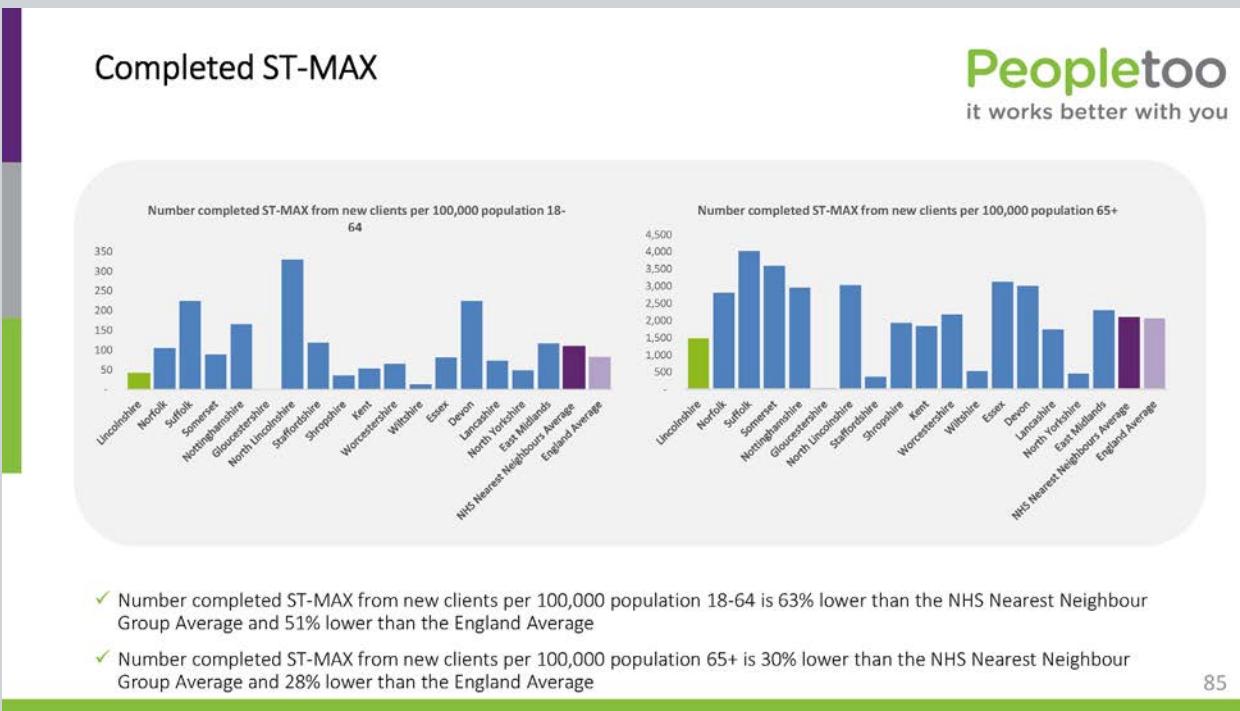
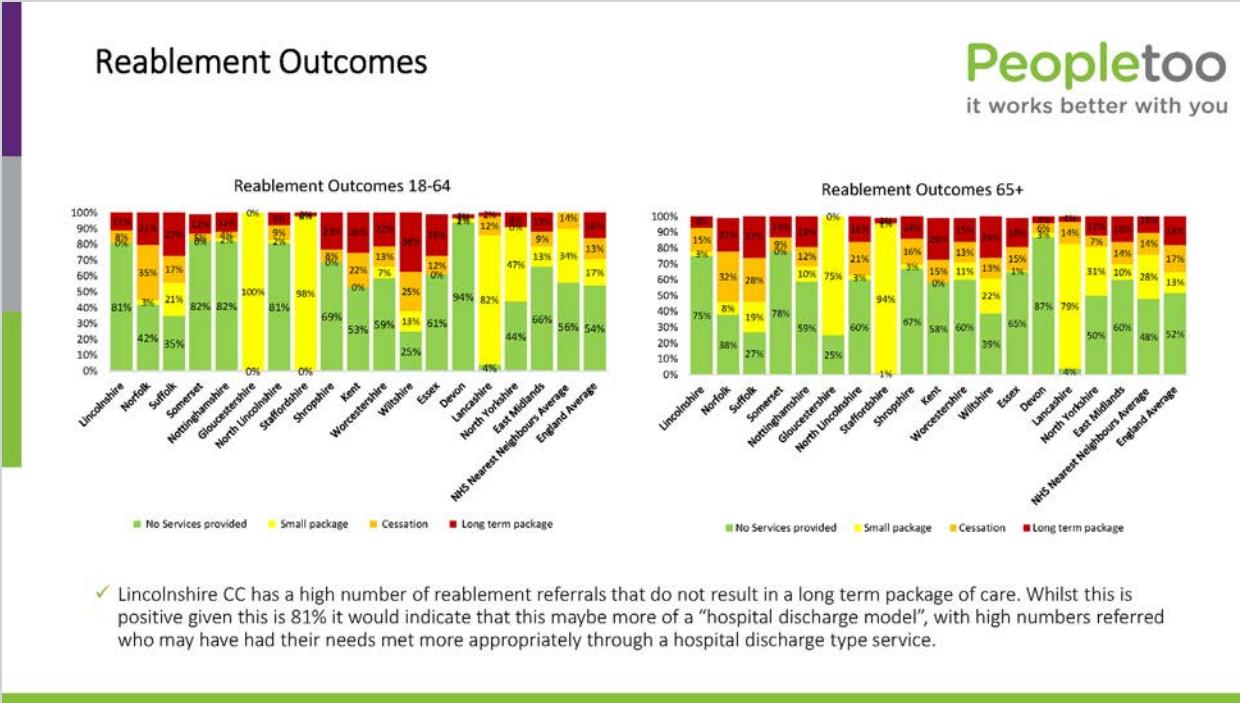
ASCFR Adult Social Care Demand –Older Adults

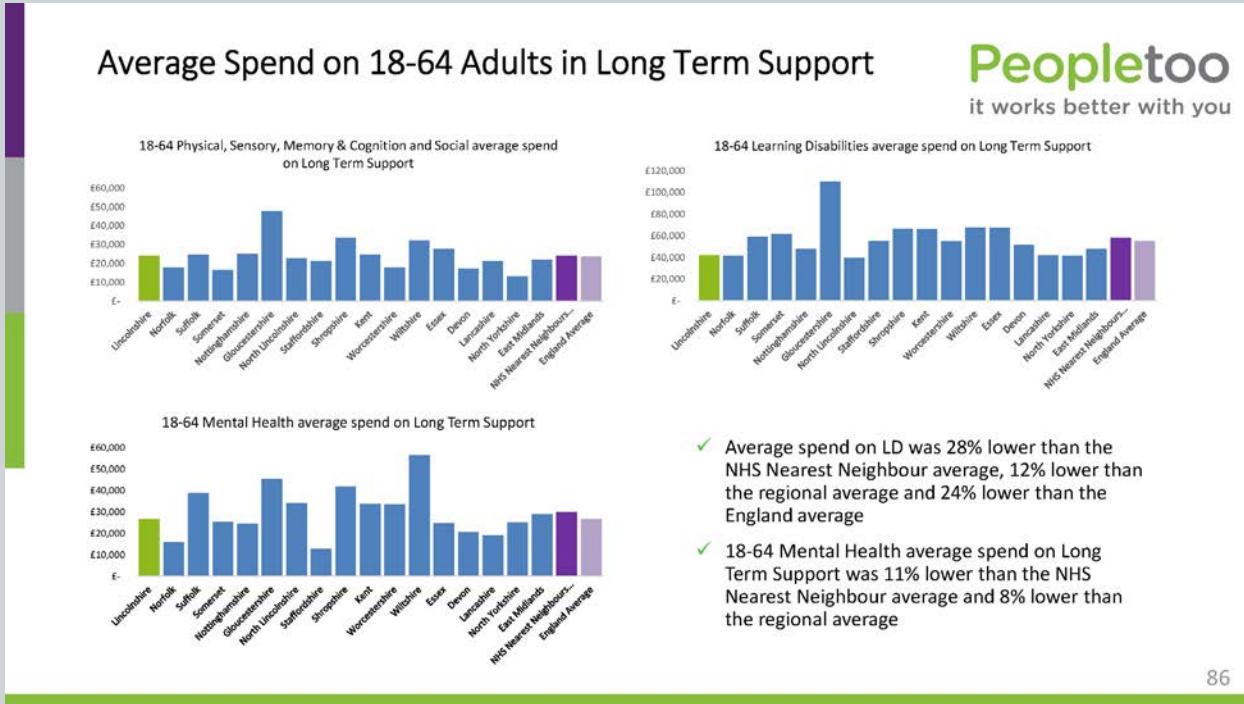


65+ Residential Service Users per 100k

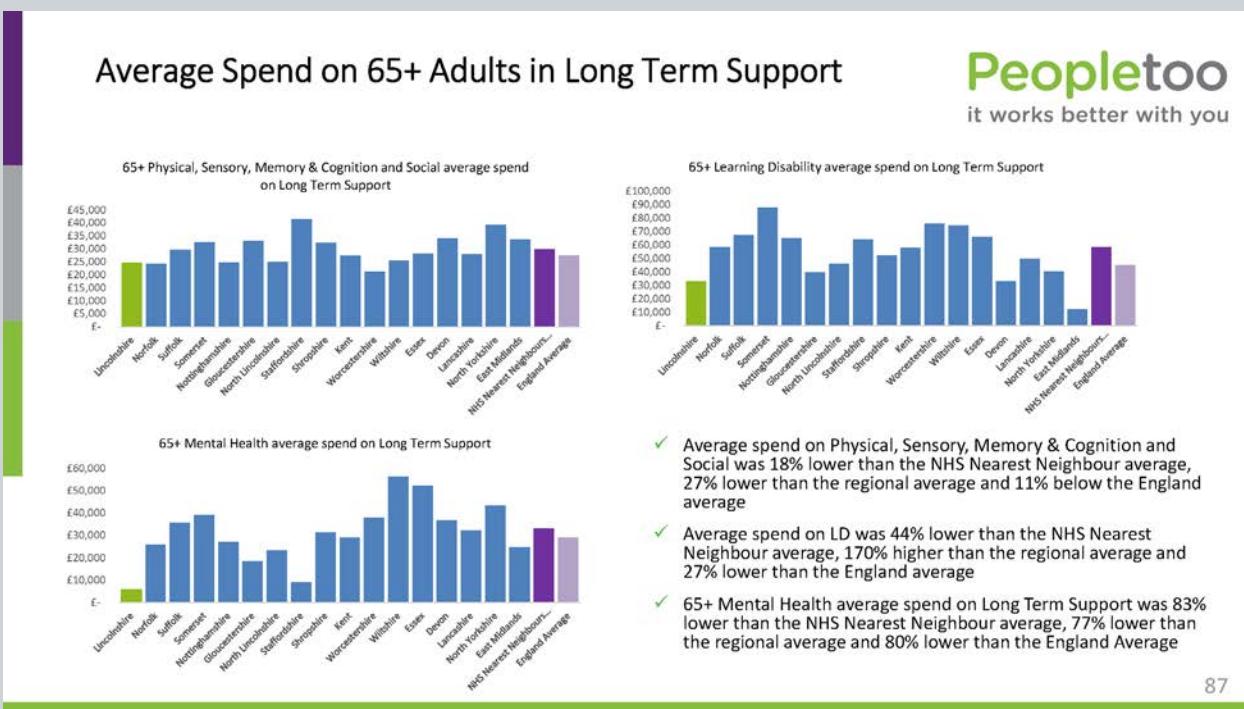


- ✓ 18-64 Homecare Service Users per 100k (Long Term Care in the Community) is 22% lower than the NHS Nearest Neighbour Average and 43% lower than the England Average
- ✓ 18-64 Residential Service Users per 100k is 29% higher than the NHS Nearest Neighbour Average and 21% higher than the England Average
- ✓ 18-64 Nursing Service Users per 100k is 38% lower than the NHS Nearest Neighbour Average and 49% lower than the England Average





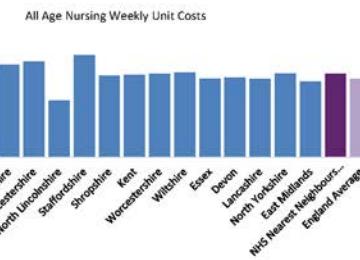
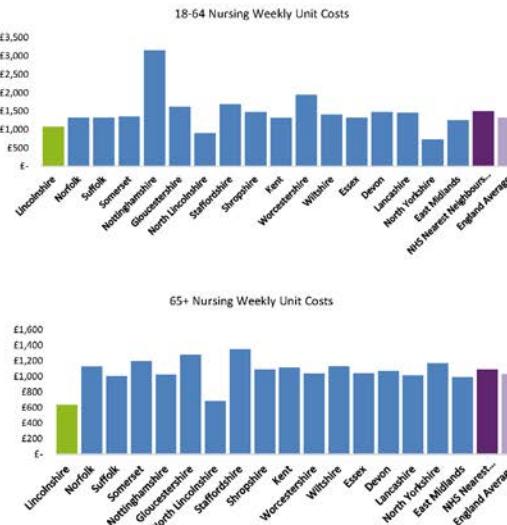
86



87

ASCFR Adult Social Care Demand – Nursing Unit Costs

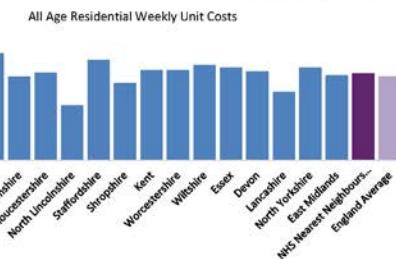
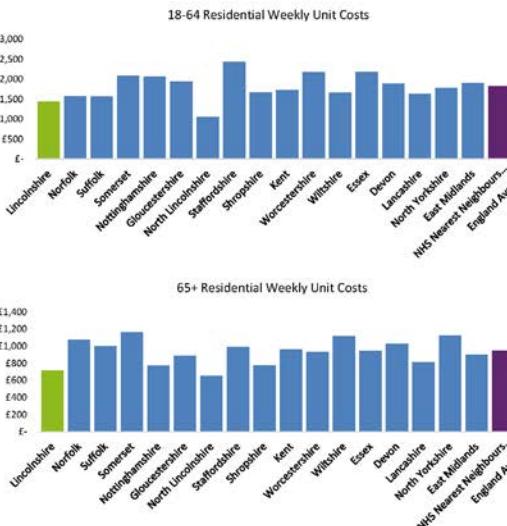
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- ✓ 18-64 Nursing Weekly Unit Costs are 28% lower than the NHS Nearest Neighbour Average and 19% higher than the England Average
- ✓ All Age Nursing Weekly Unit Costs are 35% lower than the NHS Nearest Neighbour Average and 31% lower than the England Average
- ✓ 65+ Nursing Weekly Unit Costs are 42% lower than the NHS Nearest Neighbour Average and 38% lower than the England Average

ASCFR Adult Social Care Demand – Residential Unit Costs

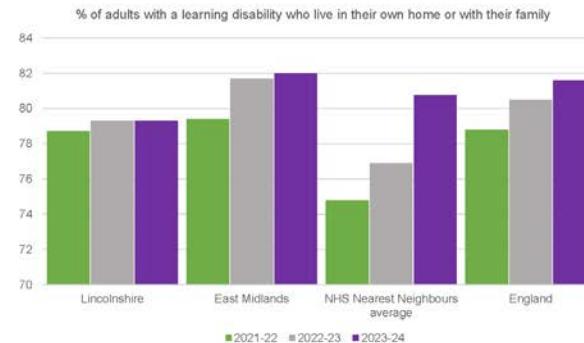
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- ✓ 18-64 Residential Weekly Unit Costs are 22% lower than the NHS Nearest Neighbour Average and 19% lower than the England Average
- ✓ All Age Residential Weekly Unit Costs are 24% lower than the NHS Nearest Neighbour Average and 22% lower than the England Average
- ✓ 65+ Residential Weekly Unit Costs are 25% lower than the NHS Nearest Neighbour Average and 22% lower than the England Average

Adult Social Care Outcomes

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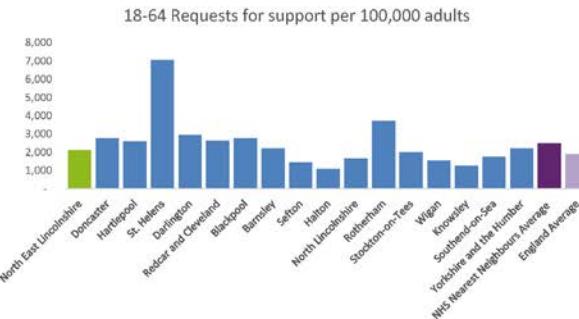
- ✓ Lincolnshire CC has a lower percentage of adults with a disability living in their own home or with family, which aligns to the service's higher use of residential care.

Adult Social Care Benchmarking : North East Lincolnshire

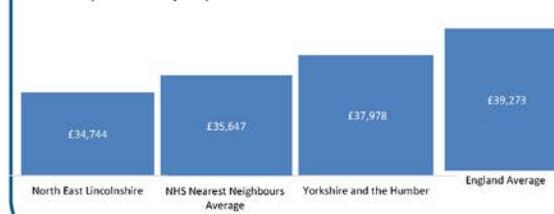
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ASCFR Adult Social Care Demand – Working Age Adults

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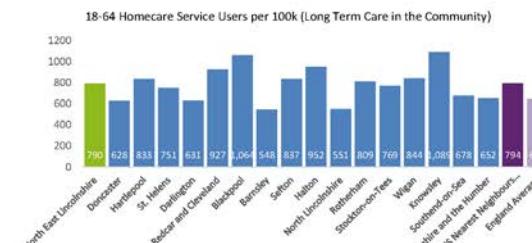
Average long term care cost per person receiving long term care (at end of year)



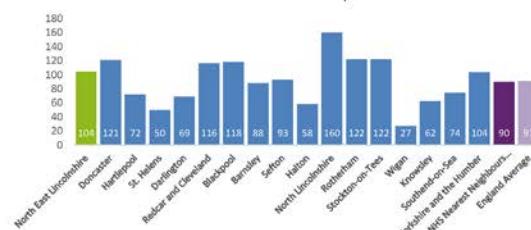
- ✓ 18-64 Requests for support per 100,000 adults is 15% lower than the NHS Nearest Neighbour Average and 13% higher than the England Average
- ✓ Average long term care cost per person receiving long term care was 3% (£903) lower than the NHS Nearest Neighbour Average and 13% lower than the England Average (£4,529)

ASCFR Adult Social Care Demand – Working Age Adults

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18-64 Residential Service Users per 100k

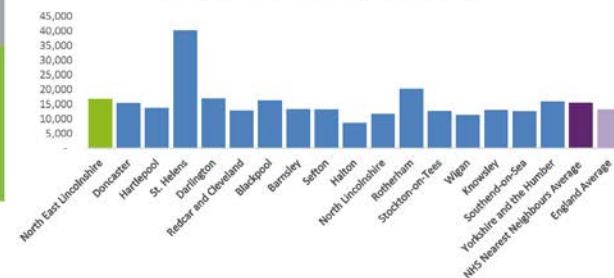


- ✓ 18-64 Homecare Service Users per 100k (Long Term Care in the Community) is 21% higher than the regional Average and 22% higher than the England Average
- ✓ 18-64 Residential Service Users per 100k is 16% higher than the NHS Nearest Neighbour Average and 14% higher than the England Average
- ✓ 18-64 Nursing Service Users per 100k is 80% lower than the NHS Nearest Neighbour Average and 72% lower than the England Average

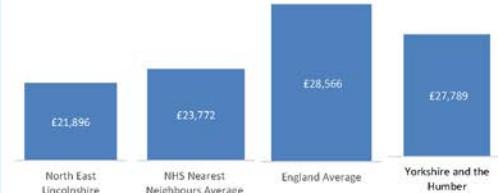
ASCFR Adult Social Care Demand – Older Adults

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65+ Requests for support per 100,000 adults



Average long term care cost per person receiving long term care (at end of year)

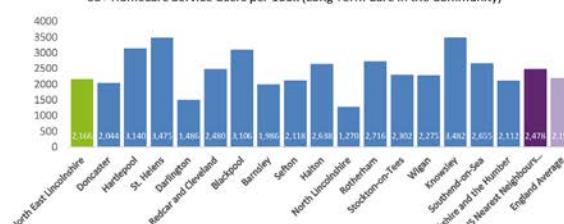


- ✓ 65+ Requests for support per 100,000 adults is 8% higher than the NHS Nearest Neighbour Average and 26% higher than the England Average
- ✓ Average long term care cost per person receiving long term care was 8% (£1,876) lower than the NHS Nearest Neighbour Average and 23% (£6,670) lower than the England Average

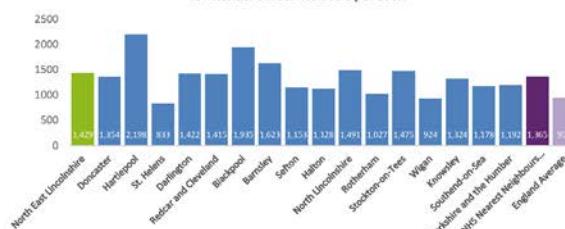
ASCFR Adult Social Care Demand –Older Adults

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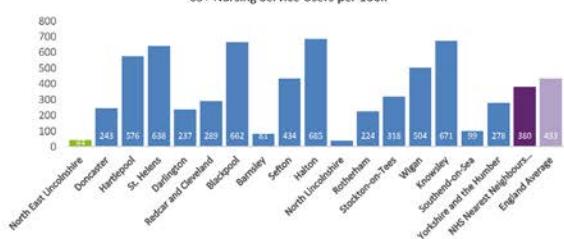
65+ Homecare Service Users per 100k (Long Term Care in the Community)



65+ Residential Service Users per 100k



65+ Nursing Service Users per 100k

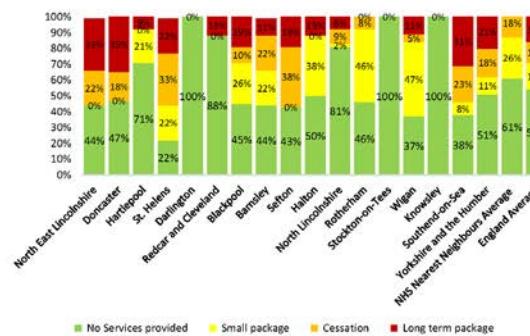


- ✓ 65+ Homecare Service Users per 100k (Long Term Care in the Community) is 14% lower than the NHS Nearest Neighbour Average
- ✓ 65+ Residential Service Users per 100k is 5% higher than the NHS Nearest Neighbour Average and 50% higher than the England Average
- ✓ 65+ Nursing Service Users per 100k is 88% lower than the NHS Nearest Neighbour Average and 90% lower than the England Average

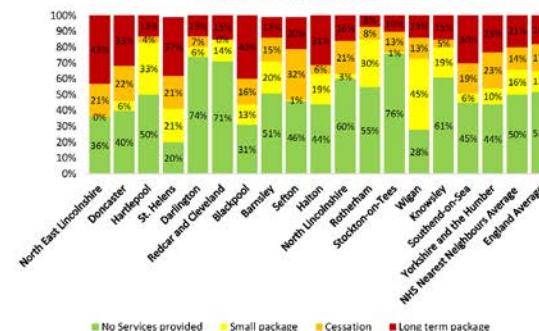
Reablement Outcomes

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Reablement Outcomes 18-64



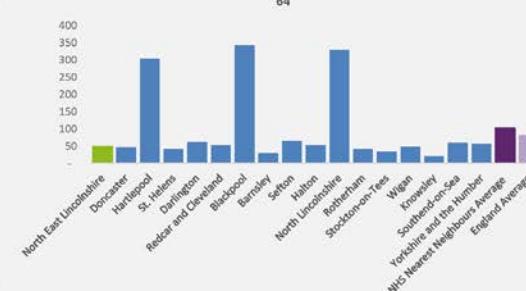
Reablement Outcomes 65+



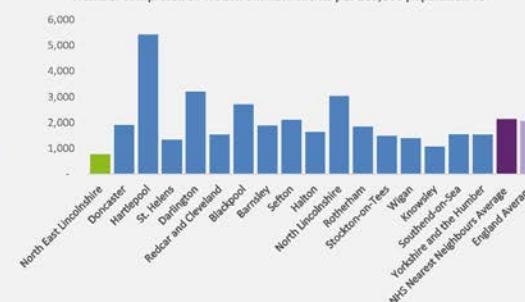
Completed ST-MAX

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Number completed ST-MAX from new clients per 100,000 population 18-64



Number completed ST-MAX from new clients per 100,000 population 65+

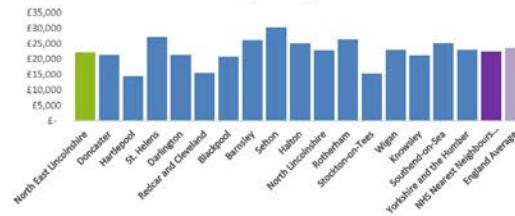


- ✓ Number completed ST-MAX from new clients per 100,000 population 18-64 is 52% lower than the NHS Nearest Neighbour Group Average and 40% lower than the England Average
- ✓ Number completed ST-MAX from new clients per 100,000 population 65+ is 63% lower than the NHS Nearest Neighbour Group Average and 62% lower than the England Average

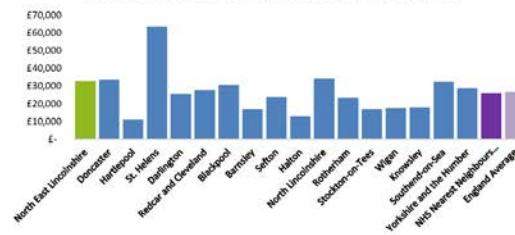
Average Spend on 18-64 Adults in Long Term Support

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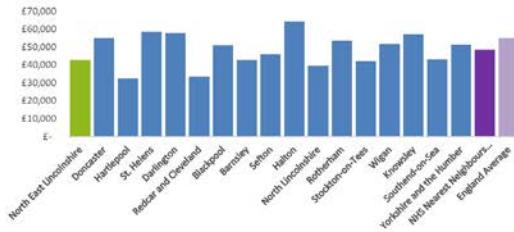
18-64 Physical, Sensory, Memory & Cognition and Social average spend on Long Term Support



18-64 Mental Health average spend on Long Term Support



18-64 Learning Disabilities average spend on Long Term Support



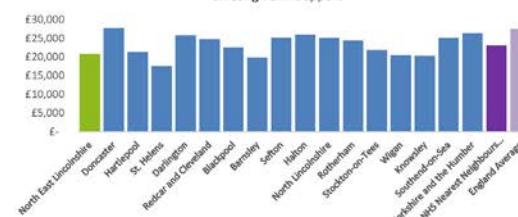
- ✓ Average spend on LD was 12% lower than the NHS Nearest Neighbour average, 16% lower than the regional average and 22% lower than the England average
- ✓ 18-64 Mental Health average spend on Long Term Support was 26% higher than the NHS Nearest Neighbour average, 14% higher than the regional average and 23% higher than the England Average

98

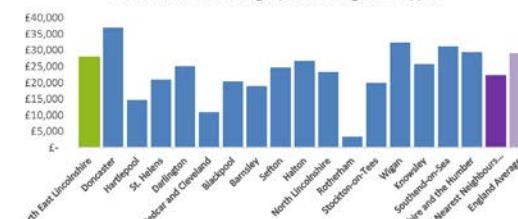
Average Spend on 65+ Adults in Long Term Support

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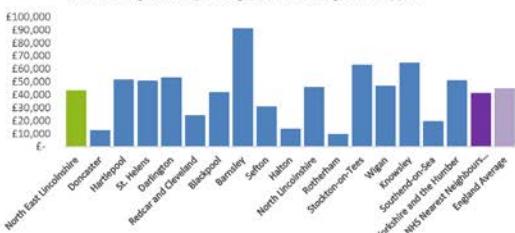
65+ Physical, Sensory, Memory & Cognition and Social average spend on Long Term Support



65+ Mental Health average spend on Long Term Support



65+ Learning Disability average spend on Long Term Support

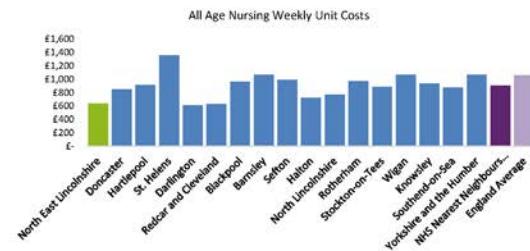
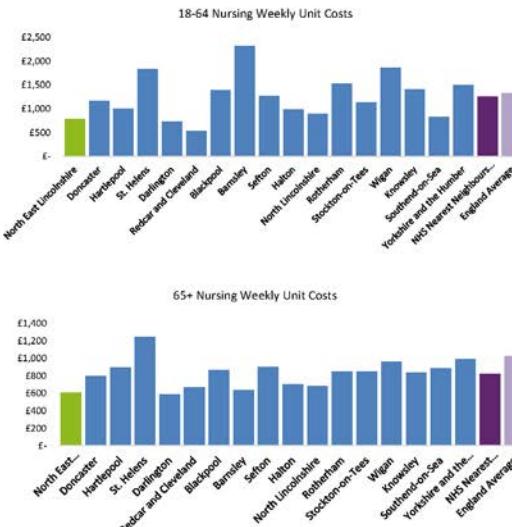


- ✓ Average spend on Physical, Sensory, Memory & Cognition and Social was 11% lower than the NHS Nearest Neighbour average, 22% lower than the regional average and 25% below the England average
- ✓ Average spend on LD was 5% higher than the NHS Nearest Neighbour average, 15% lower than the regional average and 4% lower than the England average
- ✓ 65+ Mental Health average spend on Long Term Support was 25% higher than the NHS Nearest Neighbour average, 5% lower than the regional average and 4% lower than the England Average

99

ASCFR Adult Social Care Demand – Nursing Unit Costs

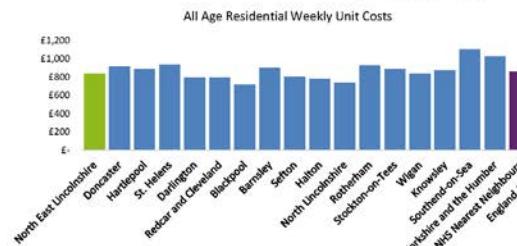
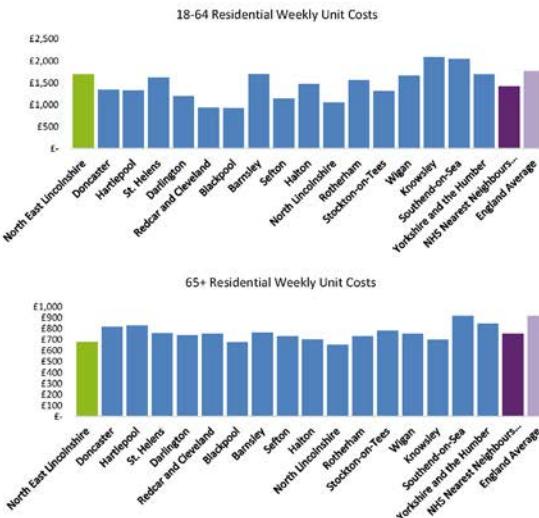
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- ✓ 18-64 Nursing Weekly Unit Costs are 38% lower than the NHS Nearest Neighbour Average and 41% lower than the England Average
- ✓ All Age Nursing Weekly Unit Costs are 30% lower than the NHS Nearest Neighbour Average and 40% lower than the England Average
- ✓ 65+ Nursing Weekly Unit Costs are 26% lower than the NHS Nearest Neighbour Average and 41% lower than the England Average

ASCFR Adult Social Care Demand – Residential Unit Costs

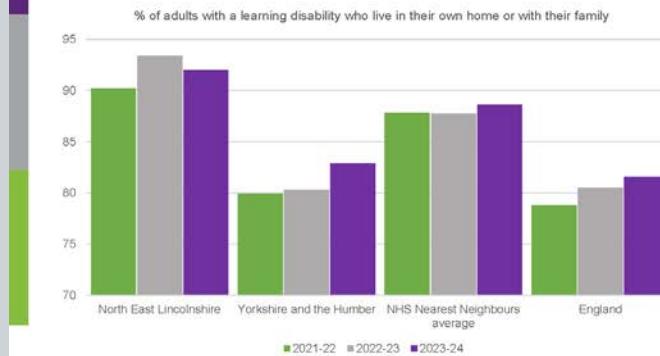
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- ✓ 18-64 Residential Weekly Unit Costs are 19% higher than the NHS Nearest Neighbour Average and 4% lower than the England Average
- ✓ All Age Residential Weekly Unit Costs are 3% lower than the NHS Nearest Neighbour Average and 26% lower than the England Average
- ✓ 65+ Residential Weekly Unit Costs are 10% lower than the NHS Nearest Neighbour Average and 26% lower than the England Average

Adult Social Care Outcomes

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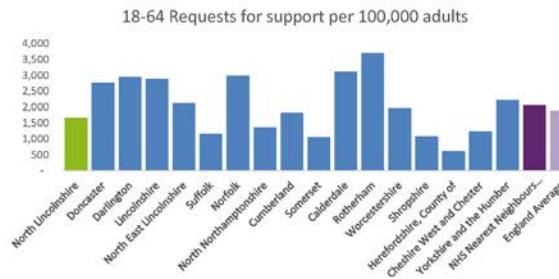


Adult Social Care Benchmarking: North Lincolnshire

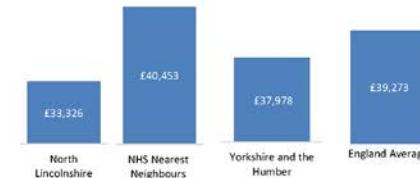
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ASCFR Adult Social Care Demand – Working Age Adults

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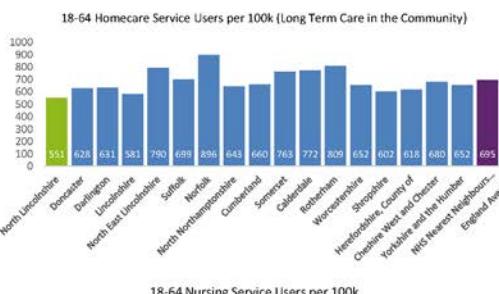
Average long term care cost per person receiving long term care (at end of year)



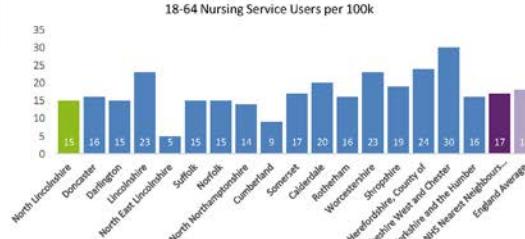
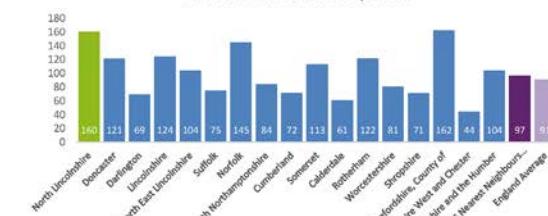
- ✓ 18-64 Requests for support per 100,000 adults is 19% lower than the NHS Nearest Neighbour Average and 12% lower than the England Average
- ✓ Average long term care cost per person receiving long term care was 18% (£7,127) lower than the NHS Nearest Neighbour Average and 18% lower than the England Average (£5,947)

ASCFR Adult Social Care Demand – Working Age Adults

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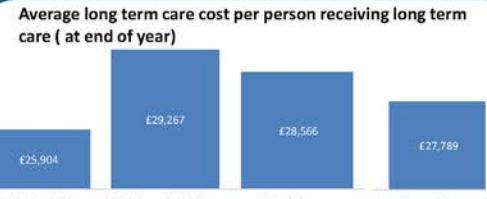
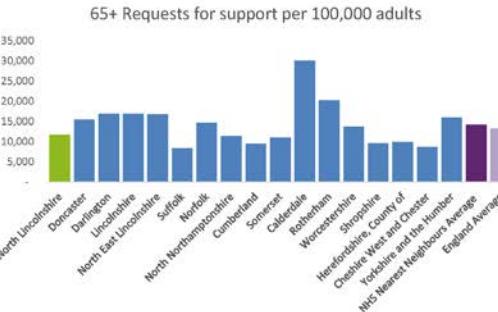
18-64 Residential Service Users per 100k



- ✓ 18-64 Homecare Service Users per 100k (Long Term Care in the Community) is 21% lower than the NHS Nearest Neighbour Average and 15% lower than the England Average
- ✓ 18-64 Residential Service Users per 100k is 65% higher than the NHS Nearest Neighbour Average and 76% higher than the England Average
- ✓ 18-64 Nursing Service Users per 100k is 12% lower than the NHS Nearest Neighbour Average and 17% lower than the England Average

ASCFR Adult Social Care Demand – Older Adults

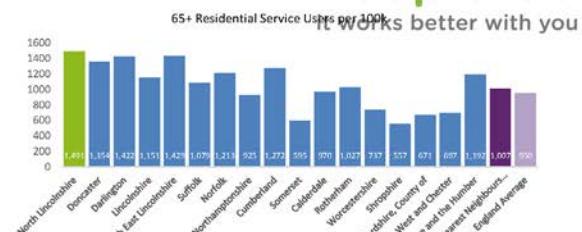
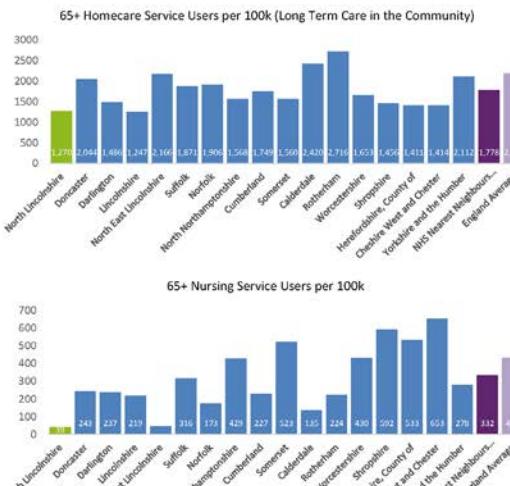
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- ✓ 65+ Requests for support per 100,000 adults is 18% lower than the NHS Nearest Neighbour Average and 12% lower than the England Average
- ✓ Average long term care cost per person receiving long term care was 11% (£3,363) lower than the NHS Nearest Neighbour Average and 9% (£2,662) lower than the England Average

ASCFR Adult Social Care Demand –Older Adults

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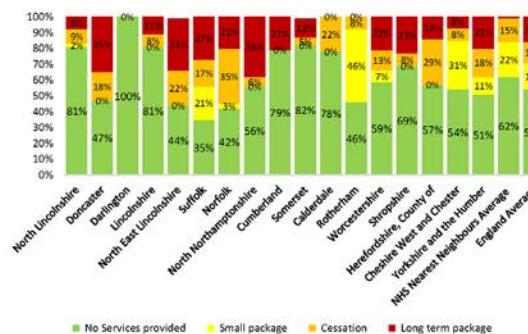


- ✓ 65+ Homecare Service Users per 100k (Long Term Care in the Community) is 29% lower than the NHS Nearest Neighbour Average and 42% lower than the England Average
- ✓ 65+ Residential Service Users per 100k is 48% higher than the NHS Nearest Neighbour Average and 57% higher than the England Average
- ✓ 65+ Nursing Service Users per 100k is 88% lower than the NHS Nearest Neighbour Average and 91% lower than the England Average

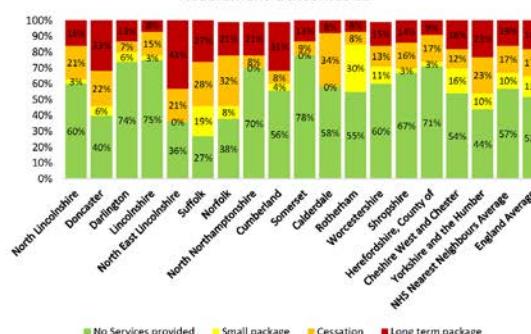
Reablement Outcomes

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Reablement Outcomes 18-64



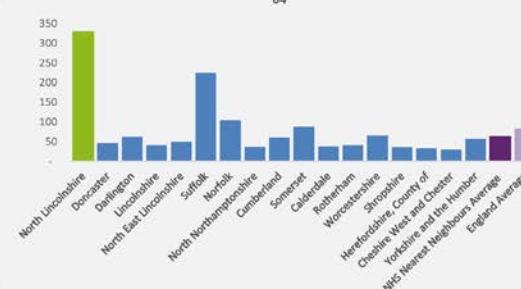
Reablement Outcomes 65+



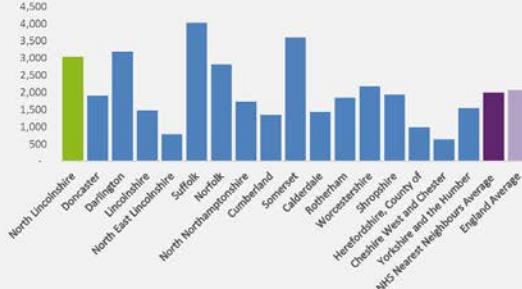
Completed ST-MAX

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Number completed ST-MAX from new clients per 100,000 population 18-64



Number completed ST-MAX from new clients per 100,000 population 65+

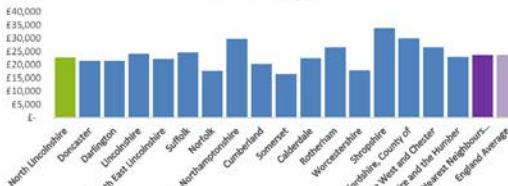


- ✓ Number completed ST-MAX from new clients per 100,000 population 18-64 is 422% higher than the NHS Nearest Neighbour Group Average and 301% higher than the England Average
- ✓ Number completed ST-MAX from new clients per 100,000 population 65+ is 52% higher than the NHS Nearest Neighbour Group Average and 47% higher than the England Average

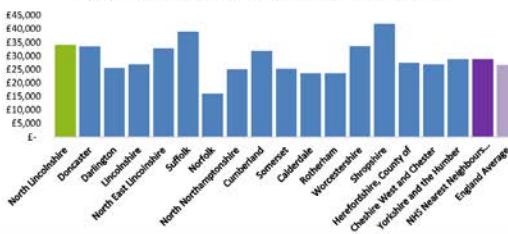
Average Spend on 18-64 Adults in Long Term Support

Peopletoo
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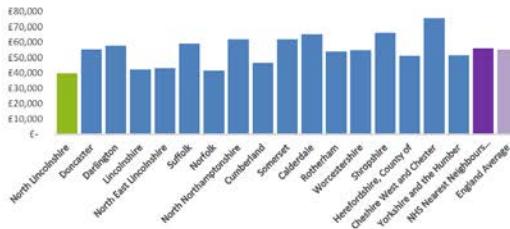
18-64 Physical, Sensory, Memory & Cognition and Social average spend on Long Term Support



18-64 Mental Health average spend on Long Term Support



18-64 Learning Disabilities average spend on Long Term Support



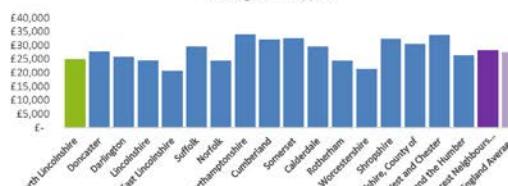
- ✓ Average spend on LD was 29% lower than the NHS Nearest Neighbour average, 23% lower than the regional average and 28% lower than the England average
- ✓ 18-64 Mental Health average spend on Long Term Support was 19% higher than the NHS Nearest Neighbour average and the regional average and 28% higher than the England Average

110

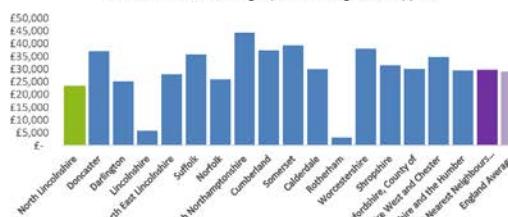
Average Spend on 65+ Adults in Long Term Support

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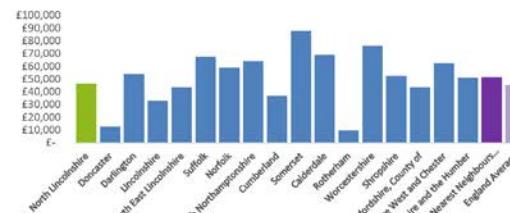
65+ Physical, Sensory, Memory & Cognition and Social average spend on Long Term Support



65+ Mental Health average spend on Long Term Support



65+ Learning Disability average spend on Long Term Support

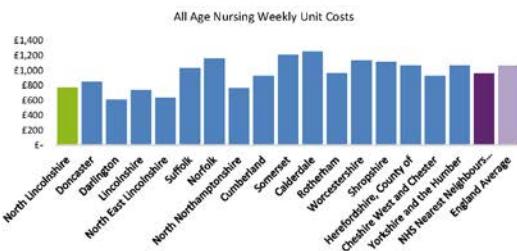
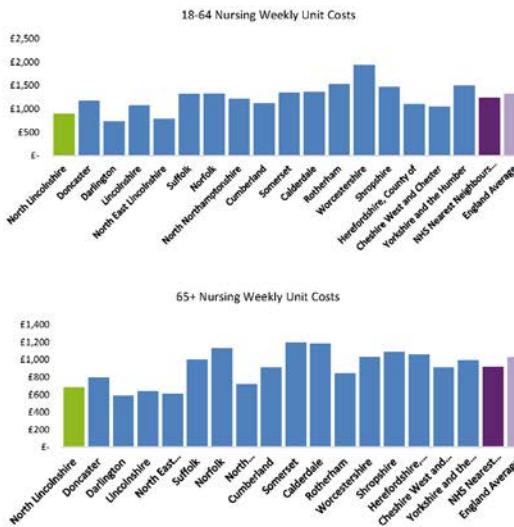


- ✓ Average spend on Physical, Sensory, Memory & Cognition and Social was 11% lower than the NHS Nearest Neighbour average, 5% lower than the regional average and 9% below the England average
- ✓ Average spend on LD was 10% lower than the NHS Nearest Neighbour average and the regional average and 2% higher than the England average
- ✓ 65+ Mental Health average spend on Long Term Support was 22% lower than the NHS Nearest Neighbour average, 21% lower than the regional average and 20% lower than the England Average

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ASCFR Adult Social Care Demand – Nursing Unit Costs

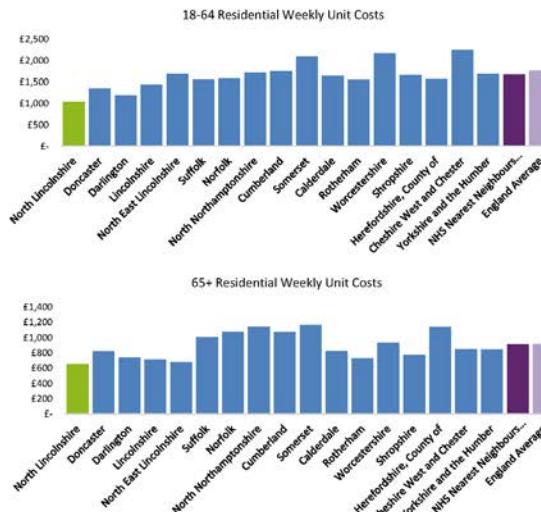
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- ✓ 18-64 Nursing Weekly Unit Costs are 27% lower than the NHS Nearest Neighbour Average and 32% lower than the England Average
- ✓ All Age Nursing Weekly Unit Costs are 20% lower than the NHS Nearest Neighbour Average and 28% lower than the England Average
- ✓ 65+ Nursing Weekly Unit Costs are 25% lower than the NHS Nearest Neighbour Average and 33% lower than the England Average

ASCFR Adult Social Care Demand – Residential Unit Costs

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- ✓ 18-64 Residential Weekly Unit Costs are 38% lower than the NHS Nearest Neighbour Average and 41% lower than the England Average
- ✓ All Age Residential Weekly Unit Costs are 32% lower than the NHS Nearest Neighbour Average and 35% lower than the England Average
- ✓ 65+ Residential Weekly Unit Costs are 28% lower than the NHS Nearest Neighbour Average and 29% lower than the England Average



APPENDIX G: NEWTON LGR IMPACT ON PEOPLE SERVICES



Local Government Reform: Impact on People Services

Interactive Model

Issued May 2025

Disclaimer

This dashboard is provided by Newton for illustrative and informational purposes only. It is intended to present data in a consolidated format to support general understanding and exploration.

Any modifications, alterations or customisations made by users to the dashboard—whether to its structure, data, visualisations or functionality—are undertaken entirely at the user's own risk. Newton accepts no responsibility or liability for the impact of such changes, including but not limited to any resulting inaccuracies, misrepresentations or diminished usability of the dashboard.

By using this tool, you acknowledge and agree that Newton shall not be held liable for any loss, damage or consequences arising from your use of the dashboard or any changes made to it. The results present here are based on the data that has been provided, or otherwise made available to us, and no information contained within it should be treated as a recommendation to any Council or other authority. Responsibility for all business decisions including decisions on improvement actions (and for the acts themselves) rests solely with the Council or other authority making such decision.

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 [Back to previous page](#)

Interpreting the dashboard

This highlights the key terminology used throughout this dashboard.

Projections

This analysis focusses on the impact of LGR for day 1 (2025) as well as future demand (2030 and 2040).

- **Day 1:** Day 1 refers to what would happen to demand and cost on the day that LGR takes effect. This has been done taking the data provided and projecting to 2025. This refers to the initial demand and costs expected to be distributed to each unitary authorities at this point.
- **Future demand:** Demand and cost has been projected out to 2030 and 2040 to illustrate how this may change over time. This is to show the different growth rates and highlight the sustainability of proposed unitary authorities. For detailed methodology, please see the user guide.

People-based services terminology

- **Supported person / total demand:** This refers to someone who is currently receiving support from the council. Adult Social Care: an individual receiving long term support. Children's Social Care: Children in Care (CIC), as well as young people on a Child Protection Plan, Child in Need plan or receiving an early help intervention; for SEND: this is a young person with an EHC.
- **Prevalence:** The amount of the population that is supported by the council, represented as number per 10,000 of the relevant population (e.g. working age adults).
- **Ordinary residence:** Where current residing address (e.g. a residential care home) is different to the originating address of future demand (i.e. the supported person's initial residence prior to social care support) and demand therefore re-balances over time due to ordinary residence rules.

Executive summary terminology

- **Baseline:** The current boundaries of the council as well as any neighbouring unitary authorities that are included as part of any proposed scenarios. Where comparisons are made, this refers to the values associated with this scenario.
- **Total predicted spend per scenario:** This shows the combined spend per scenario predicted by the model for people-based services. This includes both placement costs and staffing costs for staff working directly on supporting service users (where this has been provided). Staffing costs for other teams, such as IT or legal teams, are not included as part of this work.
- **Spend per resident:** This the spend per resident per year where spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities.
- **Growth in number of residents supported by people services:** This is the growth in total number of people supported by people-based services from 2025-2040. Population supported by people-based services is defined in the people-based services terminology.

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Scenario Builder

Select the makeup of the proposed authorities.

Please select districts to form up to four proposed unitary authorities. All four unitary authorities do not need to be filled. The graphs and analyses on subsequent pages will be based on your selections here.

Unitary A: selection

Search

Boston

East Lindsey

Lincoln

North East Lincolnshire

North Kesteven

North Lincolnshire

South Holland

South Kesteven

West Lindsey

Unitary B: selection

Search

Boston

East Lindsey

North Kesteven

South Holland

South Kesteven

Unitary C: selection

Search

No results found

Unitary D: selection

Search

No results found

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Executive Summary

Key Insights

This page shows the total spend for the scenario and comparison to the baseline case, as well as showing the variation in key metrics between proposed unitary authorities. This is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.



Menu

[Executive Summary](#)

[Overview: Spend](#)

[Overview: Demand](#)

Year selector

2025

2040

Number of unitaries selected
2

Combining the two proposed unitary authorities selected, in 2025:

Total spend across unitaries

£533.19M

Change from baseline

-£172K

% change from baseline

-0.03%

Variance between the two proposed unitaries selected:

	Maximum	Minimum	Difference
Spend per resident (2025)	£511.09	£436.68	£74.42...
% of total population supported by people services (2025)	4.1%	3.7%	0.4%
Growth in number of residents supported by people services (2025 - 2040)	9.7%	8.4%	1.3%

• **Spend per resident:** This is the spend per resident per year, where spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities.

• **% of the total population supported by people services** refers to Adult Social Care: long term support, Children's Social Care: Children in Care, Child Protection Plans, Child in Need; plans and early Help; SEND: child or young person supported by an Education, Health and Care Plan.

• **Growth in number of residents supported by people services (2025 - 2040):** The change in the total number of residents supported (using the definitions above).

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Executive Summary

Key Insights

This page shows the total spend for the scenario and comparison to the baseline case, as well as showing the variation in key metrics between proposed unitary authorities. This is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.



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Menu

- Executive Summary
- Overview: Spend
- Overview: Demand

Year selector | 2025 | 2040

Number of unitaries selected
2

Combining the two proposed unitary authorities selected, in 2040:

Total spend across unitaries

£1.08bn

Change from baseline

-£197K

% change from baseline

-0.02%

Variance between the two proposed unitaries selected:

	Maximum	Minimum	Difference
Spend per resident (2040)	£1.01K	£850.41	£156.04...
% of total population supported by people services (2040)	4.4%	3.8%	0.5%
Growth in number of residents supported by people services (2025 - 2040)	9.7%	8.4%	1.3%

- **Spend per resident:** This is the spend per resident per year where spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities.
- **% of the total population supported by people services:** refers to Adult Social Care: long term support, Children's Social Care: Children in Care, Child Protection Plans, Child in Need plans and Early Help, SEND: child or young person supported by an Education, Health and Care Plan.
- **Growth in number of residents supported by people services (2025 - 2040):** The change in the total number of residents supported (using the definitions above).

Landing Page | Terminology | Scenario Builder | Executive Summary | Demographics | Adult Social Care | Children's Social Care | SEND & Education | Housing

Executive Summary

Overview: Spend

This page shows the key spend metrics across proposed unitary authorities and the baseline case. Here spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities. The model only accounts for the additional uplift in staffing costs for delivery teams and we would expect an additional increase from other teams, such as IT or legal teams, that have not been modelled in this analysis. This is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes. A future inflation rate of 3.33% has been assumed.

Menu

- Executive Summary
- Overview: Spend
- Overview: Demand



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Proposed authority	Total spend 2025	Spend per resident, 2025	Spend per resident, vs baseline, 2025 (%)	Total spend 2040	Spend per resident, 2040	Spend per resident, vs baseline, 2040 (%)
Baseline	£533.4M	£472		£1.1bn	£924	
Unitary A	£273.6M	£511	8.3%	£550.6M	£1,006	9.0%
Unitary B	£259.6M	£437	-7.5%	£528.6M	£850	-7.9%
Unitary C	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)
Unitary D	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)

If this page is blank or displays zero, it means no information was provided. For any methodology queries please see the methodology section of the user guide.

Landing Page | Terminology | Scenario Builder | Executive Summary | Demographics | Adult Social Care | Children's Social Care | SEND & Education | Housing

Executive Summary

Overview: Demand

The % of the Total Population supported by people services refers to Adult Social Care: long term support, Children's Social Care: Children in Care, Child Protection Plans, Child in Need plans and Early Help provision, SEND: child or young person supported by an Education, Health and Care Plan.

Menu

- Executive Summary
- Overview: Spend
- Overview: Demand

Proposed authority	% of total pop. supported by people services, 2025	# Total (2025)	# ASC (2025)	# CSC (2025)	# SEND (2025)	% growth in demand (2025 - 2040)
Baseline	3.9%	43.61K	13.06K	18.20K	12.34K	9.0%
Unitary A	4.1%	21.74K	6.56K	9.24K	5.94K	9.7%
Unitary B	3.7%	21.86K	6.50K	8.96K	6.40K	8.4%
Unitary C	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)
Unitary D	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)	(Blank)

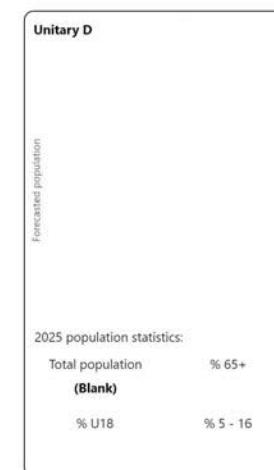
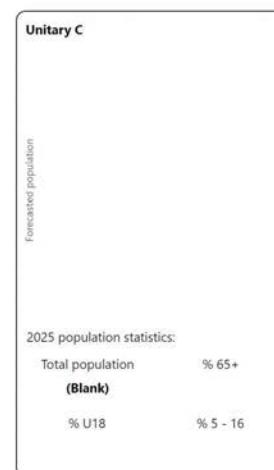
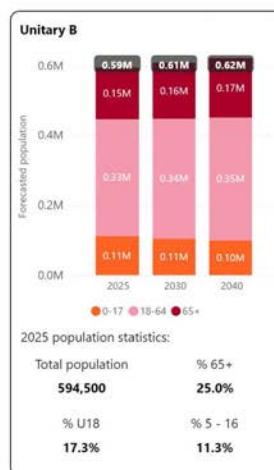
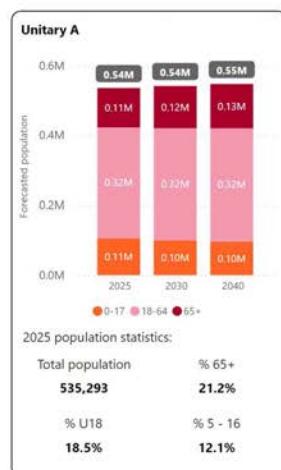
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- Landing Page
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Demographics

Summary page

This page shows the key demographics of the proposed unitary authorities and underlying population trends.



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Adult Social Care

Summary page

The scope of this section is to provide insight into the likely impacts of each proposed scenario on Adult Social Care, covering demand, cost and quality over the next 15 years. This page shows the key spend metrics across proposed unitary authorities for Adult Social Care. Here spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities.

Menu

- Adult Social Care**
- OA: Demand by type
- OA: Unit Costs
- WAA: Demand by type
- WAA: Unit Costs
- ASC: Capacity

Proposed authority	Spend per resident 2025	Spend per resident 2040	Predicted spend 2025	Predicted spend 2040	% spend growth 2025-2040
Unitary A	£210	£368	£112.2M	£201.4M	79%
Unitary B	£182	£311	£108.1M	£193.0M	79%
Unitary C	(Blank)	(Blank)	(Blank)	(Blank)	
Unitary D	(Blank)	(Blank)	(Blank)	(Blank)	

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Adult Social Care

Older Adults: Demand by type

This page shows the expected demand for Older Adults in 2025, 2030 and 2040. The prevalence shown is demand per 10,000 Older Adults. Demand is shown by care setting and can be selected using the filters on the page.



Adult Social Care

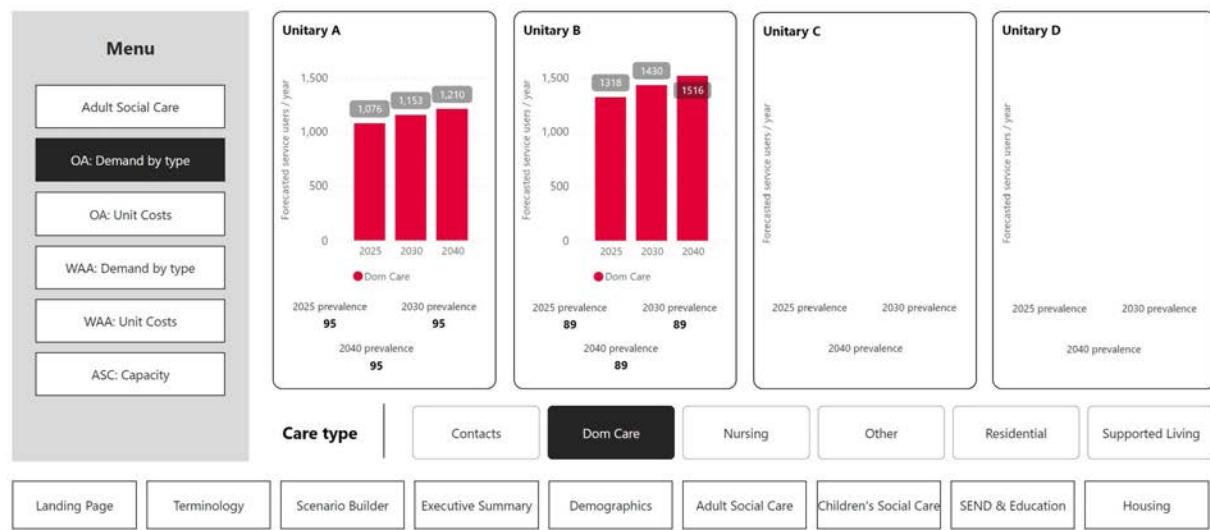
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Adult Social Care

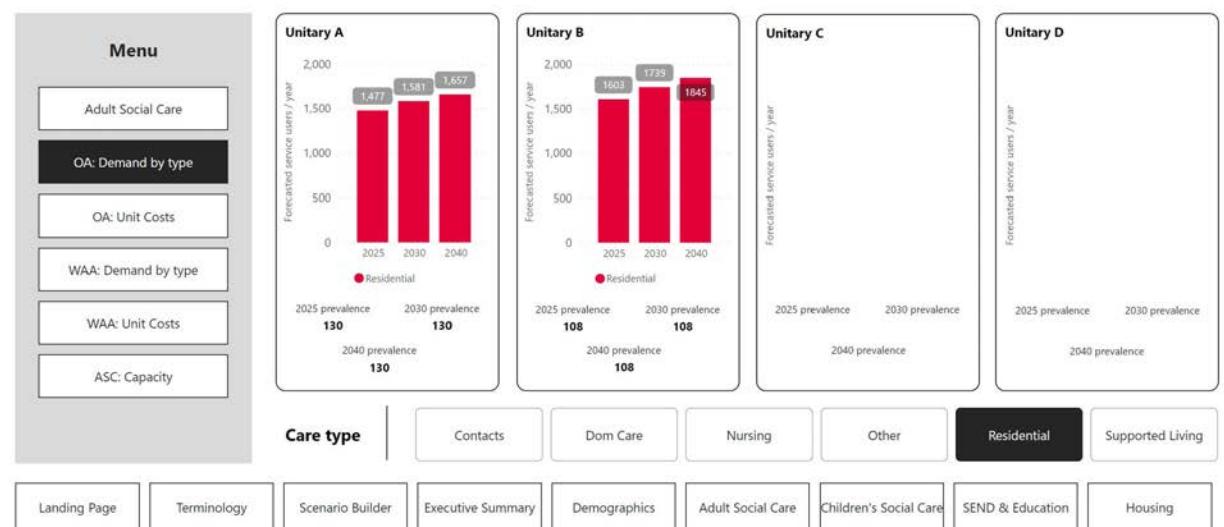
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Adult Social Care

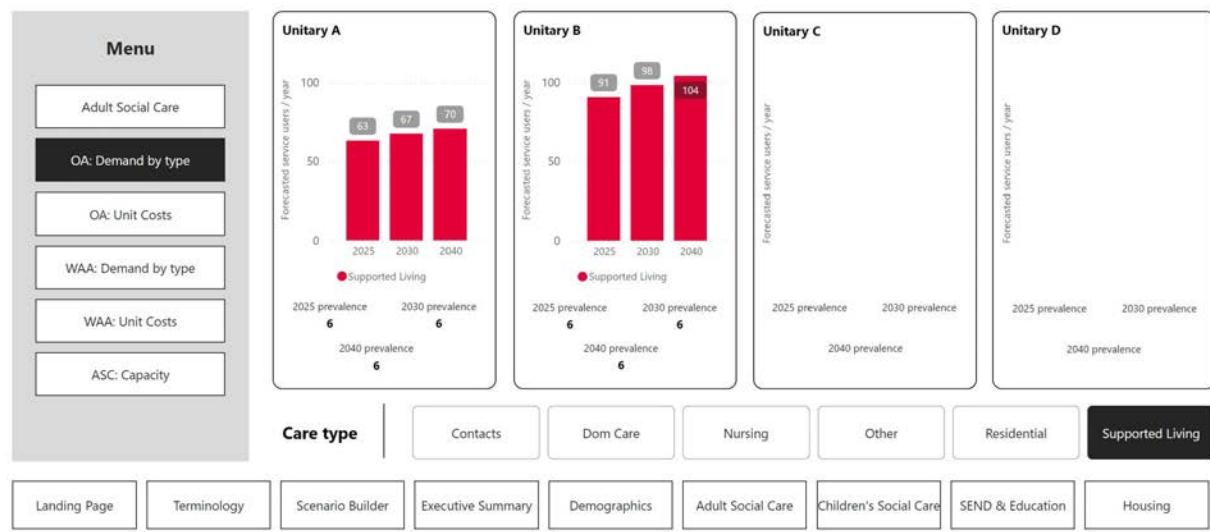
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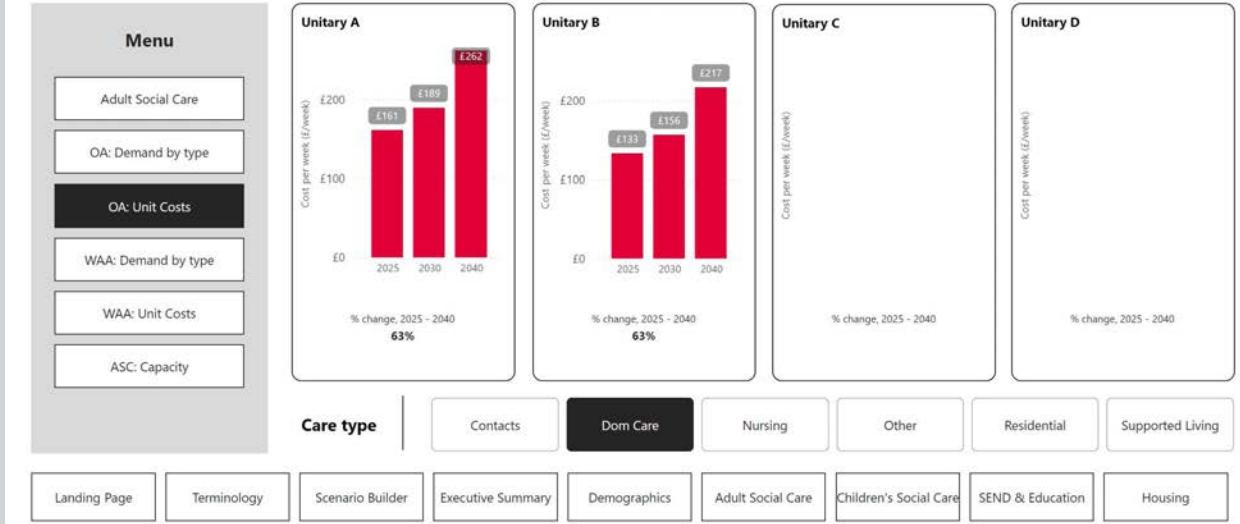
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Adult Social Care

Older Adults: Unit Cost Variation and Forecasting

The charts show a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided. For each proposed unitary formation unit price forecasts are based on a real-terms average of the previous cost data provided. Care setting can be selected using filters on the page below.



Adult Social Care

Older Adults: Unit Cost Variation and Forecasting

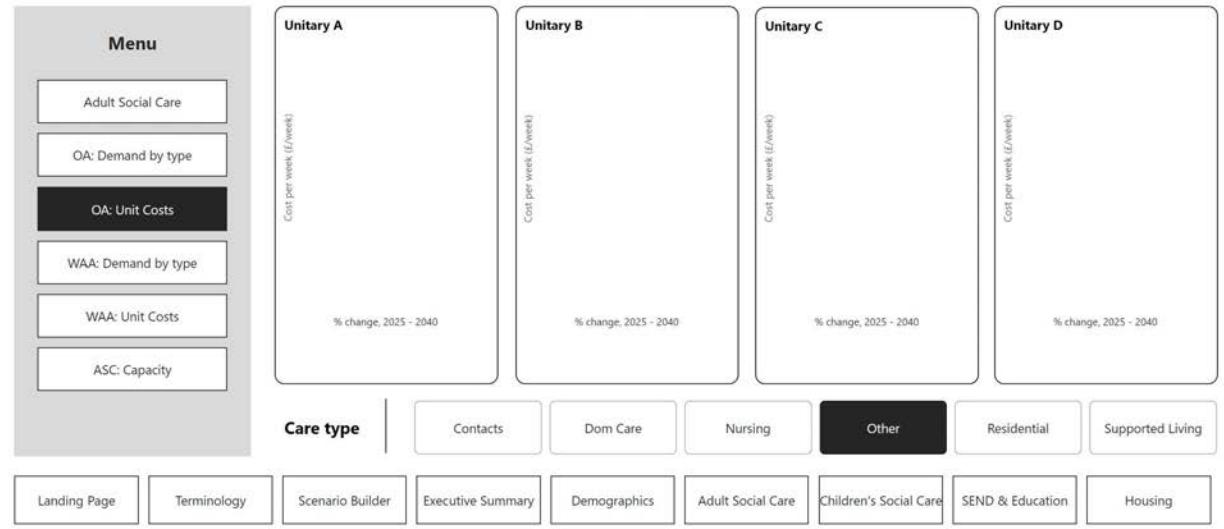
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Adult Social Care

Working Age Adults: Demand by type

This page shows the expected demand for Working Age Adults in 2025, 2030 and 2040. The prevalence shown is demand per 10,000 Working Age Adults. Demand is shown by care setting and can be selected using the filters on the page.



Adult Social Care

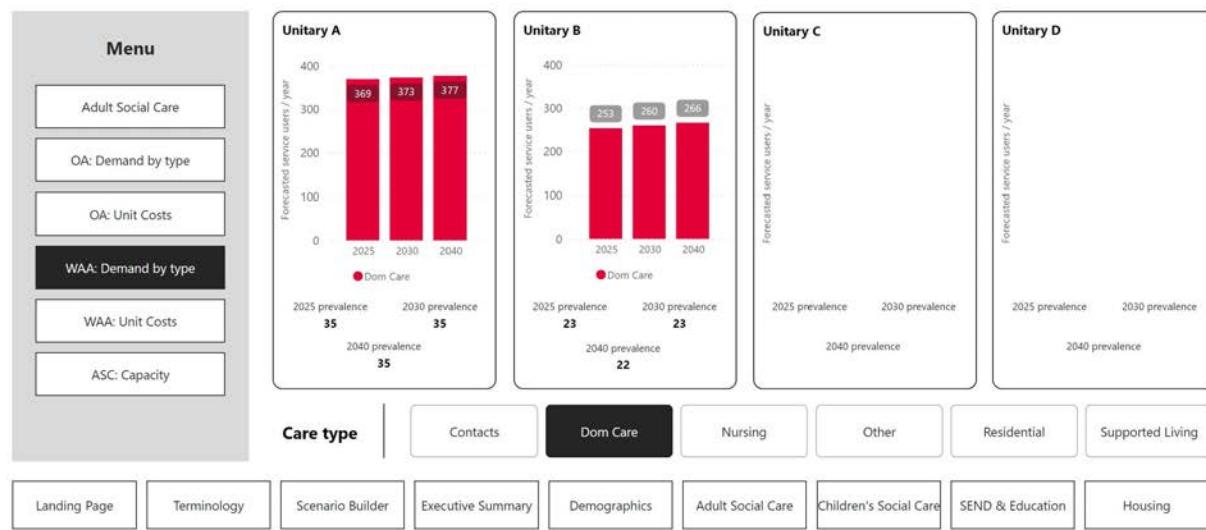
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Adult Social Care

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This page shows the expected demand for Working Age Adults in 2025, 2030 and 2040. The prevalence shown is demand per 10,000 Working Age Adults. Demand is shown by care setting and can be selected using the filters on the page.



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Adult Social Care

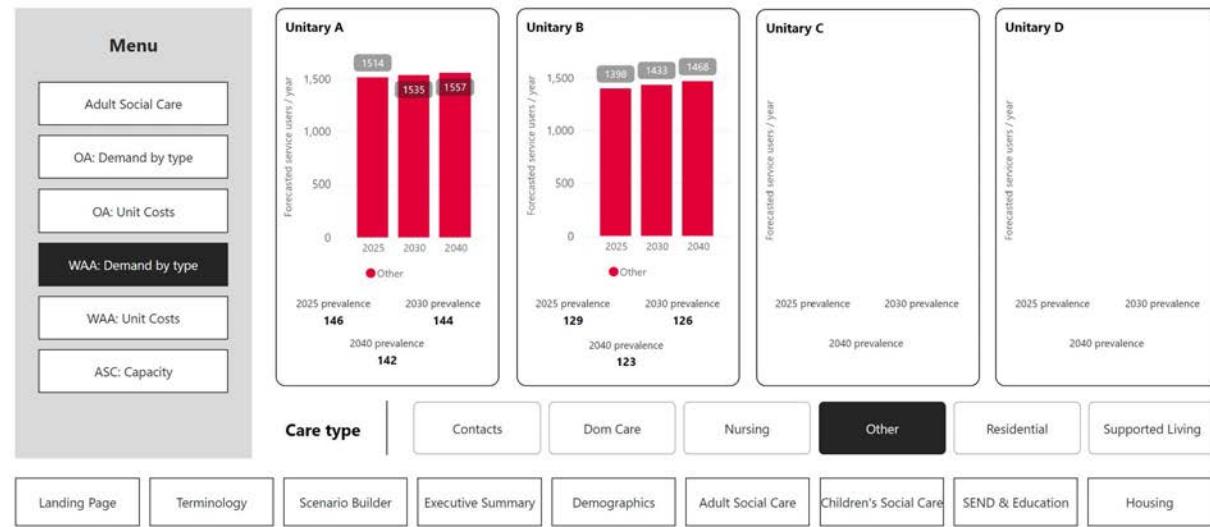
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Adult Social Care

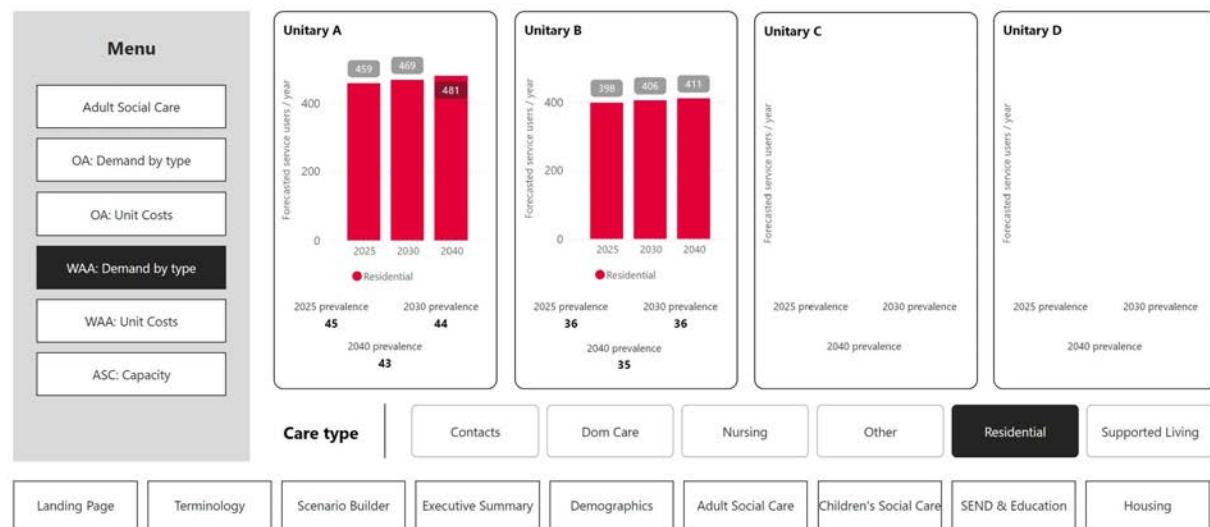
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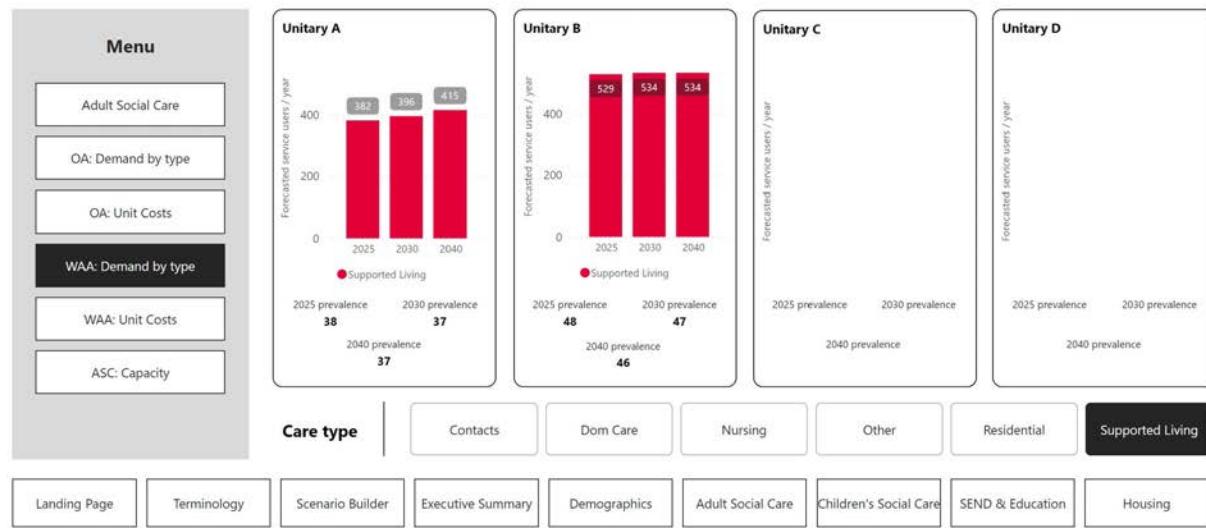
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Adult Social Care

Working Age Adults: Unit Cost Variation and Forecasting

The charts show a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided. For each proposed unitary formation unit price forecasts are based on a real-terms average of the previous cost data provided. Care setting can be selected using filters on the page below.



Adult Social Care

Working Age Adults: Unit Cost Variation and Forecasting

The charts show a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided. For each proposed unitary formation unit price forecasts are based on a real-terms average of the previous cost data provided. Care setting can be selected using filters on the page below.



Adult Social Care

Capacity

This analysis shows the expected % of available capacity required to support forecast demand for 2025 and 2040. This capacity also includes beds occupied in the private market and so exceeds council-only demand in most cases. Where there is a higher %, it means that a higher proportion of the available capacity is required to support the forecasted demand in that proposed authority. Where we are combining with neighbouring unitary authority and have not been provided with their data there is no capacity associated with that unitary.



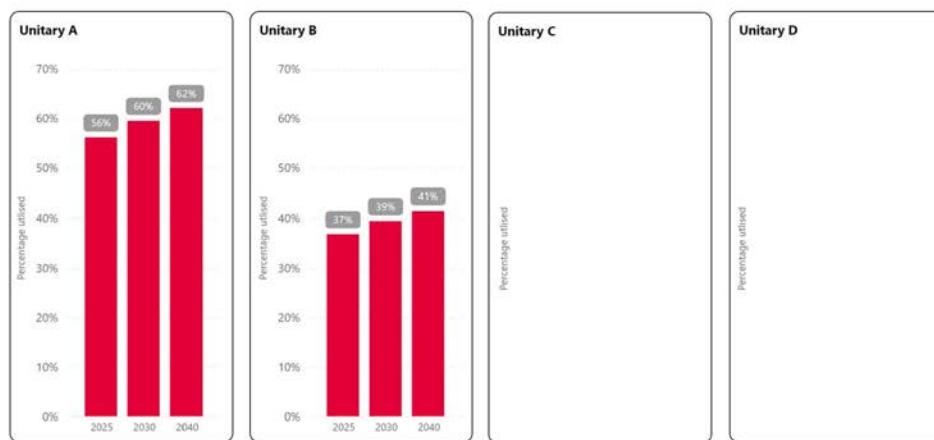
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See data

Menu

- Adult Social Care
- OA: Demand by type
- OA: Unit Costs
- WAA: Demand by type
- WAA: Unit Costs
- ASC: Capacity**



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Children's Social Care

Summary page

The scope of this section is to provide insight into the likely impacts of each proposed scenario on Children's Social Care, covering demand, cost and quality over the next 15 years. This page shows the key spend metrics across proposed unitary authorities for Children's Social Care. Here spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities.

Menu

- Children's Social Care**
- CSC: Demand (high level)
- CSC: Demand (Children in Care)
- CSC: Unit Costs
- CSC: Capacity

Proposed authority	Spend per resident 2025	Spend per resident 2040	Predicted spend 2025	Predicted spend 2040	% spend growth 2025-2040
Unitary A	£84	£121	£44.7M	£66.2M	48%
Unitary B	£63	£88	£37.6M	£54.7M	45%
Unitary C	(Blank)	(Blank)	(Blank)	(Blank)	
Unitary D	(Blank)	(Blank)	(Blank)	(Blank)	

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Children's Social Care

Demand by type (high level)

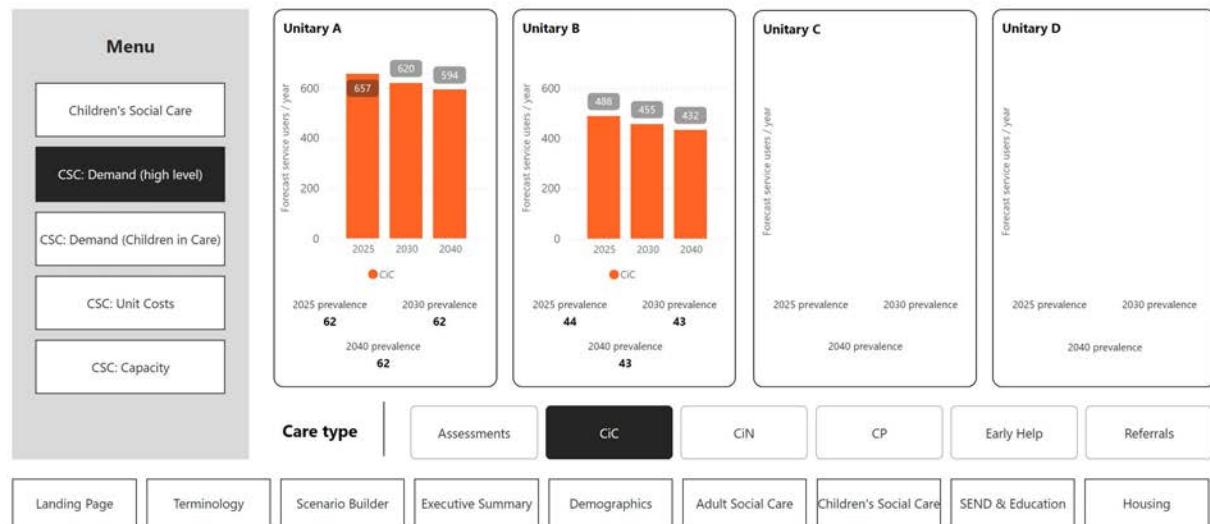
The following graphs show the expected demand for Children's Social Care in 2025, 2030 and 2040. The prevalences shown are demand per 10,000 U18 population. As this work has been performed without any personal identifiable data and caseload sizes for Children in Care settings are small, changes in the blend of settings with time have not been modelled. Demand is shown by care setting and can be selected using the filters on the page.



Children's Social Care

Demand by type (high level)

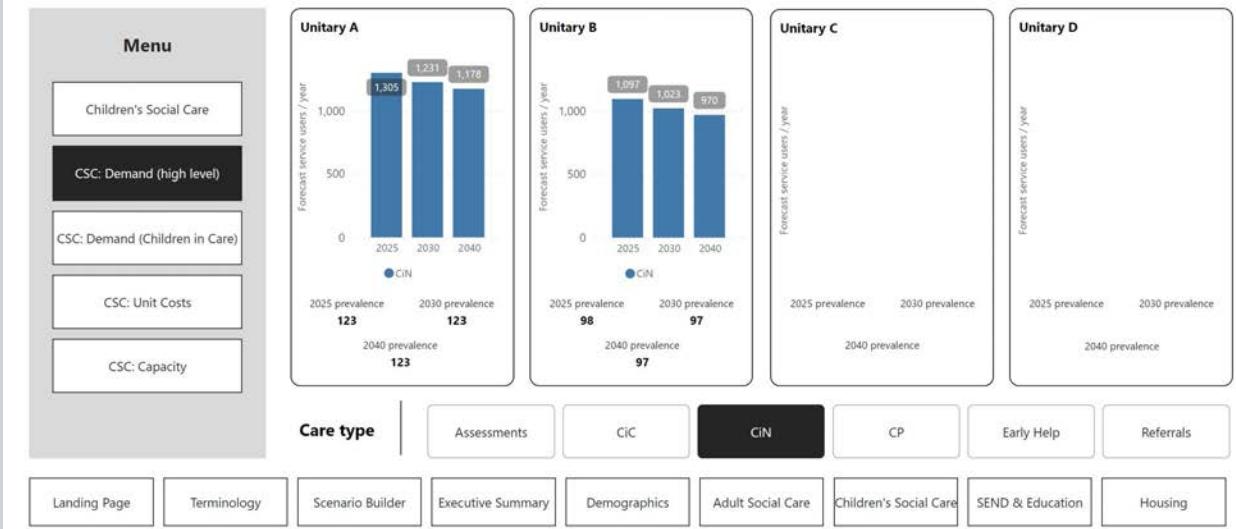
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Children's Social Care

Demand by type (high level)

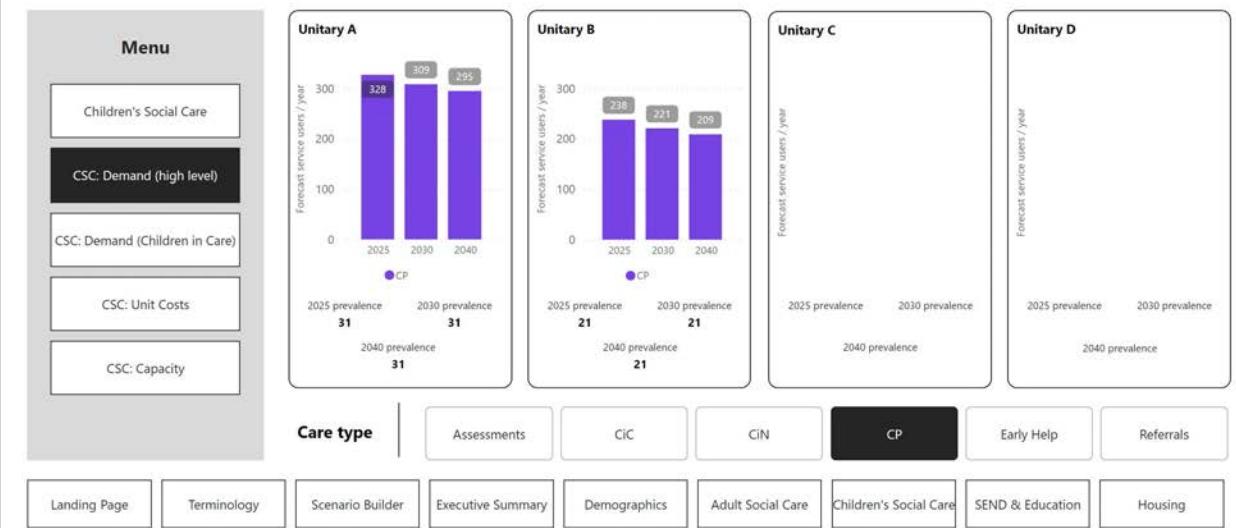
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Children's Social Care

Demand by type (high level)

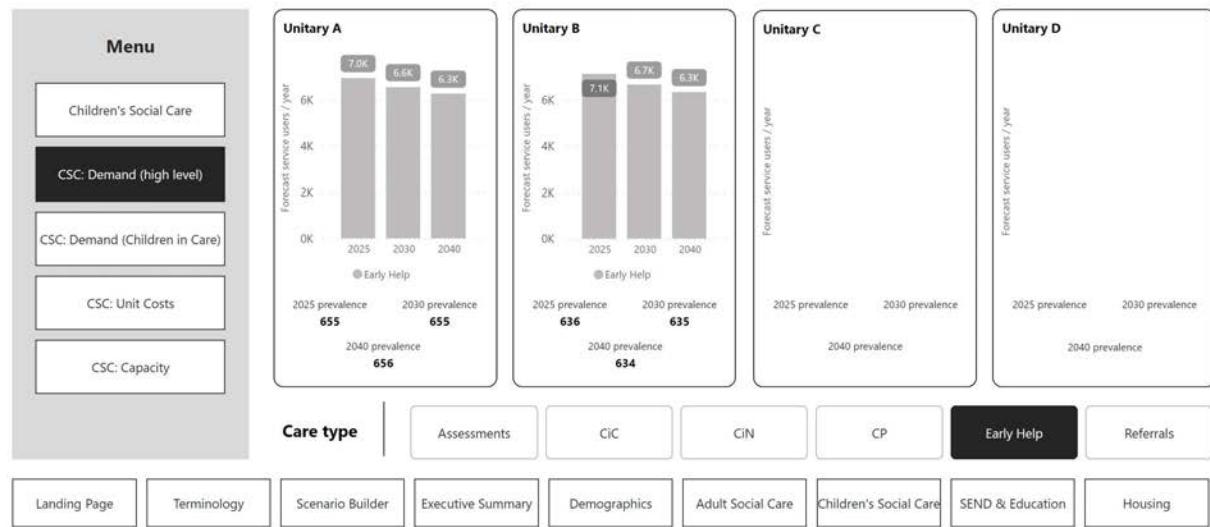
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Children's Social Care

Demand by type (high level)

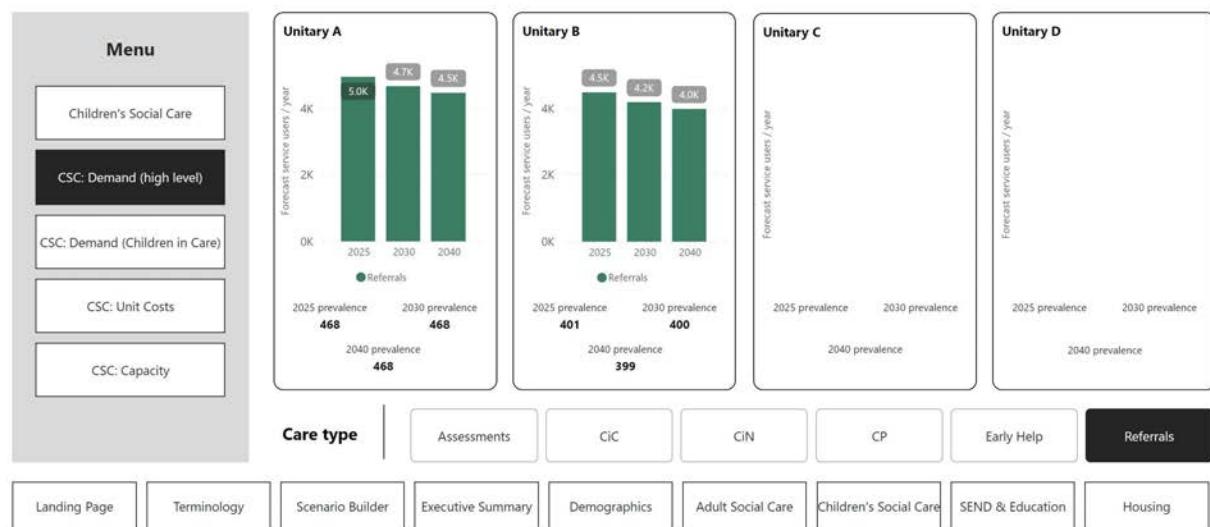
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Children's Social Care

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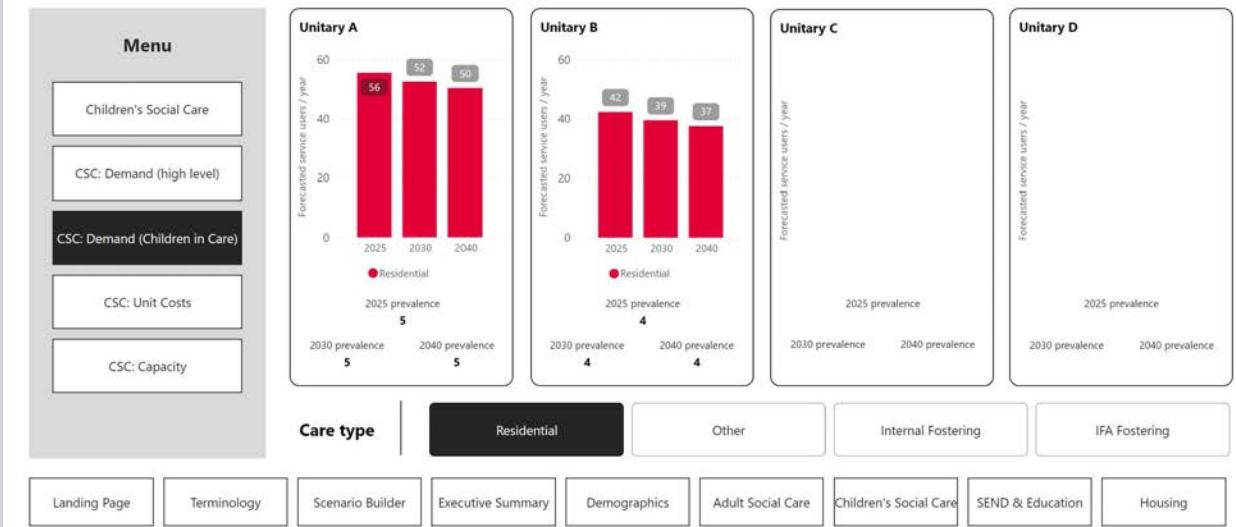
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Children's Social Care

Demand by type (Children in Care)

The following graphs show the expected demand for Children's Social Care in 2025, 2030 and 2040. The prevalences shown are demand per 10,000 U18 population. As this work has been performed without any personal identifiable data and caseload sizes for Children in Care settings are small, changes in the blend of settings with time have not been modelled. Demand is shown by care setting and can be selected using the filters on the page.



Children's Social Care

Demand by type (Children in Care)

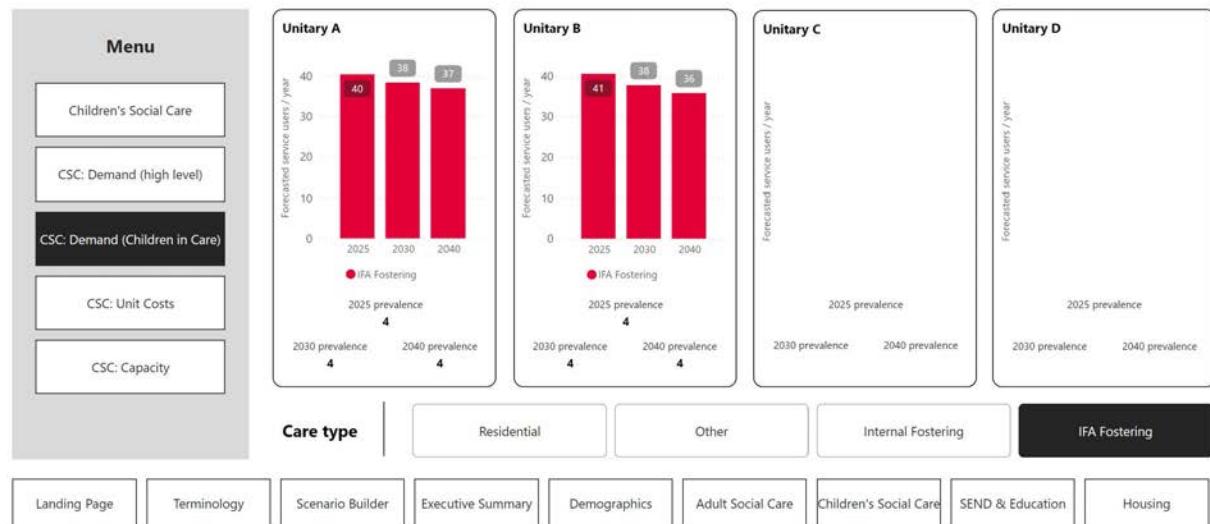
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Children's Social Care

Demand by type (Children in Care)

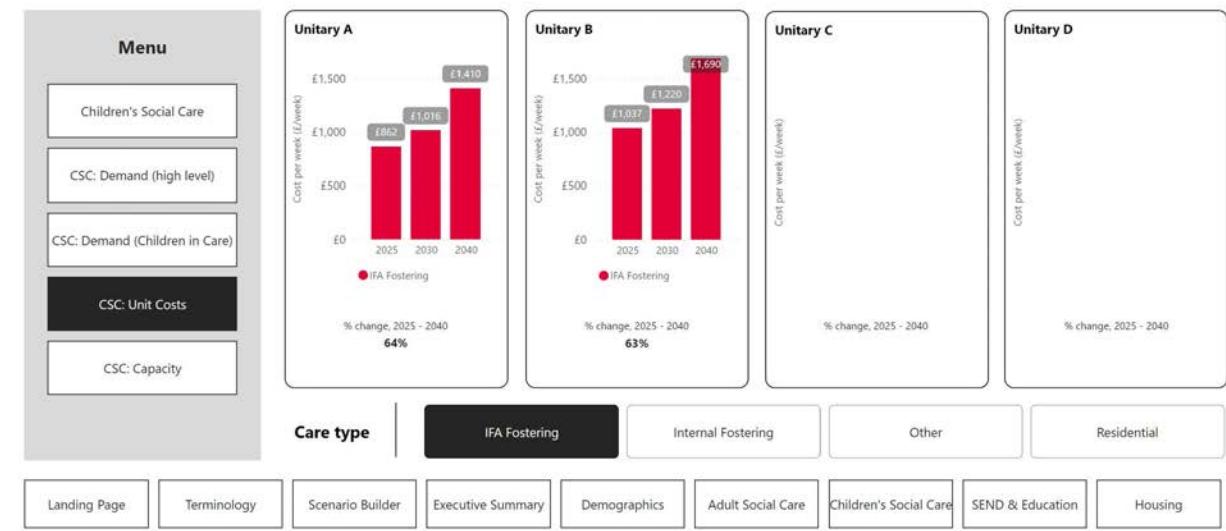
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Children's Social Care

Unit Cost Variation and Forecasting

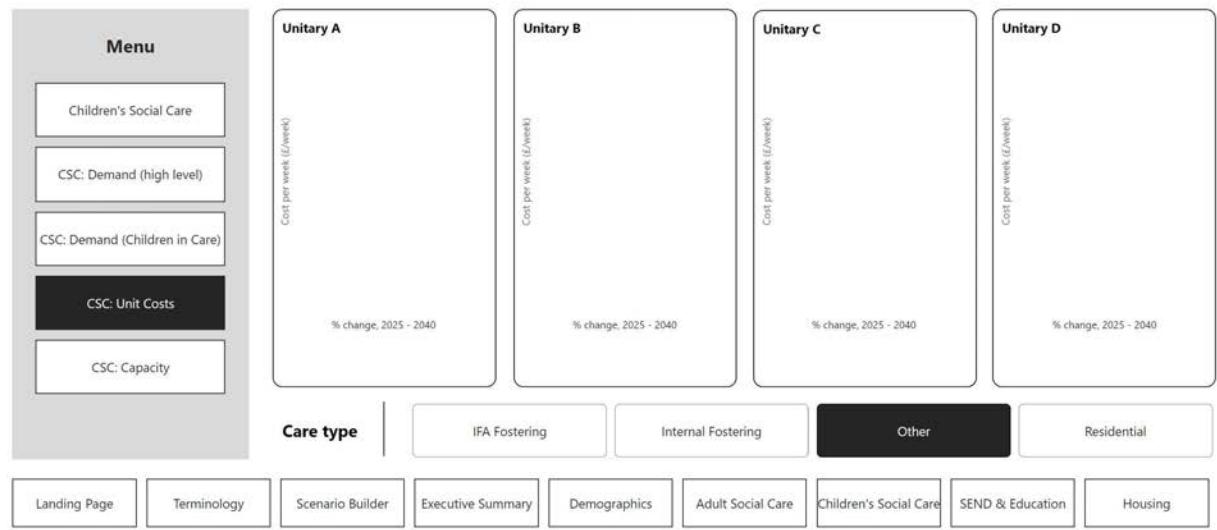
The table shows a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided. For each proposed unitary formation unit price forecasts are based on a real-terms average of the previous cost data provided. Care setting can be selected using filters on the page below.



Children's Social Care

Unit Cost Variation and Forecasting

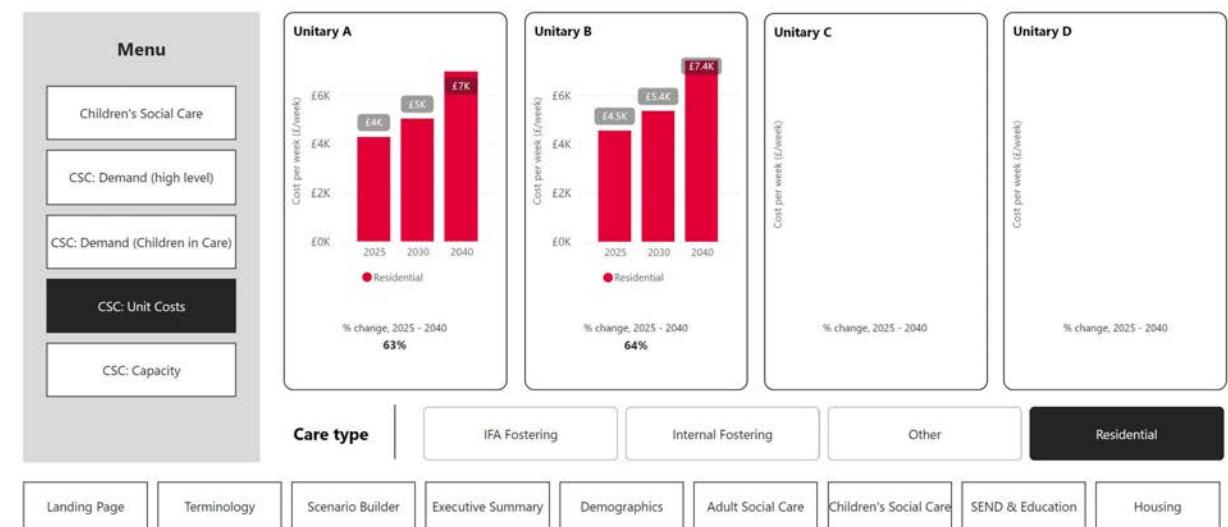
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Children's Social Care

Unit Cost Variation and Forecasting

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Children's Social Care

Capacity

The placement capacity for internal fostering has been compared to the expected Children in Care caseload size as determined by the model. Where there is a lower percentage, this indicates that a lower proportion of Children in Care can be supported in internal fostering in that proposed authority. Where we are combining with neighbouring unitary authority and have not been provided with their data there is no capacity associated with that unitary.



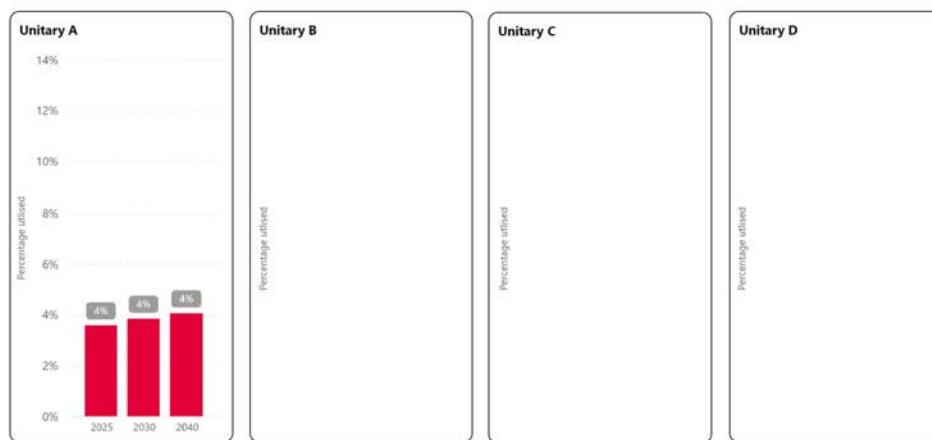
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See data

Menu

- Children's Social Care
- CSC: Demand (high level)
- CSC: Demand (Children in Care)
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SEND & Education

SEND: Summary page

This page shows the key spend metrics across proposed unitary authorities for SEND. Here spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities.



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Menu

- SEND: Summary**
- SEND: Demand for EHCPs
- SEND: Unit Costs
- SEND: Capacity
- Home to School Transport: Summary
- Home to School Transport: Demand
- Home to School Transport: Unit Costs
- Home Education, Absences & Exclusions

Proposed authority	Spend per resident 2025	Spend per resident 2040	Predicted spend 2025	Predicted spend 2040	% spend growth 2025-2040
Unitary A	£218	£517	£116.7M	£283.1M	143%
Unitary B	£192	£452	£113.9M	£280.9M	147%
Unitary C	(Blank)	(Blank)	(Blank)	(Blank)	
Unitary D	(Blank)	(Blank)	(Blank)	(Blank)	

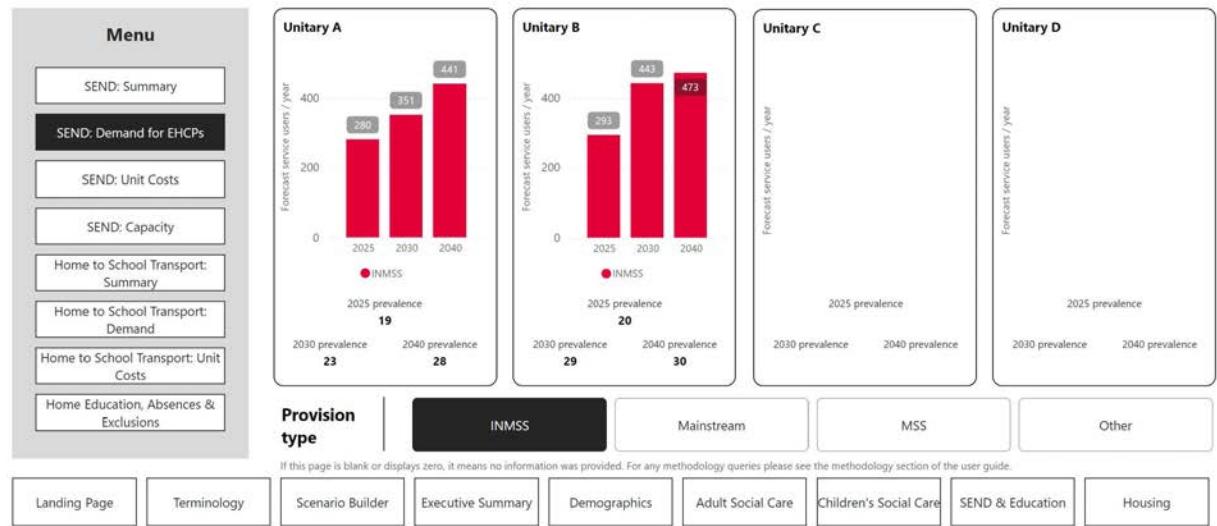
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SEND & Education

SEND: Demand for EHCPs by provision type

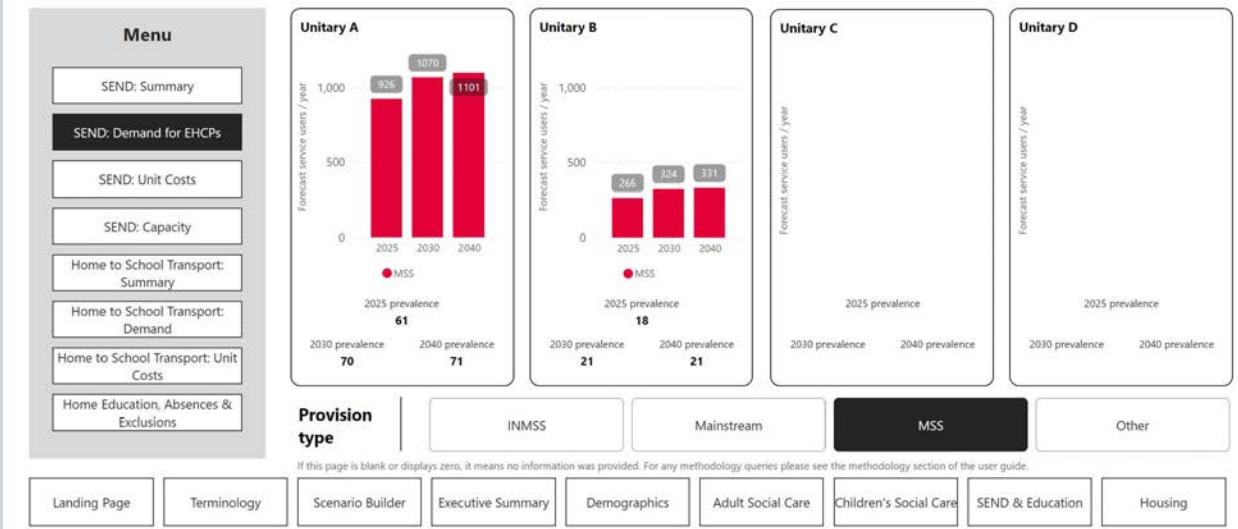
The following graphs show the expected demand for EHCPs in 2025, 2030 and 2040. The prevalence shown is demand per 10,000 under 25 population. This is expected to grow at the rate seen in the data provided; however, total prevalence is capped at 550 per 10,000. This is as it is expected that the current growth in demand will not continue beyond a certain point in the future. Demand is shown by provision type and can be selected using filters on the page below.



SEND & Education

SEND: Demand for EHCPs by provision type

The following graphs show the expected demand for EHCPs in 2025, 2030 and 2040. The prevalence shown is demand per 10,000 under 25 population. This is expected to grow at the rate seen in the data provided; however, total prevalence is capped at 550 per 10,000. This is as it is expected that the current growth in demand will not continue beyond a certain point in the future. Demand is shown by provision type and can be selected using filters on the page below.



SEND & Education

SEND: Unit Cost Variation and Forecasting

The table shows a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided. For each proposed unitary formation unit price forecasts are based on a real-terms average of the previous cost data provided. Provision type can be selected using filters on the page below.



SEND & Education

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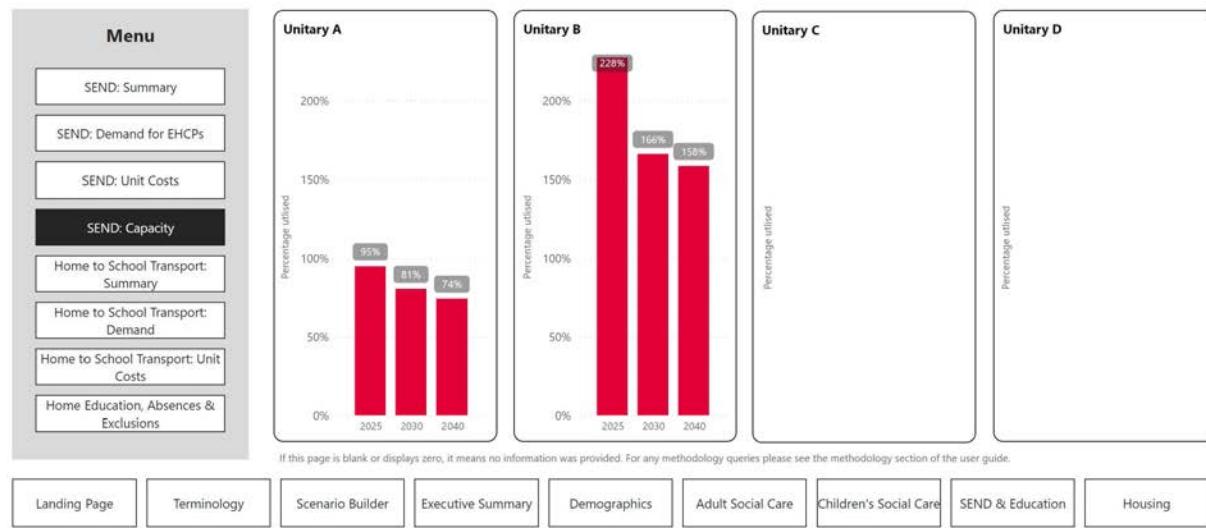


SEND & Education

Capacity in maintained special schools

This graph shows the percentage of children in maintained special schools (MSS) and independent non maintained special schools (INMSS) that can be supported in local authority owned special schools. Where there is a lower percentage, this indicates that a lower proportion of young people can be supported in maintained special schools in that proposed authority. Where we are combining with neighbouring unitary authority and have not been provided with their data there is no capacity associated with that unitary.

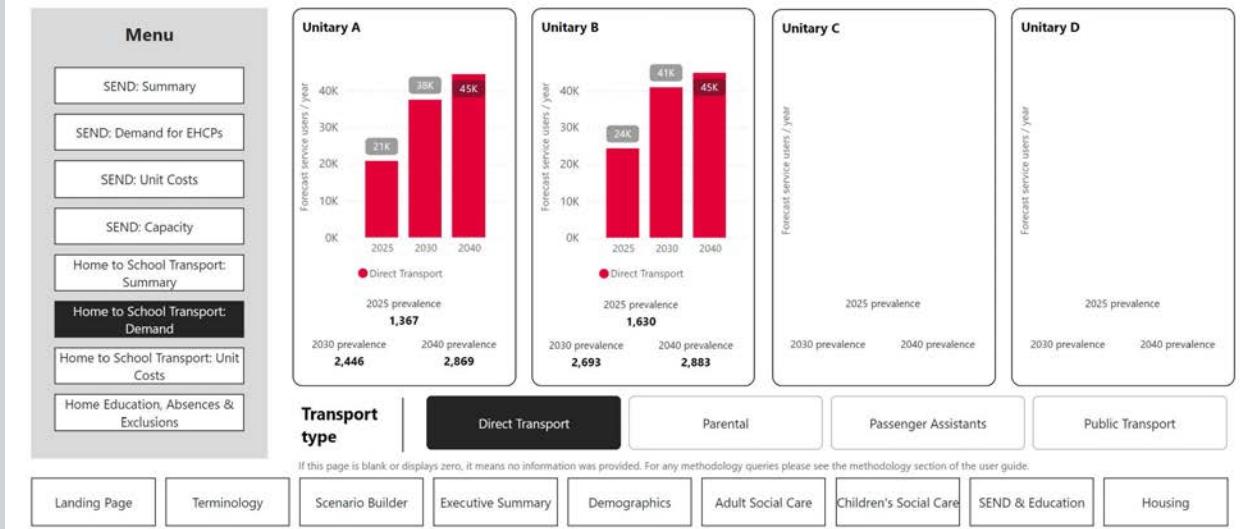
See data



SEND & Education

Home to School Transport: Demand

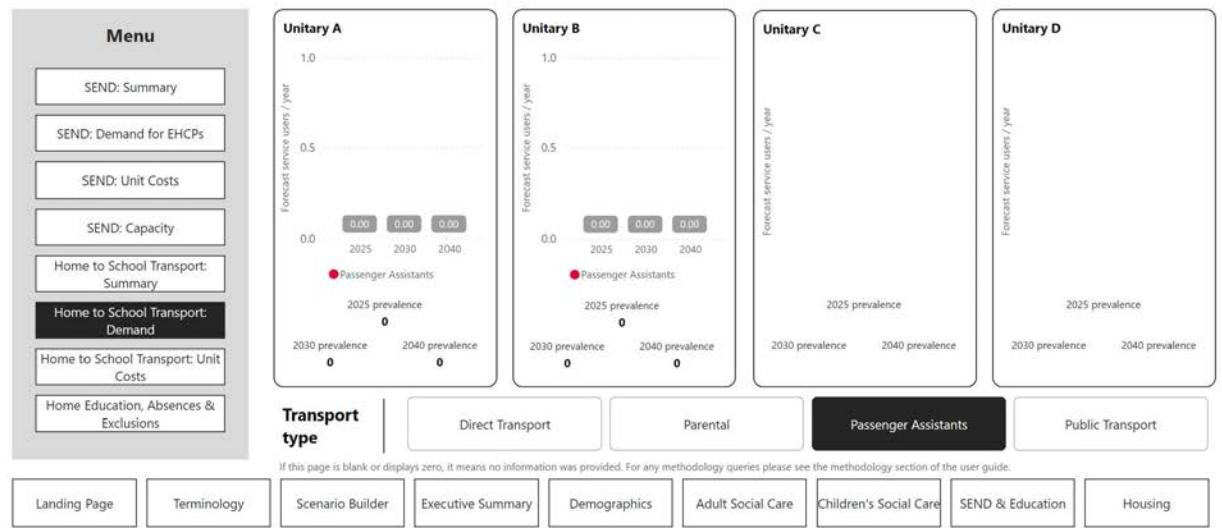
The following slides show the expected demand for home to school transport in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary as well as the increasing SEND demand. The prevalence shown is demand per 10,000 under 25 population. This grows over time as home to school transport is expected to grow with the increase in SEND prevalence. Demand is shown by transport type and can be selected using the filters on the page below.



SEND & Education

Home to School Transport: Demand

The following slides show the expected demand for home to school transport in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary as well as the increasing SEND demand. The prevalence shown is demand per 10,000 under 25 population. This grows over time as home to school transport is expected to grow with the increase in SEND prevalence. Demand is shown by transport type and can be selected using the filters on the page below.



SEND & Education

Home to School Transport: Service cost variation and forecasting

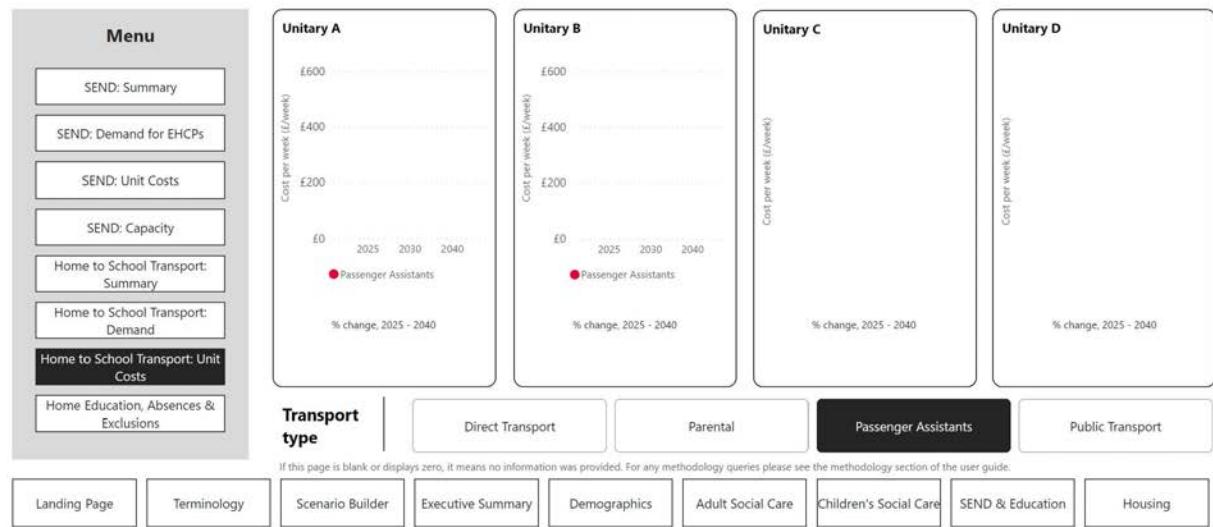
The table shows a breakdown of the average cost per week for each transport type over time in the proposed unitary formations. This has been calculated from the council data provided. For each proposed unitary formation unit price forecasts are based on a real-terms average of the previous cost data provided. This is shown by transport type and can be selected using the filters on the page below.



SEND & Education

Home to School Transport: Service cost variation and forecasting

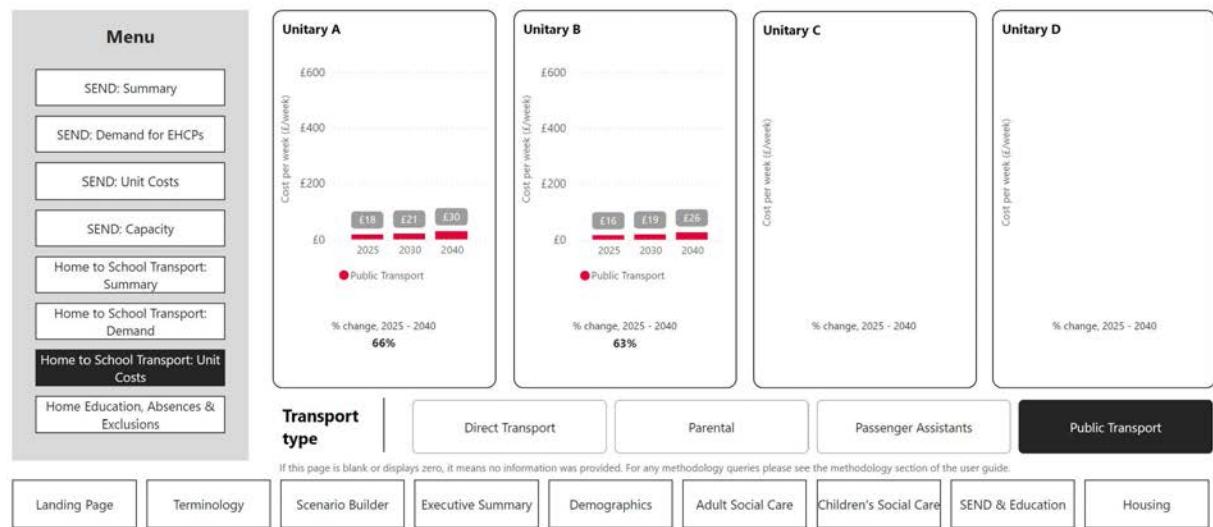
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SEND & Education

Home to School Transport: Service cost variation and forecasting

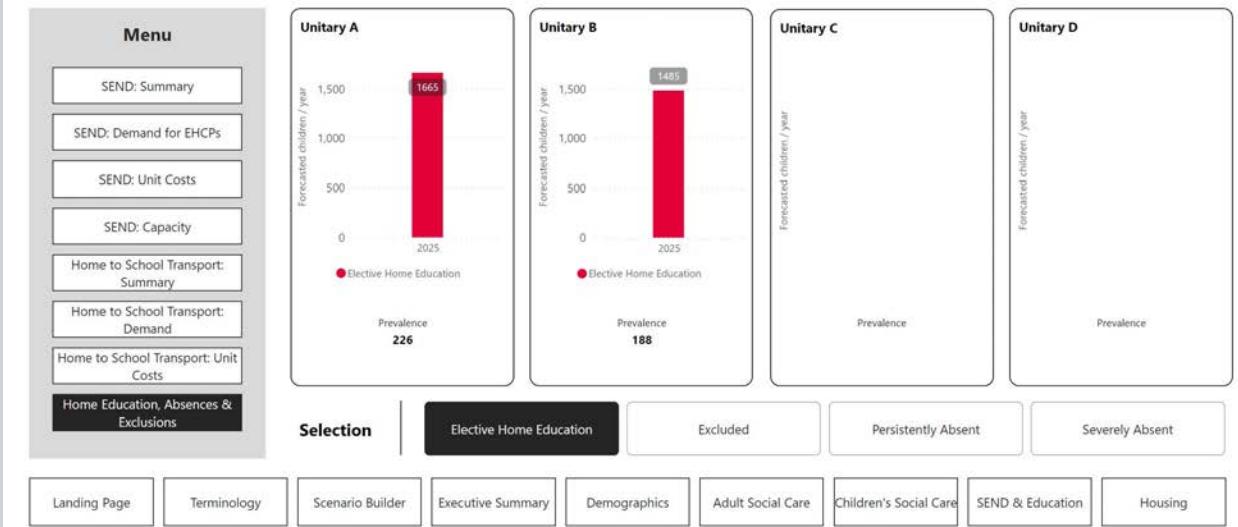
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SEND & Education

Home Education, Absences and Exclusions: Demand variation and forecasting

The following graphs show the expected home education, school exclusion, school absences and Children Missing Education (where data was available) in 2025, 2030 and 2040. The prevalence shown is demand per 10,000 school aged population. This is held constant over time.



SEND & Education

Home Education, Absences and Exclusions: Demand variation and forecasting

The following graphs show the expected home education, school exclusion, school absences and Children Missing Education (where data was available) in 2025, 2030 and 2040. The prevalence shown is demand per 10,000 school aged population. This is held constant over time.



SEND & Education

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SEND & Education

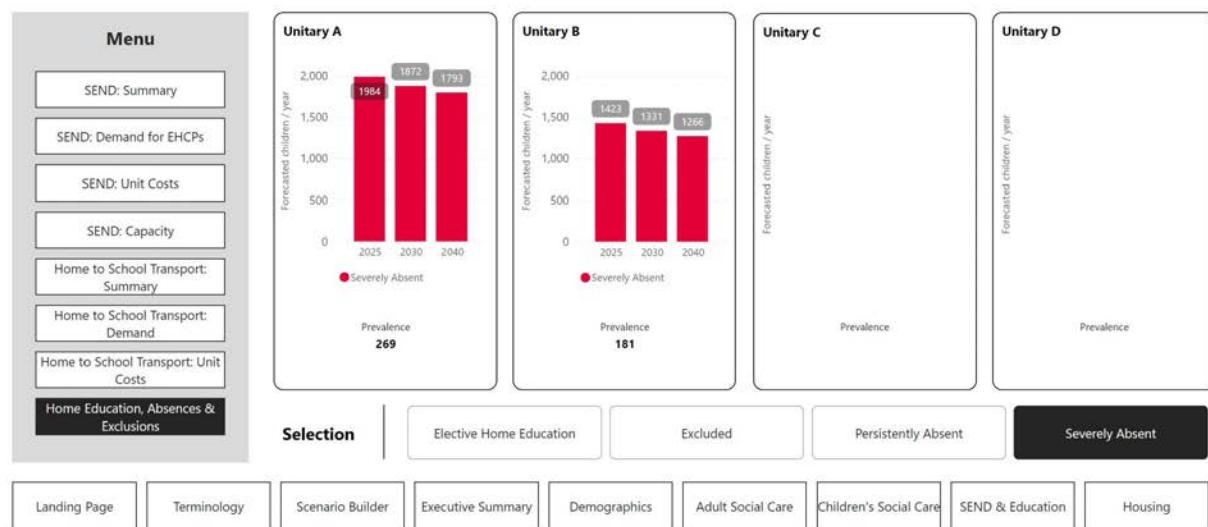
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COUNTY COUNCILS NETWORK

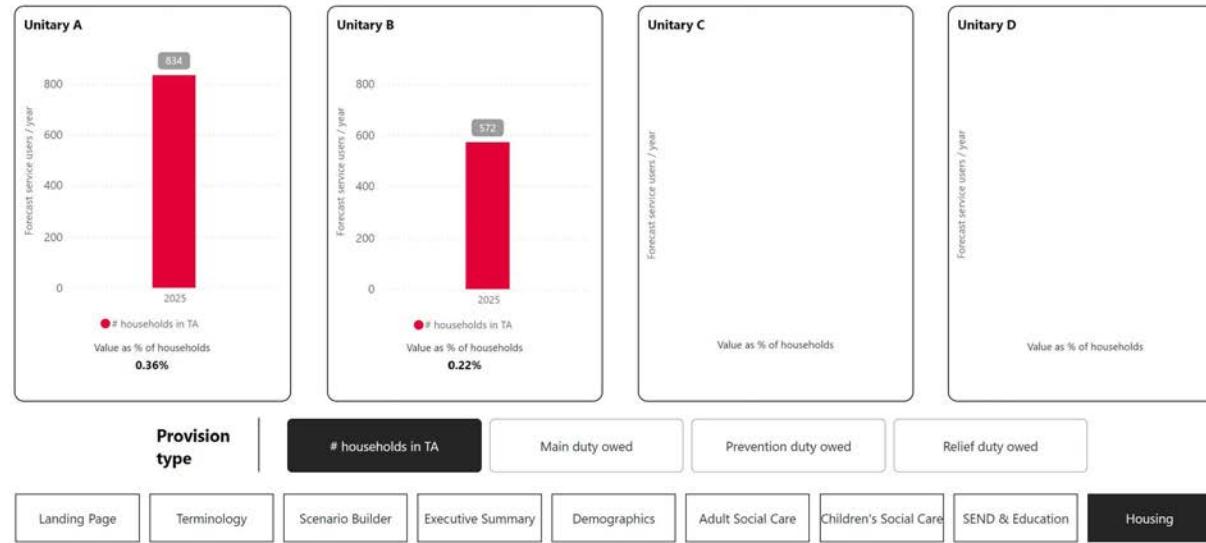
Newton⁺



Housing

Demand for homelessness support (day 1)

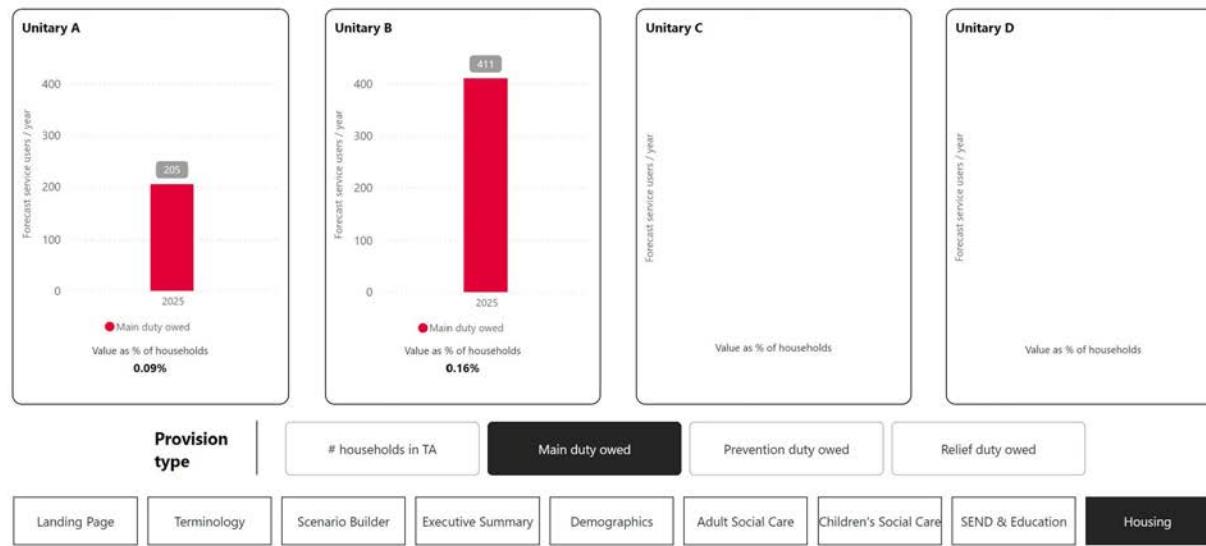
This analysis models the Day 1 demand for homelessness support across different scenarios, focusing on the type of duty required. Results are presented as both a percentage of total households and the total number of households affected.



Housing

Demand for homelessness support (day 1)

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Housing

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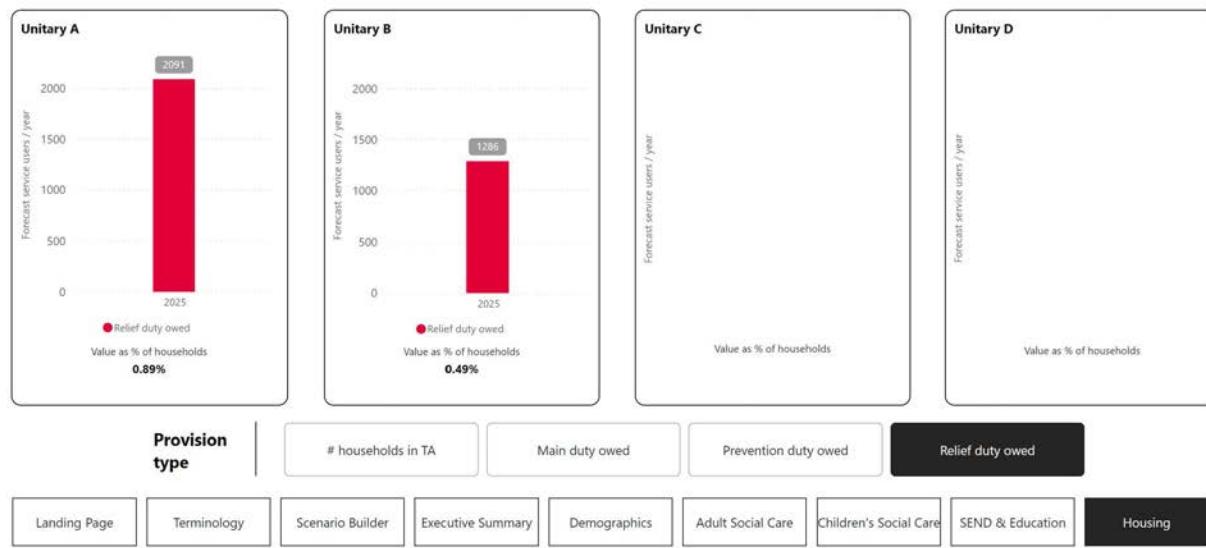
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Housing

Demand for homelessness support (day 1)

This analysis models the Day 1 demand for homelessness support across different scenarios, focusing on the type of duty required. Results are presented as both a percentage of total households and the total number of households affected.



APPENDIX H: IMPOWER DCN ADULT SOCIAL CARE REPORT

The power of prevention and place in new unitary councils

APPENDIX I: LETTER REGARDING POLICE AND FIRE



Rt Hon Steve Reed OBE MP
Secretary of State,
Ministry of Housing, Communities and Local
Government,
2 Marsham Street,
London
SW1P 4DF

Your Reference:
Our Reference:
Contact: James Gilbert
Tel: 07799473035
Email: james.gilbert@e-lindsey.gov.uk
Date: 26 November 2025

Dear Secretary of State,

Re: Proposed Local Government Reorganisation for Lincolnshire

To assist with the proposal from the South and East Lincolnshire Councils Partnership, Leading Counsel has considered the legal route to achieve our proposal's aims, as follows:

Police Services:

Two police forces can operate in the area of one council. There is no legal reason why this should be prohibited.

Section 2 of the Police Act 1996 requires a police force be maintained for each police area. This does not preclude two forces operating in one area: the singular includes the plural. Further and in any event, collaboration agreements can be made under section 23 of the Police Act 1996 enabling, amongst other things, members of a police force to discharge functions in another's area.

However, it is recognised that the Police Reform and Social Responsibility Act 2011 suggests there is one force to be maintained in one police area. If the Government prefers this to be the case in any part of Lincolnshire and that there should not be a collaboration agreement, then the merging of the Humberside and Lincolnshire Police forces should be considered. This can be achieved through an order under the Local Government and Public Involvement in Health Act 2007, which is the very legislation under which local government reorganisation occurs. Section 1(2) of the Police Act 1996, as amended, makes it plain that such can be done.

Fire and Rescue Services:

To merge (existing) Humberside Fire and Rescue and Lincolnshire Fire and Rescue as one Authority in consequence of the relevant geography is possible. The relevant legislation to do so is principally contained in sections 1 and 2 of the Fire and Rescue Services Act 2004.

Further, emerging provisions in the English Devolution and Community Empowerment Bill will, once passed, allow the Mayor to operate fire services from Vesting Day on the existing Lincolnshire County Council footprint. Humberside Fire and Rescue could continue to serve their present geography.



Furthermore, the Bill could permit the Greater Lincolnshire Mayor to operate both Fire and Police services across the entirety of Greater Lincolnshire, as we understand the Government's ambition to be.

Accordingly, Leading Counsel has advised that the present circumstances bearing on Humberside, whether police or fire and rescue, need not and do not stand in the way of local government reorganisation producing two unitary authorities in Greater Lincolnshire.

Yours respectfully,

A Sparks

Alison Sparks
Solicitor, Legal Manager,
South and East Lincolnshire Councils Partnership

APPENDIX J: MAYOR'S POSITION

In accordance with the requirement set out in the invitation letter dated 5 February 2025, specifically Section 5(a), which states that proposals must “set out clearly (where applicable) whether this proposal is supported by the ... Mayor”, we have actively engaged with the Mayors as part of our preparation for this submission.

The following statement summarises the position arising from our engagement with the Mayors of Greater Lincolnshire and Hull and East Yorkshire.

As part of this process, we met with the Mayor of Greater Lincolnshire, Dame Andrea Jenkyns, to discuss the proposed Local Government Reorganisation. In accordance with the Government criteria requiring that proposals demonstrate the Mayor's position, we confirm that she has not expressed a definitive view on the reorganisation at this stage.

During the meeting, the Mayor was broadly supportive of the process being undertaken, including our collaborative approach and commitment to wide stakeholder engagement. No formal position was offered regarding the overall governance structure of the proposed new arrangements. Where specific views have been expressed, these relate to matters of fire and police governance, and these are reflected within the relevant sections of the proposal, where the Mayor confirmed her support for taking on such functions.

The Mayor acknowledged that further consideration would be required in relation to governance arrangements, including representation under any future Mayoral Combined County Authority structure, particularly including how allocation of seats would operate following the establishment of any new councils.

We tried to engage with the Mayor of Hull and East Yorkshire, but they declined to comment or participate in discussions.

Accordingly, this proposal reflects all opinions shared to date and we will continue to engage with the Mayor and seek further clarity as the proposals develop.

APPENDIX K: GREATER LINCOLNSHIRE 2050 VISION

A Vision for Greater Lincolnshire – A flourishing future for all

