



Your

Lincolnshire

Strengthen. Simplify. Save.

Final Proposal for Local Government Reorganisation

Your Lincolnshire

28 November 2025

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Foreword



Dear residents,

We are at the start of the biggest change in the way local councils are run in over 50 years.

We need to get this right for you - the people of Lincolnshire - and for generations to come. We want to stay true to our history and heritage and ensure we have a prosperous future.

In submitting our proposal for Local Government Reorganisation in Lincolnshire, we're making a commitment to you that we will strengthen our county, simplify how you contact your council and the services you rely on, and save money in local government.

I believe this proposal is the best option for our area to make it easier to get support from your local council, build on the strong identity and services we already have across the county, and provide efficiency savings quickly. By maintaining the vital countywide services we already run – including the lifesaving fire service, outstanding children's services and adult social care – we can minimise any disruption to you, while meeting the government's objectives for reorganisation.

This proposal is a clear demonstration of how moving to one unitary council across the county administrative area would also make us more resilient to rising costs, support our world-leading industries, and future-proof services.

I'm pleased to be able to put this business case proposal forward, that we will be looking to progress with government over the coming months and years ahead.

Thank you

Cllr Sean Matthews – Leader of Lincolnshire County Council

1. Executive Summary

This document outlines our proposal for the future of local government in Lincolnshire - Your Lincolnshire. The current two-tier system has served the county for over fifty years. Today, we have a once-in-a-generation opportunity to reshape local government - creating a structure that is resilient, future-ready, and built to last.

By making the right choice now,

we can establish a system that builds on current strengths, empowers communities and drives economic growth across the whole Greater Lincolnshire area including the Humber estuary.

This will set a new benchmark for delivering excellent public services to residents and businesses across Lincolnshire, in turn addressing inequalities and improving outcomes for our residents.

Our proposal presents a clear and compelling vision for Lincolnshire's future - where local government is strategically aligned with the county's unique human and economic geography, ensuring services are efficient, effective, and responsive to local needs. Local Government Reorganisation (LGR) in Lincolnshire offers a transformational opportunity to reshape service delivery, decision-making, and community support.

Moving to a single unitary authority will streamline governance, reduce duplication, and create a more agile and responsive system capable of meeting future challenges and accelerating growth. This is not merely structural reform - it is a stepping stone towards establishing Lincolnshire as a rural powerhouse - speaking with one voice, attracting and capitalising on investment, and delivering better outcomes for all.

We believe this is the strongest option to meet the Government's criteria for reorganisation and to secure a better future for Lincolnshire's people, while safeguarding high-performing services such as Children's Services, Adult Social Care, and Fire and Rescue, minimising the risks associated with disaggregation.

With an estimated cost of £25.89M, this reorganisation will provide estimated recurring benefits of £46.44M and will:

Strengthen our foundation for the future

Delivering high-quality, resilient services that are financially sustainable, driving economic growth, supporting local businesses, and giving communities a stronger voice.

Simplify services for residents

Clearer structures will ensure residents know who to contact and how to access support quickly. With a stronger focus on local communities, council services will be more accessible, transparent, and responsive to local needs.

Save money by delivering better value for residents

Reducing duplication and bureaucracy will enable more efficient and cost-effective operations. The savings generated will be reinvested into frontline services, ensuring communities benefit directly.

We believe replacing the existing county and district councils with a single unitary authority covering Lincolnshire is the strongest, most sustainable, and unified option robustly meeting all the Government criteria. While this exceeds the notional population threshold, it provides the scale, resilience, and service capacity needed to continue to deliver consistent, equitable, and efficient services county-wide.

This also delivers economies of scale, streamlined management and sustainable finances.

Our enhanced community governance model strengthens community engagement and will ensure that local voices are heard, and services remain meaningful and responsive to the diverse places and communities across Lincolnshire. We already deliver services and have a presence in every locality of our county through our children's centres, day centres, libraries, depots and locality teams and we will build on extensive public engagement and respect local identity, with Neighbourhood Area Committees and strong community voice.

This model also integrates key services to eliminate duplication, improve accountability and mitigates the risks associated with disaggregating high-performing services. **For example:**

Children's Services

Rated **Outstanding**, these services face significant performance and cost risks if divided, which would directly impact outcomes for our children and families, and are highly likely to damage the financial case and resilience of the new authority. In addition, our schools have expressed concerns about the potential inconsistency in service provision if supported by two different authorities. This risk would be further compounded by the distribution of Specialist Education provision across new boundaries.

Adult Services

Separation would risk delaying the integration across the Integrated Care Board (ICB) cluster, negatively impacting vulnerable residents, and increasing costs, as outlined in the Association of Directors of Adult Social Services (ADASS) paper. Coterminosity of health and care across Lincolnshire has enabled our health services to improve performance and budget management, strengthening the offer to our residents. The new Integrated Care Board (ICB) cluster arrangement seeks to maintain a Lincolnshire focus that retains these benefits - and our joint improvement plan could be jeopardised if this is destabilised.

Fire and Rescue Services

Disaggregation would necessitate new governance arrangements, threatening the viability and stability of the high-performing Humberside and Lincolnshire services as proposed elsewhere. We have serious concerns about any new Lincolnshire unitary being serviced equally by two fire and rescue services. We believe such an arrangement would be unprecedented and introduce unnecessary and significant risk.

Aligned with the **Greater Lincolnshire Combined County Authority (GLCCA)**, our unified county model, in partnership with the GLCCA, will drive economic development, accelerate growth, and unlock investment opportunities, through major investments and support for key sectors like agri-food, and infrastructure. Strategic collaboration across Greater Lincolnshire will continue to improve skills, housing and transport through effective, joined up delivery.

A single county voice will enable a deeper understanding of business and workforce needs, have the ability to strategically plan housing and infrastructure needs, enabling our existing and new communities to thrive. We will tackle inequality by investing in coastal and rural communities, improving access to health and social care and expanding skills and adult education. Our proposal seeks to modernise our public services through the use of technology, digital transformation and the use of AI, and also protects the existing economic partnership across the Humber, which is a shared government and local priority.

Lincolnshire's long-standing partnerships are highly effective in driving improvement to enable our residents, businesses, and visitors to thrive. These partnerships are wide-ranging and include safeguarding, well-being, care integration, transport, flood prevention, waste management and economic growth.

Disruption to these partnerships must be avoided to maintain and accelerate progress, and the Your Lincolnshire model of LGR best preserves and strengthens these collaborations. Greater Lincolnshire has traditionally had an outstanding relationship with our businesses, initially supported through the Local Enterprise Partnership (LEP), and continued through the GLCCA. Businesses would welcome a consistent, countywide offer, which this proposal provides.

We have carefully considered the alignment of North Lincolnshire and North East Lincolnshire Councils.

There are number of reasons this has been discounted: the analysis of all authorities indicates a very low financial benefit due to the high transition costs involved in the merging of two existing unitary authorities; there are economic risks of national significance in distracting from the authorities' strategic role within the Humber region in shaping industrial restructuring and in accelerating growth; and there is no provision in current legislation that allows the Council to propose this.

Finally, while the Your Lincolnshire model will be a continuing authority, the new council will be clearly branded to reflect the new arrangements and vision for the county's future. All existing councils will become part of a new entity, adopting innovative approaches to engage and enhance services for our residents, businesses, and visitors. A structural change order will be required to confirm continuing authority status and LCC would request voting rights on the joint committee and implementation executive that reflect the scale, financial capacity, and leadership roles that exist currently.

2. Introduction and Context

About Lincolnshire County Council (LCC)

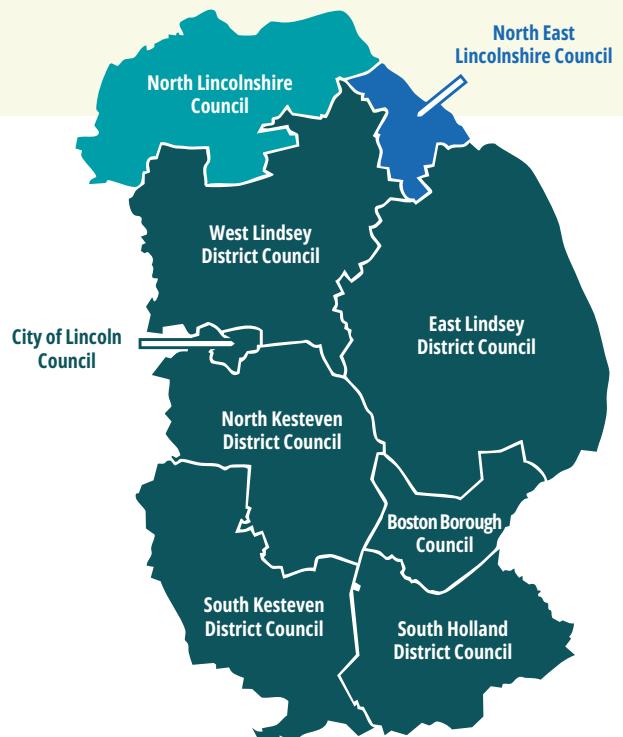
LCC and the seven district councils were established in 1974 following the Local Government Act of 1972, which reorganised local government across England. Prior to this, Lincolnshire was divided into three separate administrative county's - Holland, Kesteven, and Lindsey - each with its own county council established in 1889. The City of Lincoln also operated independently as a county borough.

Today, LCC is responsible for delivering countywide services such as education, transport, social care, and waste disposal. Meanwhile the county's seven district councils manage local planning, housing, environmental health, domestic waste collection, revenues and benefits.

These district councils are:

- **Boston Borough Council (BBC)**
- **City of Lincoln Council (CoLC)**
- **East Lindsey District Council (ELDC)**
- **North Kesteven District Council (NKDC)**
- **South Holland District Council (SHDC)**
- **South Kesteven District Council (SKDC)**
- **West Lindsey District Council (WLDC)**

Lincolnshire operates under a two-tier system of local government, with responsibilities shared between LCC and the seven district councils within its boundaries.



LCC is made up of 70 elected councillors, each representing one electoral division. The council also collaborates closely with North Lincolnshire Council (NLC) and North East Lincolnshire Council (NELC), to support the broader aims and ambitions of Greater Lincolnshire.

Although North and North East Lincolnshire became separate unitary authorities (from Humberside County Council) in 1996, they continue to work in partnership with LCC on key strategic issues such as economic development, infrastructure, and skills. This collaboration contributed to the creation of the GLCCA in 2025, following a devolution deal agreed with the Government in 2023.

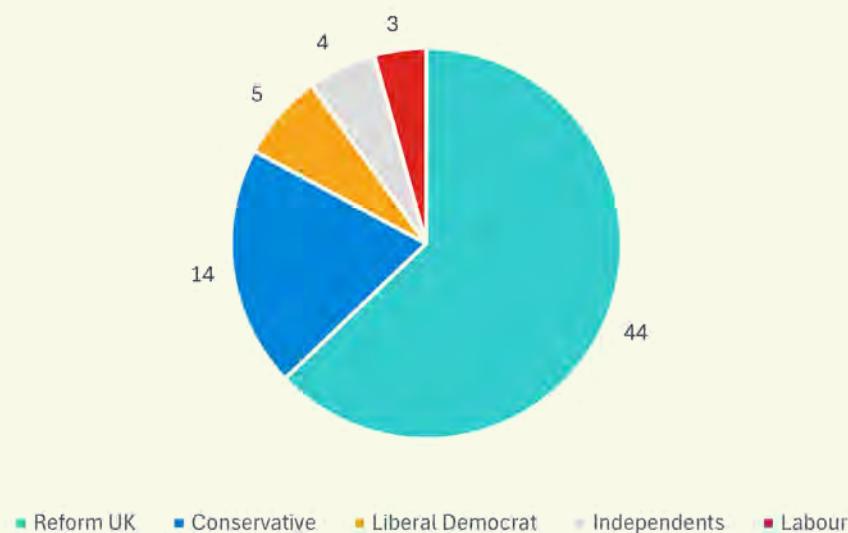
Political Landscape

Following the 2025 County Council elections the current political makeup is as follows:

- **Reform UK** – 44 seats
- **Conservative Party** – 14 seats
- **Liberal Democrats** – 5 seats
- **Independent** – 4 seats
- **Labour Party** – 3 seats

Seats Won – Lincolnshire County Election (2025)

Lincolnshire County Council - Balance of Seats as of 23 October 2025



The County Council is led by Reform UK who gained a majority in the 2025 elections and formed the new administration. The Council Leader is Councillor Sean Matthews, with Councillor Rob Gibson serving as Deputy Leader.

Lincolnshire's seven district councils - Boston, City of Lincoln, East Lindsey, North Kesteven, South Holland, South Kesteven, and West Lindsey - collectively have 290 district councillors. A number of councillors serve on both the county and district councils, known as dual-hatted members, helping to maintain links and coordination between the two tiers of local government.

What a Single Unitary brings

A single unitary model for Lincolnshire will simplify governance by consolidating services under one organisation. This would reduce bureaucracy and administrative costs, while eliminating confusion over which council is responsible for which service, since all local services will be provided by a single body.

LGR in Lincolnshire presents a transformational opportunity to reshape how services are delivered, decisions are made, and communities are supported. Transitioning to a single unitary authority will streamline governance, reduce duplication, and create a more agile and responsive system - one that is equipped to meet future challenges and accelerate growth.

This is more than structural reform; it is a stepping stone towards establishing Lincolnshire as a rural powerhouse. A unified voice will strengthen our ability to attract investment, deliver better outcomes for residents, and set a new standard for public service excellence.

We believe this model is the strongest option to meet the Government's criteria for reorganisation and secure a better future for Lincolnshire's people. It delivers maximum efficiencies with minimal transition costs, maintains well-established and highly effective partnerships, and drives economic growth across our priority industry sectors.

Importantly, it mitigates the risks associated with disaggregating high-performing services such as Children's Services, Adult Social Care, Highways, and Fire and Rescue, ensuring continuity and stability. While the proposed population exceeds the notional threshold, our Place Leadership model ensures that local voices remain central.

Strong governance and accountability will be driven through Neighbourhood Area Committees, ensuring services remain responsive and meaningful to communities.

Our residents identify as being from Lincolnshire, being proud of their county and want to maintain this strong county identity, whilst knowing their individual communities are recognised.

This streamlined approach would enable quicker decision-making and ensure consistent policy implementation across the county. It will enhance accountability, making it easier for residents to engage with their local representatives. Residents will know exactly who to contact for any issue, rather than navigating multiple councils and councillors.

The existing Lincolnshire partnerships are long established and highly effective at driving improvement, so our businesses and residents thrive. These partnerships are wide ranging and include a focus on safeguarding, addressing health inequalities, driving health and care integration, flood prevention, accelerating the economy, and enhancing regional growth, to name a few.

Our partnerships will be strengthened under a single authority, making it easier for partners to engage and collaborate. We know that Lincolnshire's performance as a Council is strong, as many of our partners operate across a coterminous geographical boundary.

We know this is an important factor for our existing performance and reputation and can best be achieved through the Your Lincolnshire model of LGR.

Eliminating the duplication of support functions and unnecessary complexity in some services, would lead to significant cost savings and deliver better value for money for taxpayers. These savings could then be reinvested into services and long-term development across Lincolnshire.

The Your Lincolnshire model of LGR offers a clear, coherent, and compelling vision for the future -

one that builds on our strengths, protects what works, and unlocks new opportunities for our communities, businesses and partners.



Your
Lincolnshire
Strengthen. Simplify. Save.

Achievements

Outstanding Children's Services



Lincolnshire's commitment to children and families is both longstanding and forward-thinking. Since 2008, the county's Children's Services have consistently earned praise from Ofsted, maintaining a 'Good' rating with 'Outstanding' features, and most recently achieving a full 'Outstanding' rating - a rare accolade that reflects excellence in safeguarding, leadership, and outcomes for children.

5.7m Families First Investment



Multi-agency safeguarding arrangements:

Enhancing collaboration between police, health, education, and social care to protect vulnerable children.



Family help:

Providing early, targeted support to families before issues escalate.



Child protection:

Strengthening interventions for children at risk, ensuring timely and effective action.



Family networks:

Empowering extended families and communities to support children, reducing reliance on formal care.

This initiative reflects a shift towards prevention, partnership, and empowerment - aligning with national reform agendas while tailoring solutions to Lincolnshire's unique rural and community-based context.

In parallel, LCC has expanded educational access by creating over 200 new school places for children and young people with Special Educational Needs and Disabilities in mainstream settings. This investment ensures that children can learn closer to home, in inclusive environments that meet diverse needs. It also supports population growth and relieves pressure on oversubscribed schools, particularly in areas experiencing housing development.

Together, these efforts demonstrate Lincolnshire's holistic approach: combining high standards, strategic investment, and innovative reform to ensure every child has the opportunity to thrive.

Achievements

Quality Adult Social Care



In 2023, LCC's adult social care services were rated "Good" by the Care Quality Commission (CQC) as part of a national pilot assessment. LCC was one of five local authorities selected to test the new assurance framework under the Care Act 2014, and the first to undergo the process.

The assessment commended the council for its strong leadership, effective partnership working, and a strengths-based approach to assessment and support planning. Inspectors noted that people's needs were assessed in a timely and person-centred way, with staff focusing on individuals' abilities, goals, and preferences.

The report highlighted a positive organisational culture, with high staff morale, good opportunities for learning and development, and strong collaboration with voluntary sector partners. The council's use of social prescribing, support for unpaid carers, and commitment to preventative care were also praised. People using services spoke highly of staff and felt confident that their feedback would lead to meaningful action. We know that these successes have been achieved through the excellent integration of the ICB, supported through our county coterminosity.

Case Study: Supporting an unpaid carer through Social Prescribing

Profile

Name: Sarah (pseudonym)

Age: 42

Location: Lincolnshire

Caring Role: Full-time carer for elderly father with mobility issues and early stage dementia

Background: Works part-time, from home, experiencing stress, social isolation and fatigue

Challenges

Emotional strain, limited peer support, difficulty managing own health and social isolation

Social Prescribing Support

Referral: GP practice

Link Worker: Holistic assessment, peer support groups, wellbeing workshops, respite activities

Practical Support: Benefits guidance, navigating care services

Impact & Outcomes

Increased social connections, reduced stress, improved wellbeing, enhanced confidence, better awareness of local resources

Key Insight

Personalised, community-based support enables carers to maintain own health while continuing care responsibilities

Achievements

High Performing Fire & Rescue

LCC is a Fire Authority and Lincolnshire Fire and Rescue (LFR) plays a vital role in safeguarding communities across the county, consistently demonstrating operational excellence and a deep commitment to public safety. Covering an area of approximately 5,921 square kilometres and serving a population of 789,502 people, LFR operates a network of 38 fire stations, including nine wholetime or mixed-crewing stations and 29 retained duty system stations, which rely on on-call firefighters who respond from home or work when needed. The service is headquartered in Nettleham, near Lincoln.



LFR provides a wide range of emergency services, including firefighting, rescue operations, road traffic collision response, and specialist rescues such as water, rope, and animal incidents. It also partners with East Midlands Ambulance Service to deliver co-responder medical support in certain areas. The service is equipped with modern facilities, including the capability to deliver a state of the art training centre at RAF Waddington and a tri-service emergency hub in Lincoln, which houses fire, police, and ambulance services under one roof.



It's important to note

that while LFR covers Lincolnshire, the unitary authorities of North Lincolnshire and North East Lincolnshire are served by the Humberside Fire and Rescue Service (HFRS), which operates independently and provides fire and emergency services in those areas.

Achievements

Resilience in Emergency Response

LCC works in partnership to deliver emergency response which has shown proven resilience in its broader emergency response capabilities, adapting quickly to the evolving challenges posed by severe weather and other crises.

Through strong multi-agency coordination, the council works alongside health services, police, voluntary organisations, and local communities to deliver a robust and compassionate response.

District councils are already part of this through service level agreements, demonstrating that working as one council across the Lincolnshire geography improves performance. Resources are deployed strategically to protect infrastructure, support recovery efforts, and provide clear public guidance.

The council's ability to transition from immediate crisis management to long-term recovery planning ensures that affected communities can rebuild and return to normality with confidence. This integrated approach reflects Lincolnshire's commitment to resilience, safety, and continuous improvement in emergency response.

It's important to note

that while the LRF covers the whole of Lincolnshire, the unitary authorities of North Lincolnshire and North East Lincolnshire are covered by the Humberside Resilience Forum.



Its effectiveness was particularly evident during Storms Henk and Babet, when the Lincolnshire Resilience Forum (LRF) led coordinated efforts to mitigate flooding, assist vulnerable residents, and protect critical infrastructure.

Their rapid mobilisation ensured emergency routes remained open, temporary shelters were established for displaced individuals, and essential services continued to function.

These actions not only protected lives and property but also reinforced public confidence in Lincolnshire's emergency preparedness and resilience. Disaggregation of our emergency response and creating new models could risk the safety of our communities in the short term.

Case Study

Storm Babet Response

Context

Storm Babet caused widespread flooding and disruption.
Forecast warnings issued in advance.
Impact on homes, roads, and essential services.

Roads & Transport

Key routes prioritised for safety.
Temporary closures on flood zones.
Deployment of gritters, pumps, and barriers.
Coordination with councils and Highways for traffic rerouting.

Shelters & Emergency Accommodation

Community centres converted into shelters.
Provision of food, bedding, and medical support.
Transport arranged for vulnerable residents.
Real-time updates via media and council alerts.

Community Support & Communication

Volunteer networks checked on isolated residents.
Distribution of sandbags and emergency supplies.
Public guidance on travel, power outages, and access to services.

Outcome & Impact

Roads kept open for emergency and essential services.
Vulnerable residents sheltered safely.
Information sharing minimised confusion.
Effective coordination between councils, emergency services and volunteers.

Achievements

Highways Excellence

LCC is recognised as one of the top-performing highways authorities in relation to the services that it provides, ensuring long-term benefits for residents. In 2023/2024, it delivered an additional £19M investment in highways maintenance and in 2024/2025 repaired over 100,000 potholes, including nearly 39,000 that were reported by residents.

We have a strong partnership model for the delivery of our Highway maintenance contract. Continuance of this model of delivery through the Your Lincolnshire model would reassure our residents about highways maintenance which is one of the most important performance issues for them.

Safeguarding Financial Stability

Throughout its service delivery, LCC has remained committed to maintaining financial stability whilst continuing to provide high-quality services across the board.

Maintaining financial stability has been a cornerstone of LCC's approach, ensuring the council can continue to deliver high-quality services amidst fluctuating economic conditions and increasing demands on resources. Through prudent budget management and a focus on long-term planning, LCC prioritises investments that safeguard essential services—such as Children's Services, Adult Care, highways maintenance, digital connectivity, and emergency response—while also fostering innovation to adapt to emerging challenges.

This fiscal discipline enables the council to respond effectively to unforeseen events, such as severe weather incidents, without compromising service standards or community support. By actively seeking efficiencies and maximising the value of every pound spent, LCC demonstrates resilience and adaptability, reinforcing its commitment to the well-being of residents. Ultimately, this careful stewardship of public funds underpins the council's ability to drive sustainable growth and ensure that Lincolnshire remains a vibrant, inclusive, and future-ready county.

Achievements

Leading the way in Food Production

Greater Lincolnshire is a cornerstone of the UK's food economy, contributing significantly to national food security. Lincolnshire produces 30% of the UK's vegetables, thanks to its fertile soils, advanced farming techniques, and favourable climate.

The county also accounts for 18% of the UK's poultry, with a total agriculture output of over £2B in 2019, representing 12% of England's total production.

This concentration of food production supports thousands of jobs and underpins a robust agri-food sector.

Our well recognised "Food Valley" partnership which is a cluster of businesses driving innovation and growth in food production and manufacturing has been highly effective.

A county approach to this important sector will accelerate the growth of new businesses and harness research, development and innovation in food production and manufacturing.



Achievements

Supporting Trade and Logistics

The Humber Ports complex, which serves Greater Lincolnshire, is the busiest in the UK, handling 17% of all national port freight. This strategic trade hub supports major import and export activity, particularly in food, energy, and manufacturing. Its location and connectivity make it a vital gateway for UK trade, linking domestic markets with global supply chains.

The ports also underpin a thriving logistics and distribution sector, supporting economic growth and employment across the region. A continued Humber focus is needed to accelerate the benefits of the current economic plans, supported and enabled through the MCCA's across the region.

Supporting Economic Growth

Economic Growth in Lincolnshire currently operates within a three-tier structure, where overlapping economic development roles often lead to duplication and inefficiency, particularly in business support and investment activities.

Lincolnshire is a dynamic £19B economy with thriving sectors: agri-food (43% of new jobs), manufacturing (growing by 1.7% against national trends), a £1.5B visitor economy, and a rapidly expanding defence sector.

With 40,000 VAT-registered businesses, predominantly micro and small enterprises, and large employers supporting 36% of the workforce, the county has strong foundations for growth.

Our labour market includes 472,000 employed people, and housing targets are rising to 4,631 new homes, supported by strategic infrastructure investment.

A unitary Council offers the opportunity to combine strategic scale with local insight, creating a single, coherent economic development model. This approach will deliver integrated business support, clear advice, and stronger relationships, while unlocking investment and innovation. We will establish place-based economic propositions, economic leadership boards, and maintain Greater Lincolnshire-level services to leverage scale and consistency. This future model builds on our strengths, accelerates growth, and ensures Lincolnshire remains competitive and attractive for businesses, residents, and investors.

Lincolnshire's growth strategy focuses on building a strong, competitive economy by leveraging its key strengths and addressing future opportunities. We aim to grow major sectors such as manufacturing, agri-food, defence, and the visitor economy, ensuring they continue to expand and remain competitive.

Supporting small businesses is central to this vision, with tailored advice and guidance to help them become well-financed and well-led. At the same time, we will retain and nurture large employers, who provide 36% of the county's jobs, while enabling more people to participate in the workforce through improved access to employment opportunities.

Closing skills gaps is a priority, with targeted programmes to boost productivity and fill hard-to-recruit roles. We will provide suitable, affordable business premises to encourage growth and lobby for strategic infrastructure investment in broadband, transport, flood resilience, and energy. Finally, we will advise on planning to ensure new developments are resilient and well-connected.

Across Lincolnshire, significant progress has been made in supporting economic growth. Developer contributions have funded transport, road, and footpath improvements in all districts, securing over £1.7M collectively last year.

Skills development has been a major focus, with training delivered to over 6,000 people countywide, helping to boost employability and productivity. Business support has been extensive, with advice provided to hundreds of businesses and premises offered to more than 140 businesses, alongside strategic land sales and new industrial units to stimulate private investment.

These actions demonstrate a strong commitment to enabling growth, improving infrastructure, and creating opportunities for businesses and residents across the county.

Case Study

Supporting Strategic Growth for a Lincolnshire-Based Electronics Business

Business Background

A Lincolnshire-based electronics and technology company, owned by an offshore parent firm, has been a long-standing beneficiary of LCC proactive business engagement approach. The council meets with the company twice a year to discuss strategic priorities and explore opportunities for growth and support.

Tailored Business Support

LCC provides the business with access to manufacturing advice and international trade services, commissioned at the county level to ensure they are appropriately scaled for international operations. This support has helped the business navigate complex market conditions and remain competitive.

Site Constraints and Relocation Needs

The company was increasingly constrained by its location on an outdated town centre industrial estate and began seeking a more suitable out-of-town site. LCC, which regularly analyses industrial land demand and intervenes where the private sector falls short, had been servicing land on the edge of the same town. Council staff offered the business the opportunity to relocate to this site.

Land Acquisition

Although the offshore parent company had a fixed financial envelope for the move, the cost of the new site slightly exceeded this. In response, LCC's senior politicians approved a phased purchase approach, enabling the business to acquire the land within budget and proceed with the relocation.

Job Retention and Business Growth

The move safeguarded over 160 jobs in the town and positioned the business for further expansion. Post-relocation, the company continues to receive innovation and manufacturing support commissioned by LCC, which has enabled the development of new product lines and further growth.

Infrastructure Improvements

Separately, LCC - as the highway authority - has improved transport links near the business's original site. These enhancements have increased the site's attractiveness for future sale to a business better suited to a town centre location, ensuring continued economic utility and regeneration.

Lincolnshire's economy connects to areas which are adjacent to the county –

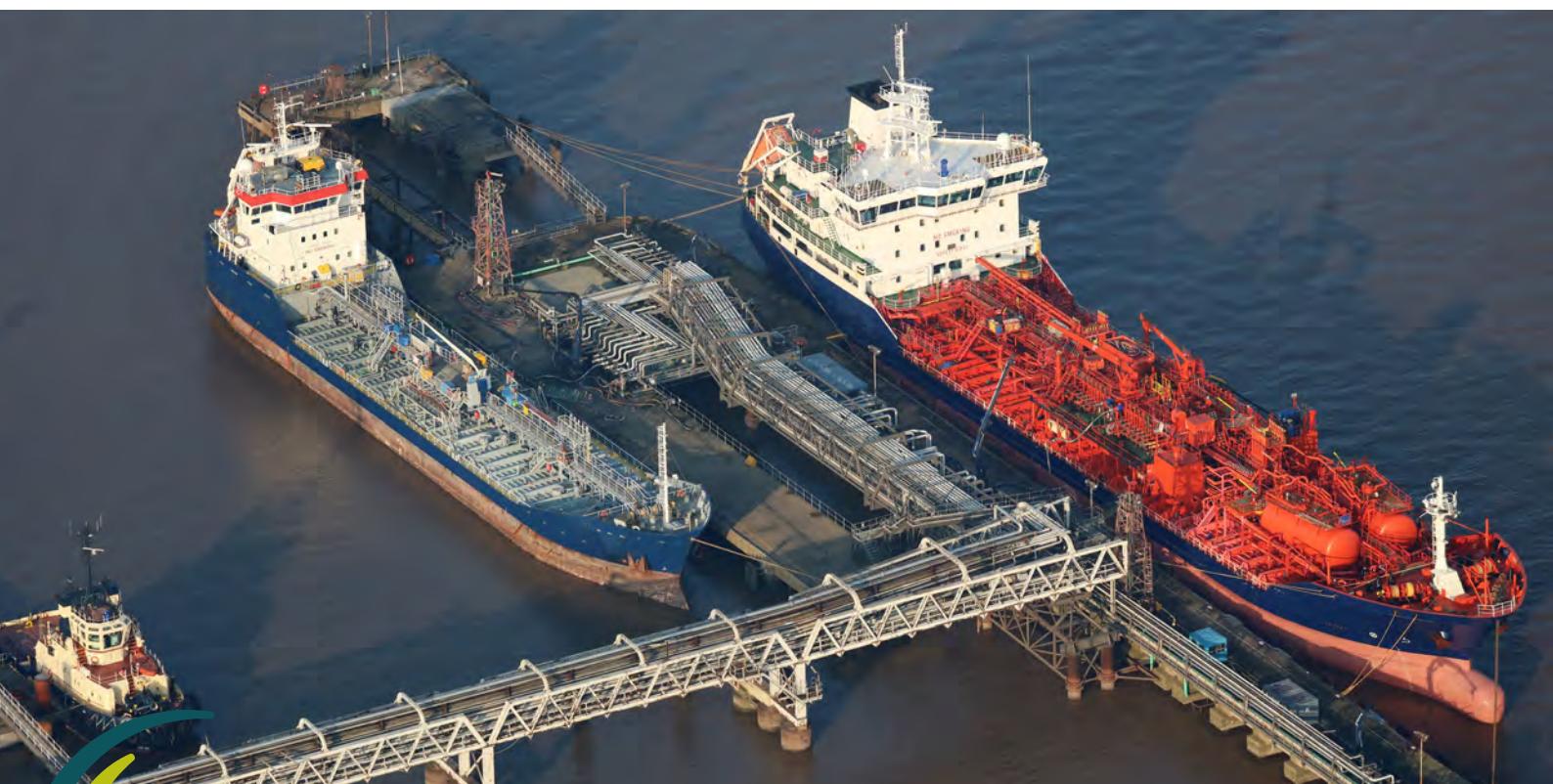
notably food sector innovation with Cambridgeshire/Norfolk, tourism with Rutland, and manufacturing with Nottinghamshire including very strong opportunities which will arise from STEP Fusion; Gainsborough, Lincolnshire, is the closest town to the fusion plant.

From a policy perspective, the strongest ties are with the Humber estuary. The Greater Lincolnshire CCA has a strategy which covers the area, and economic benefit from the growth of Humber businesses will be felt in the county of Lincolnshire and vice versa.

Arguably the most significant element of the Humber estuary's economic potential is Humber Freeport which has sites in North and North East Lincolnshire as well as in Hull and East Riding of Yorkshire. The freeport is, a strategic partnership driving economic growth and positioning the Humber Energy Estuary nationally and internationally. The Freeport has attracted £650M in direct investment and £25M in seed funding, including £15M for three local initiatives.

There are plans to unlock up to £7B across the energy sector, strengthening supply chains. Investments will enhance port infrastructure, boost logistics competitiveness, and create jobs and innovation.

As well as economic trickle down from the Humber estuary to parts of Lincolnshire, enhanced port infrastructure will help local businesses to export, and it will provide opportunities for the county's strong logistics (HGV) sector as well as its power engineering sector.



Achievements

Active presence in Defence and Security

Lincolnshire has a long-standing and active role in supporting UK defence objectives.

The county has a large Armed Forces Community of more than 160,000, comprising 44,811 veterans, 107,546 families, 1,070 reservists and 6,800 regulars. This amounts to about 16% of the total population of the area.

It hosts several key RAF bases, including RAF Waddington and RAF Coningsby. These installations are integral to NATO intelligence and surveillance operations, contributing to national and allied security. The defence presence not only reinforces strategic capabilities but also supports local economies and communities through employment, infrastructure, and partnerships.

To further strengthen the sector, Lincolnshire is home to the Greater Lincolnshire Defence and Security Cluster, a government-recognised initiative working in collaboration with the Midlands Cyber and Connected Autonomous alliance.

This industry-led forum brings together defence organisations, manufacturers, research and innovation bodies, and supply chain firms to address sector challenges and unlock business opportunities. Through enhanced skills development, cutting-edge research, and targeted investment, the cluster is positioning Greater Lincolnshire as a national hub for defence and security innovation, production and services.



County Geography

Lincolnshire is a geographically diverse county, comprising extensive rural areas, urban centres of varying sizes, coastal communities, and historic market towns. This rurality can pose challenges for some communities, particularly in accessing key service centres, which in turn creates barriers to employment, healthcare, and wellbeing. Limited public transport options in many rural areas further compound these challenges, restricting mobility and deepening inequalities in access to essential services.

Greater Lincolnshire: Economic Landscape and Community Challenges

Greater Lincolnshire is home to over 1.1 million residents, with a diverse mix of industrial hubs, rural communities, and coastal towns. While the area has strengths in manufacturing, agriculture, and energy, it faces significant challenges in skills, infrastructure, and social mobility—particularly in fostering innovation and inclusive economic growth.

Many residents across Greater Lincolnshire rely on its urban industrial centres, such as Scunthorpe and Grimsby, which are built around heavy industries including oil, gas, chemicals, steel, mining. These areas are home to approximately 253,000 people.

However, many residents face challenges in acquiring the skills needed to access jobs in both existing and emerging industries. This has led to pronounced disparities in economic activity and low social mobility. Notably, 29% of adults in these urban centres have no formal qualifications. Improving the targeting of skills and education provision is essential to closing these gaps and supporting inclusive economic growth.

Greater Lincolnshire also benefits from over 50 miles of coastline, with coastal communities' home to around 29,000 people. These areas face unique challenges, including flood risk, limited infrastructure, and poor-quality housing. Employment tends to be seasonal, low-wage, and low-skill, contributing to high levels of deprivation and lower-than-average educational attainment.

However, the development of the King Charles III England Coast Path, presents a significant opportunity to boost the local visitor economy. By improving access to Lincolnshire's natural and heritage assets, the path is expected to support tourism, stimulate economic growth, and enhance public health and wellbeing across coastal communities.

Much of Lincolnshire remains sparsely populated, characterised by open countryside, productive farmland, and a network of small market towns and hamlets.

Over 300,000 people live in rural settings, often far from urban centres, where access to services can be limited. While these areas typically experience lower levels of deprivation, they often lack the digital and physical infrastructure needed to stay connected. These challenges are compounded by demographic shifts, with younger people moving away and older populations moving in, placing increasing pressure on local service delivery.

Lincolnshire's countryside is more than just picturesque - it's a living archive of England's history and culture. The county's rural landscape is home to the Lincolnshire Wolds, a designated National Landscape covering an area of 558 square kilometres (216 square miles) which comprises a wonderful, cherished area of tranquil countryside with some of the most beautiful, unspoilt scenery in the region.

There are rolling hills, hidden valleys, nestling farmsteads and hamlets and nationally important chalk streams. The primary reason for its original designation as an Area of Outstanding Natural Beauty in 1973 was on account of four overriding special qualities including: a unique physiography, a major archaeological resource, a valued cultural landscape and a scenic, working landscape. It remains very much, a living, working landscape, with woodland, grassland and abandoned chalk pits providing important habitats for rare flowers and wildlife, with cultivated farming widely evident and a significant contributor to the local economy.



Across the county, there are over 7,000 listed buildings, ranging from medieval churches and Georgian townhouses to Victorian schools and historic farmsteads. These buildings are protected for their architectural and historic significance, and they dot the landscape in every district—from the city of Lincoln to the smallest hamlets.

Complementing these are 162 conservation areas, including the first one ever designated – the town of Stamford. These are carefully designated to safeguard the character of historic town centres, village greens, and rural lanes. These areas ensure that development respects the heritage and charm of Lincolnshire's built environment.



But the county's heritage runs even deeper. The Lincolnshire Historic Environment Record contains over 57,000 entries, cataloguing archaeological sites, historic gardens, ancient monuments, and cultural landscapes. From Roman roads and Saxon settlements to Civil War fortifications and RAF airfields, Lincolnshire's rural terrain is layered with stories. The county is well known for its windmills, including England's only eight-sailed example.

These assets reflect Lincolnshire's deep cultural and architectural legacy, contributing to its distinct identity and sense of place. Preserving and promoting these features is vital not only for heritage conservation but also for supporting tourism, local pride, and sustainable development.

Lincolnshire's heritage is exceptional and nationally significant. Its rich history, and continued importance, is strongly evidenced across every era with Lincoln being one of the most important cities of Roman Britain, potentially one of its capitals, and with Gainsborough briefly being the capital during Viking times as well.

Lincolnshire is home to some of the most important artefacts in democratic history, including the Magna Carta and the Charter of the Forest, which laid the foundations for the principles of governance still upheld today. This legacy is a source of pride and identity for residents and a powerful contributor to Lincolnshire's national and international profile.

Greater Lincolnshire also has over 620 parishes. Each parish has its own parish council that deals with local issues. They are responsible for managing local amenities such as parks, cemeteries, and community centres as well as providing grants to local organisations and charities.

County Geography

Population Overview of Lincolnshire (ONS 2024 mid-year estimate)

Lincolnshire is home to a diverse and growing population of 789,502 people, spread across seven district councils, each with its own distinct character and demographic profile.

South Kesteven is the most populous district, with **147,151** residents, combining rural charm with expanding urban centres like Grantham and Stamford. East Lindsey follows closely with 145,183 people, known for its coastal communities and market towns that contribute significantly to the county's overall population.

At the heart of the county, the **City of Lincoln** - Lincolnshire's administrative and cultural centre - has a population of **105,114**. As a compact urban hub, Lincoln is fundamental to the countywide economy, playing a vital role in education, employment, and public services, serving both residents and surrounding rural areas.

North Kesteven, with **122,468** residents, offers a balance between countryside living and proximity to Lincoln's urban amenities, making it a popular area for families and commuters alike.

South Holland and **West Lindsey** have similar population sizes, with **99,298** and **99,208** residents, respectively. These districts are known for their strong agricultural heritage, vibrant market towns, and close-knit communities.

Finally, **Boston** remains the least populous district with **71,080** residents, but it plays a key role in Lincolnshire's economy, particularly in food production, logistics, and international trade.

This distribution highlights the county's blend of urban and rural communities, each facing distinct opportunities and challenges in terms of infrastructure, service delivery and economic development.

Population Numbers by District	
District	Population (ONS 2024 mid-year estimate)
Boston	71,080
City of Lincoln	105,114
East Lindsey	145,183
North Kesteven	122,468
South Holland	99,298
South Kesteven	147,151
West Lindsey	99,208
Lincolnshire Total	789,502



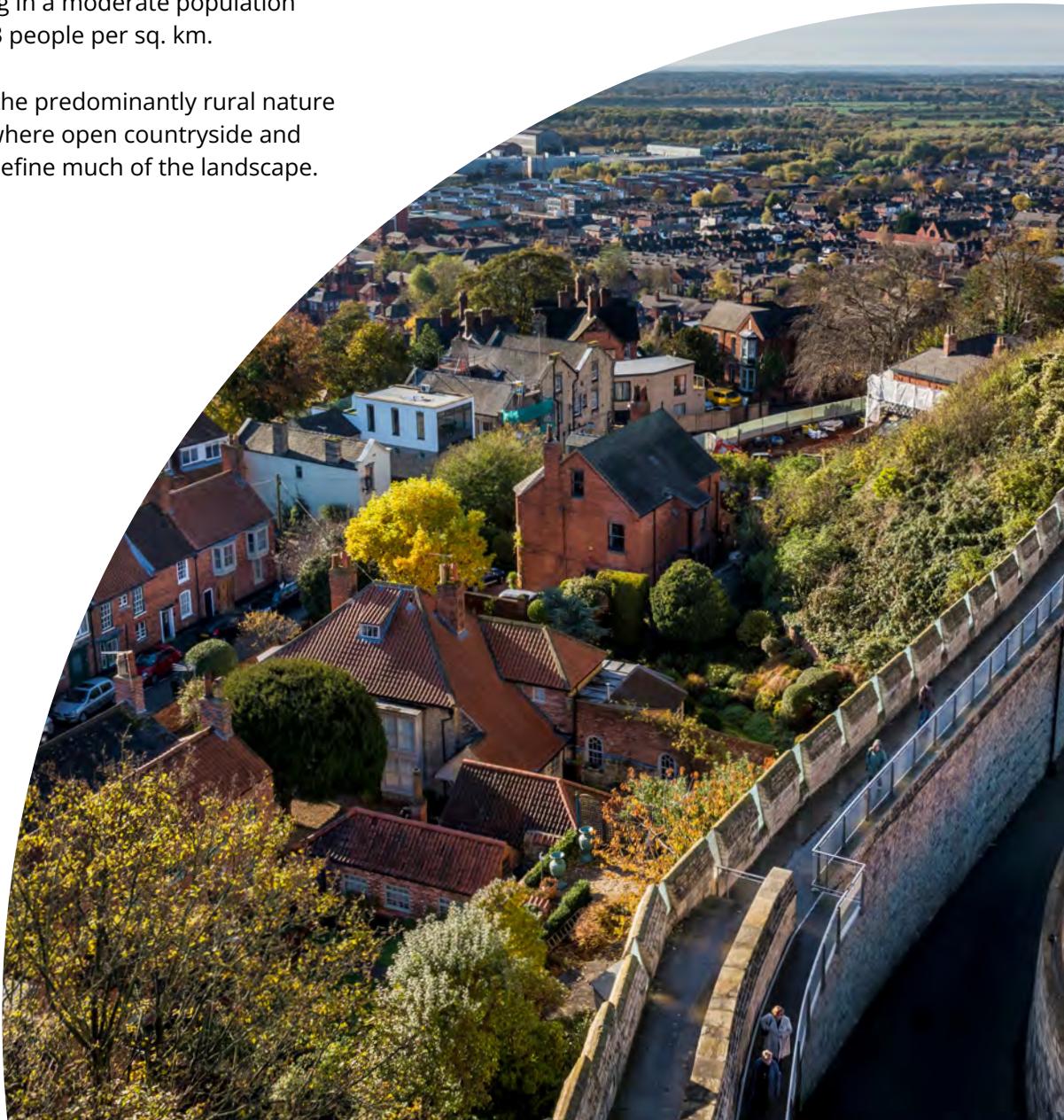
County Geography

Population Density

Lincoln remains the most densely populated district in the county, with 2,919.8 people per square kilometre, despite being the smallest in area at just 36 sq. km. Its compact urban form and central role in education, employment, and public services contribute to this high density.

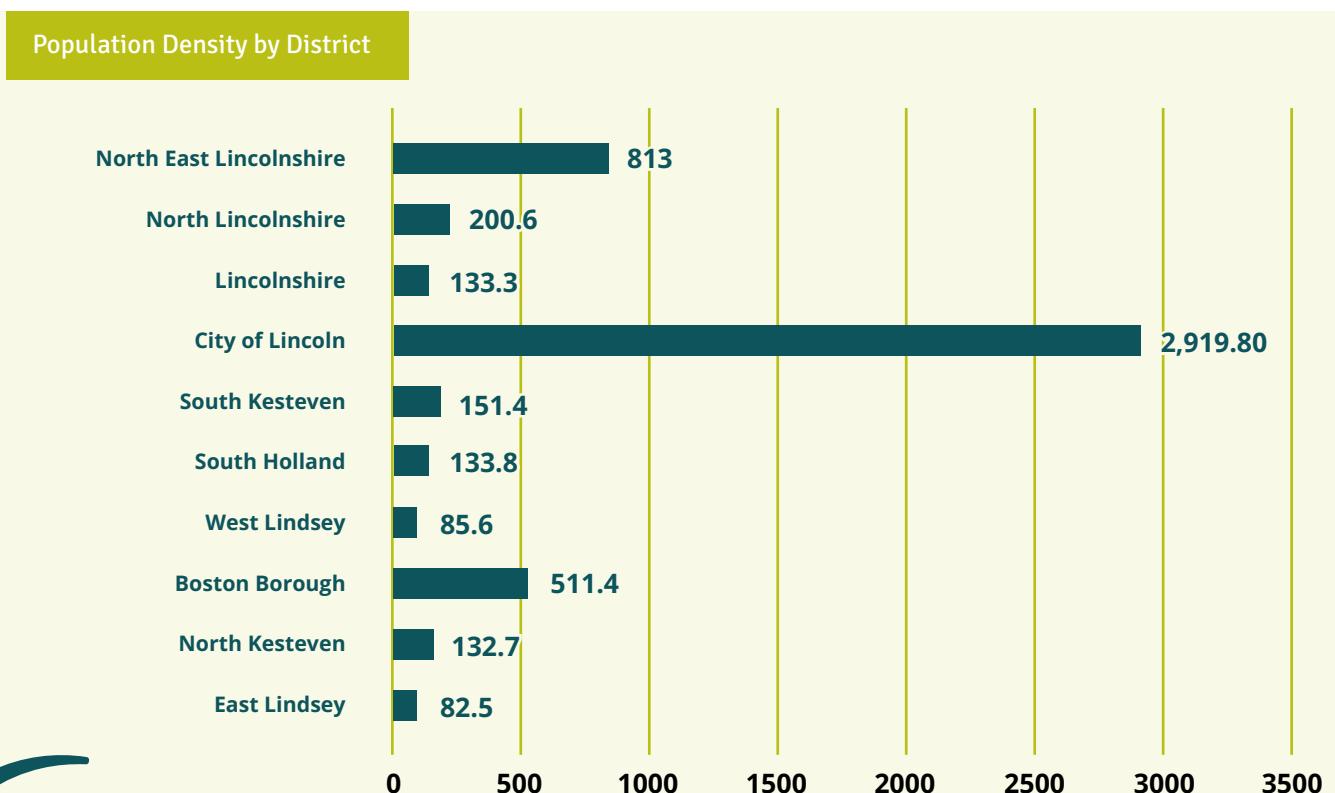
Overall, Lincolnshire County Council has a population of 789,502 spread across 5,921 sq. km, resulting in a moderate population density of 133.3 people per sq. km.

This highlights the predominantly rural nature of the county, where open countryside and market towns define much of the landscape.



Population Density by District				
Local Authority	Area (SqKM)	Population	Population density (People/Km ²)	Multiple Deprivation Score (Avg.)
North East Lincolnshire	193	156,900	813.0	31.3
North Lincolnshire	846	169,700	200.6	22.1
Lincolnshire	5,921	789,502	133.3	-
City of Lincoln	36	105,114	2,919.8	26.9
South Kesteven	972	147,151	151.4	13.5
South Holland	742	99,298	133.8	17.9
West Lindsey	1,159	99,208	85.6	20.4
Boston	139	71,080	511.4	22.9
North Kesteven	923	122,468	132.7	11.6
East Lindsey	1,760	145,183	82.5	29.9

Whilst NK, SK, and SH record the lowest deprivation scores, there are still pockets that experience difficulty, including in rural communities.



County Geography

Strategic Housing Delivery Across Lincolnshire

Lincolnshire faces ambitious housing targets, with over 4,651 new homes required annually across the region.

These targets are distributed across districts as follows:

- **East Lindsey:** 1,091 homes
- **South Kesteven:** 912 homes
- **North Kesteven:** 690 homes
- **West Lindsey:** 527 homes
- **South Holland:** 573 homes
- **Boston:** 379 homes
- **City of Lincoln:** 459 homes

Sustainable Urban Extensions (SUE) are an important part of delivering these targets

– SUEs are proposed alongside the city of Lincoln and several towns across the county including Gainsborough, Sleaford, Grantham, Boston, etc.

Lincolnshire's housing market is strongly influenced by the factors of few national housing builders, limited infrastructure which affects viability, and high affordability ratios for housing.

Our proposal will support the strategic planning and delivery of housing to meet these needs. The four local plans which exist in Lincolnshire set out infrastructure priorities which, if delivered, would reduce viability concerns for developers which in turn will accelerate delivery by reducing costs and by attracting new developers to the area.

It has often been indicated that there is limited critical mass to influence the delivery of major infrastructure at local plan level.

By presenting a case which shows the entirety of potential investment at county level there is a greater critical mass and the area is

therefore more attractive for investment in infrastructure for example utility providers, which will unlock housing growth.

We have already unlocked housing growth, through the development of the Lincoln Eastern Bypass, sections of the Spalding Western Relief Road and we will shortly start to deliver the North Hykeham Relief Road.

We bring deep capability, skills, and knowledge in planning and housing delivery, already demonstrated through our active partnerships with Homes England, Environment Agency, and the local developer community (our Development Management team already meets most of the Lincolnshire housing developers on a quarterly basis). Our teams are well-equipped to respond to infrastructure needs - this is our core business.

Despite the scale of change, we offer assurance that housing delivery will not only continue but accelerate. We are ready to adapt to planning reforms and are positioned to lead the transition to a single, modernised planning system that supports growth, regeneration, and sustainability.

County Geography

Ethnic Diversity and Migration Patterns

Lincolnshire has a lower proportion of residents from ethnic minority backgrounds compared to the national average for England. However, the county has a notable population of residents born outside the UK, particularly in certain districts.

Boston stands out with a significantly higher percentage of non-UK born residents than the England average, reflecting distinct migration patterns. Meanwhile, the **City of Lincoln** has the highest proportion of residents born outside both the UK and Europe, likely influenced by its university population and international student presence.

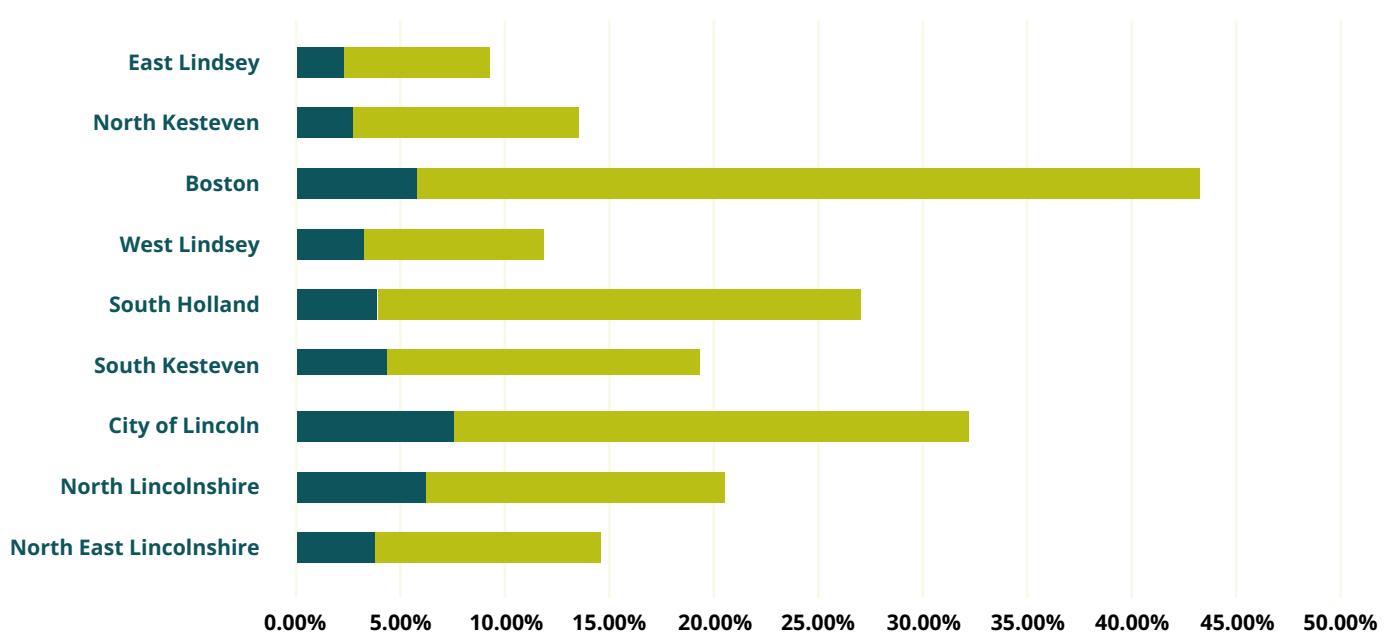
Population Density by District

Local Authority	% Non-White Ethnic Groups	% Non-UK Born Residents
North East Lincolnshire	3.80%	10.80%
North Lincolnshire	5.70%	14.80%
City of Lincoln	7.80%	24.20%
South Kesteven	4.20%	15%
South Holland	3.60%	23.30%
West Lindsey	3.00%	8.60%
Boston	5.30%	38.40%
North Kesteven	2.90%	10.60%
East Lindsey	2.20%	6.90%

Ethnic Population %

% Non-White Ethnic Groups

% Non-UK Born Residents



County Geography

Social Mobility in Lincolnshire: Key Indicators

The UK Government's Social Mobility Commission assesses how well local authorities support opportunities for individuals to improve their life outcomes.

The 2024 report (Social Mobility Commission's State of the Nation report (September 2024)) evaluates areas based on four key dimensions.

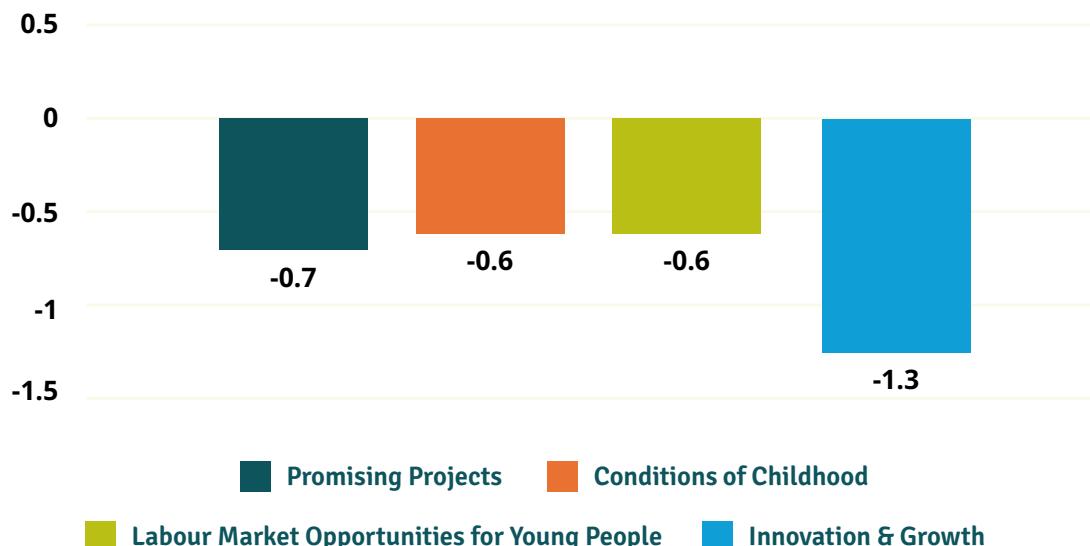
Social mobility scores measure how easily individuals - particularly those from disadvantaged backgrounds - can improve their social and economic position over time.

In the UK, these scores are often used to assess how well different areas support upward mobility. A high social mobility score indicates that people have a strong chance of improving their circumstances regardless of their starting point, while a low score suggests that background heavily influences outcomes, making it harder for individuals to move up the social ladder.

These scores are based on factors such as access to education, employment opportunities, income levels, and health outcomes.

The Social Mobility Commission uses a standardised index where positive scores reflect better-than-average performance, and negative scores highlight areas where mobility is more restricted. This helps identify regional disparities and target interventions to improve equality of opportunity.

Social Mobility Scores (Lincolnshire 2024)



Promising Prospects

- Classification: Middle group
- Score: -0.7
- This reflects the extent to which young people in Lincolnshire are likely to achieve positive outcomes in adulthood, such as stable employment and income.

Conditions of Childhood

- Classification: Middle group
- Score: -0.6
- This measure considers early life factors such as family income, access to quality education, and health—areas where Lincolnshire performs around the national average.

Labour Market Opportunities for Young People

- Classification: Middle group
- Score: -0.6
- This indicates moderate access to employment, apprenticeships, and training for young people entering the workforce.

Innovation and Growth

- Classification: Unfavourable group
- Score: -1.3
- Lincolnshire faces significant challenges in this area, which is based on factors such as broadband speed, business research and development investment, and the percentage of residents with postgraduate qualifications. These conditions are less conducive to fostering innovation and long-term economic growth compared to other parts of the UK.

While Lincolnshire performs moderately in areas related to childhood conditions and youth employment, it lags behind in creating an environment that supports innovation and economic advancement. This highlights a need for targeted investment in digital infrastructure, skills development, and business innovation to improve long-term social mobility outcomes in collaboration with the GLCCA.

A continuation of the existing county geography that forms the basis for the public health needs assessment, existing partnerships to plan and deliver services to address social mobility, and continued alignment with the ICB cluster, will enable new and innovative approaches to be planned and delivered to address social mobility and tackle health inequalities.

The new ICB cluster covering Derbyshire, Lincolnshire and Nottinghamshire is seeking to maintain a Lincolnshire focus within its arrangements. The aggregation of services and duties into one new council will support better strategic planning with the ICB ensuring that neighbourhood resources are utilised to maximum effect. This will enable the acceleration of our neighbourhood teams through bringing district, county, and health services together to wrap around primary care.

Maintaining the existing county geography would support existing close working with social care providers, where the county-wide Lincolnshire Care Association (LinCA) is recognised as one of the strongest associations in the country.

Lincolnshire Infrastructure, Innovation, and Economic Strength

Transport Infrastructure

Lincolnshire benefits from strategic transport links, including major roads such as the A1, A15, A16, A17, and A46, which enhance connectivity between the North and South of England. A significant recent development is the Lincoln Eastern Bypass, which connects to the northern section of the Lincoln Bypass, and represents a major step toward completing a full ring road around the city. This infrastructure is vital for reducing congestion in and around Lincoln.

Looking ahead, LCC is advancing plans for the construction of the North Hykeham Relief Road, a major infrastructure project that will complete Lincoln's ring road by linking the Eastern Bypass with the Western Bypass. The road will also form part of the Lincolnshire Coastal Highway, improving access to coastal areas and supporting regional connectivity.

In July 2025, the Government confirmed £110M in funding for the project and LCC have committed to deliver this important infrastructure to the county, with construction beginning early 2026. The c£200M dual carriageway is expected to be completed by 2029, significantly easing congestion in the south of Lincoln and supporting economic growth across Greater Lincolnshire.

Residents in south Lincolnshire are benefitting from the Spalding Western Relief Road (Section 5), the first stage of a full western route for the town.

The scheme unlocks land for new homes, supporting growth and connectivity. Additionally, £20M has been invested along the A16 to tackle four congestion hotspots caused by HGV traffic, improving safety and efficiency.

In the west, the Grantham Southern Relief Road is nearing completion. The 3.5 km route has two phases finished and most of the third constructed, with remaining works focused on a 400m viaduct crossing the East Coast Main Line. Once open, it will link directly to the A1, divert HGVs from Grantham town centre, reduce congestion, and boost economic growth.

The project is led by Lincolnshire County Council with partners including South Kesteven District Council, Homes England, Greater Lincolnshire LEP, National Highways, DfT, Network Rail, and local businesses.

This has been possible due to the scale of the County Council's strategic planning and economic power, and the Your Lincolnshire proposal will ensure progress continues in line with current delivery and the expectations of residents.

Lincolnshire Infrastructure, Innovation, and Economic Strength

Digital Investments

In addition to physical infrastructure, Lincolnshire has made substantial investments in digital infrastructure, aiming to boost broadband connectivity and reduce digital exclusion, particularly in rural areas.

Lincolnshire's commitment to enhancing its digital landscape is evident through a range of ambitious initiatives targeting improved broadband connectivity and digital inclusion across both urban and rural communities. These efforts have focused not only on upgrading existing digital infrastructure but also on introducing high-speed internet to remote villages and agricultural areas that have traditionally faced connectivity challenges.

By partnering with national telecommunications providers and leveraging government-backed investment programmes, Lincolnshire aims to close the digital divide, enabling more residents and businesses to access online services, participate in the digital economy, and benefit from remote education and healthcare.

Lincolnshire Infrastructure, Innovation, and Economic Strength

Agri-Tech and Food Innovation

Greater Lincolnshire is home to Europe's largest agri-food tech automation and robotics cluster, attracting businesses that are investing heavily in automation and innovation.

At the heart of this is the South Lincolnshire Food Enterprise Zone in Holbeach, a national hub for research, development, and collaboration in the agri-food sector.

This zone is a key component of the UK Food Valley, which plays a vital role in the national food supply chain:

- **Supplies** 70% of the UK's seafood.
- **Produces** 30% of the nation's vegetables.
- **Accounts** for 18% of poultry production.

Greater Lincolnshire continues to play a nationally significant role in food production.

The region produces 30% of the UK's vegetables and 18% of its poultry, underpinning both food security and rural employment.

The Grimsby seafood processing cluster, generates around £2B in total sales and supports over 10,000 jobs across processing, logistics, and supply chains. Together, these sectors form the backbone of Greater Lincolnshire's economy, contributing over 21% of the region's total economic output - three times the national average.

These figures highlight not only the scale of the agri-food sector, but also its diversity, innovation, and resilience in adapting to global supply chains, environmental pressures, and changing consumer demands.



The agriculture sector in Greater Lincolnshire makes a relatively large contribution to the economy (8% vs 3.6% nationally), with a growing Gross Value Added compared to a decline nationally (2.1% growth between 2017 and 2022).

The economic impact ripples through supply chains, research, and education, supporting local universities and driving the adoption of innovative automation and robotics. Lincolnshire's commitment to sustainable practices and advanced technology ensures that its agri-food and seafood industries remain competitive globally. With continued investment and a strong collaborative network between businesses, academic institutions, and government, the region is well-positioned to further enhance its contribution to both local prosperity and national food security.

With its strategic emphasis on food chain automation, digital innovation, and collaborative research, Greater Lincolnshire is uniquely positioned to emerge as a world-leading food cluster. The region's integration of advanced robotics, data-driven agriculture, and sustainable practices not only strengthens its agri-food sector but also reinforces the UK's ambition to become a global science superpower.



Strong partnerships between local businesses, universities, and research institutes fuel a culture of innovation, enabling rapid adoption of new technologies and ensuring that the region remains at the forefront of food production and supply chain management. These advancements drive efficiency, reduce waste, and enhance food security, while also opening new markets and opportunities for local entrepreneurs and established firms alike.

As Greater Lincolnshire continues to attract major investment and foster a thriving ecosystem of talent and expertise, its reputation as an engine of food innovation is set to grow. This dynamic environment not only supports the economic prosperity of the region but also plays a crucial role in meeting national and global challenges related to food sustainability, nutrition, and technological advancement.



Challenges

Rural Transport

LCC is responsible for maintaining over 5,500 miles of roads, which are vital for connecting the county's widely dispersed communities. Delivering services across such a large and rural area results in significantly higher costs compared to more densely populated urban regions. This is particularly evident in areas such as adult and children's social care and home-to-school transport.

In response to significant cuts in government grants for road maintenance LCC has allocated an additional £29M from its own budget in recent years. Despite this, the financial strain continues to mount.

A significant portion of Lincolnshire's 5,544-mile road network is assessed as requiring maintenance. With ongoing investment targeting areas in poor or deteriorating condition, the council delivered 240 carriageway resurfacing schemes, covering 116.06 miles in 2024/2025. Without a fairer funding model and substantial investment, the quality of the county's road network will continue to deteriorate, impacting connectivity and service delivery across rural areas.

Since before the COVID-19 pandemic, Lincolnshire County Council's expenditure on home-to-school transport has doubled, rising from £26M to £52M. This sharp increase reflects growing demand and rising costs, and the financial pressure is expected to continue in the coming years. In response, through rigorous management and oversight, the council has ensured we have avoided further costs over the past year, delivering £4.86M in cost avoidance savings.

These measures are helping to manage growth sustainably while continuing to support access to education for children and young people across the county.

Rural transport remains vital for residents without access to private vehicles. Bus services enable mobility for work, education, and social activities, yet rural areas lack the resilience and coverage seen in urban settings. Where services are not commercially viable, LCC funds socially necessary journeys—an increasingly difficult commitment to sustain. Reductions in service would impact living standards and limit growth opportunities. The county's well-established bus partnership, operating on a county-wide footprint, is recognised by providers and underpins aspirations for a rural bus pilot under the Greater Lincolnshire framework.

A key achievement is CallConnect, Lincolnshire's nationally recognised Demand Responsive Transport (DRT) service. Operating for over 20 years, CallConnect offers flexible, affordable travel for residents in rural and hard-to-reach areas, supporting independence and social mobility. It remains a cornerstone of Lincolnshire's inclusive transport strategy and exemplifies the council's commitment to innovative, resident-focused service delivery.

Challenges

Deprivation

More than 66,000 people in Lincolnshire live in areas ranked among the 10% most deprived in England.

Four of the county's seven districts are classified as mainly or largely rural, and this sparsity makes service delivery more challenging and costly.

According to the 2025 Indices of Deprivation, 39 areas in Lincolnshire fall within the most deprived 10% nationally. These rankings are based on seven weighted domains: Income (23%), Employment (23%), Education (14%), Health (14%), Crime (9%), Barriers to Housing and Services (9%), and Living Environment (9%).

Six of Lincolnshire's seven districts contain areas within the top 10% most deprived, and 239 areas are in the top 50%. Much of this deprivation is concentrated in urban centres and coastal communities. East Lindsey is the most deprived district, with 15% of its area in the bottom 10% nationally and 78% in the most deprived half.

However, deprivation levels vary widely across the county. North Kesteven are among the least deprived, with 79% of their area in the least deprived half nationally. West Lindsey shows the greatest disparity, with a gap of over 31,000 places between its wealthiest and poorest areas. Like much of the UK, Lincolnshire faces ongoing challenges in addressing inequality and deprivation.

The Multiple Deprivation Score measures how deprived an area is by combining data on income, employment, health, education, crime, housing, and the living environment.

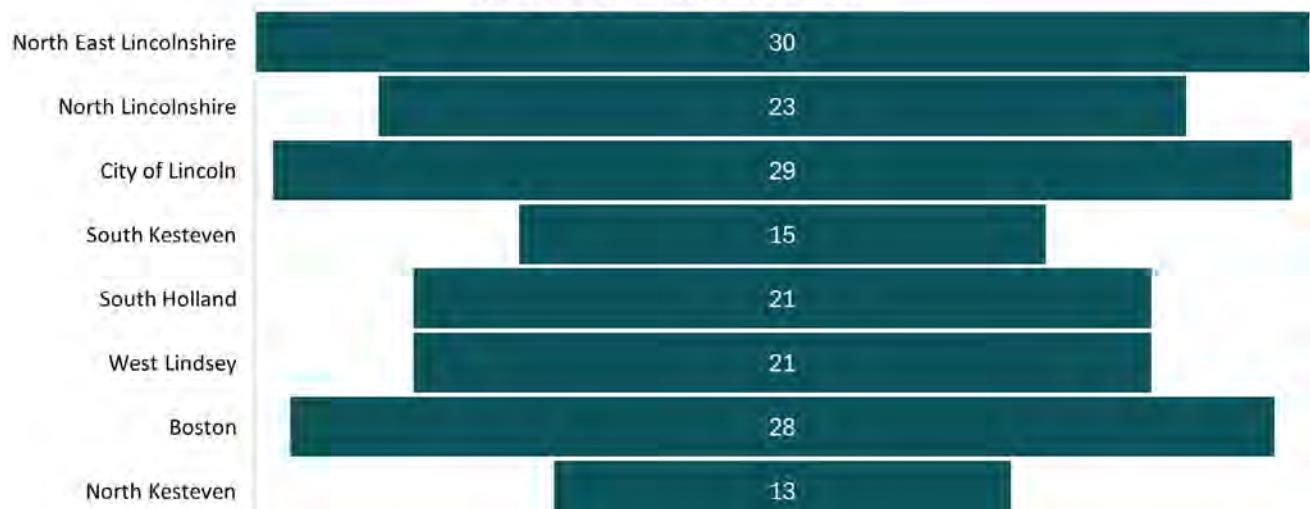
In Greater Lincolnshire:

- Higher scores**
(e.g. North East Lincolnshire – 30, East Lindsey – 30)
reflect greater deprivation and social need.
- Lower scores**
(e.g. North Kesteven – 13, South Kesteven – 15)
indicate less deprivation and relatively better conditions.

These scores help local authorities target funding, services, and interventions where they're most needed across the county.

Multiple Deprivation Score (Avg.)

Multiple Deprivation Score (Avg.)



Challenges

Health Inequalities

Deprivation is a key driver of health inequalities.

Those living in the most deprived areas are more likely to experience poor health across a range of conditions and are most likely to develop multimorbidity earlier in life and die young. It is also important to note that small pockets of deprivation can exist close to or within more affluent areas, which can sometimes mask the true scale of need.

Deprivation as a driver of inequalities in Lincolnshire

Those in deprived areas are



30% more
likely to suffer from depression and 22% more likely to be obese



-7 years less
of life expectancy for females in most deprived areas



25-35% greater likelihood
of developing multimorbidity earlier in life



-9 years less
of life expectancy for males in the most deprived areas

Our understanding of the health needs and inequalities in Lincolnshire are deep, developed over our long and successful history of cooperation between the County Council and Lincolnshire ICB.

The new ICB clustering arrangement recognised this, in keeping a Lincolnshire footprint going forward. It would be disruptive to intelligence driven delivery of the health and care services for local people, to disaggregate these arrangements.

Challenges

Skilled Professionals in Lincolnshire

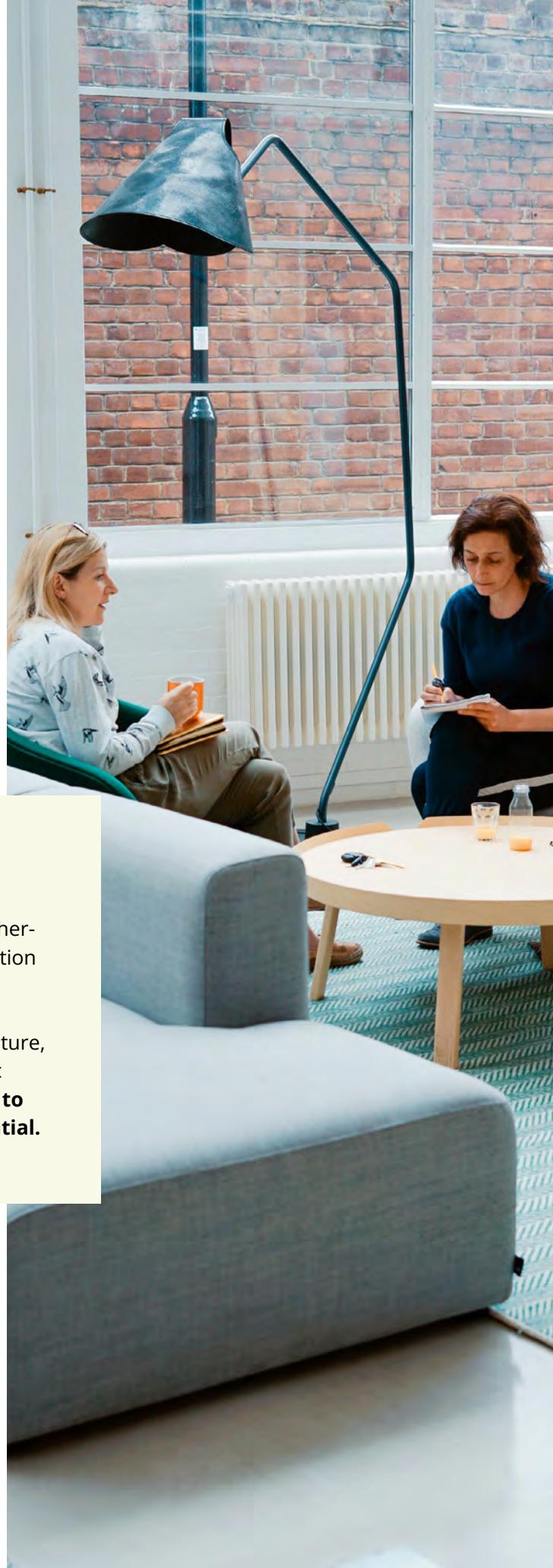
The Greater Lincolnshire Local Enterprise Partnership's Local Skills Report (January 2022) highlights a growing concern:

demand for skilled workers is at an all-time high, yet the region faces a significant skills shortage, with 37% of vacancies classified as hard to fill.

This challenge is compounded by a low job's density of just 0.79—below the UK average of 0.87—making it harder to match labour supply with employer demand, as noted in the Federation of Small Businesses' Local Skills Improvement Plan for Greater Lincolnshire & Rutland.

The report also identifies a pressing need for employability, digital, and transferable skills. A key issue is the low proportion of residents with higher-level qualifications: only 31.5% hold a Level 4 qualification or above, compared to the national average of 43.2%.

This skills gap poses a serious threat to the region's future, potentially limiting its ability to capitalise on economic opportunities. **Addressing this shortfall is essential to unlocking Greater Lincolnshire's full growth potential.**



Challenges

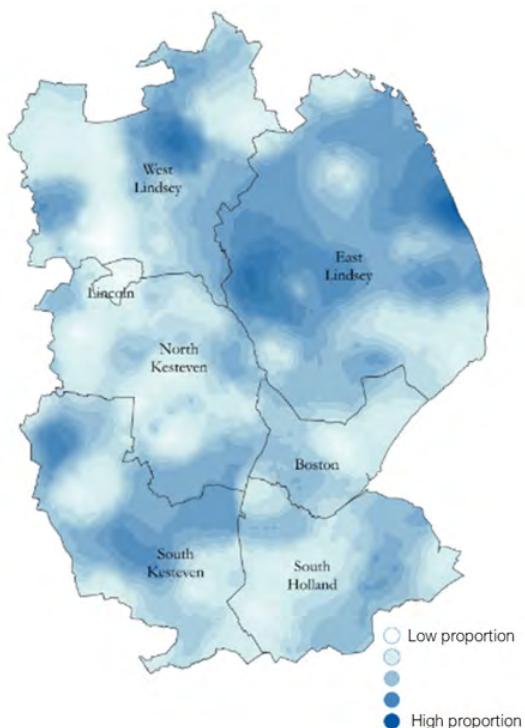
Ageing Population

The trend of an ageing population continues in Lincolnshire, with a growing proportion of residents in older age groups. In 2021, 23.4% of the population—approximately 180,000 people—were aged 65 and over, up from 20.7% in 2011.

Across Greater Lincolnshire, the number of people aged 90 and over has also increased significantly. In 2021, there were 11,100 individuals in this age group, representing 1.0% of the population, compared to 8,800 (0.8%) in 2011.

This demographic shift places additional pressure on already stretched public services, particularly in adult social care.

There is a pressing need for clear national direction to improve domiciliary care provision, ensuring that critical resources are prioritised for those most in need.



Ageing Heat Map

A robust, long-term strategy is also essential for the future of Adult Social Care.

In 2023/24, local authorities in England spent £23.3B on adult social care, making it the second-largest area of council spending after education.

However, any increase in funding is likely to be absorbed by rising costs, including the national living wage, limiting the capacity to expand or improve services.

Delivering against the national agenda

LCC is actively contributing to key national priorities through targeted local action and strategic partnerships across five core areas:

Economic Growth

LCC is actively driving regional prosperity through a series of strategic initiatives aimed at unlocking investment, supporting key industries, and enhancing infrastructure. Central to this effort is the Greater Lincolnshire Devolution Deal, which has secured £720M in long-term investment, empowering the region with greater autonomy and resources to shape its economic future. LCC is also a strong advocate for the UK Food Valley, a nationally significant agri-food cluster that contributes over £2B in agricultural output, reinforcing Greater Lincolnshire's position as a leader in food production, energy, and innovation.

Additionally, the council is investing in critical infrastructure, including road improvements and digital connectivity, to support business growth, attract investment, and foster innovation across the region. This would be sustained through the Your Lincolnshire model.

The ports of Grimsby and Immingham underpin key employment sectors distinct from Lincolnshire's rural economy.

In Grimsby, food processing and the adaptation of former fishing infrastructure have seen rapid growth in offshore wind operations, attracting major investors such as Ørsted and RWE and creating hundreds of local jobs.

Immingham, the UK's largest port by tonnage, handles around 46M tonnes of cargo annually and remains a critical gateway for trade and energy supply, reinforcing the Humber's role as the UK's Energy Estuary.

Delivering against the national agenda

Tackling Inequality and Promoting Considered Growth

LCC is addressing regional disparities by focusing on inclusive growth and equitable access to opportunities and services. This includes targeted investment in coastal and rural communities, ensuring that historically underserved areas benefit from economic development and infrastructure improvements. LCC is also prioritising skills development and adult education, supported by the devolution of the Adult Education Budget, which allows for more responsive and locally tailored learning opportunities.

In addition, the council is working in collaboration with partners to improve access to health and social care, particularly in areas where services have traditionally been limited, helping to reduce health inequalities and enhance overall wellbeing. This would continue, and be strengthened in the new model, through a unified county voice, aggregating the important district and county functions to tackle this challenge.

Public Service Reform

LCC is modernising service delivery to create a more efficient, responsive, and integrated public sector. A key part of this transformation is its advocacy for a unitary authority model, which aims to streamline governance, reduce duplication, and improve decision-making across the region. LCC is also investing in digital transformation, enhancing both the accessibility and efficiency of services for residents and businesses.

The current leadership of the county's children services have been at the forefront of public sector reform for some time. Our long-established reputation for the delivery of innovation, sector improvement and outstanding services has meant that we are an excellent partner for the DfE to pilot government reforms. We are a pilot site for the delivery of Family Hubs and the social care reforms. Progress may be hampered if focus is needed to disaggregate outstanding services.

Furthermore, the council is working closely with both the Integrated Care Partnership (ICP) - which sets the strategic direction for health and wellbeing across the system—and the Integrated Care Board (ICB), which is responsible for commissioning and delivering NHS services.

This collaboration is helping to better align health and social care, ensuring more coordinated, person-centred support for communities, and improving outcomes through shared planning and integrated delivery. Whilst the ICB structure is changing, the agreed plan is for the continuation of a Lincolnshire cluster based on the existing county geography. This would mean that existing partnerships would continue, and be strengthened, through an integrated approach, aggregating district and county functions.

Delivering against the national agenda

Unlocking Strategic Value Across Greater Lincolnshire

There is a compelling opportunity to drive transformation across Greater Lincolnshire—including North Lincolnshire and North East Lincolnshire—through coordinated action that improves outcomes, reduces duplication, and strengthens regional resilience.

Skills and Employability initiatives can be scaled across the entire footprint to support care leavers into sustainable employment through mentoring, placements and employer engagement.

A joined-up approach to apprenticeships and vocational training will better serve the wider population, with targeted support for people with learning disabilities and autistic individuals - groups facing some of the lowest employment rates nationally.

Aligning provision across Greater Lincolnshire ensures consistency, maximises participation, and supports the GLCCA's wider economic strategy. Countywide collaboration on teacher training and SEND-focused Continuous Professional Development will raise standards and ensure inclusive education across all areas.



Greater Lincolnshire faces significant housing pressures, and strategic planning across all districts - including North and North East Lincolnshire - offers a coordinated approach to increasing the supply of affordable and supported housing.

This includes meeting general housing demand and improving accommodation for vulnerable groups such as care leavers, adults with mental health or learning difficulties, and the frail elderly.

Overview

The development of new Extra Care Housing schemes for older people in Lincoln and Welton-by-Lincoln, within the West Lindsey district, exemplifies the potential of effective partnership working across local government tiers. The schemes were delivered through collaboration between LCC, District Councils, and a countywide registered housing provider.

Objectives

- ▶ To provide high-quality, purpose-built housing for older adults with care needs.
- ▶ To integrate housing and care services in a way that promotes independence and wellbeing.
- ▶ To deliver the schemes through a multi-agency partnership model.

Challenges and Learning

1. Nominations and Allocations

- **Issue:** Split responsibilities led to confusion and inefficiencies.
- **Impact:** Delays in agreeing nomination protocols and mismatched eligibility criteria hindered timely and appropriate filling of vacancies.
- **Learning:** Early alignment of nomination and allocation processes is critical. Joint protocols and shared understanding of eligibility criteria should be established at the outset.

2. Governance and Decision-Making

- **Issue:** Separate governance structures created ambiguity around accountability.
- **Impact:** Slowed decision-making and reduced flexibility during construction and mobilisation phases.
- **Learning:** Clear governance frameworks and escalation routes are essential. A joint steering group with defined roles can improve responsiveness and oversight.

3. Operational Handover

- **Issue:** Transitioning from development to operational delivery required coordination across multiple organisations.
- **Impact:** Complexity in staffing, care commissioning and tenancy management led to operational delays.
- **Learning:** A phased handover plan with cross-organisational involvement can smooth the transition. Early engagement of operational teams is key.

4. Legal and Contractual Limitations

- **Issue:** The County Council, not being a housing provider, was excluded from the development contract.
- **Impact:** Limited influence over design specifications and contractor performance, especially regarding build quality.
- Learning:** Formal mechanisms for care commissioners to input into design and quality assurance processes should be built into partnership agreements.

Conclusion

The Extra Care Housing schemes in Lincoln and Welton-by-Lincoln demonstrate the benefits and complexities of cross-tier collaboration in delivering integrated housing and care solutions. While the outcomes were positive, the experience highlighted the need for:

- **Strong** governance and shared accountability.
- **Integrated** operational planning.
- **Clear** legal frameworks that reflect the roles of all partners.

Recommendations for Future Schemes

- **Develop** joint commissioning and governance structures from the outset.
- **Align** housing and care eligibility criteria early in the process.
- **Include** all key stakeholders in design and development discussions.
- **Plan** for operational handover well in advance of scheme completion.



The proposed unitary model supports existing partnerships like the Central Lincolnshire

Partnership and aligns with the Greater Lincolnshire Combined County Authority (GLCCA), which brings devolved powers and funding to unlock investment and accelerate delivery.

Integrating accommodation and housing duties - traditionally split between county and district - will improve outcomes, reduce inequalities and support independent living.

Other areas that have undergone LGR have transformed housing options and achieved efficiencies, and Lincolnshire is well-positioned to do the same. Your Lincolnshire will also work with the GLCCA to develop an energy cluster to engage the sector to explore and address barriers to energy supply in Greater Lincolnshire.

Place Services offer immediate efficiency gains. Shared delivery models for hospital discharge planning can streamline processes, improve customer experience and reduce pressure on NHS services.

Coordinated transport planning across all councils will enhance community connectivity, enabling access to education, employment and healthcare - particularly in rural and coastal areas.

From a strategic perspective, **a unified tourism strategy** can be reviewed and whilst branding issues with Yorkshire and Humber are to be resolved for North and North East Lincolnshire, a countywide approach will strengthen the visitor offer, attract investment and boost local economies.

Aligning inward investment and economic development efforts with GLCCA priorities ensures a coherent proposition to investors and supports targeted infrastructure development.

In Social Care Oversight, strengthening Community Safety Partnerships across the footprint will enhance responses to exploitation. Tackling unethical practices in children's care homes through joint intelligence and lobbying will improve safeguarding and ensure high standards of care for vulnerable children.

We have an outstanding track record of shared partnership working across Greater Lincolnshire with Lincolnshire County Council, North Lincolnshire and North East Lincolnshire working together.

LCC Children's Services supported the improvement journey at North East Lincolnshire and are delighted they received their recent Good Ofsted judgement. The recent integration of our Coroners services has delivered significant service improvement, customer satisfaction and achieved efficiencies. We are committed to continuing this drive for partnership working.

Delivering against the national agenda

Improving the Lives of Residents

LCC's core mission is to enhance the wellbeing of its residents by supporting communities, promoting safety and planning for future needs.

This includes support for over 2,000 volunteers and hundreds of community organisations, which play a vital role in delivering local services and strengthening social cohesion. LCC also prioritises investment in road safety, public transport, and community safety, ensuring that residents can live, work, and travel securely and efficiently.

In addition, the council is engaged in strategic planning to meet the needs of an ageing population, with a focus on delivering sustainable and high-quality adult social care that supports independence and dignity.



Financial Pressures affecting Greater Lincolnshire

Funding Gaps at County and District Level

Rural counties like Lincolnshire continue to face significant financial disadvantages compared to more urbanised areas. The current government funding formula does not adequately reflect the higher costs of delivering services in sparsely populated rural areas. As a result, LCC faces an estimated annual funding shortfall – identified through the Fairer Funding work - of £120M, placing considerable strain on local services and limiting the council's ability to invest in long-term priorities.

Local Government Reorganisation will bring efficiencies, enhance service performance for our residents and bring innovation and creativity in how we strategically plan for economic and business growth especially around our key sectors. This model for LGR offers maximum efficiencies and minimal transition costs.

Short-Term Settlements and Long-Term Challenges

For six consecutive years, Section 151 Officers have been required to set balanced budgets based on one-year financial settlements.

The absence of a long-promised multi-year funding settlement severely limits LCC's and the district's ability to plan strategically.

Instead, the council must develop wide-ranging contingency plans each year to manage unforeseen costs and maintain service delivery.

Although LCC has historically maintained financial stability, reserves are increasingly being used to fund essential services, including demand led services, highways maintenance and home-to-school transport. This approach is not sustainable in the long term and highlights the urgent need for more predictable and equitable funding arrangements. Local Government re-organisation is an important and vital component of this.

The Your Lincolnshire model can deliver lower transition costs than many other models as disaggregation of services is not required, enabling savings to offset transition costs faster.

Financial Pressures affecting Greater Lincolnshire

The Case for Fairer Funding

According to the County Councils Network (CCN), rural councils are facing a growing financial crisis.

If left unaddressed, a £5.4B funding gap could severely limit the delivery of essential public services by the end of the decade.

Despite these challenges, rural areas contribute significantly to the national economy. The Rural Services Network (RSN) reports that rural authority areas generate £260B annually for England's economic output. A fairer funding formula is essential to unlock this economic potential and shift the focus from financial survival to sustainable growth.

Impact on Services and Local Economies

Since 2010, Lincolnshire County Council (LCC) has delivered £406M in savings through a combination of efficiency measures, service redesign, and, in some cases, reductions in service provision.

However, these savings have had a tangible impact, particularly on local bus services. In a rural county like Lincolnshire, reduced transport options disproportionately affect residents without access to private vehicles, limiting access to education, employment, and healthcare.

The financial outlook remains challenging. Research suggests that over half of councils may be forced to issue a Section 114 notice during this Parliament unless the local government funding model is reformed. Rural counties like Lincolnshire face disproportionate cost pressures due to geography, service demand, and limited economies of scale.

Without systemic change, the ability to protect essential services will continue to be at risk.

Financial Pressures affecting Greater Lincolnshire

Business Rates and Local Retention

Currently, LCC retains 10% of business rates, while district councils retain 40%, and the remaining 50% goes to central government.

This distribution significantly limits two tier authority areas' ability to benefit from local economic growth. For example, in West Lindsey in 2023/24, business rates were distributed as follows:

- **£1.781M** to LCC
- **£8.906M** to Central Government
- **£7.125M** retained by West Lindsey District Council

Unitarisation enables a single approach to local retention and strategic investment possibilities which would benefit the businesses and residents of the County.



Special Levies and Drainage Boards

All Lincolnshire district councils are part of a Local Government Association Special Interest Group (SIG) that advocates for reform of the current funding model for Internal Drainage Boards (IDBs). A major concern is the Special Levy, which is unpredictable, outside council control and must be paid from Council Tax revenues - reducing the funds available for statutory services. In some cases, councils have had to cut or constrain services to meet rising levy demands.

For example:

- **In Boston Borough Council**, the IDB levy accounted for 22% of the 2023/24 net budget and consumed 58% of the council's total council tax income.
- **In East Lindsey District Council**, the increase in council tax yield for 23/24 was £0.321M, while the IDB levy rose by £0.946M, creating a significant funding gap.

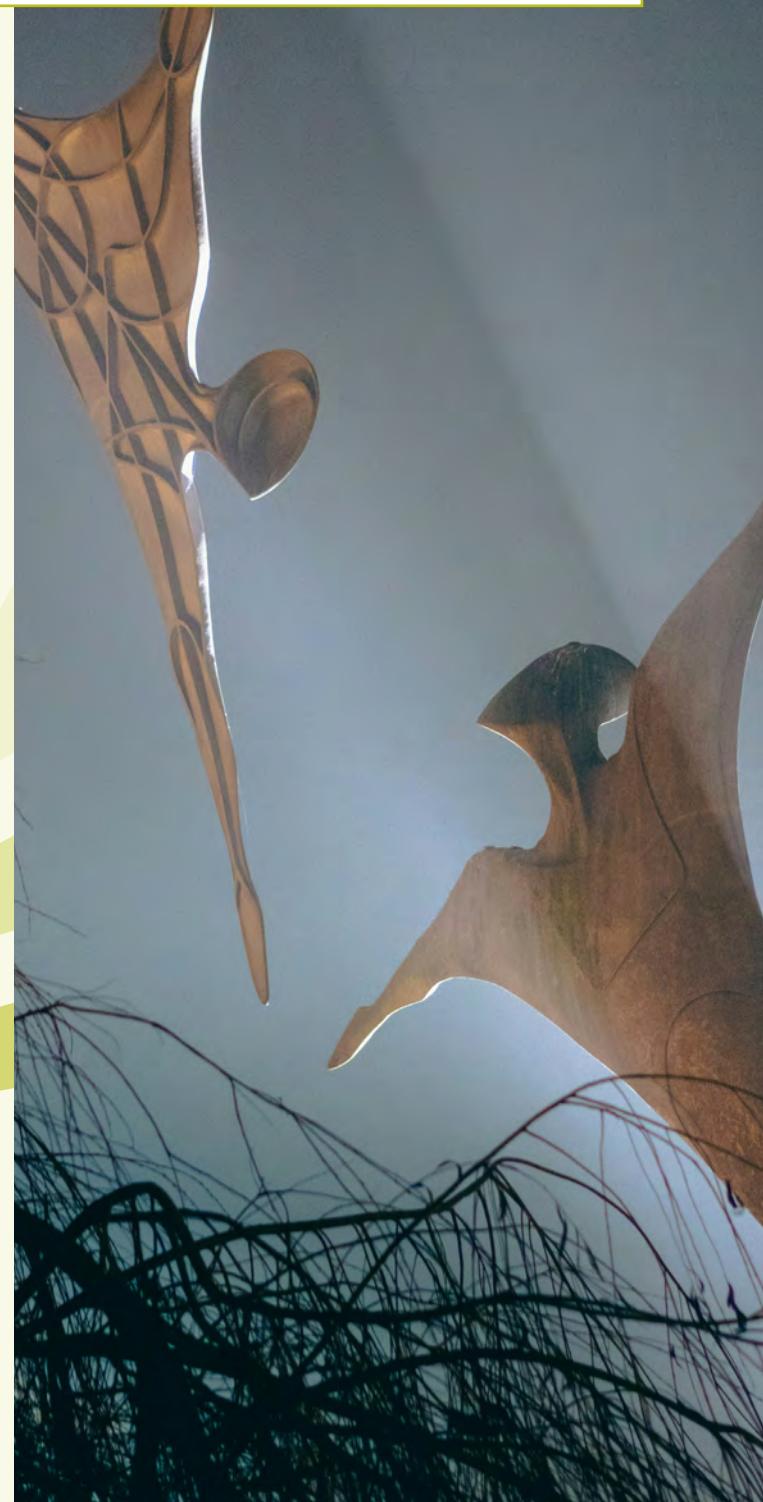
With council tax increases capped, councils cannot pass the full cost of these levies onto taxpayers, placing them in an increasingly unsustainable financial position. While councils continue to work collaboratively with drainage authorities, they are also lobbying government for a fairer and more sustainable funding approach. A unified approach to lobbying is likely to achieve greater results.

The Wider Public Sector Landscape

The wider public landscape in Lincolnshire is shaped by long established and highly effective partnerships that drive improvement, enabling our residents, businesses, and visitors to thrive, all of which contribute to the county's distinctive identity and approach to delivering public services.

These partnerships are wide ranging and include a focus on safeguarding, addressing health inequalities, driving health and care integration, flood prevention, accelerating the economy and enhancing regional growth to name a few.

Disruption to these partnerships must be avoided if growth and sustained performance improvement is to be maintained and accelerated. Continuous improvement and transformation can best be achieved through the Your Lincolnshire model of Local Government Reorganisation.



The Wider Public Sector Landscape

Lincolnshire Key Agencies & Partnerships

LCC works closely with a wide range of partners to deliver shared goals and improve outcomes for residents across the county.

Lincolnshire Police

Lincolnshire Police is the territorial police force responsible for law enforcement across Lincolnshire. Established in 1856, it covers an area of approximately 5,921 square kilometres, making it one of the largest geographic police jurisdictions in England and Wales. The force does not cover North and North East Lincolnshire, which fall under Humberside Police.



With the headquarters in Nettleham, also home to Lincolnshire Fire and Rescue, Lincolnshire Police is overseen by Police and Crime Commissioner Marc Jones. The force employs 1,188 police officers, supported by 85 Special Constables and 39 Police Community Support Officers (PCSOs), along with a range of civilian staff. The county is divided into four policing districts: Lincoln & West Lindsey, North & South Kesteven, Coast & Wolds, and Boston & South Holland. Each district is served by local police stations and neighbourhood policing teams.

Lincolnshire Police operate a variety of specialist units, including armed response teams, a Roads Policing Unit, a Rural Crime Team, a Dog Section, and a Protecting Vulnerable People Unit. It also contributes officers to the East Midlands Special Operations Unit (EMSOU), which handles serious and organised crime across the region. Coterminosity with the county council has enabled innovative and creative solutions to local crime, for example anti-social behaviour and the creation of our stay safe partnership (SSP) which is our community safety offer to schools. In its current form, the SSP is comprised of six core delivery partners, who all commit staff resource to the delivery programme: LCC, LFR, Lincolnshire Police, Haven Domestic Abuse Service, Lincolnshire Road Safety Partnership and Horizon.

Lincolnshire Key Agencies & Partnerships

East Midlands Ambulance Service (EMAS)

The East Midlands Ambulance Service NHS Trust (EMAS) provides emergency and urgent care to around 4.9 million people across a large region including Greater Lincolnshire, Nottinghamshire, Derbyshire, Leicestershire, Rutland and Northamptonshire.



Headquartered in Nottingham, EMAS operates over 700 vehicles from more than 90 sites and handles over 1.2 million emergency calls annually. It delivers a range of services including 999 response, non-emergency patient transport, and clinical assessment. Rated "Good" overall and "Outstanding" for caring by the CQC, EMAS is known for its innovation, collaboration with other blue light services, and commitment to integrated care across the East Midlands.

Lincolnshire Community and Hospitals NHS Group (LCHG)

LCHG is a collaborative partnership between United Lincolnshire Teaching Hospitals NHS Trust and Lincolnshire Community Health Services NHS Trust.



Together, they serve the 789,502 residents across the county. Their joint strategy for 2025–2030 focuses on transforming care by shifting more services from hospitals into community settings, improving access to care closer to home and addressing health inequalities. The group is also investing in digital tools, workforce wellbeing and integrated care pathways to better support people with complex needs, particularly those who are frail or living with long-term conditions.

Lincolnshire Key Agencies & Partnerships

Lincolnshire Partnership NHS Foundation Trust (LPFT)

LPFT provides specialist mental health, learning disability, and autism services across Lincolnshire. Its 2024–2029 strategy is aligned with the broader Integrated Care System vision and focuses on prevention, early intervention, and community-based support.

The trust is working to integrate mental and physical health services, enhance digital access to care and improve outcomes for patients and carers. LPFT also prioritises workforce development and co-production with service users to ensure services are responsive, inclusive and person - centred.

We have a number of section 75 agreements for the delivery of health and care for mental health and learning disability, which will benefit from continuation, rather than risk service disruption.



Lincolnshire Key Agencies & Partnerships

Lincolnshire Integration Care Board (ICB)

The ICB is a statutory NHS organisation responsible for planning and commissioning health services across the county. As part of the Better Lives Lincolnshire Integrated Care System (ICS), the ICB works in partnership with local authorities, care providers and the voluntary sector to deliver more joined-up, person-centred care for Lincolnshire's population.



The ICB's current Joint Forward Plan (2023–2028) outlines its priorities for improving physical and mental health outcomes, reducing health inequalities, and transforming services through prevention and early intervention. Key areas of focus include:

- **Expanding** access to community-based care and reducing reliance on hospital services
- **Improving** mental health support, particularly for children and young people
- **Enhancing** care for older people and those living with frailty
- **Tackling** health inequalities through targeted local action
- **Investing** in digital innovation, workforce development and integrated care pathways

The ICB works closely with the Integrated Care Partnership (ICP) and the Health and Wellbeing Board to ensure its plans align with broader system-wide strategies, including the Joint Health and Wellbeing Strategy and the Lincolnshire Older People's Strategy.

New arrangements will see Lincolnshire ICB merge with Derbyshire and Nottinghamshire ICBs as part of a cluster arrangement.

Focused on restructuring and implementing new governance arrangements and ways of working as clusters, this will support the delivery of the 50% cost reductions by April 2026.

Lincolnshire Key Agencies & Partnerships

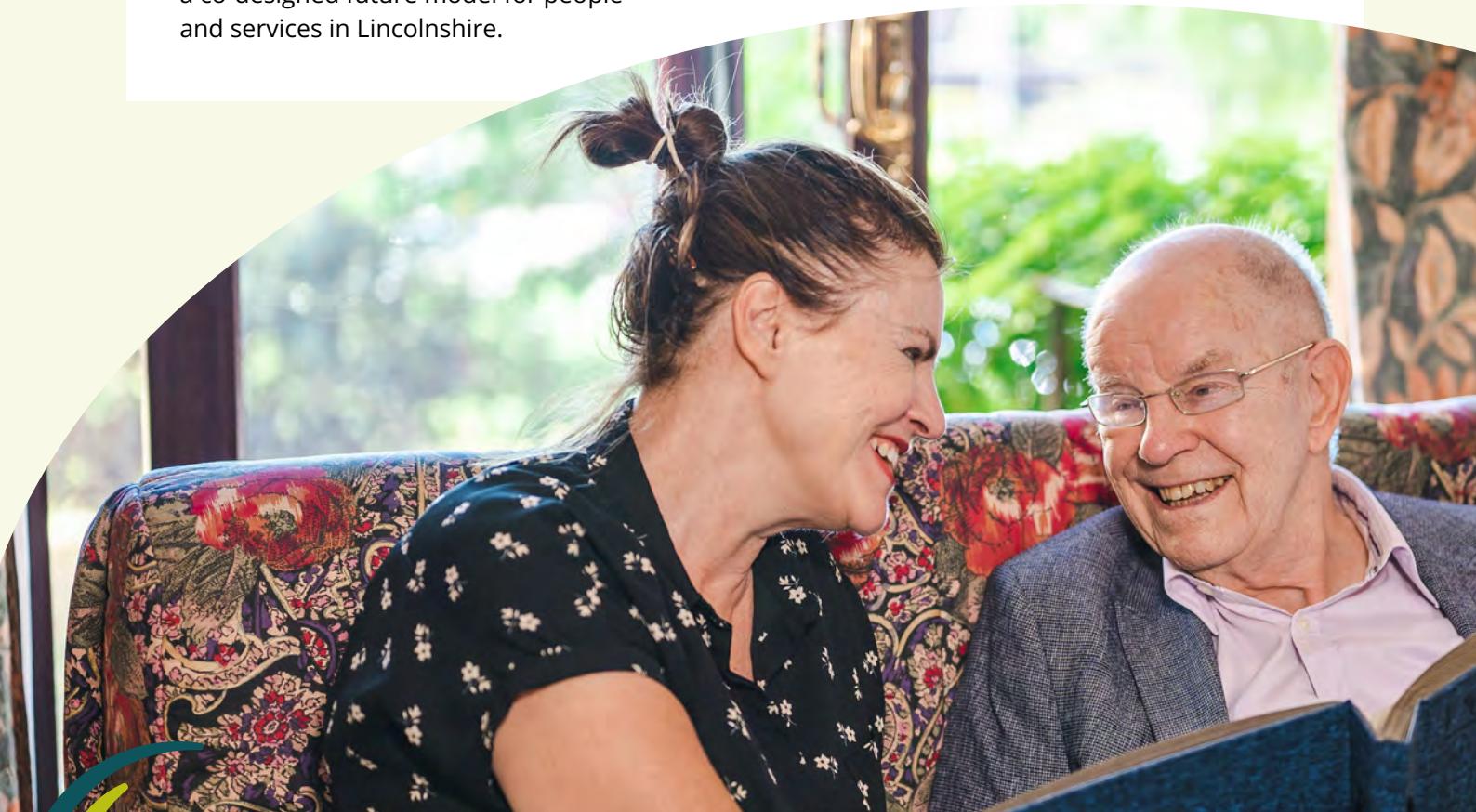
Lincolnshire Integrated Care Partnerships (ICP)

The Lincolnshire ICP is a joint committee between the County Council and Lincolnshire NHS ICB. As a coterminous area, there is a statutory requirement to have both a Health and Wellbeing Board (HWB) and ICP, and in order to avoid duplication, the membership mirrors the HWB. The ICP has a statutory responsibility to produce an Integrated Care Partnership Strategy (ICPS). Although the 10-Year Health Plan proposes removing ICPs to streamline governance and simplify system leadership, it sets out a vision for simplifying system working by empowering local partners with the flexibility to design arrangements that best serve their communities.

It also highlights the vital role of local government in delivering this vision.

The key elements of the new partnership with local government includes: the creation of a Neighbourhood Health Service and Neighbourhood Health Plans, designed to bring care closer to communities, delivered by neighbourhood teams organised around people's needs rather than traditional NHS structures. The Health and Wellbeing Board secretariat is well engaged in facilitating a co-designed future model for people and services in Lincolnshire.

The simplicity of Lincolnshire's current integrated care system has, to date, supported the development of strong and collaborative working relationships. There is a clear preference to continue working with a single council by local NHS leaders, rather than risk fragmenting integrated and service delivery across multiple unitary authorities.



Lincolnshire Key Agencies & Partnerships

Lincolnshire Health & Wellbeing Board (HWB)

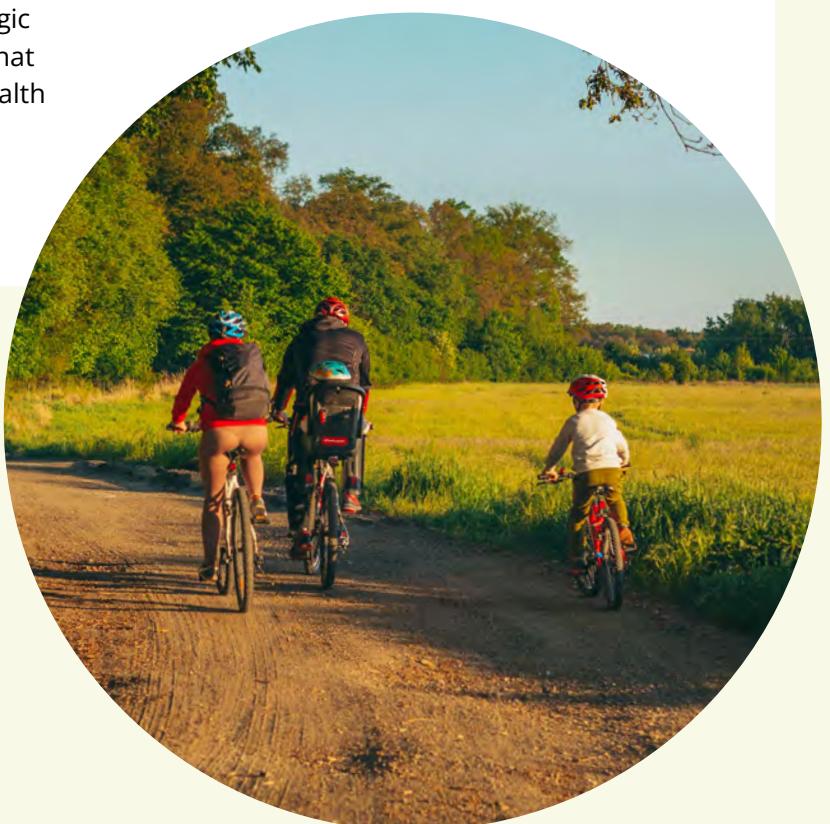
HWB is a statutory partnership that brings together leaders from local government, the NHS, public health and the voluntary and community sector. Its mission is to improve health outcomes and reduce inequalities for Lincolnshire's population of over 789,000 people.

The Board's 2024–2029 Joint Health and Wellbeing Strategy is built around a life course approach, focusing on three key themes: Start Well, Live Well and Age Well. These priorities aim to ensure that people in Lincolnshire are supported to have the best start in life, live healthy and fulfilling lives and age with dignity and independence.

The HWB works closely with the Integrated Care Board (ICB) and the Integrated Care Partnership (ICP) to align strategic priorities and ensure services are joined up and person-centred. Key areas of focus include:

- **Supporting** unpaid carers, whose contribution is valued at over £1.6B annually
- **Tackling** unhealthy weight and promoting physical activity
- **Improving** housing for independence, especially for vulnerable groups
- **Enhancing** mental health and emotional wellbeing
- **Reducing** health inequalities through targeted prevention and early intervention

The Board also oversees the Joint Strategic Needs Assessment (JSNA) and ensures that local commissioning plans reflect the health and wellbeing needs of Lincolnshire's diverse communities.



Lincolnshire Key Agencies & Partnerships

Safer Lincolnshire Partnership (SLP)

LCC is also a core partner in the **Safer Lincolnshire Partnership (SLP)** - the county's single strategic multi-agency forum for addressing community safety priorities.

The SLP is responsible for developing and delivering a strategy to reduce reoffending, tackle substance misuse and combat crime and disorder. It also engages regularly with the public to understand and respond to local safety concerns. This is an example of where the districts have already sought integration of community safety strategic planning and co-ordinated service delivery to the benefits of communities, reflecting that the model of service delivery across the whole county area can be successful.



Lincolnshire Safeguarding Adults Board (LSAB)

LSAB is a statutory multi-agency partnership responsible for ensuring effective safeguarding arrangements for adults with care and support needs across the county.



Its mission is to protect vulnerable adults from abuse, neglect, and exploitation and to promote their wellbeing, independence and safety.

The LSAB's 2022-2025 Strategic Plan focuses on three core priorities:

- **Prevention and Early Intervention:** Proactively identifying and mitigating safeguarding risks before they escalate. This includes improving the quality of residential and nursing care, tackling domestic abuse of older adults and preventing financial abuse.
- **Making Safeguarding Personal (MSP):** Ensuring safeguarding is person-centred, with individuals supported to express their desired outcomes and participate in decisions affecting their safety and wellbeing.
- **Learning and Shaping Future Practice:** Embedding lessons from safeguarding adult reviews (SARs), audits and assurance activities to drive continuous improvement across all partner agencies.

The Board works closely with partners including LCC, the ICB, Lincolnshire Police, district councils, care providers, and the voluntary sector. Recent initiatives include the Team Around the Adult (TAA) approach for complex cases, development of trauma-informed practice and joint protocols with the Lincolnshire Safeguarding Children Partnership and Domestic Abuse Partnership.

Lincolnshire Key Agencies & Partnerships

The Lincolnshire Safeguarding Children Partnership (LSCP)

LSCP is a statutory multi-agency body that brings together Lincolnshire County Council, Lincolnshire Police, the NHS Integrated Care Board and a wide range of partners including schools, charities and voluntary organisations.

Its mission is to ensure children and young people across Lincolnshire are effectively safeguarded and supported through coordinated, evidence-based action.

The LSCP's 2022-2025 strategic priorities focus on:

- **Tackling** child exploitation
- **Enhancing** emotional wellbeing
- **Promoting** healthy relationships
- **Reducing** the impact of neglect
- **Reducing** sexual and physical harm
- **Addressing** the impact of domestic abuse through a joint area of assurance with the Lincolnshire Domestic Abuse Partnership

The partnership promotes early identification of emerging threats, effective information sharing, and continuous learning across agencies.

It also oversees multi-agency audits, policy development and assurance activities to ensure safeguarding practices remain robust and responsive. Recent initiatives include the launch of a Child Sexual Abuse Strategy, enhanced training for professionals and improved coordination with schools through schemes like Operation Encompass.



Lincolnshire Key Agencies & Partnerships

Lincolnshire Road Safety Partnership (LRSP)

One notable collaboration is the Lincolnshire Road Safety Partnership, which aims to reduce road casualties through a combination of education, enforcement and engineering. This partnership plays a key role in promoting safer travel across the county.



**Lincolnshire
Road
Safety
Partnership**

The Lincolnshire Road Safety Partnership stands as a prime example of collaborative action designed to address one of the county's ongoing challenges - road safety. Established to bring together local authorities, the police, emergency services and public health representatives, the partnership's primary objective is to reduce the number and severity of road accidents across Lincolnshire's vast and diverse network of roads.

At the heart of its work are a series of targeted interventions and multi-agency initiatives. These include educational programmes delivered in schools to instil safe behaviours in young people, public awareness campaigns on issues such as speeding, drink-driving and mobile phone use, and community events that engage residents of all ages in discussions about safer road use.

The partnership also supports engineering solutions - such as improved signage, speed limit reviews and road redesigns - intended to make physical environments safer for drivers, cyclists and pedestrians alike.

Enforcement plays a vital role, with regular speed checks, drink- and drug-driving operations and close collaboration with the police to address high-risk behaviours. Data-driven analysis identifies accident hotspots and informs the deployment of resources for maximum effectiveness.

As a result of these concerted efforts, the Lincolnshire Road Safety Partnership has seen measurable progress in reducing casualties and raising public awareness.

By working across sectors, the partnership continues to adapt to emerging risks and promote a culture of safety, ensuring that road users throughout Lincolnshire benefit from a coordinated, proactive approach to road safety.

Lincolnshire Key Agencies & Partnerships

Greater Lincolnshire Combined County Authority (GLCCA)

In a broader regional context, LCC has worked closely with North Lincolnshire and North East Lincolnshire Councils.

Greater Lincolnshire
Combined County Authority 

This collaboration led to the successful negotiation of the 2023 Devolution Deal with central government. Following the Greater Lincolnshire Mayoral Election in May 2025, the Greater Lincolnshire Mayoral Combined County Authority (MCCA) became fully operational.

Key elements of the devolution deal include:

- **A £720M** long-term investment fund to drive economic growth and support local priorities
- **£8.6M** for brownfield development
- **Devolution** of the Adult Education Budget
- **£20M** in capital funding for economic regeneration

Benefits of Lincolnshire Partnerships and Impact of Fragmentation

Lincolnshire has a long-standing tradition of strong and cross-sector partnerships, with LCC being the host organisation for the Health and Well-being Board, Safer Lincolnshire Partnership, Lincolnshire Safeguarding Adult Board, Lincolnshire Safeguarding Children Partnership and Lincolnshire Road Safety Partnership.

These relationships, built on trust and collaboration over time, are fundamental to effective service delivery and strategic planning. They enable seamless coordination across councils and sectors, ensuring that services are delivered efficiently and aligned to shared priorities.

Fragmentation of these partnerships' risks undermining this cohesion.

It could lead to inefficiencies, duplication, and gaps in service provision—making it harder to achieve collective goals. Establishing new partnerships would require significant time and resource investment, an increased administrative burden and diverting focus from frontline services.

This could result in inconsistent service standards across different areas, ultimately impacting the quality and equity of services received by residents. **Continuous improvement can best be achieved through the Your Lincolnshire model of LGR.**

Support for the Voluntary Sector in Lincolnshire

LCC currently provides funding to two key voluntary sector organisations: the Lincolnshire Community and Voluntary Services (LCVS) and the Lincolnshire Voluntary Engagement Team (LVET). Each organisation supports the sector in distinct ways, aligned to different outcomes and objectives.

Lincolnshire Community and Voluntary Services (LCVS)

LCVS is the accredited infrastructure support body for the voluntary sector in Lincolnshire. In August 2023, it was re-awarded the Volunteer Centre Quality Accreditation (VCQA) - a nationally recognised standard that evidences the effectiveness and efficiency of volunteer management services.

LCVS supports the voluntary and community sector by providing expert advice and training, communications support and promoting access to grant funding opportunities.

In April 2024, LCVS formally partnered with Voluntary Centre Services (VCS) to form the Lincolnshire Community and Voluntary Partnership (LCVP), with a shared CEO and strategic leadership team. This partnership enhances capacity for collaboration and strategic delivery across the county. As of March 2025, the LCVP supported 2,793 volunteers across a wide range of support and opportunities. **Key achievements for 2024/2025 include:**

- **177,980** platform views with 23,283 unique visitors
- **540** individuals with an interest in volunteering provided with personalised support
- **927** applications to volunteering services
- **433** individuals confirmed they had started volunteering (47% of applicants)
- **1876** volunteering opportunities were advertised across Lincolnshire

LCVS estimates the economic value of volunteering through its centres at £1.977M. It has also invested in a new online platform to improve accessibility and reach, with good coverage across Lincolnshire and a broad demographic spread.

In 2024/2025, LCVS worked with approximately 821 voluntary organisations, representing around 30% of the estimated 5,000 registered voluntary organisations in Lincolnshire.

LCVS also manages funding pages on behalf of LCC, receiving around 200 visits per month, and in 2024/2025 helped organisations secure an additional £0.568M in funding.

Support for the Voluntary Sector in Lincolnshire

Lincolnshire Voluntary Engagement Team (LVET)

LVET focuses on health and social care,

working strategically with system leaders to ensure the voluntary sector has a voice in policy and decision-making.

As of October 2025, the Lincolnshire Voluntary Engagement Team (LVET) had a membership of over 150 organisations, encompassing charities, community interest companies and other non-profit entities. Of these, 73% are classified as small to medium-sized organisations, and 55% are registered charities, reflecting the diversity and grassroots nature of Lincolnshire's voluntary and community sector.

Although LVET's name suggests a voluntary sector focus, membership includes both voluntary and non-voluntary organisations.

LVET aims is to increase its membership by 1,000 per year for the 5 years starting from 2022-2027. This includes working in partnership with Every-One (a Lincolnshire-based registered charity and social enterprise dedicated to placing individuals at the centre of their own health and wellbeing).



Support for the Voluntary Sector in Lincolnshire

Benefits of Voluntary Sector Partnerships and Risks of Fragmentation (Including LGR)

Lincolnshire's voluntary sector thrives on strong, countywide infrastructure and partnerships

supported by funding and engagement from all local councils. Organisations such as Lincolnshire Voluntary Centre Services (LCVS) and the Lincolnshire Voluntary Engagement Team (LVET) play a pivotal role in enabling community resilience, supporting volunteers, and ensuring the sector's voice in strategic planning and service delivery.

LCVS, as the accredited infrastructure body, provides expert advice, training, communications support and access to funding opportunities, underpinned by its Volunteer Centre Quality Accreditation (VCQA). In 2023–24, LCVS supported nearly 2,200 volunteers and worked with over 800 voluntary organisations, demonstrating significant reach and impact. LVET further strengthens the sector's influence, particularly in health and social care, by engaging a diverse membership and working to expand representation.

Currently, funding and engagement from all councils ensures that the voluntary and community sector (VCS) remains vibrant and accessible across Lincolnshire.

This collective approach enables broad coverage, responsiveness to local needs and equitable support for organisations and volunteers in all areas.

If the current county is split as part of Local Government Reorganisation (LGR), there is a significant risk of fragmentation.

Funding and engagement could become siloed within new council boundaries, potentially leading to duplication, gaps in support and inconsistencies in volunteer management and organisational development.

The administrative burden of re-establishing partnerships and funding mechanisms in each new area could divert resources from frontline delivery. Most importantly, the loss of a coordinated, countywide approach may diminish the sector's ability to secure funding, influence policy and respond effectively to community needs - ultimately impacting the quality and reach of services provided to residents.

Partnerships in Environment Strategies

Environment Policy

This policy is to succeed the former Green Masterplan document and will provide the long-term strategy for LCC's ambitions towards the management of the local environment - through carbon management, the enhancement and protection of the natural environment and biodiversity, the management of waste and actions regarding flood risk and strategic water management. It will underpin the progression of potential opportunities through practical initiatives that can be undertaken to improve energy efficiency and reduce costs through solar panel assessments, and low-carbon heating systems in public buildings.

Greater Lincolnshire Local Nature Recovery Strategy (LNRS)

Local Nature Recovery Strategies are a new system of spatial strategies for nature covering the whole of England. They are designed as tools to drive more coordinated, practical, and focussed action to help nature. For the Greater Lincolnshire area, this includes:

- agreed priorities for nature's recovery,
- mapping the most valuable existing areas for nature,
- mapping specific proposals for creating or improving habitat for nature and wider environmental goals.

The production of the LNRS is an evidence-based process, locally led by LCC as the Responsible Authority and is collaborative alongside all tier one and secondary authorities as well as relevant sector support through nature partnerships and the wildlife trusts.



It will create a network of shared plans that public, private, and voluntary sectors can all help to deliver. It will identify the places which, once action has been taken on the ground, will enable the nature recovery network to grow over time.

This in turn will help achieve wider environmental objectives and contribute to economic recovery objectives.

Partnerships in Environment Strategies

Flood Risk Management

The Council is one of the risk management authorities within the County and works in collaboration with others such as the Environment Agency, water supply and sewerage companies and the various internal drainage boards.

Following an understanding of the causality of flooding in local areas after weather events, various partners will, dependent on the concerns, work together to develop solutions and schemes to better protect householders, businesses and infrastructure.

The Council is also partner to a number of long-term strategies to manage flood risk in the County through the 2100+ series of flood risk adaptation programmes for the Lincolnshire Coast and the Fens, working with the Environment Agency and District Councils to deliver a long-term view for investment.

Water Resource Management

Alongside the various councils in Lincolnshire, and the Mayoral Authority, the County Council is developing long term strategies with Anglian Water and Water Resources East, amongst others, to ensure that the growth in housing, industry and infrastructure is supported by appropriate water supply in the right places and seeking solutions towards storage, extraction and abstraction whilst the area suffers from water stress.



Partnerships in Environment Strategies

Benefits of Partnership and Risks of Fragmentation: Environment and Climate Change Strategies

Lincolnshire's approach to the environment is underpinned by strong, cross-council partnerships and shared strategic vision relying on coordinated action, pooled expertise and joint investment to deliver ambitious outcomes for climate adaptation and resilience, sustainable growth and the recovery of nature.

Collaboration across all councils

enables the development and delivery of large-scale, long-term strategies that address both mitigation and adaptation. Shared initiatives - such flood risk management and the LNRS - are more effective and efficient when resources, data and best practice are pooled.

Joint stakeholder engagement ensures that plans are shaped by a broad range of perspectives, while regional coordination maximises access to funding, supports innovation and accelerates opportunities to deliver a healthy and vibrant environment for residents and visitors.

This collective approach also strengthens Lincolnshire's voice in national policy discussions and enhances the county's leadership reputation across Environmental functions.

Fragmenting these partnerships would undermine the coherence and impact of Lincolnshire's environment ambitions.

Disjointed strategies risk duplication, gaps in delivery and inefficient use of resources. The loss of a unified approach could reduce access to external funding, weaken stakeholder engagement and slow progress on key initiatives such as coastal resilience, decarbonisation of agriculture and community-led sustainability.

Ultimately, fragmentation could jeopardise Lincolnshire's ability to meet environmental targets, diminish its influence in national forums and reduce the quality of environmental outcomes for residents, visitors and businesses.

Currently, all councils contribute to and engage with these strategies.

The Your Lincolnshire model supports this way of working, ensuring Lincolnshire does not lose the breadth of expertise, local knowledge and shared ownership that underpin successful delivery - which would potentially impact the county's ability to maintain momentum and achieve its environmental ambitions.

Partnerships in Environment Strategies

Summary

While Lincolnshire has a strong track record of effective partnership working, there is clear potential to achieve even more. At present, our partner organisations must engage with multiple local authorities across the county, which creates complexity and consumes significant resources. Coordinating action often requires extensive effort to manage communications, schedule and administer meetings and maintain relationships across different councils.

A move towards a single unitary authority for Lincolnshire would build on our existing relationships and achievements, while also simplifying and strengthening our approach to partnership working.

We have strong support from public sector partners, including health and emergency services, as well as from the business community, who recognise the opportunity to streamline collaboration and improve outcomes through a more unified structure.

This transformation would enable us to deliver greater value from our partnerships and maximise collective impact across the county. It would also support the development of new locality-based models of service delivery, ensuring that services are more responsive to the needs of local communities.

Against the backdrop of increasing local and national financial pressures and given the current complexity of service planning and delivery in Lincolnshire, there is a clear and compelling case for change.

The Your Lincolnshire model delivers good financial efficiencies, maintains strong demand led services and provides opportunities for innovation and a unified approach to accelerate growth.

3. The Case for Change

Local Government Reorganisation in Lincolnshire offers a transformational opportunity to reshape service delivery, decision-making, and community support. Moving to a single unitary authority will streamline governance, reduce duplication, and create a more agile, responsive arrangement, capable of meeting future challenges.

This reorganisation will:

- **Strengthen our foundation for the future** – our proposal ensures high quality, resilient services that are financially sustainable, driving economic growth, supporting local business, and giving communities a stronger voice.
- **Simplify services in Lincolnshire** – Clearer structures mean residents know who to contact and how to get help quickly. With a stronger focus on communities, council services will be more accessible, transparent, and responsive to local needs.
- **Save money by delivering better value for residents** – By reducing duplication and bureaucracy, we can operate more efficiently and cost-effectively. The savings generated will be reinvested into frontline services, so our communities benefit directly.

We believe that replacing the current county and district councils with a single unitary authority covering the county of Lincolnshire is the strongest option. It meets government criteria while securing a better future for residents, communities, and businesses.

The Limitations of the Current Model of Local Government

Lincolnshire's current two-tier local system has presented challenges for residents, communities, and businesses. Despite ongoing collaboration between the county and district councils, the structure has led to some fragmentation and duplication, making it more complex for service providers and the public to engage with services.

Overlapping responsibilities and misaligned strategies hinder effective responses to challenges and limit growth. Lincolnshire needs a streamlined, efficient local government model for the future.

The current structure is no longer fit for purpose. It is:

- **Too complicated** – Multiple layers of governance that confuse accountability and delay decision-making.
- **Less effective than it could be** – It limits our ability to deliver joined-up services, strategic planning, and innovation.
- **Inefficient** – Duplicated administrative functions, fragmented systems, and wasted resources reduce overall efficiency.
- **Unsustainable** – Mounting financial pressures, service delivery risks, and long-term structural fragility threaten long-term viability.

The following section examines these limitations in detail and explores the development of a local government model that strengthens Lincolnshire, simplifies local services, and saves on bureaucracy for Lincolnshire communities, both now and in the future.

The diversity of structures, responsibilities and funding sources, can lead to confusion for residents and can make it challenging for Local Authorities to deliver services effectively.

Too complicated – Multiple layers of governance that confuse accountability and delay decision-making.

Fragmented Service Responsibilities

Key services – such as housing, planning, waste, and transport—are split across both tiers, making it difficult for residents and professionals to understand who does what.

For example, housing services are divided between districts (handling allocations and homelessness prevention) and the county (managing strategic infrastructure and support), resulting in duplicated efforts, inconsistent outcomes, and gaps in provision – particularly for vulnerable groups like care-experienced young people and adults in receipt of a disabled facilities grant (DFG).



Case Study: Improving Disabled Facilities Grant (DFG) Delivery

Context

The delivery of DFGs in Lincolnshire is currently split between the County Council and seven district councils. Each authority manages its own governance, budgets, and processes, resulting in fragmented service delivery and limited coordination across health, housing, and social care.

Problem Statement

The delivery of DFGs in Lincolnshire is fragmented across the County Council and seven district councils, leading to disparities in processing, inconsistent support, and unequal access to discretionary funding. Separate governance and budgets limit coordination, reducing the effectiveness of services that support independent living and creating inequity in service quality across the county.

Vision under One Unitary Authority

To create a single, integrated DFG service under a unitary council model, enabling timely, equitable, and coordinated support for residents across Lincolnshire.

Strategic Objectives

1. **Pool budgets** and unify governance arrangements.
2. **Integrate Occupational Therapy**, housing support, and community equipment services.
3. **Improve responsiveness** and reduce waiting times.
4. **Ensure consistent access** to discretionary funding.
5. **Promote independent living** and reduce reliance on residential care.

Implementation Approach

Your Lincolnshire would consolidate DFG delivery into a countywide service. Integrated teams would coordinate assessments, funding, and adaptations, supported by shared systems and streamlined processes. The council would work with partners to align services and ensure residents receive timely, needs-based support. Lessons from successful models elsewhere would inform the design and rollout of the new service.

Conclusion

Your Lincolnshire would transform DFG delivery in Lincolnshire, improving efficiency, equity, and outcomes for residents. By supporting independent living, the council can reduce pressure on health and social care services, enhance quality of life, and ensure fair access to essential home adaptations across the county.

Overlapping Governance and Accountability

Governance arrangements are confusing, with 445 elected members across Greater Lincolnshire, including 360 within the County Council's administrative boundary. 18 councillors hold dual mandates, creating scheduling conflicts, increased costs, and inconsistent attendance.

Decision-making is slowed by multiple layers of consultation and approval - particularly for major programmes like regeneration and planning policy alignment.

Fragmented and Inconsistent Service Delivery

The multiple councils operate independently, resulting in fragmented delivery of services such as parking, waste, leisure, and environmental management. Each uses different systems, policies, and processes, leading to inconsistent standards and communication.

Public Transport

Public transport infrastructure

(including bus stations, bus stops, and bus shelters) is currently split between District and County Councils. There is a range in terms of quality and maintenance of bus stations in the county, which limits the ability to deliver a holistic strategy linking public transport with sustainable transport options such as walking and cycling.

The current two-tier approach pitches the need of District Councils to generate revenue through car parking against the desire of both upper and lower tier authorities to encourage and enable sustainable transport methods.

As the revenue generated from car parking by lower tier authorities is critical to their fiscal planning, this is often seen as more attractive to promote than public transport, therefore encouraging more cars onto the highway network.

These inconsistencies hinder strategic planning and make it difficult to deliver coherent, countywide services.

Fragmented and Inconsistent Service Delivery

Taxi Licensing

Taxi licensing has separate policies within each District Council, creating postcode lotteries in standards and service quality negatively impacting the expectations of people using taxis within Lincolnshire.



Vehicles: Standards for what makes a vehicle suitable to be a taxi or hackney carriage vary widely between authorities. Rules differ on the permitted age of vehicles, minimum and maximum size, luggage capacity, seat dimensions, frequency of vehicle testing, and the extent of visual inspections. This creates inconsistency in both safety standards and customer experience.



Drivers: Requirements for drivers also vary significantly. Differences exist in the level of DBS checks, mandatory training (e.g. safeguarding, child exploitation, disability awareness), minimum driver age (18 or 21), length of time a full licence must be held (1 or 2 years), required English language proficiency, the nature of topographic or "knowledge" tests, and how tax compliance is assessed. This leads to unequal expectations of drivers depending on where they are licensed.



Fees and Charges: The costs of obtaining and maintaining a licence differ between authorities, creating further inequity for both drivers and operators, and distorting competition between areas. The set rates charged by Hackney Carriages also vary considerably across Lincolnshire.

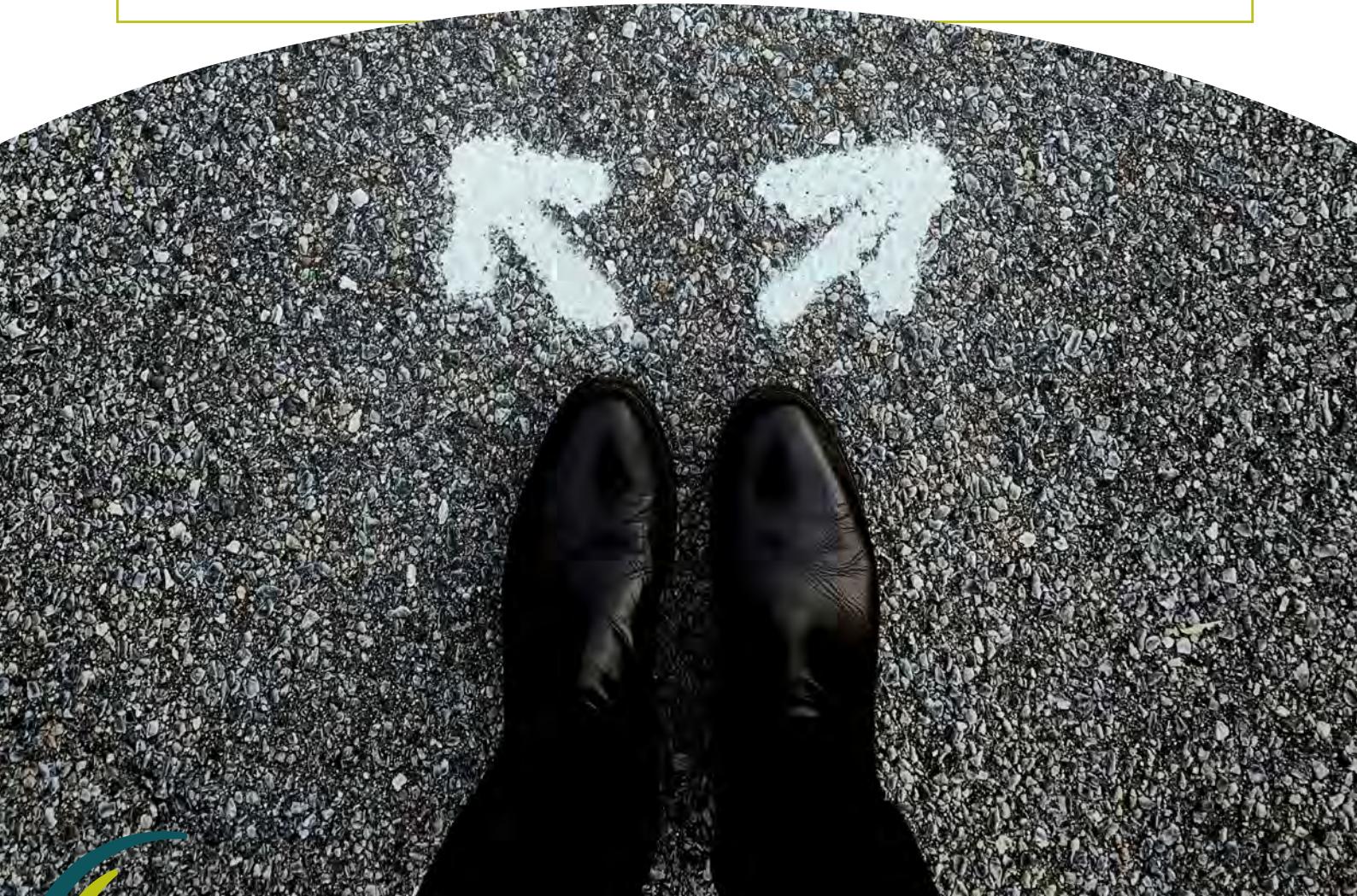
This inconsistency limits the ability for joined up working, both in term of efficiencies of scale for Districts sharing services, but also leads to unnecessary complexity, and duplication of checks being performed where taxis are used for services like home to school transport.

Blurred Boundaries in Economic Development

Economic development responsibilities are shared between the mayoral combined authority, county council, and district councils, creating overlapping roles and blurred boundaries. This layered structure confuses external stakeholders, including businesses and training providers, who often perceive duplication and lack of a unified public-facing narrative.

The absence of clear strategic alignment makes it harder to prioritise investment and deliver impactful economic programmes across the whole of Lincolnshire. An operational example of fragmentation is the offer to businesses, who tell us that the district-based services can be a postcode lottery leading to confusion. Aggregating these services to a single tier across the county would be a benefit to our businesses.

This complexity doesn't just confuse—it actively undermines the system's ability to access grant funding and deliver effective services.



Less Effective Than It Could Be – It limits our ability to deliver joined-up services, strategic planning, and innovation.

Fragmentation Undermining Strategic Cohesion

The two-tier structure prevents Lincolnshire's councils from operating as a unified system. Separate governance, planning, and service delivery models hinder strategic alignment. Four distinct Local Plans and differing priorities across councils obstruct holistic growth, infrastructure coordination, and the delivery of sustainable communities.

This fragmentation limits responsiveness, innovation, and the ability to deliver joined-up, person-centred services.

Inconsistent Standards and Unequal Outcomes

Service delivery varies significantly across districts, leading to unequal access and outcomes. Housing affordability, homelessness support, and health-related housing interventions differ widely.

Leisure, cultural, and transport services operate under different models, resulting in variable quality and public satisfaction.

These reduce public confidence in local government and reduce the system's ability to deliver equitable services countywide.

Weak Commercial Leverage

Procurement of major contracts are led independently by each authority. This results in overlapping supplier arrangements, inconsistent contract terms, and weaker commercial leverage as well as a weaker voluntary sector, competing for a myriad of contracts.

Only two district councils currently receive county-level procurement support for complex projects.

Without a shared data platform, spend analysis is limited, blocking opportunities for consolidation and improved value for money.

Siloed Digital Infrastructure and Limited Data Integration

Digital services are delivered through separate IT infrastructures, with no integrated data platform. This prevents consistent digital service delivery and joined-up support for customers.

Cyber security varies, with no unified framework for monitoring or incident response.

The inability to share threat intelligence leaves some councils more vulnerable and blocks progress toward smarter, more resilient public services.

Workforce Constraints and Talent Fragmentation

Councils compete for the same limited pool of technical and professional staff. Small, isolated teams lack the scale to offer structured career development or apprenticeship pathways.

This is particularly evident in IT, property, and project management. In property and facilities management, the absence of an integrated approach limits the ability to

professionalise estate functions or support long-term goals like carbon reduction and compliance with building safety standards.

We have seen this across the Lincolnshire districts which only seeks to deliver a salary war rather than collective ownership of service performance.

Operational Inefficiencies and Duplication

The split system leads to duplicated processes and siloed operations. Health professionals must liaise with multiple councils for hospital discharge planning, while taxi licensing involves repeated checks across tiers. Leisure and cultural services miss opportunities for shared programming and economies of scale.

These inefficiencies waste resources, slow service delivery, and hinder innovation. Residents are confused about who to contact so a single contact number, single website and a single customer access point in each locality must be the best way forward.

Misaligned Responsibilities and Delayed Delivery

Split responsibilities often lead to misalignment that delays or dilutes

outcomes. Highway improvements may be stalled due to district-level parking policies. Housing growth is promoted by districts but supporting transport infrastructure and access to schools and school places managed by the county, resulting in disjointed development.

Section 106 contributions are inconsistently managed, delaying critical infrastructure funding and reducing public confidence.

Reduced Resilience to Emerging Pressures

The current system has limited capacity to adapt to external pressures such as population growth, environmental challenges, and market volatility.

Fragmented management of waste collection constrains the ability to secure cost-effective contracts and improve recycling outcomes.

High levels of fuel poverty reflect insufficient scalability of energy efficiency measures and support schemes, leaving households and services more vulnerable to future cost-of-living shocks.

Overlapping Responsibilities

There are a range of services that are delivered by both Districts and County dependant on their location or the ownership of an asset. These include:

- **Street Lighting** – Lighting columns can be maintained by either the county or district with no clear way for a member of the public, or apps like 'fix my street' to know which authority issues should be reported to.
- **Grounds Maintenance** – Services like grass cutting, sand clearance and arboriculture are provided dependant on the designation of land, with areas like grass verges and open spaces managed by different authorities. This means there can be different contracts, maintenance regimes, and standards for a single piece of land.

As well as members of the public not understanding the difference and therefore knowing who to contact when there is an issue, this leads to a duplication of work maintaining these areas, duplication in the requirement for specialist equipment and an inability to deliver service efficiencies.

These inefficiencies are not just operational - they are increasingly unsustainable.

Case Study: Streamlining Street Lighting Management

Context

Street lighting in Lincolnshire is currently managed by multiple authorities. LCC oversees around 69,000 columns, manages 8,000 on behalf of districts, while 3,000–4,000 remain under direct district control. This fragmented model limits strategic oversight and creates operational inefficiencies.

Problem Statement

Street lighting in Lincolnshire is managed by multiple authorities, resulting in fragmented oversight, inconsistent maintenance schedules, and higher operational costs. This setup also causes confusion for residents when reporting faults, limiting the effectiveness and efficiency of service delivery.

Vision under One Unitary Authority

To establish a single authority responsible for all council-owned street lighting assets, enabling consistent service delivery, improved energy efficiency, and clearer communication with the public.

Strategic Objectives

- 1. Consolidate ownership** and management of all street lighting assets.
- 2. Accelerate LED upgrades** and energy-saving initiatives.
- 3. Reduce operational costs** through unified contracts and procurement.
- 4. Improve fault reporting** and resolution for residents.
- 5. Expand and modernise** the delivery model across the county.

Implementation Approach

Under a unitary model, all street lighting assets would be managed centrally. This would allow for standardised maintenance schedules, coordinated upgrade programmes, and streamlined procurement. A single reporting system would be introduced for residents, improving clarity and responsiveness. The council would also be better positioned to negotiate favourable energy and maintenance contracts, enhancing sustainability and cost-effectiveness.

Conclusion

Your Lincolnshire would transform street lighting management in Lincolnshire by consolidating oversight, reducing costs, and improving service clarity. This approach supports environmental goals, operational efficiency, and a better experience for residents across the county.

Inefficient – Duplicated administrative functions, fragmented systems, and wasted resources reduce overall efficiency.

Systemic Inefficiency Across Enabling Services

Lincolnshire's councils have between five and eight separate back-office functions, each with its own IT systems, HR processes, finance teams, and governance arrangements.

This duplication consumes resources that could be redirected to frontline services.

Independent IT infrastructures increase licence and support costs, with duplication across Enterprise Resource Planning tools (ERPs), Customer Relationship Management Systems (CRM), and revenues and benefits systems. While the County Council has consolidated its Geographic Information Systems (GIS) internally, similar opportunities are missed countywide due to lack of coordination.

Fragmented Property and Facilities Management

Separate asset registers and capital investment programmes prevent a strategic approach to property management. Opportunities to rationalise space, co-locate services, and reduce reactive maintenance costs are lost.

Facilities management remains fragmented, with compliance, fire safety, and health and safety handled individually, adding administrative burden and increasing the risk of non-compliance. This has the potential to significantly deliver capital receipts which could be re-invested.

Procurement and Workforce Planning Limitations

Procurement is handled independently by each council or partnership. This weakens buying power and creates administrative overheads. Councils procure similar goods and services on different terms and at different prices, reducing value for money. Workforce planning is siloed, with inconsistent pay and conditions and duplicated roles.

Without an integrated workforce strategy, councils cannot deploy resources flexibly or develop countywide apprenticeship and graduate schemes.

Visible Inefficiencies and Public Perception

These inefficiencies are visible to residents, who experience inconsistent service standards and perceive resources being wasted on duplicated structures. Performance monitoring is applied inconsistently, hindering data-driven decision-making and strategic improvement.

What begins as duplication and fragmentation quickly escalates into long-term unsustainability.



Unsustainable – Mounting financial pressures, service delivery risks, and long-term structural fragility threaten long-term viability.

Strategic misalignment and infrastructure delivery gaps

Split responsibilities between tiers continue to hinder infrastructure delivery.

Highway improvements take place in the context of district-level parking decisions. Housing growth is promoted by districts, but transport infrastructure is managed by the county, resulting in disjointed development. Section 106 contributions are inconsistently managed, delaying critical infrastructure funding and reducing public confidence.

A prime example lies in the delivery of highway interventions, designed to encourage modal shift, such as reallocating road space for active travel. While the county council has the authority to redesign and manage the road network, delivering meaningful change often requires the removal or reduction of car parking to prioritise walking, cycling, or public transport infrastructure. However, the management and enforcement of parking is typically a district council function. Without close alignment and shared strategic goals between both tiers, these types of interventions can be diluted or delayed, limiting their effectiveness and undermining broader mobility objectives.

Lincolnshire is equipped to deliver and sustain housing growth while maintaining business as usual.

The proposed model supports continuity of existing partnerships - such as the Central Lincolnshire Plan - and aligns with the GLCCA, which brings devolved powers and funding to accelerate delivery. Our teams have the skills, experience, and operational capacity to meet strategic housing targets and respond to infrastructure needs without disruption.

Integration across housing functions will unlock significant benefits for vulnerable residents, including care leavers and adults with complex needs. By designing housing developments that promote independence and aligning accommodation duties across county and district levels, we can improve outcomes and reduce inequalities.

The new unitary authority will establish a joined-up Housing Strategy that removes administrative barriers, aligns with the Strategic Housing Market Assessment, and integrates with the Local Plan to ensure housing growth is tailored to local needs.

Other unitary councils have demonstrated how this approach transforms housing options and delivers efficiencies - Lincolnshire is ready to do the same.

To strengthen delivery further, the new unitary authority will establish a dedicated construction cluster, bringing together local contractors, supply chains, and training providers to boost capacity, drive innovation, and support modern methods of construction.

Mounting Financial Pressures

The County Council faces the challenge of delivering at least £25M in savings over the next three years, while districts also manage rising service costs. Maintaining multiple back-office functions and fragmented systems is increasingly unaffordable.

Without structural change, resources will continue to be consumed by duplication rather than frontline priorities, leaving councils financially exposed.

Service Fragility and Delivery Risks

The current model undermines resilience. Disaggregation of responsibilities creates gaps, overlaps, and blurred accountability, leaving essential services vulnerable. As demand rises - particularly in adult social care, children's services, and housing support

- councils lack the flexibility to pool resources, redeploy staff, or deliver at scale.

This heightens the risk of service failures and inconsistent provision across the county.

Workforce Instability

Fragmented pay structures, duplicated roles, and siloed workforce planning make it difficult to attract and retain talent.

Graduate and apprenticeship schemes cannot be developed countywide, leading to limited career pathways.

As financial pressures grow, councils face recruitment freezes, retention challenges, and increasing reliance on costly agency staff, further eroding sustainability.

Public Confidence and Long-Term Viability

Residents see visible duplication and inconsistent standards, reducing confidence in local government. Over time, this risks weakening democratic accountability and support for local services.

Without reform, the current system is not viable - financially, operationally, or strategically - over the medium to long term.

The Case for Change – Our Proposal

Your Lincolnshire: Strengthen, Simplify & Save

Local Government Reorganisation in Lincolnshire presents a vital opportunity to address the inefficiencies, duplication, and complexity associated with the current two-tier system. Beyond structural reform, it offers a platform to radically transform the way public services are delivered and how communities engage with local decision-making.

Your Lincolnshire sets out a bold vision to replace the existing county, city, district, and borough councils with a single unitary authority for Lincolnshire.

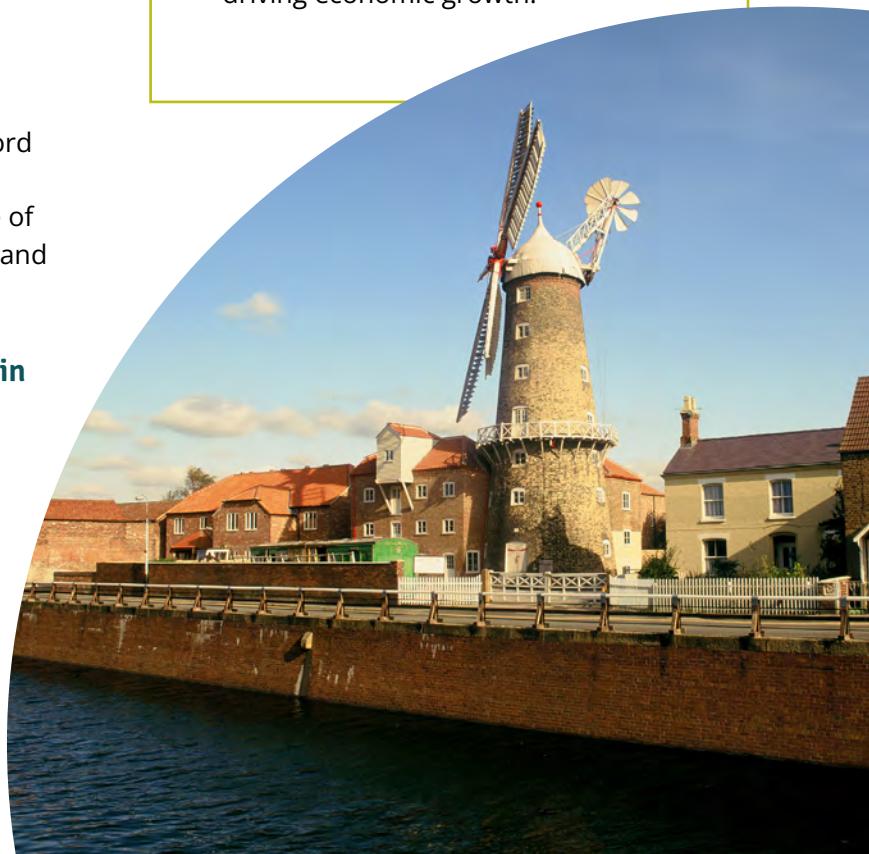
This model will simplify governance, reduce bureaucracy, and unlock significant value for residents, businesses, and public sector partners, driving economic growth.

Crucially, the proposal is rooted in the principle of 'keeping Lincolnshire together,' preserving the county's identity, strengthening strategic leadership, and ensuring equitable service delivery across urban, rural, and coastal communities.

It builds on Lincolnshire's strong track record of collaboration and shared ambition and positions the county to take full advantage of future opportunities, including devolution and economic growth.

It also enables our residents to maintain their Lincolnshire identity and pride.

This reorganisation is not just about structural change - it is a stepping-stone towards a rural powerhouse, enabling Lincolnshire to speak with one voice, attract investment, and deliver better outcomes for all. We believe this is the strongest option to meet the Government's criteria for reorganisation and to secure a better future for Lincolnshire's people, driving economic growth.



Importance of Place Leadership

Councillor Numbers

The current membership of councils across Lincolnshire totals 360 councillors, and 445 across the Greater Lincolnshire area. There are 70 county councillors, 290 district councillors and 85 unitary councillors.

Guidance from the Local Government Boundary Commission for England sets out that the number of Councillors should be informed by consideration of the following three factors:

Governance and Decision Making

- Manage Council business and decision making.
- Right number for long term governance structure.

Accountability, Scrutiny and Partnerships

- Scrutinise decisions.
- Roles on outside bodies and partnerships.

Representation

- Role representing people and communities.

Current Membership			
Local Authority	Seat Total	% of Seats in Lincolnshire	Electorate as of March 1st 2025
Boston Borough	30	8.3%	49,799
East Lindsey	55	15.3%	110,727
City of Lincoln	33	9.2%	64,473
North Kesteven	43	11.9%	94,192
South Holland	37	10.3%	73,876
South Kesteven	56	15.6%	110,216
West Lindsey	36	10.0%	76,392
Lincolnshire	70	19.4%	579,675
Total Seats	360	100%	579,675

Councillor Numbers

LGR presents an opportunity to simplify democratic representation for electors and residents by removing duplication and confusion between the roles of district and county councillors.

In the new unitary council, democratic representation will be provided by one councillor in each ward, providing a single point of contact for issues related to local government with clear accountability.

70 members is currently considered sufficient to represent residents on the County Council, with County Councillors also being engaged by residents on matters related to district council functions - such as contentious planning applications within their divisions and overlap with county function considerations such as highway implications.

Compared to the existing role of county councillors it is envisaged that members of the new authority would have an increased workload through representation of a broader range of council functions.

This change in workload could be absorbed into the role of new councillors and reflected in revised member allowances as appropriate; offset by having less committees or meetings to attend.

In addition, the new council would consider available administrative support to the council members.



Councillor Numbers

County Continuity Model

70 councillors would be established for the new council, providing sufficient member capacity for Governance and Decision Making; Accountability, Scrutiny and Partnerships; with some flexibility to include further regulatory or scrutiny committees to suit the needs of the new authority.

This is currently considered an appropriate number to represent residents on the county council. Whilst there is expected to be some increase in case work for Members of the new authority when compared to the existing county council, this appears compatible with the Government's objective of back bench councillors being front line councillors.

A membership of 70 councillors would utilise the current county council division boundaries which are familiar to residents.

There is very little complexity in this, or additional cost in establishing shadow elections. Retaining single member wards/divisions reduces the complexity in the process and makes sure residents are not disproportionately impacted by the changes.

Clearly this is an interim position pending a full review by the Boundary Commission.

This continuity model would generate the maximum initial savings, reducing the number of councillors by 290 and providing for straight forward elections.

Throughout developing the Your Lincolnshire proposal, engagement has been undertaken with residents, businesses, schools and Town and Parish Councils across the County, to ensure communities are engaged and neighbourhoods are represented. These communities are especially important in unitary councils and help to connect smaller geographical areas into a single tier of local government.

This proposal would move decision-making closer to residents, to ensure decisions are made by people who understand local needs, such as for local planning decisions.

In lieu of guidance being shared by Government, Neighbourhood Area Committees will be established.

These committees will act as a mechanism for residents to raise concerns, suggest improvements, and participate in local governance. This helps unitary councils stay responsive to diverse local needs. They can help to provide feedback on planning applications and development proposals, ensuring that local voices are considered in broader council decisions. Neighbourhood Area Committees will help maintain a sense of local identity and autonomy by advising on decisions relevant to their specific area.

Neighbourhood Area Committees are typically made up of elected councillors from the wards within the committee's area. Depending on constitutional arrangements, they may also include co-opted members from the community and local businesses.

In Lincolnshire, Transport Boards have provided valuable local engagement, transparency, and dialogue between members and officers. They became useful local platforms where members and officers discussed transport projects, maintenance, active travel, public transport, Local Plan developments, and wider infrastructure updates.

Examples of this approach can already be seen in practice within other existing unitary authorities. In North Yorkshire for example, seven committees have been established, each aligned with a parliamentary constituency.

The geography covered and the number of committees will be decided by the new authority. They have various roles and functions, helping to monitor and review the effectiveness of public services such as highways, rights of way, and community safety.

In addition, they assist in promoting key local strategies and advise on planning and development matters. In North Yorkshire, they typically meet every three months (this is subject to change) and often rotate venues within their area.

There are over 620 parishes across Greater Lincolnshire with 553 in Lincolnshire, differing in size, capacity, and resources.

The new unitary council will work with all parishes; recognising there will be those seeking to take on additional functions and assets important to their communities, whilst being clear that it is not intended that any function would be moved to a parish council that did not wish or was unable to provide it.

Through this proposal we have also made a commitment to parish unparished areas, where there is a desire to do so.

Retention of City Status for the City of Lincoln

City status remains important to the residents of Lincoln and the wider county.

Lincoln was an ancient borough, holding city status from 1072 when the Diocese of Lincoln was established. The borough's earliest known charters were issued by Henry II.

City status is not automatically retained through local government reorganisation, and Lincoln is currently an unparished area. To safeguard its historic status, the Your Lincolnshire model will follow the necessary legal process through consultation with residents and partners, particularly the City of Lincoln Council.

Under the Your Lincolnshire model, LCC is of the view that the currently unparished area of Lincoln should be parished; services could be devolved to them; and the intention would be to work with City of Lincoln prior to vesting day to consider which services could be devolved.

The following services could be delegated under the Local Government Act 1972, or other relevant legislation:

- Street cleaning and litter bins
- Maintenance of parks, open spaces, and public toilets
- Community centres and village halls
- Local tourism promotion
- Allotments and cemeteries
- Minor planning functions
(e.g. commenting on applications, not deciding them)
- Festivals, events, and local markets



Examples from other areas:

Harrogate

North Yorkshire's transition to a unitary authority in 2023 was designed to preserve local representation and accountability.

They have established 7 committees based around this element of community engagement.

Committees have been involved in shaping local transport plans, youth engagement strategies, and community resilience projects. In addition, some have piloted participatory budgeting, allowing residents to vote on small-scale funding allocations. Harrogate has been central to the new authority's plans for maintaining crucial local engagement and accountability.

It has also been central to discussions around transport upgrades, including rail and road connectivity, which attract more funding and policy attention.

Visit Harrogate has also continued to operate as a dedicated brand under the new unitary structure.

Examples from other areas:

Salisbury

Wiltshire's transition to a unitary authority in 2009 was underpinned by a commitment to preserve local identity and strengthen community participation.

To maintain local representation, the new Wiltshire Council established 18 area boards, each aligned with community areas—Salisbury being one of the most active and visible examples.

The Salisbury Area Board has played a central role in shaping local priorities such as regeneration, transport planning, and environmental initiatives. It provides a direct forum for residents, businesses, and partners to engage with councillors and influence decision-making.

The board has also supported youth engagement projects and local grant funding schemes, enabling community groups to apply for and allocate resources to grassroots initiatives.

Following the dissolution of Salisbury District Council, Salisbury City Council was created as a parish-level authority to retain civic identity and oversee key local services, events, and assets—including the Guildhall, Charter Market, and public spaces.

The city continues to promote its distinct cultural and tourism identity through Visit Salisbury, which operates in collaboration with Wiltshire Council and local partners.

This model demonstrates how strong local governance arrangements can be maintained within a single unitary structure, ensuring Salisbury remains both locally empowered and strategically connected to wider county priorities.

Examples from other areas:

Summary

Examples from Harrogate and Salisbury demonstrate that effective local government reorganisation and collaboration can strengthen both strategic capacity and local identity when designed around community engagement.

North Yorkshire's area committees have enhanced accountability and citizen participation; and Salisbury's governance model has preserved civic pride and empowered local decision-making within a unitary structure. Together, these examples highlight the importance of maintaining local voice, protecting place-based identity, and fostering partnership-driven delivery when reshaping governance arrangements.

Options Appraisal

In the Case for Change section above, we outline a clear rationale for replacing the current two-tier system of local government in Lincolnshire with a more streamlined and effective model.

Our proposal sets out the creation of a new governance structure that better reflects the needs of residents, businesses, and communities across the county whilst delivering against the Government tests.

To ensure a fair and objective assessment: all options—including Your Lincolnshire and alternative proposals—are described and assessed against the government's six tests, with each proposal evaluated for efficiency, service delivery, local identity, and democratic accountability.

This process culminates in a focused case for why Your Lincolnshire is the preferred option.



Your Lincolnshire: Delivering Against Government Tests

We are confident that our proposal to establish a single unitary authority for Lincolnshire represents the strongest and most future-ready option when assessed against the Government's criteria for local government reorganisation, as well as the specific needs and aspirations of our county.

Our case is built on a clear, evidence-based evaluation that reflects both national expectations and local priorities.

As Lincolnshire explores the potential for local government reorganisation, it is essential to understand the framework set by central government for assessing any proposed changes. These Government tests serve as a benchmark to ensure that reorganisation delivers tangible benefits for residents, communities, and the wider public sector.

In the context of Lincolnshire - a large, predominantly rural county with a mix of urban centres and deeply rooted local identities - these tests provide a structured way to evaluate whether new governance arrangements will lead to improved outcomes. They are not simply technical criteria, but a reflection of the Government's priorities around service efficiency, local accountability, economic growth, and community identity.

Understanding and responding to these tests is critical for shaping a compelling case for change. It ensures that any new structures are not only locally supported but also nationally credible—capable of delivering better services, stronger leadership, and long-term sustainability for the people of Lincolnshire.

This proposal is designed to create a more efficient, financially sustainable, and accountable system of local governance that delivers high-quality public services and supports strategic regional development.

Below we set out how Your Lincolnshire meets each of the Government's criteria, providing detailed responses across all six key areas: governance structure, scale and efficiency, service delivery, local collaboration, devolution readiness, and community empowerment.

Your Lincolnshire: Delivering Against Government Tests

Test One: A proposal should seek to achieve for the whole of the area concerned the establishment of a single tier of local government.

A) Proposals should be for sensible economic areas, with an appropriate tax base which does not create an undue advantage or disadvantage for one part of the area.

Lincolnshire already functions as a coherent economic area with strong links between its towns, rural communities, and industries. The proposal for a single unitary authority builds on this foundation, ensuring coordinated planning and service delivery.

With a diverse and balanced tax base, the new structure would avoid creating any unfair advantage or disadvantage, instead promoting fairer resource distribution and inclusive economic growth across the county.

It would also retain the much-needed focus on economic growth for the Humber.

B) Proposals should be for a sensible geography which will help to increase housing supply and meet local needs.

Lincolnshire's coherent and interconnected geography makes it well-suited for a single unitary authority, which would support more effective housing delivery and strategic planning. The county's blend of urban centres, market towns, and rural communities already functions as a unified economic and social area.

Transitioning to a single authority would eliminate the inefficiencies of the current two-tier system, where differing local plans and planning systems, can slow progress.

A unified planning framework would enable consistent decision-making and better alignment with local housing needs, helping Lincolnshire respond more equitably and efficiently to current and future demands.

C) Proposals should be supported by robust evidence and analysis and include an explanation of the outcomes it is expected to achieve, including evidence of estimated costs/benefits and local engagement.

The proposal is underpinned by robust evidence, detailed analysis, and strong local engagement. Reviews of current governance arrangements have highlighted inefficiencies, while financial modelling and case studies from other areas transitioning to unitary status support the proposal's viability.

Our proposal can be delivered with total estimated one-off aggregation and transformation costs of £25.89M, which in turn will provide estimated recurring benefits of £46.44M following aggregation and plans for transformation.

Over five years, the model delivers an estimated £100.9M in aggregation benefits and £68.7M in transformation benefits, with payback being seen in less than 2 years.

Beyond financial benefits, the proposal aims to deliver a more efficient, transparent, and accountable council structure, better equipped to meet local housing, infrastructure, and economic development needs.

Engagement with residents, businesses, and stakeholders has shown limited support for a merger of North and North East Lincolnshire, however, should the government have an ambition to amend the legislation to deliver a merger, the financial business case is weak.

Aggregation costs of £8.4M to deliver £7.88M of savings, are marginal, considering the service disruption, negative impact on existing strong partnerships and risk to economic growth across the Humber estuary it would cause.

D) Proposals should describe clearly the single tier local government structures it is putting forward for the whole of the area, and explain how, if implemented, these are expected to achieve the outcomes described.

This proposal sets out a clear plan to replace Lincolnshire's current two-tier system with a single unitary authority.

Under this structure, we are requesting continuing authority status, with one elected council taking responsibility for all local government functions across the county, supported by Neighbourhood Area Committees to ensure continued community representation.

This streamlined model is designed to improve efficiency by integrating services and reducing duplication, enhancing accountability through a single decision-making body, and delivering better services via coordinated planning and resource use. It also aims to provide stronger strategic leadership to support county-wide growth and investment.

Test Two: Unitary local government must be the right size to achieve efficiencies, improve capacity, and withstand financial shocks.

A) As a guiding principle, new councils should aim for a population of 500,000 or more.

Lincolnshire's proposal for a single unitary authority aligns with the Government's guiding principle of serving a population of 500,000 or more. **With a population of 789,502, the county has the scale required to ensure operational viability**, strategic influence, and financial sustainability.

This population size supports the delivery of a full range of services, enables economies of scale, and strengthens the case for a unified authority capable of meeting diverse local needs while maintaining strong democratic accountability.

Importantly, community identity matters.

Being part of the county of Lincolnshire is a source of pride and belonging for our residents. This shared identity reinforces the case for a single authority that reflects and respects the cultural and historical ties across the county, ensuring that reform strengthens rather than fragments the connection people feel to their place.

B) There may be certain scenarios in which this 500,000 figure does not make sense for an area, including on devolution, and this rationale should be set out in a proposal.

In Lincolnshire's case, a unitary of 500,000 would artificially split the county, undermining service integration and reducing capacity across critical areas such as social care, children's services, SEND, highways, and fire and rescue.

Our proposal maintains a single unitary authority covering 789,502 residents, providing the scale, resilience, and service capacity needed to continue to deliver consistent, equitable, and efficient services county-wide - without requiring any exception to the Government's population guideline.

As outlined in the recent County Council Network (CCN) and Newton report, LGR: Analysing the impact on people services, evidence strongly suggests larger-scale councils are essential to preserve service quality, prevent rising costs, and ensure financial sustainability of people-based service services.

LCC is already in every locality of the county through our libraries, children's centres, day centres, depots and locality teams. Our size does not mean we are too remote, and we can already evidence our place-based approach to services.

C) Efficiencies should be identified to help improve councils' finances and make sure that council taxpayers are getting the best possible value for their money.

The proposal outlines clear efficiencies aimed at improving financial sustainability and delivering better value for council taxpayers.

A reduction in the number of elected representatives for the area, streamlined management structures and reduced duplication across councils would lower administrative overheads.

Bringing services together (e.g., IT, HR, finance) and better procurement power would further cut costs. These efficiencies are projected to generate annual savings, which could be reinvested into frontline services, stabilising council finances and enhancing quality.

D) Proposals should set out how an area will seek to manage transition costs, including planning for future service transformation opportunities from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects.

The proposal includes a well-defined transition strategy, using existing budgets and reserves to avoid an additional burden on council taxpayers. The flexible use of capital receipts will support digital transformation and invest-to-save initiatives, including automation, shared service platforms, and property rationalisation.

This approach ensures a financially sustainable and smooth transition, avoiding the costly disaggregation of services that could undermine future savings and delivery efficiency.

E) For areas covering councils that are in best value intervention and/or in receipt of Exceptional Financial Support, proposals must demonstrate how reorganisation may contribute to putting local government on a firmer footing and what area-specific arrangements may be necessary.

Lincolnshire councils are not currently under intervention or receiving Exceptional Financial Support. However, the proposal outlines how reorganisation would enhance financial resilience, enabling strategic oversight, cross-subsidisation, and early intervention mechanisms. If required, transitional financial controls and targeted support would be included in the implementation plan to maintain best value.

F) There is no proposal for council debt to be addressed centrally.
F) For exceptional circumstances where there has been failure linked to capital practices, proposals should reflect how this can be managed locally.

While no exceptional debt issues exist, consolidated financial oversight under one authority ensures resilience and improved capital planning, leverage reorganisation efficiencies to strengthen resilience, and apply robust audit and governance controls to ensure responsible financial practice.



Test Three: Unitary structures must prioritise the delivery of high-quality and sustainable public services to citizens.

A) Proposals should show how new structures will improve local government and service delivery and should avoid unnecessary fragmentation of services.

A single unitary authority in Lincolnshire would eliminate duplication between county and district councils through the integration of key services (e.g. planning, housing, social care).

The model supports consistent, coordinated service delivery with a clear point of accountability. Strategic capacity would improve, enabling long-term planning and investment.

B) Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.

The proposal includes reforms such as service integration, digital transformation, workforce flexibility, and asset rationalisation. A prevention-focused approach will reduce long-term costs and improve outcomes, ensuring sustainable, high-quality services, and better value for the taxpayer.

C) Consideration should be given to the impacts for crucial services such as social care, children's services, SEND, homelessness, and public safety.

Reorganisation will strengthen coordination and oversight across critical services.

Maintaining a single, unified authority, our proposal avoids the detrimental impacts on social care, children's services, SEND, and other key functions that would arise from disaggregation.

Unified structures will support more consistent SEND provision, better homelessness strategies, improved safeguarding, and more integrated working with police, fire, and health partners - leading to more equitable, preventative, and resilient services county-wide.

The County Council Network (CCN) and Newton report, LGR: Analysing the impact on people services, reveals that breaking up high-performing county councils into substantially smaller councils could lead to worse services.

Test Four: Proposals should show how councils have sought to work together to meet local needs and are informed by local views.

A) It is for councils to decide how best to engage locally in a meaningful and constructive way and this engagement activity should be evidenced in your proposal.

A comprehensive public engagement programme has been undertaken, including surveys, online platforms, community events, virtual events, stakeholder workshops, and direct outreach to underrepresented groups. Feedback has shown strong support for simpler governance, better value for money, and more responsive services.

B) Proposals should consider issues of local identity and cultural and historic importance.

The proposal respects Lincolnshire's local identity and traditions, with an emphasis on place-based services and community voice. Local area committees and service hubs will act as democratic anchors, ensuring decisions remain rooted in local priorities while benefiting from the scale and efficiency of a unitary authority.

These structures will empower parish and town councils, voluntary groups, and local businesses to shape services in ways that reflect the distinct character of their communities, safeguarding the strong sense of place that defines Lincolnshire's towns, villages, and coastal areas.

This will be achieved through the creation of Neighbourhood Area Committees, the delegation of functions to town and parish councils where appropriate and agreed, and the creation of new town and parish councils where there is a desire for one.

Cultural and historic identity will be reinforced through coordinated investment in heritage, libraries, museums, archives, and festivals.

A single authority will protect and promote key assets such as Lincoln Castle, aviation museums, and historic market towns, while ensuring equitable cultural provision across the county. Joined-up cultural programming and marketing will enhance civic pride, support tourism, and preserve continuity of tradition - from agricultural shows and village fêtes to countywide celebrations.

Importantly, Lincoln's historic city status will be fully retained and celebrated within the new structure, ensuring its national and international profile is strengthened.

This approach combines efficiency at scale with protection of local distinctiveness, reinforcing Lincolnshire's cultural heritage and identity for future generations.

C) Proposals should include evidence of local engagement, an explanation of the views that have been put forward and how concerns will be addressed.

Extensive feedback has been recorded and responded to in the proposal.

Concerns - particularly about rural representation and service access - are addressed through Neighbourhood Area Committees and service hubs.

Ongoing engagement will ensure transparency and responsiveness during transition and beyond.

During the engagement process we received a total of 1,820 responses to our public survey and 374 people attended our engagement events throughout the county and virtually.

Of these, 315 attended the face-to-face events and 59 attended our virtual events.

More detail on the public engagement can be found in section 3 - Case for Change - Approach to Public engagement.

Test Five: New unitary structures must support devolution arrangements.

A) Proposals must consider how existing Combined Authorities (CA), or Combined County Authorities (CCA) and their governance arrangements will need to change.

The single authority proposal aligns with the Greater Lincolnshire Combined County Authority (GLCCA), improving clarity, accountability, and strategic coherence. Retaining the three constituent organisations of the GLCCA simplifies collaboration and supports delivery of shared regional goals. Engagement with the GLCCA leadership has been positive.

B) Where no CA or CCA is already established or agreed then the proposal should set out how it will help unlock devolution.

This criterion does not apply to our proposal.

C) Proposals should ensure sensible population size ratios between local authorities and the strategic authority, with aligned timelines.

With 789,502 residents, the new authority will hold proportionate strategic influence within the GLCCA. The reorganisation timeline has been designed to align with the GLCCA's planning cycle, ensuring smooth integration. We are in discussion with the GLCCA on new governance arrangements, working in collaboration with North Lincolnshire and North East Lincolnshire Councils as the three constituent authorities.

Test Six: New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.

A) Proposals will need to explain plans to make sure that communities are engaged.

Future engagement will include digital platforms, public events, and workshops, building on initial consultation. Neighbourhood Area Committees will give communities a voice in decision-making, supported by consistent and accessible communication, bringing together the new authority, parish and town councillors and local businesses on priority local matters.

B) Where there are already arrangements in place it should be explained how these will enable strong community engagement.

The proposal builds on Lincolnshire's well-established community engagement structures, ensuring continuity and strengthening local voice under a unitary model.

Over 550 Town and Parish Councils will remain central to local governance, providing a direct and accessible link between residents and decision-makers.

Neighbourhood Area Committees will be embedded within planning frameworks, empowering communities to shape local development.

The proposal guarantees that community engagement remains accessible, locally responsive, and democratic enabling all residents and communities to have a meaningful say in shaping services and local priorities.



Other Lincolnshire Proposals

As part of the Government's invitation to consider Local Government Reorganisation (LGR) in two-tier areas, several alternative proposals have emerged across Greater Lincolnshire.

Each submission seeks to improve service delivery, enhance local accountability, and align with future devolution arrangements. The following section provides a structured summary of the proposals currently under consideration.

South and East Lincolnshire Councils Partnership: Two Unitary Authorities

The South and East Lincolnshire

Councils Partnership, comprising East Lindsey District Council, South Holland District Council, and Boston Borough Council, proposes replacing the existing two-tier system with two new unitary authorities.

The first, Northern Lincolnshire Unitary Council, would incorporate the City of Lincoln, West Lindsey, North Lincolnshire, and North East Lincolnshire, serving a population of approximately 531,000.

The second, Southern Lincolnshire Unitary Council, would cover Boston, East Lindsey, South Holland, South Kesteven, and North Kesteven, with a population of around 574,000. While both authorities fall within the Government's recommended population range, this division risks fragmenting key services across the county.



Under this model, critical functions such as adult social care, children's services, highways, and fire and rescue would be split between the two authorities leading to potential disruption and impact to business-as-usual priorities. This could lead to inconsistent service standards, duplication of administrative processes, and confusion for residents and partners.

The following table provides a structured review of the SELCP interim proposal against the government's key tests for local government reorganisation.

Interim Proposal	Analysis
Test One: A proposal should seek to achieve for the whole of the area concerned the establishment of a single tier of local government.	
<p>The plan proposes two new unitary councils (Northern and Southern Lincolnshire), replacing the existing ten councils.</p> <p>This would create a single-tier system across the whole of Greater Lincolnshire.</p>	<p>Proposes a single tier model that consolidates the major employment centres (Lincoln, Scunthorpe and Grimsby) into a single council but is not aligned to the wider public services footprint of Lincolnshire and risks diluting the focus of economic growth on the Humber.</p> <p>This proposal also splits the Lincoln Urban Area across the two Authorities fragmenting strategic planning for economic and population growth.</p>
Test Two: Unitary local government must be the right size to achieve efficiencies, improve capacity, and withstand financial shocks.	
<p>Each unitary would serve around 500,000 – 600,000 residents, meeting government size expectations and offering scale to deliver efficiencies, support growth, and manage financial pressures such as Internal Drainage Board levies.</p>	<p>Proposes two councils with sufficient size to drive efficiencies but there will be increased costs driven by disaggregation.</p>

Interim Proposal

Analysis

Test Three: Unitary structures must prioritise the delivery of high-quality and sustainable public services to citizens.

The proposal includes options to disaggregate children's and adults' services across the two unitaries, establishing new partnerships for each unitary.

The governance model for Fire and Rescue is unclear.

This will result in the fragmentation and disruption of frontline services. There is a risk that vulnerable groups (e.g. children, adults with care needs) could experience instability during the transition and Lincolnshire's outstanding reputation to implement and deliver new and innovative ways of delivering care would be destabilised.

Alternative governance arrangements for fire and rescue are complex and transition of this nature and scale is unprecedented.

Test Four: Proposals should show how councils have sought to work together to meet local needs and are informed by local views.

It builds on previous joint work (e.g. Lincolnshire 2050 Vision, SELCP partnership) and commits to wider independent community and stakeholder consultation ahead of the full proposal.

Initial engagement has involved the public, business community and local partners.

The proposal is not coterminous with the delivery of health, police and fire and rescue in Lincolnshire, which is all delivered within the county footprint. Whilst the proposal focuses on collaboration within existing partnerships, Greater Lincolnshire includes diverse areas with different needs.

There may be gaps in cross-boundary working, especially with areas not part of SELCP or previous joint initiatives.

Test Five: New unitary structures must support devolution arrangements

The model is designed to align with the Greater Lincolnshire Mayoral Combined County Authority (MCCA).

Both would be constituent members of the strategic authority.

Consolidated governance and structure that will support the GLCCA, but the geographical model risks economic imbalance in council areas.

This could lead to misalignment in strategic planning or competition for resources within the MCCA framework.

Test Six: New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.

The proposal emphasises locality-based delivery and plans for area committees with parish councils to give communities influence.

It highlights Lincolnshire's identity and stresses the importance of keeping wards at a manageable size for democratic representation.

Coterminosity of this option will enable the use of existing channels to engage communities.

While the proposal meets the technical requirement of abolishing the two-tier system, it falls short of creating a truly unified authority by splitting the county of Lincolnshire into two separate unitaries, that will put at risk services to children and young people and our population that receive adult care and community well-being, along with our fire and rescue services.

Although the proposed population sizes align with government expectations for efficiency and resilience, there is little assurance that these benefits will materialise without robust implementation.

The plan's ambition to improve public service delivery is offset by the risk of disruption and instability, particularly for our children and young people and adults in receipt of social care, during the transition.

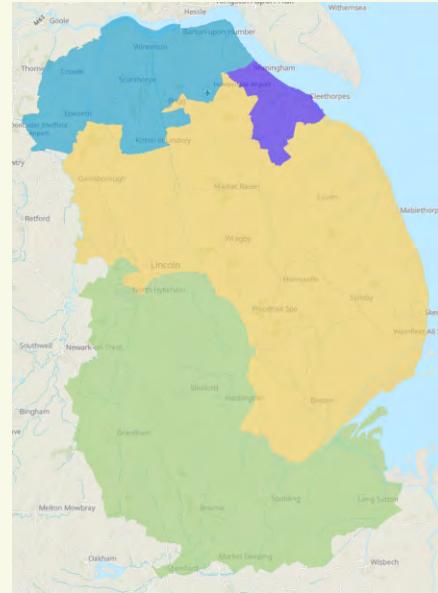
Furthermore, while the proposal builds on existing partnerships and outlines intentions for community engagement, it lacks clarity on how genuine empowerment and cross-boundary collaboration will be achieved, raising concerns about inclusivity and the practical distribution of power.

North and South Kesteven Proposal: Four Unitary Authorities

North and South Kesteven District Councils propose the creation of two new unitary authorities within Greater Lincolnshire.

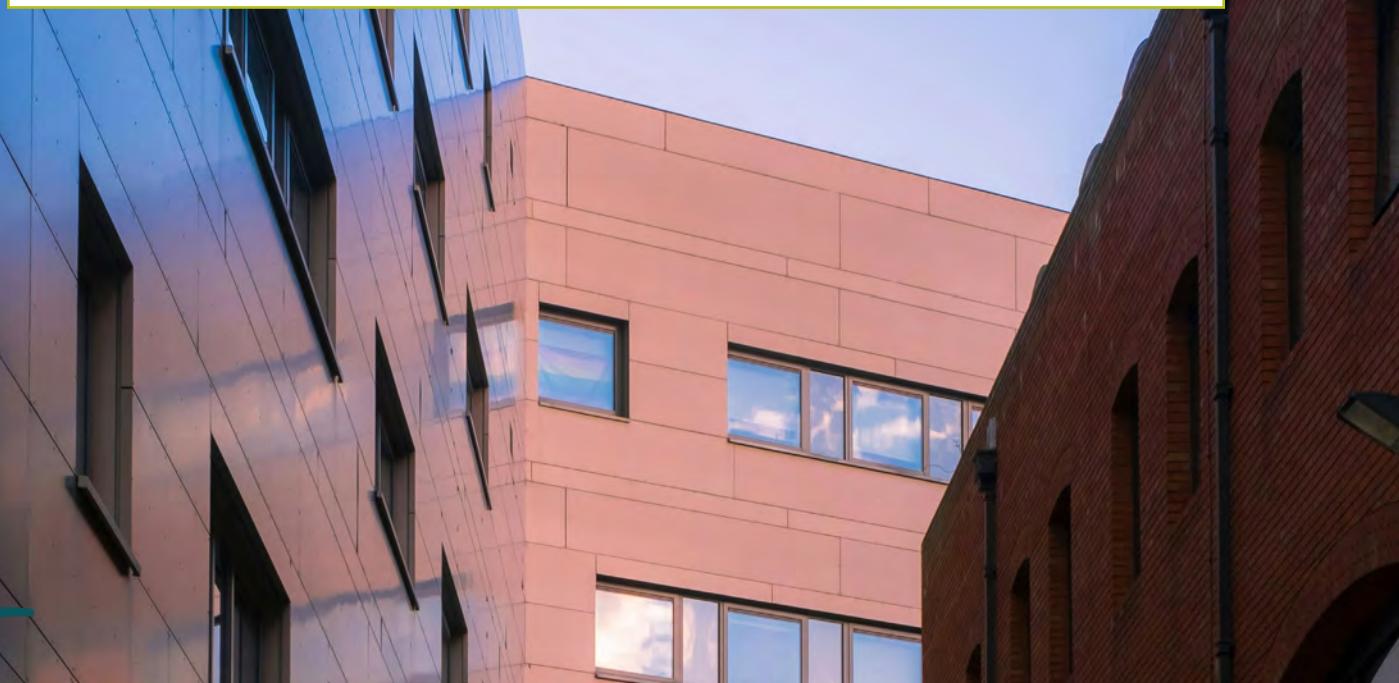
With North Lincolnshire and North East Lincolnshire Unitary Authorities remaining unchanged.

One unitary would include West Lindsey, East Lindsey, Lincoln, and Boston with a population of approximately 420,585 and a fourth unitary authority consisting of North Kesteven, South Kesteven and South Holland would serve a population of around 368,917. This model aims to reflect local identity while promoting more locally responsive governance.



Under this model, critical functions such as adult social care, children's services, highways, and fire and rescue would also be split between the new authorities leading to potential disruption and impact to business-as-usual priorities. This could lead to inconsistent service standards, duplication of administrative processes, and confusion for residents and partners.

The proposal plans replacing the current two-tier system with four new unitary councils across Greater Lincolnshire, aiming to streamline governance and improve service delivery.



The proposal plans replacing the current two-tier system with four new unitary councils across Greater Lincolnshire, aiming to streamline governance and improve service delivery.

Interim Proposal

Analysis

Test One: A proposal should seek to achieve for the whole of the area concerned the establishment of a single tier of local government.

The proposal removes the current two-tier structure, replacing it with four unitary councils thereby creating a single tier across Greater Lincolnshire

Proposes a single tier model. This proposal also splits the Lincoln Urban Area across the two Authorities fragmenting strategic planning for economic and population growth.

The proposal creates one new unitary (WL, EL, CoL and Boston) with a significantly higher level of deprivation than the other unitary council (NK, SK and SH). For residents, this could mean unequal opportunities, slower improvements in housing, health, and transport, and a growing sense of neglect in areas of high deprivation. Such imbalance can deepen social divides, reduce trust in local governance, and undermine the overall aim of creating fair and inclusive outcomes across both unitary areas.

Test Two: Unitary local government must be the right size to achieve efficiencies, improve capacity, and withstand financial shocks.

The two new unitaries would serve populations of 368,917 and 420,585.

While below the 500,000 mark, the proposal argues this strikes the right balance between scale, financial sustainability, service improvement, and local connection given Lincolnshire's large geography and rural sparsity.

The proposed unitary populations fall short of the government's preferred minimum of 500,000.

This could limit the ability to achieve economies of scale, reduce duplication, and sustain financial shocks according to the government's research.

Test Three: Unitary structures must prioritise the delivery of high-quality and sustainable public services to citizens.

The proposal highlights the need to design unitary structures that improve long-term service delivery, avoid negative impacts of over-large councils, and support preventative, place-based models to sustain quality services.

This will result in the fragmentation and disruption of frontline services. There is a risk that vulnerable groups (e.g. children, adults with care needs) could experience instability during the transition and Lincolnshire's outstanding reputation to implement and deliver new and innovative ways of delivering care would be destabilised.

The governance arrangements for fire and rescue services are proposed to move to the PCC, which will cease to exist.

Test Four: Proposals should show how councils have sought to work together to meet local needs and are informed by local views.

The proposal notes ongoing collaboration between leaders, chief executives, and officers across all councils. NKDC and SKDC have engaged members and are committed to engagement ahead of the final submission, building on existing community relationships.

The proposal is coterminous with the delivery of health, police and fire and rescue in Lincolnshire, which is all delivered within the county footprint. However, the proposal does not align to the wider public services footprint which will have a substantial impact on Lincolnshire's current partnership arrangements such as safeguarding children, adults, and community safety.

Test Five: New unitary structures must support devolution arrangements

The unitaries are designed to work alongside the new Greater Lincolnshire Combined County Authority (GLCCA), providing an appropriate ratio of Principal Authorities to the Strategic Authority, and ensuring no "devolution islands" are left out.

Consolidated governance and structure that will support the GLCCA, but the geographical model risks economic imbalance in council areas. This could lead to misalignment in strategic planning or competition for resources within the MCCA framework.

Test Six: New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.

The proposal acknowledges the risk of creating a gap between unitary and parish levels, but frames this as an opportunity to empower town and parish councils, community groups and the third sector, with unitaries strategically supporting local anchor institutions.

Coterminosity of this option will enable the use of existing channels to engage communities.

While the proposal to replace the two-tier system with four unitary councils across Greater Lincolnshire aims to simplify governance, it risks creating confusion for residents and stakeholders due to unclear boundaries and responsibilities between the new authorities. The proposed unitary populations fall short of the government's preferred minimum, raising doubts about whether the new councils can achieve the expected efficiencies and financial resilience, according to government research.



City of Lincoln Council Proposal: Four Unitary Authorities

The City of Lincoln Council proposes the creation of a Greater Lincoln unitary authority with an expanded footprint to include the wider Lincoln Strategy Area, as outlined in the Central Lincolnshire Local Plan. The Greater Lincoln area would involve 7 wards from the current West Lindsey district becoming part of the new unitary. In addition, 12 wards from North Kesteven would also be absorbed into Greater Lincoln.

This authority would serve approximately 208,000 residents, with projected growth to 246,500 by 2038 and 276,000 by 2050.

Alongside the existing two unitaries of North and North East Lincolnshire, a unitary council covering rural Lincolnshire is proposed at approximately 567,000 population size. Initially there would be four unitary authorities including North Lincolnshire and North East Lincolnshire remaining as separate entities with a view to merge over time.

Under this model, critical functions such as adult social care, children's services, highways, and fire and rescue would again be split between the new authorities leading to potential disruption and impact to business-as-usual priorities.

This could lead to inconsistent service standards, duplication of administrative processes, and confusion for residents and partners.

See below, image on the left initial four unitary model which would transition to, image on the right a three unitary model.



This table reviews the interim proposal for local government reorganisation as it relates to the City of Lincoln. The proposal recommends establishing a four-unitary model across Greater Lincolnshire, with a Greater Lincoln unitary authority replacing the current two-tier system.

Interim Proposal	Analysis
Test One: A proposal should seek to achieve for the whole of the area concerned the establishment of a single tier of local government.	
The proposal recommends a four-unitary model across Greater Lincolnshire, including a larger Greater Lincoln unitary authority. This would replace the current two-tier structure and align Lincoln's governance with its functional economic and social area.	Proposes a single tier model to expand the city area but does not use district boundaries as the building blocks for the new unitary council. The remaining area would be a Rural Lincolnshire unitary authority.
Test Two: Unitary local government must be the right size to achieve efficiencies, improve capacity, and withstand financial shocks.	
The proposed larger Lincoln has a starting population of c. 208,000, projected to grow to 276,000 by 2050.	The proposed population for the new Lincoln unitary (starting at 208,000, rising to 276,000 by 2050) is well below the government's recommended minimum of 500,000. This raises concerns about whether the authority will have sufficient scale to achieve efficiencies, invest in specialist services, and withstand financial shocks, particularly in relation to debt liability that would be apportioned to the new Greater Lincoln authority.

Test Three: Unitary structures must prioritise the delivery of high-quality and sustainable public services to citizens.

The proposal stresses that service transformation should focus on outcomes, not just structures. It highlights synergies between district and county functions (e.g. waste, housing, community safety, planning) that could reduce duplication and improve responsiveness.

This will result in the fragmentation and disruption of frontline services. There is a risk that vulnerable groups (e.g. children, adults with care needs) could experience instability during the transition and Lincolnshire's outstanding reputation to implement and deliver new and innovative ways of delivering care would be destabilised.

Alternative governance arrangements for fire and rescue are unknown at this stage.

Test Four: Proposals should show how councils have sought to work together to meet local needs and are informed by local views.

Lincoln has worked with other Greater Lincolnshire councils and partners in shaping proposals. Engagement with MPs, neighbouring parishes, and residents is planned, with initial Full Council debates already showing cross-party support for the principle of a Greater Lincoln unitary.

The proposal is coterminous with the delivery of health, police and fire and rescue in Lincolnshire, which is all delivered within the county footprint.

However, the proposal does not align to the wider public services footprint which will have a substantial impact on Lincolnshire's current partnership arrangements such as safeguarding children, adults, and community safety.

Test Five: New unitary structures must support devolution arrangements

The four-unitary model is designed to complement the Greater Lincolnshire Combined County Authority (GLCCA) by providing a strong principal authority for the urban core. This ensures an effective balance with the strategic tier, avoiding duplication of roles.

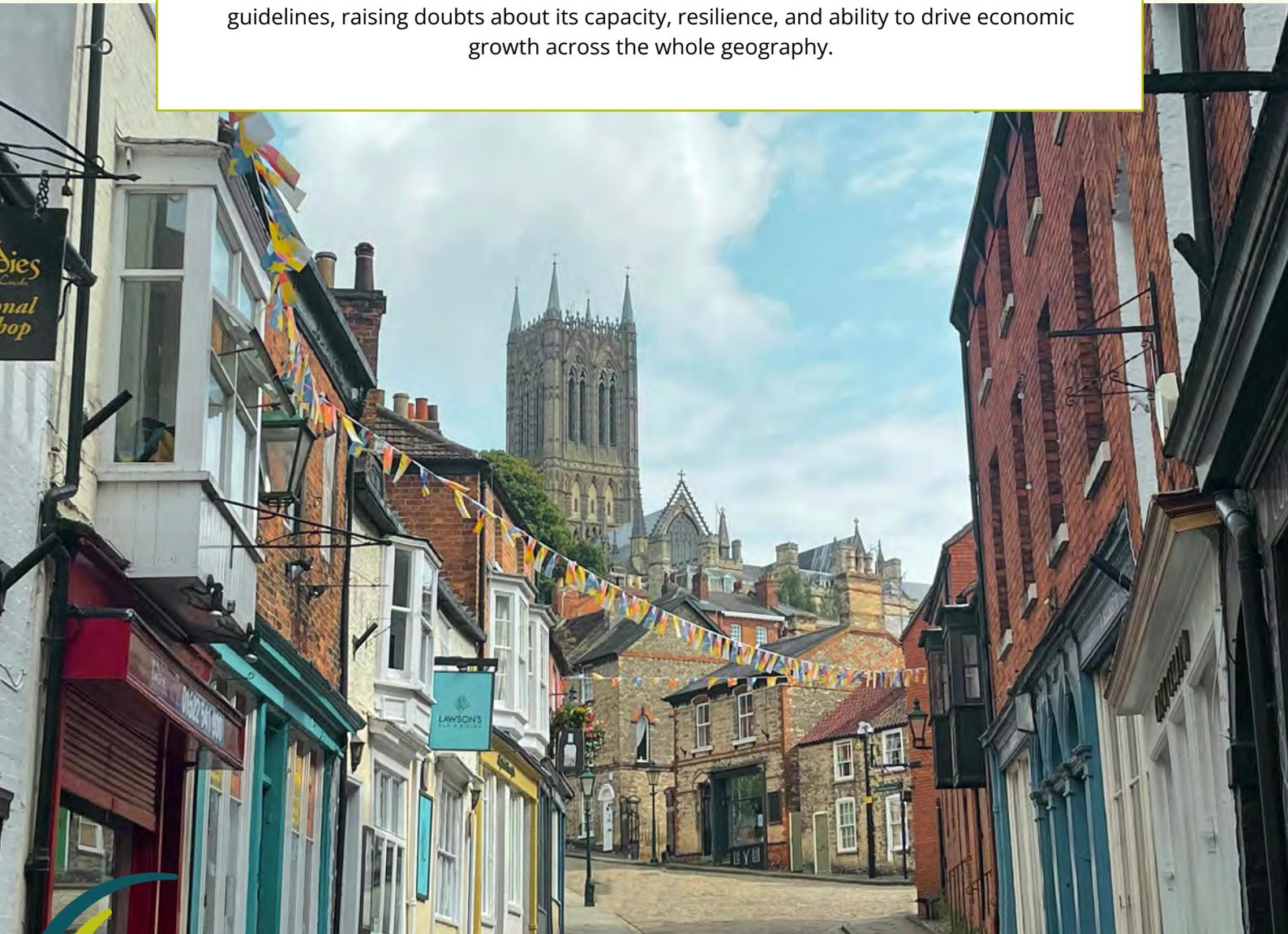
Consolidated governance and partially simplified structure that will continue to support the GLCCA.

Test Six: New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.

The proposal highlights Lincoln's existing track record in neighbourhood engagement and states this can be extended across a larger footprint. It also notes that many surrounding villages already identify as part of Lincoln, giving the new authority a coherent community identity.

The non-coterminous nature of this option may require design of additional channels to engage communities, and there will be significant costs driven by disaggregation activities across non district boundaries.

The proposal for a larger Lincoln unitary within a four-unitary model risks fragmentation and inefficiency, as its population falls well below government guidelines, raising doubts about its capacity, resilience, and ability to drive economic growth across the whole geography.



Test Three: Unitary structures must prioritise the delivery of high-quality and sustainable public services to citizens.

Test Three – Definition

The Government's third test for LGR requires that any proposed structure must enable the delivery of high-quality and sustainable public services.

This is a critical measure of whether reorganisation will lead to better outcomes for residents and communities.

In this section, we assess how the LCC and District options perform against this test.

This test is critical in ensuring that any reorganisation results in improved outcomes, greater resilience, and long-term service sustainability and hence why it has been chosen to undertake a more detailed analysis of, comparing all of the proposals.

As the remaining five tests have been addressed in the section above, they are not revisited here.

Criteria against Test Three	
Test Three	Criteria
	
Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.	<ul style="list-style-type: none">a. Proposals should show how new structures will improve local government and service delivery and should avoid unnecessary fragmentation of services.
	
	<ul style="list-style-type: none">b. Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.
	
	<ul style="list-style-type: none">c. Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.

Test Three – Lincolnshire Options

The table below compares how different proposals for Lincolnshire plan to address the core requirement to deliver high-quality, sustainable public services. Each proposal is assessed against key criteria set by government for local government reorganisation.

The table summarises the main features and anticipated benefits of each proposal, highlighting their approaches to reducing duplication, improving efficiency, and safeguarding essential services for local communities.

All Options under Test Three	Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.		
	Proposals should show how new structures will improve local government and service delivery and should avoid unnecessary fragmentation of services.	Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.	Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.
LCC – Your Lincolnshire	<p>A single unitary authority for Lincolnshire would significantly improve local government and service delivery by bringing together all key functions—such as planning, housing, and social care—under one organisation.</p> <p>This integration would eliminate the unnecessary fragmentation that currently exists between county and district councils, where overlapping responsibilities often lead to confusion, inefficiency, and duplicated effort. This model would also enable the continued focus of economic growth of the Humber estuary.</p>	<p>The proposal identifies significant opportunities for public service reform by integrating services, embracing digital transformation, increasing workforce flexibility, and rationalising assets.</p> <p>These reforms are designed to break down existing silos and inefficiencies, enabling services to be delivered more seamlessly and responsively. LCC is at the forefront of children's services reforms being a DFE pilot area for family hubs, a partner for the delivery of social care reforms and an improvement partner to other authorities.</p> <p>This demonstrates that the current leadership capacity is able to deliver public sector reform effectively.</p>	<p><i>Your Lincolnshire</i> will strengthen coordination and oversight across vital services like social care, children's services, SEND, homelessness, and public safety. By avoiding the fragmentation that comes with multiple authorities, this model ensures more consistent and equitable provision, particularly for vulnerable groups.</p> <p>Unified structures also enable better integration with police and health partners, supporting more preventative, resilient, and effective services county-wide. Sustaining the current high performing arrangements for fire and rescue services and the Lincolnshire Resilience Forum, avoids risk and disruption.</p>

All Options under Test Three

Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.

	Proposals should show how new structures will improve local government and service delivery and should avoid unnecessary fragmentation of services.	Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.	Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.
South and East Lincolnshire Councils Partnership	<p>The proposal includes options to disaggregate children's and adults' services across the two unitaries, establishing new partnerships for each unitary.</p> <p>The governance model for Fire and Rescue is unclear.</p> <p>Disaggregation will result in the fragmentation and disruption of frontline services. There is a risk that vulnerable groups (e.g. children, adults with care needs) could experience instability during the transition and Lincolnshire's outstanding reputation to implement and deliver new and innovative ways of delivering care would be destabilised.</p> <p>Developing alternative governance arrangements of fire and rescue are complex and transition of this nature and scale is unprecedented.</p>	<p>The model draws on existing examples of efficiency, such as streamlined ICT support, and seeks to extend these approaches. It also creates scope to review costs such as Internal Drainage Board levies and to manage housing more strategically, helping ensure resources are used effectively.</p> <p>The proposal does not align to the wider public services footprint which will have a substantial impact on the area's current partnership arrangements such as collaboration to manage flood risk, water resource management, emergency planning, and economic growth including the current Humber partnerships.</p>	<p>The proposal does not align to the wider public services footprint which will have a substantial impact on Lincolnshire's current partnership arrangements such as safeguarding children, adults, and community safety.</p> <p>At a time when public services are stretched; the impact of breaking up strong and effective partnerships to create new partnerships, will be felt by those delivering Lincolnshire's frontline services and our residents.</p>

All Options under Test Three

Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.

	Proposals should show how new structures will improve local government and service delivery and should avoid unnecessary fragmentation of services.	Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.	Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.
North and South Kesteven	<p>The proposal argues that creating two new unitaries across Greater Lincolnshire, alongside the two existing unitaries of North and North East Lincolnshire, strikes the right balance between scale and geography. It suggests this model avoids over-large authorities that could weaken local accountability.</p> <p>This will result in the fragmentation and disruption of frontline services.</p> <p>There is a risk that vulnerable groups (e.g. children, adults with care needs) could experience instability during the transition and Lincolnshire's outstanding reputation to implement and deliver new and innovative ways of delivering care would be destabilised.</p> <p>The governance arrangements for fire and rescue services are proposed to move to the PCC, which will cease to exist.</p>	<p>The model identifies scope for reform through horizontal integration of services, prevention-focused delivery, and alignment with economic and housing geographies.</p> <p>The proposal does not align to the wider public services footprint which will have a substantial impact on the areas' current partnership arrangements such as collaboration to manage flood risk, water resource management and emergency planning.</p>	<p>The proposal does not align to the wider public services footprint which will have a substantial impact on Lincolnshire's current partnership arrangements such as safeguarding children, adults, and community safety.</p> <p>At a time when public services are stretched; the impact of breaking up strong and effective partnerships to create new partnerships, will be felt by those delivering Lincolnshire's frontline services and our residents.</p>

All Options under Test Three

Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.

	Proposals should show how new structures will improve local government and service delivery and should avoid unnecessary fragmentation of services.	Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.	Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.
City of Lincoln	<p>The proposal argues that a larger Greater Lincoln unitary would align governance with local economic and social areas, reduce duplication between district and county functions, and keep services locally accessible.</p> <p>This will result in the fragmentation and disruption of frontline services.</p> <p>There is a risk that vulnerable groups (e.g. children, adults with care needs) could experience instability during the transition and Lincolnshire's outstanding reputation to implement and deliver new and innovative ways of delivering care would be destabilised.</p> <p>Alternative governance arrangements for fire and rescue are unknown at this stage.</p>	<p>The plan identifies opportunities for reform through shared services, streamlined management, and procurement efficiencies.</p> <p>It also emphasises redesigning services to focus on prevention and long-term sustainability, aiming to deliver efficiencies while improving outcomes.</p> <p>It is unknown at this stage whether collaboration across the county is proposed.</p>	<p>The proposal does not align to the wider public services footprint which will have a substantial impact on Lincolnshire's current partnership arrangements such as safeguarding children, adults, and community safety.</p> <p>At a time when public services are stretched; the impact of breaking up strong and effective partnerships to create new partnerships, will be felt by those delivering Lincolnshire's frontline services and our residents.</p>

The Case for 'Your Lincolnshire'

Your Lincolnshire presents the most coherent and future-ready structure for local government in Lincolnshire.

Strengthening Lincolnshire

To meet the challenges of today and prepare for tomorrow, Lincolnshire needs stronger, more coordinated local government.

A single unitary authority will provide strategic leadership, unify service delivery, and build resilience across the county. By pooling expertise, centralising resources, and aligning planning, housing, transport, and economic development, Lincolnshire can achieve better outcomes for residents, businesses, and communities.

A Stronger, more Strategic Organisation

A single unitary authority will provide stronger, more strategic governance across the county, and greater opportunities for the workforce, all leading to increased resilience.

Clearer leadership and consistent decision-making will improve alignment across services. Human Resources will operate as a strategic partner, using shared systems and workforce data to attract, retain, and develop talent while simplifying employment terms.

Centralised procurement functions will improve supplier performance, leverage economies of scale, and consolidate contracts effectively.



Case Study: Unifying Workforce Strategy Across Lincolnshire

Context

Lincolnshire's eight local government organisations operate within the same geographical footprint. Each delivers similar services and recruits for some jobs with similar skill sets, which can pose difficulty in recruiting and retaining talent locally. This duplication occurs during a time of sector-wide challenges in recruitment and retention.

Problem Statement

Despite shared service goals, most councils in Lincolnshire continue to operate independently, leading to internal competition for staff, service delivery gaps, and inefficient resource use.

This siloed approach creates a "robbing Peter to pay Paul" scenario, where gains in one council come at the expense of another—ultimately undermining service quality and failing residents across the county.

Vision under One Unitary Authority

To create a unified workforce strategy under one unitary authority, which operates collaboratively, shares resources, and delivers consistent, high-quality services to residents.

Strategic Objectives

1. **Align recruitment** and retention efforts.
2. **Create** a shared talent pool.
3. **Enable** cross-organisational learning.
4. **Improve service** delivery through collaboration.
5. **Build a resilient** and flexible workforce.
6. **Reduces costs** through economies of scale of key contracts.

Implementation Approach

To unify Lincolnshire's workforce strategy, a Joint Workforce Strategy Board will be established to oversee collaboration across all eight councils and begin pre-planning transition work before the new council is formed. A shared workforce strategy will be developed, aligning early careers (including apprenticeship levy usage), recruitment, retention, reward, performance management, learning and development practices and creating an implementation plan for all workstreams relating to the workforce.

A single county-wide recruitment platform will streamline hiring and reduce internal competition. Cross-council learning and development programmes will foster skills and leadership growth, while integrated service teams will be piloted in high-demand areas to test collaborative delivery. Progress will be monitored through key performance indicators and resident feedback, ensuring continuous improvement and adaptability.

Key contracts such as occupational health, staff benefits systems and learning management system can be reviewed to ensure best value for money and a consistent award approach adopted across the new organisation to reduce administration costs and reduce procurement processes being duplicated.

Conclusion

Lincolnshire has a unique opportunity to lead a bold transformation in local government workforce strategy. By working as one unitary system, councils can overcome recruitment challenges, enhance service delivery, and build a future-ready public sector. This is a win-win for councils, staff, and residents alike.



Efficient and Resilient Services

Bringing together expertise from across the county will create resilient, capable teams in every service area.

Planning and regulatory services will benefit from pooled professional capacity, reducing delays and ensuring consistent, transparent decisions.

Highways, transport, and waste services will share skilled operatives and deploy fleets strategically. Housing services will operate through a single Housing Revenue Account, enabling coordinated investment and consistent policy delivery.

Smarter use of Technology and Data

Centralised IT and digital services will replace multiple overlapping systems, improving efficiency and service delivery.

Cyber security, cloud solutions, and resilient infrastructure will be easier to manage.

Unified data systems will allow faster smarter decision-making and more personalised services. Processes from waste collection to environmental management will be simpler, reducing delays and ensuring resources are deployed effectively.



Case Study: Smarter use of Technology and Data Sharing

Context

Lincolnshire County Council (LCC), the District Councils, and the South & East Lincolnshire Councils Partnership (SELCP) currently operate a range of separate IT systems, databases, and digital strategies—though in some cases, there are shared arrangements or partnerships.

Problem Statement

Lincolnshire's two-tier council structure results in fragmented IT systems and data silos, inconsistent governance, and strategic misalignment. Separate platforms and policies across councils hinder data sharing, complicate collaboration, and reduce service efficiency. These issues lead to duplicated efforts, security risks, and inconsistent experiences for residents, ultimately limiting the ability to deliver joined-up, data-driven public services.

Vision under One Unitary Authority

To create a unified digital and data environment under a single council, enabling secure, efficient, and collaborative use of technology and information. This would support better decision-making, improved service delivery, and enhanced trust in public data systems.

Strategic Objectives

1. **Integrate IT systems** and data platforms across councils.
2. **Establish consistent data governance** and cybersecurity frameworks.
3. **Enable a unified view** of residents, services, and performance metrics.
4. **Deliver automation and AI-driven solutions** to improve efficiency and enable strategic change.
5. **Enhance transparency** and responsiveness in service delivery.

Implementation Approach

Your Lincolnshire will build on LCC's recent investments in IT infrastructure, including:

- **A Unified Data Platform (Microsoft Fabric)** for scalable, integrated data management.
- **A Managed Detection and Response partner** for enhanced cybersecurity.
- **A strategic partnership with Version 1** to deliver automation and AI solutions.

These enabling technologies will be extended across former District processes and systems, enabling interoperability, secure data sharing, and consistent governance. Formal data-sharing protocols and leadership structures will be established to support collaboration, strategic and cultural alignment.

Conclusion

Your Lincolnshire offers a transformative opportunity to simplify technology and data sharing in Lincolnshire. By integrating systems, aligning governance, and leveraging modern platforms, the council can deliver smarter, more responsive services while improving efficiency, security, and public trust.

Optimising Lincolnshire's Assets

A Corporate Landlord model will optimise the council's property portfolio.

Centralised management of depots, offices, and cultural venues will improve efficiency, reduce running costs, and ensure buildings are fit for purpose.

Integrated records and archives will safeguard Lincolnshire's heritage, while rationalisation of assets will free capital for investment in services, regeneration projects, and community facilities.



Context

Lincolnshire local authorities own property assets primarily to accommodate and support the delivery of public services such as offices, libraries, schools, depots, and community hubs.

However, property assets are also held to support local strategic and economic objectives such as to generate income, stimulate local economic growth, regeneration and to support place-shaping initiatives. Lincolnshire's two-tier council structure has led to fragmented property and facilities management, with each authority independently managing estates, contracts, and systems.

This duplication results in inefficiencies, inconsistent standards poor space utilisation and reduced added value from property. Lincolnshire's two-tier council structure has led to fragmented property and facilities management, with each authority independently managing estates, contracts, and systems. This duplication results in inefficiencies, inconsistent standards, poor space utilisation and reduced added value from property.

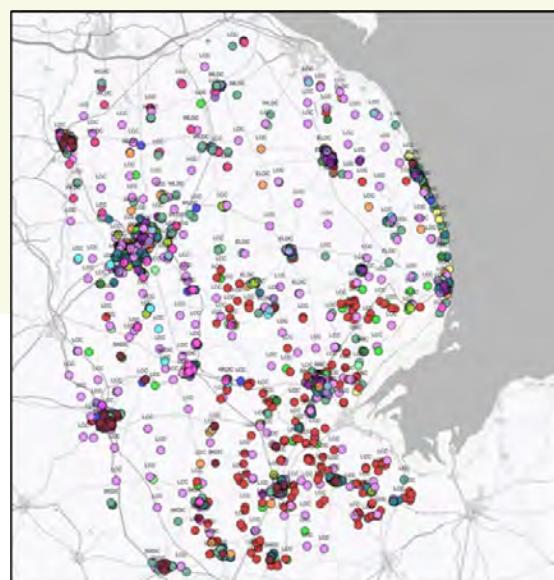
Problem Statement

Lincolnshire's councils currently manage property independently, often leasing or owning buildings in the same areas with separate contracts for maintenance, cleaning, and energy.

This fragmented model drives up costs, leads to underused space, and causes confusion for residents and businesses. Inconsistent policies across councils also increase compliance risks. A clear example is the duplicated office space in central Lincoln, managed separately by the County Council and City of Lincoln Council—highlighting the inefficiencies of the current structure, which is replicated many times in similar situations across the county.

Vision under One Unitary Authority

To create a unified property function under a single unitary council, enabling strategic estate planning, improved service delivery, and better outcomes for residents, communities, and businesses.



Strategic Objectives

1. **Deliver financial savings** by consolidating all property functions under an efficient Corporate Landlord property management model.
2. **Consolidate supply chain contracts** and optimise buying power.
3. **Unified approach to the planning**, procurement, and delivery of capital projects.
4. **Rationalise and remodel** the estate to generate capital receipts, reduce annual running costs, and optimise space utilisation.
5. **Open up more opportunities** for co-location and service integration.
6. **Integrate staffing and systems** for improved efficiency and resilience.
7. **Improve customer experience** with a single integrated helpdesk and Computer Aided Facilities Management system.
8. **Increase rental income** from the combined commercial estate.
9. **Strengthen statutory compliance** and risk management arrangements.

Implementation Approach

The transformation will consolidate the estates and property management functions across councils, replacing eight separate functions and systems with a unified Corporate Property function.

Contracts will be streamlined, surplus assets released to generate revenue savings and capital receipts, and staffing and systems integrated. A commercial approach will be adopted for income-generating properties, and unified compliance frameworks will be introduced. Financial savings will be achieved through reduced running costs and capital receipts.

Conclusion

Your Lincolnshire offers a transformative solution to Lincolnshire's fragmented and inefficient property management arrangements. It enables efficient, responsive, and sustainable services, improves customer experience, and unlocks financial and strategic benefits for the county.

A Stronger Voice for Place and Economy

Unified governance will provide a stronger voice for Lincolnshire. Fewer councillors, streamlined decision-making, and a single point of accountability will improve local democracy. Coordinated economic leadership will attract major investment, enhance infrastructure, and elevate Lincolnshire's profile nationally and internationally.

Aligning planning, transport, housing, skills, and investment strategies will support sustainable development and unlock growth potential.

Community-Based Assessment of Planning Needs

To meet the requirements of population growth, the new council's Local Plan will be supported by a Strategic Housing Market Assessment (SHMA) providing the details of housing needs across the new Authority geography.

The SHMA would be undertaken at a local level recognising that different communities will have a different market assessment, and the new authority would provide a community-based assessment of planning needs through clustering areas, rather than seeking to deliver planning through a single county wide lens.

Delivering Better Outcomes for Residents

Consistent service excellence across the county will improve outcomes. Waste management, street scene, culture, libraries, and heritage services will operate under common standards.

A unified environmental strategy will coordinate biodiversity, and sustainable development initiatives. Shared expertise and investment in cultural and leisure services will boost community identity, enhance visitor numbers, and maximise resources effectively.

Financial Resilience and Sustainability

Financial resilience will be strengthened through consolidation and economies of scale. Removing duplication, centralising systems, and improving contract management will reduce costs while enhancing service quality.

A stronger, coordinated economy will generate additional business rates and council tax income. Together, these measures will create a sustainable financial model, protect frontline services, and enable strategic investment in Lincolnshire's future.

Agile and Future-Focused Organisation

The single authority will be agile, data-led, and future-focused. Shared intelligence, scalable service models, and specialist workforce planning will ensure the county can respond to emerging challenges - from demographic shifts to climate impacts.

Consistent service standards will be maintained, allowing Lincolnshire to deliver high-quality outcomes while continuing to adapt to changing needs effectively.

Simplifying Local Services

Residents and staff currently navigate multiple councils, systems, and processes, creating confusion and duplication.

A single authority will simplify access, reduce complexity, and make governance more straightforward. By streamlining operations, unifying data and IT, and consolidating leadership structures, Lincolnshire will deliver services that are easier to understand, easier to navigate, and more efficient, improving everyday experiences for residents and frontline teams alike.

Simpler, Citizen-Focused Services



Residents will benefit from a single point of contact for all local services, removing confusion from overlapping responsibilities. Internally, operations will be streamlined, reducing duplication and enabling joined up working across departments.

Services will be easier to navigate, with consistent processes, single platforms, and clearer communication between teams, improving experiences for both staff and the public.

Case Study: Citizen Focused Services

Context

The current structure often leads to perceived overlapping responsibilities, duplicated processes, and confusion for residents navigating local services.

Problem Statement

Residents face uncertainty about which council to contact for specific services, while internal operations are fragmented across departments and authorities. This results in inefficiencies, inconsistent service standards, and a poor user experience for both citizens and staff.

Vision under One Unitary Authority

To create a single, streamlined council that delivers simpler, citizen-focused services. This model would offer one point of contact for all local services, making them easier to access, understand, and navigate. A single authority will also be able to ensure that the citizen experience is tailored to local communities and differentiated at point of delivery.

Strategic Objectives

- 1. Eliminate duplication** by integrating service delivery across departments.
- 2. Provide consistent processes** and platforms for staff and residents.
- 3. Improve communication** and collaboration between teams.
- 4. Enhance the customer experience** with clearer accountability and faster resolution.
- 5. Support staff** with more efficient systems and joined-up working.

Implementation Approach

Your Lincolnshire would consolidate services into a single organisation, supported by unified digital platforms and customer service channels. Residents would interact with one helpdesk or portal for all local services. Internally, departments would adopt shared systems and processes, enable better coordination and reducing administrative overhead. Staff would benefit from clearer roles, streamlined workflows, and improved cross-functional collaboration.

Conclusion

Your Lincolnshire would simplify service access for residents, reduce operational duplication, and improve staff efficiency. By focusing on citizen experience and internal integration, the model supports a more responsive, transparent, and effective local government.

Streamlined Governance and Leadership

A unified governance framework will simplify accountability and decision-making.

Fewer councillors, clearer leadership roles, and streamlined committees will make local government easier to understand.

Human Resources will use shared systems and standardised employment terms to plan, recruit, and retain talent efficiently. Centralised commercial activity will consolidate contracts, simplify oversight, and ensure suppliers meet performance expectations.

Streamlined Service Delivery

Merging district teams will create a single, resilient workforce with specialist expertise. Planning, housing, regulatory, transport, and waste services will operate in a simpler structure, eliminating conflicting decisions and improving fairness and transparency.

A single Housing Revenue Account will streamline investment decisions, align policies, ensure consistent delivery of housing and infrastructure projects, and ultimately ensure better outcomes for tenants.

A Clearer Economic Voice

A single economic leadership structure will provide clarity and scale for investment. Coordinated planning, transport, housing, and skills strategies will enable faster, more impactful decisions.

By unifying strategic direction, Lincolnshire can attract major investment, enhance infrastructure, and unlock growth potential across the county.



Case Study: Coordinated Planning Activity

Context

Planning services in Lincolnshire are currently delivered by multiple authorities, each using different software systems, templates, and procedures to manage the development management process. This fragmented approach can create inconsistencies in planning application handling, decision making and enforcement, specifically where developers are working across District boundaries.

Problem Statement

Lincolnshire's fragmented planning system leads to inconsistent decisions across districts, and slow responses to planning breaches. This leads to uncertainty for residents, frustration for businesses, and undermines fairness and confidence in the planning process.

Vision under One Unitary Authority

To establish a single, coordinated planning service under a unitary council model, enabling consistent, timely, and transparent planning decisions across Lincolnshire. This would improve service delivery, deliver better quality planning decisions, and ensure fairness for all applicants and communities.

Strategic Objectives

1. **Standardise planning systems**, templates, and procedures.
2. **Improve validation** and decision timelines.
3. **Ensure consistent enforcement** of planning control.
4. **Enhance engagement** with applicants and communities.
5. **Build a fair and transparent** planning service across the county.

Implementation Approach

Your Lincolnshire would consolidate planning functions into a single service using unified digital platforms and standardised workflows. Staff would be trained on consistent procedures, and a centralised system would manage applications and enforcement. Businesses and residents would benefit from clearer guidance, faster decisions, and a single point of contact for planning matters. Engagement processes would be improved to keep applicants informed and reduce uncertainty.

Conclusion

Coordinating planning activity under a unitary model offers Lincolnshire a clear path to improving service delivery, fairness, and efficiency. By removing fragmentation and standardising processes, the council can better support residents, businesses, and communities in shaping the future of their local areas.

A Stronger Community Voice

Environmental, cultural, and leisure services will share expertise and membership schemes, allowing smarter investment in community assets.

Residents and businesses will benefit from simpler interactions, clearer communication, and a unified approach to local priorities, strengthening civic engagement and improving quality of life.



Context

The Bracebridge Heath Community Hub showcases a successful collaboration between Lincolnshire County Council (LCC), the library provider, local community groups, and the Parish Council, in delivering library services tailored to local needs. Established in 2016 as part of a wider service restructure, the Parish Council assumed responsibility for managing a community library, operating from an LCC-owned building under a peppercorn rent arrangement and a formal Service Level Agreement.

Problem Statement

While the hub provided universal library services and community-focused activities, the physical condition of the building posed significant challenges. The site required investment and modernisation, which limited customer engagement, reduced accessibility, and constrained the scope of activities that could be delivered. These issues threatened the sustainability and growth of the service.

Vision under One Unitary Authority

The shared vision between LCC and the Parish Council was to enhance library service delivery by relocating to a more suitable, modern facility that could better serve the community's evolving needs. This vision aligned with broader goals of promoting social inclusion, wellbeing, and lifelong learning through accessible and engaging library services.

Strategic Objectives

1. **Improve service accessibility** and user experience through relocation to a modern facility.
2. **Strengthen community engagement** by expanding the range of activities and sessions offered.
3. **Support volunteer wellbeing** by providing a better working environment.
4. **Ensure continuity of library services** during and after the transition.
5. **Foster partnerships** to promote cross-sector collaboration and shared use of community space.

Implementation Approach

LCC supported the Parish Council in securing funding to relocate the library hub to a renovated village hall near the original site. The transition was carefully managed to maintain IT infrastructure, book stock, and customer engagement. The library provider played a key role in ensuring service continuity and supporting volunteers throughout the move. The new location provides a more adaptable and welcoming space, enabling the hub to expand its offer and attract new users.

Conclusion

The relocation of the Bracebridge Heath Community Hub has significantly improved library service delivery, creating a vibrant, inclusive space that supports community wellbeing and engagement. The enhanced environment has enabled the growth of activities, strengthened partnerships with local groups, and improved the experience for both volunteers and users. This case study highlights the value of collaborative working and strategic investment in community assets to deliver sustainable, user-focused services.

Context

Lincolnshire delivers a range of community services - libraries, culture, and leisure - through a mix of county-wide providers and localised arrangements. While this enables tailored delivery, it also creates fragmentation, inconsistency, and missed opportunities for integration and efficiency.

Problem Statement

Lincolnshire's current approach to community services - libraries, culture, and leisure - is fragmented across different councils and providers. This leads to inconsistent service quality, limited integration, and missed opportunities for cross-promotion. Library hubs operate under varied agreements and infrastructure conditions, cultural venues lack a unified digital presence, and leisure centres face financial instability due to district-level contracts. These issues result in uneven access, reduced operational efficiency, and confusion for residents and visitors.

Vision under One Unitary Authority

To create a unified, county-wide model for community services that enhances access, improves coordination, and strengthens financial and operational sustainability. This model would support joined-up delivery across libraries, culture, and leisure, offering a consistent and inclusive experience for residents.

Strategic Objectives

1. **Integrate service planning** and delivery across community sectors.
2. **Establish shared infrastructure** and digital platforms for promotion and engagement.
3. **Improve financial resilience** through economies of scale and unified contracts.
4. **Enhance community involvement** and cross-service collaboration.
5. **Promote social inclusion**, wellbeing, and cultural identity across Lincolnshire.

Implementation Approach

Your Lincolnshire would enable a coordinated framework for community services by aligning governance, funding, and strategic planning. Libraries would become more integrated into wider leisure and community services, with cultural assets promoted through a unified digital platform, and leisure services stabilised through economies of scale and integrated contracts. This joined-up approach would improve public access, enhance financial resilience, and foster stronger community engagement across Lincolnshire.

Conclusion

Lincolnshire has a strong foundation of community services, but fragmentation limits their potential. A unitary model offers the opportunity to unify libraries, culture, and leisure under a coordinated framework - enhancing access, improving efficiency, and delivering better outcomes for residents and communities.

Simplified Finances and Resource Management

Consolidating systems, processes, and teams will reduce operational complexity and free resources for frontline services. Streamlined contract management, centralised procurement, and improved asset use will create a sustainable financial model.

Residents will benefit from high-quality services supported by efficient, cost-effective operations and a unified, simpler governance structure across the county.

Adaptable, Future-Focused Organisation

The single authority will remain agile, data-led, and focused on simplicity. Shared intelligence, scalable service models, and workforce planning will allow Lincolnshire to respond quickly to challenges - from demographic change to climate events.

Residents will experience consistent, high-quality services with clear lines of accountability, while decision-making becomes faster, simpler, and more transparent.



Saving on Bureaucracy

Lincolnshire's two-tier system creates unnecessary duplication, inflating costs and limiting efficiency.

Consolidating functions under a single unitary authority will reduce administrative overheads, optimise assets, and generate significant financial savings. By centralising IT, property, HR, contracts, and governance, the authority can reinvest resources into frontline services, strengthen financial resilience, and deliver more value for money while maintaining high-quality service standards.

Eliminating Duplication

Lincolnshire's current two-tier system duplicates back-office functions across councils. Separate HR, finance, IT, property, and democratic services inflate staffing, infrastructure, and administrative costs.

Consolidating these functions under a single unitary authority will reduce duplication and overheads and maintain service coverage. Streamlined leadership and technical roles will create efficiency and optimise resources across the county.

Property and Asset Rationalisation

Centralising property and assets delivers operational and financial benefits. Underperforming assets can be divested, and surplus land released for regeneration.

Rationalised depots, vehicle fleets, and office buildings reduce running costs and free resources for community investment.

Facilities management, utilities, and professional services will be purchased centrally, increasing bargaining power, reducing costs, and improving alignment with strategic priorities.

Streamlined Governance and Councillor Costs

Reducing district and county councillor numbers from 360 to 70, whilst retaining our North and North East Lincolnshire councillor numbers, will save approximately £1.8M annually in basic allowances.

Fewer councillors also lowers meeting, travel, and administrative costs.

Whole-council elections every four years reduce election-related expenditure while maintaining democratic accountability.

Streamlined governance structures will improve decision-making efficiency, align with national guidance, and simplify oversight across the county.

Streamlined Leadership Costs

Aggregation of services will have a significant impact on the ability to reduce officer leadership costs. For example, current arrangements include 8 chief executives and 8 sets of statutory officers across Greater Lincolnshire, which would be streamlined under a unified model.

Aggregation of services such as waste, leisure, revenues, and benefits etc. will also lead to senior leadership savings of £3.78M recurring annually.



Context

Lincolnshire currently has 290 councillors across its county and district councils. This number reflects the complexity of the two-tier governance model, which involves overlapping responsibilities, duplicated oversight, and significant administrative costs.

Problem Statement

Lincolnshire's number of councillors leads to high costs for allowances, travel, and administration. It also slows decision-making, complicates oversight, and reduces efficiency in aligning policies and delivering services across the county.

Vision under One Unitary Authority

To simplify and modernise local governance by reducing the number of councillors to 70 under a unitary model, while maintaining democratic accountability and improving operational efficiency. The 70 seats would be aligned to the current county council boundaries which are familiar and reduce complexity and confusion for residents, providing one elected member for direct accountability. Neighbourhood Area Committees will be used to maintain links to local communities.

Strategic Objectives

- 1. Reduce annual costs by approximately £1.8M** in basic allowances alone.
- 2. Lower associated administrative, meeting, and travel expenses.**
- 3. Introduce whole-council elections** every four years to streamline electoral processes.
- 4. Improve decision-making** speed and clarity.
- 5. Align governance structures** with national guidance and best practice.

Implementation Approach

Your Lincolnshire would involve consolidating elected representation and implementing whole-council elections. Governance structures would be redesigned to ensure effective representation while reducing duplication. Councillor roles would be redefined to reflect broader responsibilities, supported by improved digital tools, and streamlined committee systems.

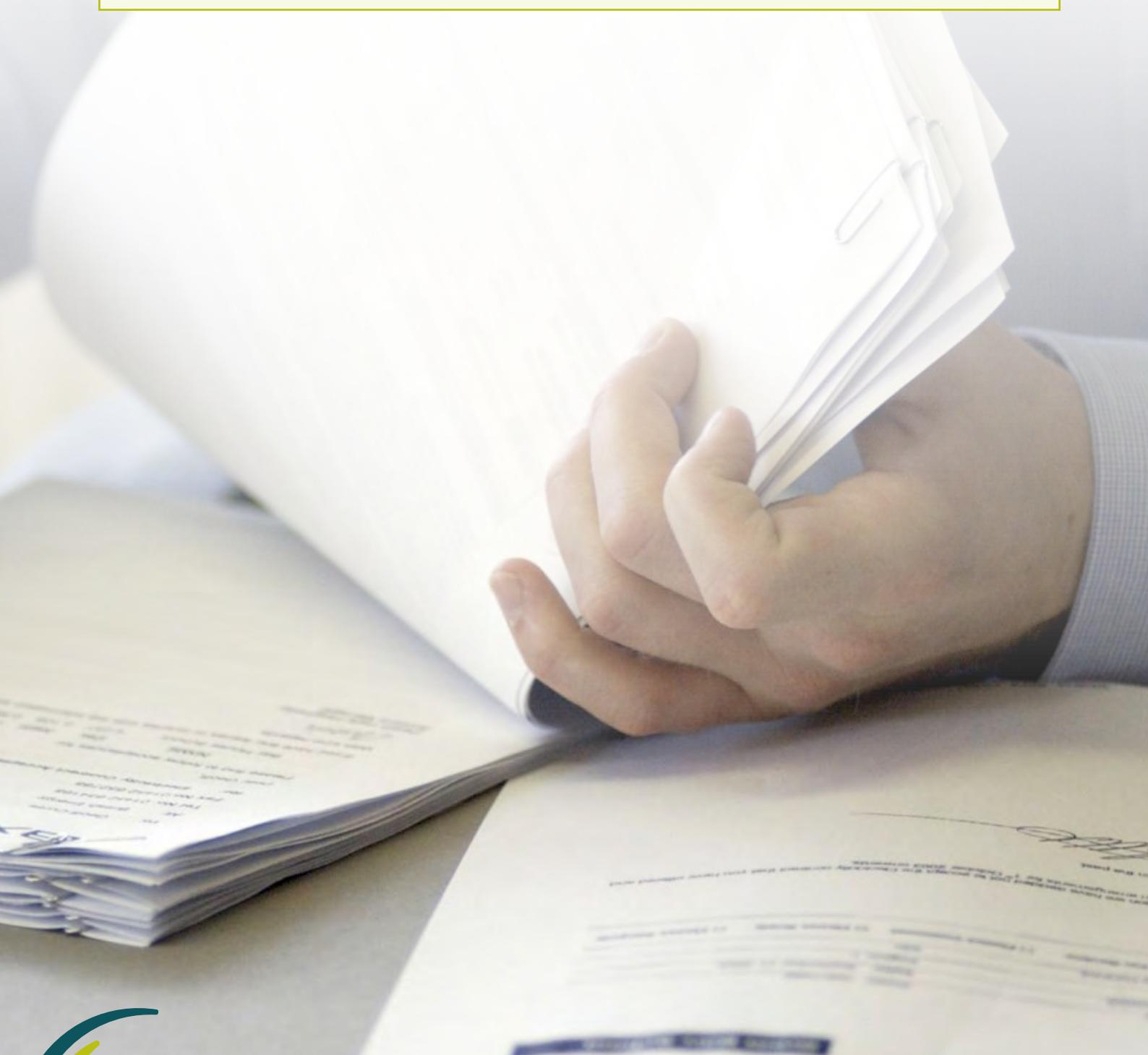
Conclusion

Reducing the number of councillors under a unitary model offers Lincolnshire a more efficient, cost-effective, and accountable governance structure. It supports better decision-making, clearer oversight, and significant financial savings - while continuing to uphold democratic representation across the county.

Procurement and Contract Efficiencies

Centralising procurement functions will consolidate contracts for IT, waste management, facilities, and other services, reducing tendering and administrative costs.

Standardised processes will improve contract oversight, prevent off-contract spending, and increase negotiating power. Shared expertise across services will enable better supplier performance, maximise value from every pound spent, and support more efficient, effective delivery of council operations.



Context

The current fragmented model leads to duplicated contracts, inconsistent processes, limited strategic oversight of third-party spend and limited capacity to pursue the commercial development of assets.

Problem Statement

Lincolnshire's current structure leads to fragmented procurement, with multiple councils independently sourcing similar goods and services. This results in inconsistent supplier terms, limited use of procurement data, and reduced value for money due to a lack of coordination and collective buying power—particularly affecting engagement with local SMEs. Without reorganisation into a single unitary, Lincolnshire cannot unlock the full benefits of modern commercial practice. Fragmented procurement, inconsistent contract management and disjointed use of council assets reduces value for money and limits commercial returns, weakening engagement with local SMEs and partners.

Vision under One Unitary Authority

To establish a single, centralised procurement function under a unitary council model that streamlines procurement, enhances supplier relationships, and delivers long-term financial sustainability through strategic sourcing, data-driven decision-making, and the commercial development of assets.

Strategic Objectives

1. **Eliminate duplication** across procurement categories.
2. **Consolidate contracts** to leverage greater buying power.
3. **Standardise procurement** processes and documentation.
4. **Improve supplier engagement** and access, especially for SMEs.
5. **Use procurement data** to inform strategic decisions and category management.
6. **Strengthen contract ownership** and performance tracking.
7. **Unlock value** through the commercial development of council assets.

Implementation Approach

Your Lincolnshire will transition to a unified procurement service, consolidating procurement teams and systems. Early savings (within 12–18 months) will come from consolidated contracts, renegotiations, and early asset opportunities. Longer-term benefits (3–5 years) will be achieved through strategic sourcing, supplier rationalisation, improved contract performance, and sustainable income from the commercial development of assets. A centralised procurement team will manage third-party spend, supported by consistent processes and enhanced supplier engagement frameworks.

Conclusion

Your Lincolnshire offers Lincolnshire a clear pathway to commercial efficiency. By consolidating procurement functions and adopting a strategic, data-driven approach, the council can unlock significant financial savings, improve supplier relationships, and build a more resilient and effective procurement service whilst supporting the local economy.

Service-Specific Savings

Housing, waste, transport, cultural, and leisure services will all benefit from consolidation.

The breadth of officer experience and increased service resilience will generate many benefits for the new authority, these include streamlined staffing, centralised systems, and harmonised contracts reduce costs while improving service delivery. Vehicle fleet rationalisation, unified property management, and integrated IT platforms increase operational efficiency.

Savings generated will be reinvested in frontline services, supporting residents and creating a sustainable financial foundation for the future.

Context

Waste management in Lincolnshire is currently split between the County Council for disposal and individual district councils for collection. Each authority operates its own collection methods, policies, and contracts, resulting in a fragmented system with no end-to-end control over waste management. District councils in Lincolnshire use a range of 7 different coloured bins and 2 caddies for collection, along with refuse bags in one district. No two Authorities use the same combination of colours.

Problem Statement

This disjointed structure leads to inconsistent service delivery and limits environmental outcomes. For example, South Holland collects all waste weekly in unlimited bags, contributing to the county's lowest recycling rate (31.5%) and highest contamination rate (20%). Residents experience unequal service quality, businesses face inefficiencies due to inconsistent commercial services available, and the lack of harmonisation increases operational costs and undermines recycling efforts. Due to the current district boundaries some streets have refuse collections for 2 different local authorities.

Vision under One Unitary Authority

To establish a unified waste management system under a single authority, enabling consistent policies, consistent and simplified messages for our residents, improved recycling performance, and more efficient service delivery across Lincolnshire.

Strategic Objectives

1. **Harmonise waste collection** methods and schedules across the county.
2. **Improve recycling rates** and reduce contamination.
3. **Optimise collection routes** and logistics.
4. **Negotiate better contract terms** with disposal providers.
5. **Deliver clearer**, consistent messaging to residents.
6. **Ensure fair** and efficient service delivery for all communities.



Implementation Approach

Your Lincolnshire would take full strategic control of waste management, integrating collection and disposal functions. This would involve standardising collection policies, consolidate contracts and deploying county-wide communication campaigns to improve public understanding. Optimised routing and centralised data would support operational efficiency, while consistent service standards would ensure fairness and improved environmental outcomes.

Conclusion

Your Lincolnshire would transform waste management in Lincolnshire by enabling strategic oversight, operational efficiency, and improved environmental performance. Residents, businesses, and service providers would benefit from a fairer, clearer, more consistent, and more sustainable approach to waste collection and disposal.

Long-Term Financial Resilience

Pooling resources under a single authority will strengthen financial resilience.

Invest-to-save projects, such as LED streetlighting, waste optimisation, and digital solutions, will reduce ongoing costs.

Integrated staffing, contracts, and IT systems minimise duplication, improve efficiency, and free up resources. This approach ensures frontline services are protected, maximises value for money, and secures a sustainable financial future for Lincolnshire residents.



Impact of Disaggregation

We believe the Your Lincolnshire model is the safest, most straight forward, and cost-effective model for retaining Lincolnshire's identity and serving its communities. It avoids the impact of disaggregation, and the risks of such an approach are strongly articulated in this section. The council firmly believes that our residents should not be disadvantaged by the impact of Local Government Reorganisation and whilst we recognise aggregation of services can be challenging, we are confident these can be mitigated through effective planning.

To disaggregate Lincolnshire County Council's integrated services into two or more smaller unitary authorities poses significant statutory, operational, workforce, financial, and safeguarding risks.

The process of splitting existing services, systems, contracts, and teams would require these functions to be divided and re-established within each new authority.

Fragmentation of services could significantly impair the Council's ability to fulfil its legal duties under key statutes, including the **Children Act 1989 and 2004**, the **Care Act 2014**, the **Fire and Rescue Services Act 2004**, the **Children and Families Act 2014**, as well as employment and financial legislation.

Such structural disruption would weaken public service delivery and place vulnerable residents at greater risk.

This proposal outlines these risks in detail, supported by statutory frameworks, demonstrating that disaggregation threatens statutory compliance and compromises the wellbeing of vulnerable residents.



Impact of Disaggregation

Statutory Leadership and Governance Risks

Disaggregation during local government reorganisation inherently involves the dismantling of existing senior leadership teams, a process which introduces significant uncertainty regarding the continuity of statutory responsibilities.

This uncertainty is especially critical given the comprehensive legal frameworks underpinning local authority duties, including the **Children Act 2004**, the **Care Act 2014**, and the **Fire and Rescue Services Act 2004**.

These statutes collectively mandate that local authorities provide safeguarding, social care, and emergency services without interruption or diminution of quality.

Additionally, the Fire and Rescue National Framework prescribes rigorous expectations for governance, operational resilience, and accountability, all of which are vulnerable to compromise during periods of organisational transition.

Disruptions at the leadership level have the potential to delay urgent decision-making, weaken strategic oversight, and reduce organisational stability.

These consequences are particularly severe at times when vulnerable populations rely on consistent, effective governance to safeguard their wellbeing.

The risk is further heightened when leadership vacancies, interim appointments, or multiple parallel management structures emerge as new authorities are established, creating ambiguity in accountability and statutory oversight.

Disruptions at the leadership level have the potential to delay urgent decision-making, weaken strategic oversight, and reduce organisational stability.

Impact of Disaggregation

Safeguarding Our Children: Risks to Protection and Partnership

The Children Act 2004 places a clear and legally binding responsibility on local authorities to safeguard and promote the welfare of children within their jurisdiction.

Central to this responsibility is the statutory requirement to appoint a Director of Children's Services (DCS), who provides strategic leadership and oversight for all children's social care functions, including safeguarding.

The role of the DCS is pivotal in ensuring that safeguarding policies are consistently applied, that child protection interventions are timely and effective, and that vulnerable children receive the support they require to thrive.

During local government reorganisation and disaggregation, there is a substantial risk that the continuity and clarity of this leadership will be compromised.

The creation of multiple new authorities may result in several DCS appointments, or the reliance on interim or acting directors while permanent appointments are made. This scenario threatens to fragment statutory accountability and dilute leadership effectiveness at a time when children's safeguarding needs remain acute.

The potential for inconsistent leadership approaches between new authorities may hinder the development and enforcement of coherent safeguarding strategies, undermining efforts to protect children from harm.

Beyond leadership concerns, safeguarding thresholds, and child protection arrangements, which determine when and how agencies intervene to protect children at risk, may vary significantly across newly formed authorities.

Differences in these thresholds can lead to inconsistent decision-making, where a child deemed at risk in one area might not receive the same level of intervention in another.

Such inconsistency not only risks leaving vulnerable children exposed but can also cause confusion and reduce public confidence in the safeguarding system.

Multi-agency safeguarding partnerships form the backbone of effective child protection.

In summary, the process of disaggregation introduces a spectrum of risks that can undermine the safeguarding of children.

To protect vulnerable children effectively, it is imperative that local government reorganisation plans include robust measures to maintain leadership continuity, uphold consistent, and excellent safeguarding standards, and preserve the integrity of multi-agency partnerships throughout the transition period and beyond.

These partnerships bring together local authorities, health services, the police, education providers, and voluntary sector organisations to coordinate and deliver comprehensive safeguarding services.

Disaggregation poses serious challenges to the integrity and operation of our multi-agency safeguarding partnerships in Lincolnshire. Newly created boundaries and governance structures can disrupt established working relationships, complicate information sharing protocols, and hinder joint decision-making.

This fragmentation risks delaying crucial investigations and interventions, which are often time-sensitive and essential to preventing harm. It would also result in the same individuals from Health, Police, Probation Service and Voluntary organisations attending multiple partnership meetings.

Additionally, safeguarding children's services rely heavily on well-coordinated workforce planning and specialist expertise that must be maintained consistently across the region. The transitional period during disaggregation can create workforce instability, leading to staff shortages, loss of experienced professionals, and disruption to training and development programmes.

These factors collectively impair the ability of safeguarding teams to respond promptly and effectively to cases of abuse or neglect.

The safeguarding of children with complex needs, including those with special educational needs and disabilities (SEND), is especially vulnerable during reorganisation. Ensuring continuity in Education, Health, and Care Plans (EHCPs) and aligned support services requires seamless coordination across health, education, and social care sectors.

Fragmentation risks delays in assessments and support provision, with long-term negative consequences for the wellbeing and development of these children.

Impact of Disaggregation

Children's Services and Education System Risks

The splitting of Lincolnshire's currently integrated, county-wide education functions presents a significant risk to the consistent and equitable delivery of services that underpin learning, inclusion, and pupil wellbeing.

Education services operate most effectively when delivered through a coordinated, comprehensive framework that ensures schools, families, and children receive timely, consistent support tailored to diverse needs.

The fragmentation inherent in disaggregation threatens to undermine these foundations and introduce variability in service quality and access.

One of the primary concerns is the potential disruption and fragmentation of school improvement services. These services are critical in supporting schools to raise standards, address underperformance, and meet the needs of vulnerable pupils. Where responsibility for school improvement is divided between newly formed authorities, there is a tangible risk that support efforts could be duplicated or diluted.

This fragmentation may result in inefficiencies and inconsistent intervention strategies, potentially leaving vulnerable and underperforming schools without the sustained, high-quality assistance they require.

In the worst case, gaps in provision or a lack of coherent oversight could lead to a deterioration in educational outcomes, particularly for pupils already at risk of disadvantage.

Reorganisation also poses risks to essential operational functions such as school place planning, coordinated admissions, and in-year fair access protocols. These processes depend heavily on a unified, county-wide approach to ensure that all children - including those with additional needs, those moving between schools, or those entering education mid-year - receive timely and fair access to appropriate schooling.

The fragmentation of governance and operational oversight may introduce delays, inconsistencies, and inequities in admissions decisions, undermining efforts to provide seamless educational transitions and fair allocation of school places.

Such disruptions could disproportionately affect vulnerable children, including those with special educational needs or from disadvantaged backgrounds.

In the worst case, gaps in provision or a lack of coherent oversight could lead to a deterioration in educational outcomes, particularly for pupils already at risk of disadvantage.

Specialist provision for children with special educational needs and disabilities (SEND) is particularly sensitive to fragmentation.

The effective planning, assessment, and oversight of Education, Health, and Care Plans (EHCPlans) requires close coordination between education authorities, health services, and social care agencies.

Disaggregation risks creating misalignment in SEND provision across new authorities, with potential delays in assessment processes, placement decisions, and delivery of tailored support services. These disruptions could have profound impacts on the educational progress and wellbeing of children with SEND, undermining statutory duties and risking non-compliance with legal requirements.

Beyond frontline educational services, effective education delivery relies on specialist corporate support functions, including human resources, legal services, finance, and estates management.

These teams are essential for managing complex processes such as academy conversions, school governance arrangements, workforce recruitment and retention, and property management.

The equitable maintenance and sharing of these specialist functions across newly formed authorities are critical to avoiding service interruptions, legal compliance breaches, and operational inefficiencies.

Without careful planning and coordination, there is a risk that expertise could be diluted or lost, creating challenges for schools and the wider education system.

In summary, disaggregating Lincolnshire's education services risks fragmenting a cohesive system that currently delivers consistent support across the county.

Such fragmentation threatens to disrupt vital services that support school improvement, admissions, SEND provision, and corporate governance. This, in turn, risks creating inequities in educational access and quality, particularly for vulnerable children and young people, and may undermine statutory responsibilities and the overall effectiveness of the education system in Lincolnshire.



Impact of Disaggregation

Adult Social Care and Safeguarding our Adults.

The legal framework governing adult social care, places clear and non-negotiable statutory duties on local authorities to safeguard vulnerable adults and ensure the delivery of integrated, high-quality care services.

Central to this framework is the Care Act 2014, particularly Sections 42 to 44, which explicitly require local authorities to establish and maintain Local Safeguarding Adults Boards (LSABs).

These boards serve as critical multi-agency partnerships tasked with coordinating efforts to prevent and respond to abuse or neglect.

Under the Act, authorities must conduct thorough investigations of safeguarding concerns, promote individual wellbeing, and ensure that protective measures are effectively implemented. Complementing this, the Health and Social Care Act 2012 imposes a legal obligation on local authorities to cooperate closely with NHS bodies, fostering an integrated approach to care delivery.

This duty is further reinforced by the NHS Long Term Plan, which emphasises person-centred, coordinated care pathways across health and social services to improve outcomes for adults, especially those with complex or long-term needs.

The disaggregation of adult social care functions within Lincolnshire poses substantial risks to these well-established, county-wide systems that currently facilitate consistent, coordinated service provision. Smaller, newly formed authorities may face significant challenges in sustaining robust and effective LSABs with the requisite statutory partner representation.

This could dilute the quality and scope of safeguarding oversight, thereby undermining efforts to protect some of the most vulnerable members of the community.

Furthermore, the transitional disruption inherent in reorganisation processes often leads to delays in critical functions such as adult care assessments, care planning, and safeguarding investigations. These delays heighten the risk of harm by potentially leaving vulnerable adults without timely intervention or appropriate support.

Fragmentation of service delivery also threatens to create inconsistent standards of care across the region. The current unified commissioning framework benefits from shared contracts and integrated workforce planning, which together leverage economies of scale and enable the provision of specialist services, including learning disability support, mental health care, and complex domiciliary services.

Disaggregation risks reducing the purchasing power of individual authorities, resulting in increased costs, and jeopardising the financial viability of these essential specialist provisions. In addition, residents who move across authority boundaries, or who require access to specialist services available only in particular areas, may experience gaps or interruptions in their care continuity.

Adult social care in Lincolnshire is closely aligned with NHS partners through the Integrated Care System (ICS), which provides a strategic platform for collaborative planning, joint commissioning, and the delivery of integrated care pathways.

Fragmenting this system could weaken these critical collaborative relationships, complicate joint commissioning arrangements, and hinder the seamless delivery of services - particularly for older adults and individuals with complex, multi-faceted needs. Additionally, the emergence of multiple authorities with differing commissioning policies, pay structures, and contractual arrangements may create confusion among care providers and frontline staff.

This fragmentation risks exacerbating existing workforce challenges by undermining provider confidence and destabilising the local care market, which relies heavily on consistent, predictable commissioning and funding.

The primary risk to residents, carers, and the wider community is that care quality and access will become inconsistent, resulting in a postcode lottery where the availability and standard of care depend on geographic location rather than individual need.

Carers may face increased complexity and administrative burdens as they navigate disparate systems, while vulnerable adults may lose the continuity and stability of care that are essential to their wellbeing and dignity.

Such outcomes are fundamentally at odds with the statutory and moral duties that local authorities hold under the current legislative and policy frameworks.



Impact of Disaggregation

Inspection Regimes and Regulatory Compliance

The disaggregation of local government services presents serious challenges to the regulatory and inspection frameworks that underpin the quality and safety of statutory functions, particularly in children's services, adult social care, and fire and rescue operations.

These services are subject to rigorous oversight by national inspection bodies - Ofsted for children's services, the Care Quality Commission (CQC) for adult social care, and His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) for fire and rescue. Each imposes legally binding minimum standards, backed by powers to intervene or impose special measures if performance deteriorates.

When a county's functions are split across multiple new unitary authorities, each new organisation is treated as a distinct legal entity by these regulators. This means that even if a predecessor council had strong inspection ratings or was on an established improvement trajectory, that history does not transfer. Instead, every new authority is required to undergo full, fresh inspections.

This "reset" wipes away the continuity of prior ratings, creating a vacuum of formal recognition for service quality and placing additional pressure on organisations that may already be struggling to adapt to structural upheaval. For services already under strain - such as children's safeguarding or care home oversight - this added inspection burden can tip performance into decline.

Disaggregation also disrupts the continuity of performance data, which is critical to inspection readiness and regulatory reporting.

Authorities must re-baseline all performance indicators to match new geographic and organisational boundaries, which can take months or even years to fully embed.

During this transition, trends in key measures - such as NEET rates (young people not in education, employment, or training), repeat child protection referrals, delayed transfers of care, or fire incident response times - may become obscured.

This data discontinuity makes it harder for both the authority and regulators to identify risks early, undermining strategic planning and weakening accountability.

A further risk lies in statutory responsibility drift. Disaggregating services inevitably involves splitting complex legal duties across new bodies. Without meticulous planning and clear governance frameworks, gaps and overlaps in accountability can emerge. In high-stakes areas like child protection investigations, mental health provision, and emergency response, any ambiguity over "who is responsible" can result in missed interventions, breaches of statutory duties, and potential legal challenge.

The reputational and human cost of such failures is high, particularly when vulnerable people are left at risk.

Inspection readiness also depends heavily on leadership continuity. Disaggregation often triggers leadership churn, with senior officers and specialist managers either moving to different organisations or leaving altogether.

This destabilises governance, interrupts the delivery of improvement plans, and reduces the capacity to provide consistent evidence to inspectors.

Services that lose key leaders during transition are far more vulnerable to receiving negative inspection outcomes, which in turn can trigger formal intervention and further strain resources.

Fire and Rescue Services Governance

The disaggregation of Lincolnshire's integrated fire and rescue services introduces substantial statutory and operational risks that must be carefully considered.

Under the Fire and Rescue Services Act 2004, particularly Sections 6 to 8, local authorities serve as Fire and Rescue Authorities (FRAs) with a clear legal obligation to provide efficient and effective fire and rescue services to their communities.

This statutory duty encompasses a broad range of responsibilities, including fire prevention initiatives, emergency response capabilities, and ongoing community safety measures designed to reduce risk and protect life and property.

In parallel, the Civil Contingencies Act 2004 further mandates that local authorities maintain comprehensive emergency preparedness and resilience frameworks to safeguard public welfare in the face of a wide array of hazards.

In the context of Local Government Reorganisation, the current county-wide FRA structure may need to be divided into two or more separate authorities, or the Greater Lincolnshire area is serviced by two fire authorities.

Such structural reconfigurations require formal approval by the Secretary of State under Section 4A of the Fire and Rescue Services Act 2004. The process of establishing new governance frameworks entails creating dedicated statutory bodies responsible for overseeing the discharge of legal duties, managing budgets, and ensuring robust accountability mechanisms.

Adherence to national guidance, including the Fire and Rescue National Framework and the Financial Management Code of Practice, adds additional layers of regulatory complexity and administrative workload. These factors contribute to a significant transition cost burden and extend the timeline required to stabilise governance arrangements.

Strategically, the reorganisation of fire and rescue services poses critical risks to operational cohesion and emergency response effectiveness.

Fragmentation of coordination mechanisms risks delays in vital decision-making processes, particularly during incidents that cross newly established jurisdictional boundaries.

The disruption of well-established command and control frameworks can undermine community risk management strategies and weaken overall emergency preparedness across Lincolnshire. Such challenges may reduce the agility and consistency of response efforts in times of crisis.

Moreover, the potential duplication of governance functions - covering oversight of fire stations, procurement of essential equipment, and the delivery of training programmes - threatens to erode existing efficiencies.

The loss of economies of scale inherent in a single, county-wide service is likely to increase operational costs and strain limited resources.

Equally concerning is the potential hindrance to cross-boundary cooperation during large-scale emergencies, where unified leadership and clear chains of authority are essential.

Without cohesive governance, the ability to mount coordinated, effective responses to significant incidents may be compromised, **ultimately risking public safety and confidence.**

In summary, disaggregation of Lincolnshire's fire and rescue services necessitates a cautious, well-planned approach that safeguards statutory compliance while minimising disruption to critical emergency functions.

Failure to address these risks effectively could have serious implications for the resilience and responsiveness of fire and rescue provision throughout the county.

Impact of Disaggregation

Loss of Strategic Continuity and Fragmented Accountability

Disaggregation poses significant threats to the continuity of strategic planning, accountability frameworks, and the integrated delivery of services across Lincolnshire.

Services currently demonstrating positive progress - particularly those under the scrutiny of regulatory bodies such as Ofsted and the Care Quality Commission (CQC) - risk losing momentum.

These services may be required to undergo full re-inspections under new governance arrangements, potentially diverting resources and focus from ongoing improvement efforts.

Concurrently, established partnerships with health providers, educational institutions, and voluntary sector organisations face destabilisation, undermining collaborative service delivery models and eroding public confidence.

The fragmentation inherent in disaggregation disrupts long-established accountability structures and generates considerable uncertainty during the transitional phase. In complex, multi-agency environments - safeguarding being a prime example - this uncertainty translates into tangible risks.

Leadership roles and funding streams associated with Safeguarding Children Partnerships, Adult Safeguarding Boards, and Health and Wellbeing Boards risk becoming unclear or duplicated, thereby weakening the protections afforded to vulnerable children and adults.

Furthermore, joint commissioning arrangements and public health programmes, which rely on stable, county-wide oversight, are vulnerable to disruption, with potentially detrimental impacts on service outcomes and equity of provision.

Corporate parenting responsibilities, which demand consistent and coordinated application across geographic areas, are particularly susceptible to disruption. As new unitary authorities establish their own governance frameworks, statutory duties risk dilution or inconsistent enforcement.

The absence of robust, unified oversight raises the likelihood of non-compliance with statutory obligations, particularly in critical areas such as youth justice, special educational needs, and disabilities (SEND), learning disability support, and early intervention services.

The Local Government Reorganisation (LGR) process would necessitate the establishment of new safeguarding and statutory partnership boards, including Multi-Agency Public Protection Arrangements (MAPPA), Youth Justice Boards, and Prevention and Protection services.

These complex bodies require considerable time—often years—to embed and operate effectively. The transitional period, during which existing structures are phased out and new ones are not yet fully operational, presents a hazardous oversight gap with serious implications for service continuity and safeguarding.

An additional complication arises from the potential realignment of Integrated Care Board (ICB) boundaries. Under certain reorganisation scenarios, the proposed Northern Unitary authority would fall across two ICBs, while the rest of Lincolnshire would remain within the Lincolnshire cluster of the new Lincolnshire, Derbyshire, Derby, Nottinghamshire and Nottingham ICB.

This divergence risks introducing inconsistent commissioning priorities, strategies, and funding flows, thereby fracturing the coherence of health and social care integration across the broader region.

Collectively, the risks associated with strategic discontinuity, weakened accountability, and fragmented leadership significantly elevate the likelihood of regulatory inspection failures, service interruptions, and erosion of public trust.



Impact of Disaggregation

Service Continuity

Local Government Reorganisation presents significant risks to the continuity and integrity of integrated public services.

Many critical functions - such as early help, youth justice, special educational needs, and disabilities (SEND), safeguarding, learning disability support, community safety, mental health, and public protection - are currently delivered through well-established multi-agency partnerships involving health services, the police, and voluntary sector organisations.

These partnerships operate within carefully developed, integrated frameworks that are at serious risk of being dismantled or weakened through disaggregation.

Reorganisation is likely to disrupt these existing arrangements, necessitating the establishment of new governance bodies including Safeguarding Children Partnerships, Adult Safeguarding Boards, Multi-Agency Public Protection Arrangements (MAPPA), Youth Justice Boards, and Prevention and Protection services.

These entities are inherently complex and require significant time to embed and operate effectively. Consequently, during the transitional period, the risk of service disruption and diminished oversight is high, particularly in critical areas such as safeguarding and community safety.

Disaggregating Lincolnshire's library service would compromise a well-established, county-wide model that currently delivers consistent, high-quality provision across 15 core libraries and 34 community hubs. Fragmenting operations - particularly IT systems, digital access, courier services, and stock rotation - would reduce resilience, create service gaps, and increase operational complexity.

Residents would face confusion and frustration due to inconsistent access and standards, undermining the seamless experience they currently enjoy.

Libraries are vital social infrastructure, supporting literacy, digital inclusion, and community wellbeing. Disaggregation risks weakening these outcomes, particularly for vulnerable groups who rely on libraries for access to services, learning, and social connection. It would also require renegotiation of contracts, reconfiguration of financial structures, and rebranding efforts, all of which carry significant cost and risk.

Maintaining a unified approach is essential to preserving service quality, efficiency, and public trust.

Impact of Disaggregation

Workforce Stability and Statutory Protections

The process of disaggregation inherent in LGR presents significant risks to workforce stability, with direct and critical consequences for service continuity, leadership capacity, and the retention of organisational knowledge. This fragmentation creates complex challenges in managing large-scale staff transfers, sustaining cohesive leadership, and preserving institutional expertise.

Although the **Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE)** provide important legal protections for employees affected by organisational change, the practical realities of applying TUPE across multiple new employers increase administrative and legal complexities. Aligning differing pay structures, pension schemes, and human resources policies between new authorities can lead to disputes, delays, and uncertainty - particularly in sensitive sectors such as social care, education, and safeguarding.

Disaggregation frequently heightens staff uncertainty and voluntary turnover. Experienced practitioners may choose early retirement or seek employment elsewhere rather than endure the disruption and uncertainty caused by the breaking apart of their existing teams and service structures.

This attrition results in the loss of vital organisational memory and professional expertise, weakening leadership continuity and the quality of frontline service delivery.

The risk is particularly acute in high-demand and specialist roles—such as social workers, public health nurses, and statutory leadership positions—where recruitment and retention are already challenging.

Lincolnshire County Council has achieved significant success through various initiatives to attract and retain employees in such roles, including long term investment in professional apprenticeships and retainer clauses.

Disaggregation will jeopardise this success and question best value principles if once 'tied' employees can walk away as the Council boundaries have been divided into new employers.

Furthermore, disaggregation risks creating uneven workforce distribution across new authorities. Historical evidence shows that the majority of organisational memory and key staff tend to concentrate in the new authority that inherits the former county headquarters. This dynamic leaves other newly formed authorities at a disadvantage, lacking access to established professional networks, leadership continuity, and strategic insight necessary to maintain effective service delivery.

The tendency for staff to move alongside familiar leaders can worsen this imbalance – people follow people.

As leadership changes occur during disaggregation, expertise may become further concentrated in one authority, leaving others under-resourced and vulnerable. This uneven distribution weakens the overall resilience of the system and compromises the fair and consistent delivery of services across all new authorities.

Moreover, disaggregation complicates joint workforce planning and integrated service delivery, as newly fragmented teams struggle to align policies, practices, and commissioning arrangements. This increases the risk of duplication, inconsistent service standards, and administrative inefficiencies, all of which contribute to a destabilised care market and reduced provider confidence.

In summary, the disaggregation of county-wide services during LGR introduces complex workforce risks: legal and administrative challenges around TUPE transfers, heightened staff uncertainty and turnover, uneven concentration of expertise and leadership, loss of organisational memory, and operational instability.

These factors collectively threaten the continuity and quality of critical public services.

A further risk is the difficulty in recruiting to specialist roles in rural and coastal areas, which already face challenges in attracting suitably qualified professionals.

Lincolnshire County Council has achieved notable success in overcoming these barriers through long-term investment in professional apprenticeships, retainer clauses, and a unified employer brand. Disaggregation could undermine these efforts, particularly if new authorities lack the scale, reputation, or incentives to attract and retain talent in harder-to-reach areas.

Fragmented recruitment strategies may result in uneven workforce distribution, with urban centres like Lincoln continuing to attract professionals, while more remote areas struggle – compromising equitable service delivery and workforce resilience.

Ensuring robust protections, clear communication, and coordinated workforce strategies across new authorities is essential to mitigate these risks and safeguard vulnerable populations during transition.

Impact of Disaggregation

Pension Fund

Disaggregating the Lincolnshire Pension Fund as part of local government reorganisation would have serious financial, operational, and strategic consequences.

Currently administered by Lincolnshire County Council, the Fund is well-integrated into the Border to Coast Pensions Partnership, with around 70% of its assets already pooled and full pooling expected within the next 12 to 18 months.

This arrangement supports economies of scale, reduces investment management fees, and provides access to a broader range of asset classes. It also benefits from shared services with the West Yorkshire Pension Fund, which enhances administrative efficiency and governance.

Disaggregation would disrupt this structure, requiring the transfer of assets, liabilities, and member records, and potentially reversing progress toward national pooling objectives. It would introduce significant costs, including actuarial work, system changes, and legal restructuring.

The fragmentation of governance and investment expertise could weaken oversight and strategic decision-making, while smaller, standalone funds may struggle to match the investment performance and risk diversification of pooled arrangements.

Operationally, disaggregation risks destabilising pension administration for over 80,000 members, including 30,000 pensioners. Ensuring continuity of payments and managing events such as retirements, deaths, and ill health would become more complex. The transition would also require new governance frameworks, staff training, and renegotiation of investment strategies, all amid a shifting political landscape.

Strategically, disaggregation conflicts with national policy, which promotes the creation of large-scale pension funds to support infrastructure investment and global opportunities.

The government's deadline for full pooling by March 2026 adds further pressure to maintain alignment. Any move away from the current trajectory could undermine both local and national pension objectives, making disaggregation a high-risk option that demands careful consideration and early engagement with partners such as the East Riding Pension Fund and West Yorkshire Pension Fund.

In Lincolnshire there are around 260 employers in the Lincolnshire pension fund, through the Your Lincolnshire model, eight employers would become one with an aggregation of employer pension contribution rates.

Impact of Disaggregation

Financial Management and Statutory Accounting

Under the Local Government Act 1999, local authorities have a statutory duty to secure economy, efficiency, and effectiveness in the use of their resources.

This is reinforced by the Accounts and Audit Regulations 2015, which require authorities to maintain proper accounting records and demonstrate transparency and accountability in their financial management.

Disaggregation threatens to fragment the existing county-wide financial management framework, introducing a range of risks and inefficiencies.

The division of services and budgets across multiple smaller authorities leads to duplication of overhead costs, increased complexity in contract management, and loss of purchasing power gained through economies of scale. Smaller, newly formed authorities often face greater financial vulnerability, with heightened risk of budget deficits that could compromise statutory requirements for financial resilience and jeopardise long-term sustainability.

Breaking up of the county council's debt liability will also have a disproportionate impact across the county geography, based on the location of specific historic and committed projects. The £700M of existing debt liability, alongside the new debt requirements of £100M for the North Hykeham Relief Road, will need to be apportioned across any new authorities, with a disproportionate amount falling to a Lincoln centric authority.

The transitional phase of disaggregation brings significant upfront costs.

Establishing multiple new senior management teams, replicating IT and financial systems, and securing additional office space contribute to substantial one-off expenditures. Added to these are legal, human resources, and operational restructuring expenses. These transition costs can place considerable strain on financial resources and must be carefully weighed against the potential long-term impacts on financial stability and service continuity.

A particular challenge lies in the management of Special Educational Needs and Disabilities (SEND) high needs funding. Currently pooled and managed at the county level, these funding arrangements face potential disruption. Disaggregation would require complex negotiations to fairly allocate existing deficits and future liabilities between the new authorities. Failure to reach equitable agreements could lead to financial instability and unequal service provision across the region.

Similarly, the redistribution of key funding streams - including the Dedicated Schools Grant (DSG), Better Care Fund, Public Health Grant, and Early Years Block - poses risks.

These re-allocations could create financial disparities, with some authorities left under-resourced to meet essential needs such as substance misuse services, sexual health programmes, and public health nursing. Such uneven funding jeopardises service quality and equity.

County-wide commissioning currently delivers substantial cost efficiencies and maximises value for money. Fragmentation of commissioning contracts erodes negotiating leverage, often leading to increased costs. Smaller authorities may lack the scale to negotiate favourable terms or sustain specialist service contracts, further increasing costs and reducing service quality.

The creation of multiple new authorities also heightens the burden of financial audit and compliance. Smaller teams, working within newly established governance frameworks, may face challenges maintaining rigorous standards, increasing the risk of non-compliance with statutory accounting regulations.

In summary, disaggregation is associated with increased transition costs, duplicated overheads, loss of economies of scale, and greater financial risk for smaller authorities.

Redistribution of funding streams risks inequity, while fragmented commissioning arrangements undermine value for money and complicate contract management.

These financial pressures collectively threaten the statutory resilience of services and the long-term fiscal sustainability of the successor authorities.

Impact of Disaggregation

Digital Systems and Data Protection

Disaggregating digital systems pose significant risks to service continuity, data security, and integrated care intelligence at a time when maintaining digital continuity is critical. Local authorities operate under stringent legal frameworks, including the Data Protection Act 2018 and UK GDPR, which impose strict obligations on the lawful processing, storage, and transfer of personal data. Furthermore, the Network and Information Systems Regulations 2018 require organisations to implement robust cybersecurity measures to protect critical infrastructure and sensitive information.

The splitting of shared digital platforms - covering case management, finance, human resources, education, and social care systems - across multiple new authorities demands substantial investment in procurement, configuration, and ongoing maintenance.

This duplication not only drives up overall costs but also places significant strain on the limited technical expertise and resources available, particularly within smaller or newly formed organisations.

A critical risk during this transition involves the migration and segregation of sensitive personal data, especially in high-risk areas such as children's social care and adult safeguarding. Any lapses in data integrity, continuity, or compliance during these processes increase the likelihood of personal data breaches, which may lead to regulatory enforcement actions by the Information Commissioner's Office (ICO).

The ICO has previously issued penalties to councils experiencing breaches linked to IT restructuring or data migration, underscoring the need for meticulous planning and governance.

Disaggregation also threatens the interoperability and integration of digital systems that enable coordinated, multi-agency service delivery.

Existing platforms often interlink children's services with education, housing, health, and social care records to create a comprehensive, holistic view of resident needs. Breaking these system connections undermines joined-up service models and the "tell us once" principle, potentially increasing administrative burdens for both residents and staff and reducing service responsiveness.



The transitional period is likely to cause temporary disruptions to service delivery.

Staff must adapt to new platforms with steep learning curves, while residents may face delays, inconsistencies, or gaps in accessing essential support. These operational impacts can diminish public confidence and reduce the overall effectiveness of services.

All organisations are vulnerable to cybersecurity and face compliance challenges. Aggregating eight Authorities, utilising the experience of all employees into a single authority, is the best way to ensure a secure transition and allow the resources and expertise to be applied to establishing the best possible defences against cybercrime.

The creation of multiple authorities as part of this reorganisation will leave potential gaps in IT infrastructure during the transition and have differing quality of output in a multiple authority solution, with potential consequences including reputational damage, financial penalties, and loss of public trust.

Additionally, the time, effort, and resources devoted to separating digital systems during disaggregation represent a strategic opportunity cost. Resources diverted to this complex technical process may stall broader digital transformation, innovation, and service improvement initiatives. This delay undermines councils' ability to modernise their services and deliver enhanced outcomes to residents in the longer term.

In summary, disaggregation poses serious risks to digital infrastructure and data governance. Poorly managed data migration and system separation risk breaches and compliance failures, particularly in smaller or less resourced authorities.

The loss of integrated digital platforms disrupts joined-up service delivery and negatively affects the resident experience. Transition-related disruptions impact both staff and service users, while diverted resources reduce the capacity for strategic digital advancement. Recent ICO enforcement cases provide real-world evidence of the consequences of inadequate planning and governance in data protection during organisational restructuring.

Impact of Disaggregation

Procurement and Contract Management

The disaggregation of Lincolnshire County Council's integrated services into multiple new unitary authorities presents substantial challenges for commercial arrangements.

Public procurement is governed by the Procurement Act 2023, which mandate that procurement processes remain transparent, competitive, and fair. Additionally, the Contract (Rights of Third Parties) Act 1999 establishes critical rights and obligations within contractual arrangements.

Navigating these complex legal frameworks during a period of structural change requires careful planning, detailed legal scrutiny, and specialist commercial expertise to prevent breaches, disputes, and disruptions to service delivery.

Disaggregation typically necessitates the unwinding, novation, renegotiation of, or continued delivery of shared contracts covering areas such as IT services, facilities management, social care placements, and other commissioned provisions until they can be reprocured. These contracts currently benefit from economies of scale and integrated oversight, delivering cost efficiencies and streamlined management.

Fragmenting these arrangements risks duplicating procurement efforts, increasing administrative burdens, and inflating costs overall - potentially reversing years of commercial progress and operational stability.

It also introduces significant challenges in managing the market, particularly in complex areas such as social care, where supplier relationships are built on trust, scale, and consistency.

Fragmentation could confuse providers, disrupt established commissioning relationships, and reduce the attractiveness of contracts - especially in more challenging or rural areas where providers may only engage if contracts span a wider geography and offer sufficient scale and viability.

This added complexity could destabilise the market, reduce competition, and ultimately impact service quality and continuity for residents. Maintaining a unified commissioning footprint helps ensure strategic oversight, market confidence, and the ability to shape provision in line with local needs.

Fragmentation could confuse providers, disrupt established commissioning relationships, and reduce the attractiveness of contracts

Legal and procurement risks can escalate significantly during local government reorganisation if contract transitions are not managed with sufficient due diligence.

Tight timelines often associated with these changes increase the likelihood of poorly coordinated handovers, which can lead to contractual disputes, financial penalties, and breaches of procurement law.

Additionally, long-standing supplier relationships may be destabilised, as suppliers may hesitate to offer favourable terms or engage proactively with newly formed or smaller authorities. This could jeopardise service quality, innovation, and cost control.

As part of any reorganisation, it is essential that each new authority establishes robust governance frameworks. This includes approved Contract Procurement Procedure Rules (CPPRs) that define procurement thresholds, authorisation levels, and procedural requirements.

A clear Delegated Authority Framework must also be in place to outline roles and limits for procurement approvals and contract sign-off. A Conflict-of-Interest Policy is necessary to ensure that procurement decisions are transparent and appropriately managed. All procurement activity must comply with the Procurement Act 2023, ensuring fairness, transparency, and value for money.

Many current contracts benefit from economies of scale and integrated oversight, delivering cost efficiencies and streamlined management. Fragmenting these arrangements risks duplicating procurement efforts, increasing administrative burdens, and inflating costs - potentially reversing years of commercial progress.

Moreover, disaggregation introduces challenges in market management, particularly in complex areas like social care commissioning. It may confuse suppliers, disrupt established relationships, and reduce the attractiveness of contracts - especially in rural or high-need areas where providers rely on the scale and viability of larger contracts to offset delivery risks.

Some providers currently accept more challenging placements because they benefit from broader contract coverage across the county. Fragmentation could reduce this flexibility, destabilise the market, and impact service quality and continuity.

Newly formed authorities frequently face capacity and capability challenges, particularly in managing complex procurement functions independently. Without sufficient in-house expertise, there is an increased risk of inconsistent procurement standards, weakened negotiation positions, and a reliance on costly external consultants.

This risk is particularly acute in commissioned services such as children's and adult social care, where contract discontinuities can disrupt care delivery and adversely affect resident outcomes.

Strategic system-wide commissioning models - including integrated health and social care partnerships with the NHS and place-based prevention programmes - are also vulnerable to disruption.

Disaggregation may delay or derail these initiatives, undermining preventative services and longer-term wellbeing objectives, and ultimately reducing overall cost-effectiveness and service quality.

Disaggregating complex contracts - especially those spanning multiple service areas - introduces operational, financial, and legal risks. These contracts often rely on scale and integration to deliver efficiency, value for money, and streamlined oversight.

Fragmentation may increase costs, dilute commercial leverage, and complicate governance structures.

The risks are not as significant for aggregation but even in aggregation, authorities may be legally obligated to pay exit or variation costs when altering or terminating existing contracts. These costs can be substantial, particularly where contracts include early termination clauses, change control mechanisms, or penalties for reducing scope. This risk is especially pronounced in long-term strategic contracts, such as those for IT services, facilities management, or social care placements.

To mitigate these risks, authorities must prioritise robust planning, thorough legal due diligence, and carefully coordinated transition strategies. This includes assessing contract terms, engaging suppliers early, and determining whether existing contracts can be maintained in the short term to ensure service continuity while new arrangements are developed.

Without this, there is a risk of market disruption, increased complexity for suppliers, and reduced service quality - particularly in areas where providers rely on wider geographic coverage to balance delivery risks and costs.



Impact of Disaggregation

Asset Management

The disaggregation of the County Council's current staffing structures, IT systems and supply chains presents significant challenges and risks to the efficient management and optimal utilisation of property assets and associated property services.

Due to the complexity of establishing new staffing structures, new IT systems, and new/amended supply chains it will slow down the transformation programme introducing delays in achieving LGR efficiencies and service improvements.

For example, large, centralised facilities and shared portfolios comprising offices, depots, children's centres, community hubs, and other facilities become subject to complex and often protracted negotiations concerning ownership, utilisation, management arrangements, valuation, and future use. Determining an equitable and efficient division of these assets among the newly formed authorities typically requires independent valuations, detailed legal advice, and careful dispute avoidance strategies to ensure fair outcomes and the continued provision of efficient, fit for purpose service accommodation.

Smaller, newly established authorities are likely to lose the financial advantages associated with shared occupancy and economies of scale. This fragmentation will lead to underutilisation and inefficient buildings, driving up per-unit operating costs and increasing financial pressures on public service budgets.

These pressures may precipitate premature asset disposals as deemed to be no longer viable and potentially compromising the capacity to meet long-term strategic service delivery needs and community demands.

Services that currently benefit from co-location to enhance operational efficiency and client accessibility such as children's social care teams working alongside health and/or housing professionals may be compelled to relocate to separate, less desirable sites under new governance arrangements. Such relocations risk weakening integrated service delivery models, increasing travel times and costs for both staff and service users, and reducing the convenience and effectiveness of community based 'one-stop-shop' service models and collaborative working arrangements.

Ongoing and planned capital investment programmes are particularly vulnerable to disruption amid the uncertainty generated by reorganisation that involves splitting the current County Council geographical boundary.

Projects including school expansions, care facility developments, and office refurbishments may experience delays, reductions in scope, or outright cancellation as new authorities reassess funding responsibilities and strategic priorities. This uncertainty poses a threat to essential investment in local infrastructure, hindering service modernisation efforts and 'place-based' economic regeneration initiatives. It also reduces the viability of creating local construction framework contracts aimed at improving programme efficiency and increasing local employment based on the high economic multiplier within the construction sector.

Regional and community based strategic asset management initiatives, including wider public estate integration and collaborative frameworks face considerable setbacks due to fragmented ownership and governance structures reducing opportunities for efficiency and rationalisation.

Joint ventures and asset repurposing plans, which rely on coordinated cross-sector collaboration, become more difficult to implement when multiple authorities hold competing or unclear stakes in shared assets. Additionally, clarifying legal responsibilities related to asset maintenance, regulatory compliance, and liability management - including fire safety, asbestos control, and accessibility standards - becomes increasingly complex in a fragmented estate environment.

This complexity can lead to heightened risk exposure, increased administrative burdens, and potential service disruptions if maintenance is delayed or not performed to the required standards.

Without a coordinated and strategic estate management approach, the likelihood of inefficient asset use, missed development opportunities, and escalated liabilities rises substantially.

The disaggregation process also extends to fleet, transport, and operational equipment, often resulting in asset duplication, fragmented maintenance regimes, and increased costs due to lost economies of scale and logistical inefficiencies.

Cultural assets such as museums and galleries face reduced funding and diminished strategic oversight, threatening their sustainability and ability to engage effectively with communities.

Archives encounter governance fragmentation and access challenges that risk the preservation and integrity of historical and legal records. Likewise, Historic Environment Records (HERs) may suffer from disrupted data continuity and diminished planning effectiveness, undermining heritage protection, and development control.

In summary, council reorganisations typically involve complex and time-consuming negotiations over asset division, which can delay projects and disrupt service delivery.

The loss of economies of scale and co-location benefits escalates operating costs and reduces accessibility to integrated services. Fragmented governance complicates strategic estate planning and hampers joint initiatives, while funding uncertainty can stall or cancel vital capital investment programmes. Moreover, the challenges of managing maintenance and regulatory compliance increase operational and legal risks, threatening both service quality and asset sustainability.

Impact of Disaggregation

Political and Cultural Challenges

The creation of new councils in Lincolnshire as part of Local Government

Reorganisation (LGR) presents significant risks related to political divergence.

Each new unitary authority will develop its own distinct political agenda, potentially leading to fragmented priorities that disrupt existing county-wide strategic plans. This is particularly critical for services like children's social care, education, and fire and rescue, which currently benefit from aligned leadership and cohesive long-term strategies.

Political fragmentation risks undermining continuity of vision and investment, making it harder to sustain place-based leadership that delivers integrated and efficient services across Greater Lincolnshire.

Lincolnshire's current governance arrangements have fostered a collaborative culture built on shared values and strong inter-authority relationships. This culture supports joint working across districts and the county council, especially in areas such as children's services and community safety.

The restructuring process threatens to erode this stability, especially where disparities in leadership styles, investment levels, or service performance exist. The dilution of organisational culture may reduce trust, hinder communication, and impede the collective leadership required to drive service transformation and place-based improvement programmes.

Shared service models in Lincolnshire have historically enhanced resilience and value for money but are fragile to political changes. Political instability and a lack of alignment between the new unitary authorities could unravel these models.

For instance, Lincolnshire Fire and Rescue, which currently enjoys a "Good" rating and has benefited from substantial capital investment, risks declining service standards and cultural deterioration without consistent political support and strategic oversight. These challenges highlight the need for governance arrangements that are robust, future-focused, and capable of sustaining a vision extending 30 to 50 years beyond electoral cycles.

The reconfiguration of councils will reshape the political environment in Lincolnshire, potentially altering power dynamics and the legitimacy of local leadership. New authorities may face difficulties in establishing clear mandates and securing stakeholder confidence during transitional periods. This uncertainty could hamper timely and effective decision-making and reduce the collective capacity to advocate for Lincolnshire's interests at regional and national levels.

The potential weakening of a unified political voice threatens to diminish Lincolnshire's influence and the effectiveness of place-based leadership in securing resources and shaping policy.

To preserve strategic coherence, service excellence, and public confidence, any structural reform must protect Lincolnshire's hard-won culture of collaboration and accountability.

The disaggregation of local government could fragment statutory oversight and dilute accountability. Furthermore, safeguarding thresholds and child protection arrangements may vary across newly formed authorities, raising the risk of inconsistent protection standards and confusion for stakeholders, which will be particularly felt by schools.

Complex multi-agency safeguarding partnerships, essential for effective child protection, could face significant coordination challenges during the transition, resulting in delays to investigations and potentially jeopardising vulnerable children's welfare.

Leadership disruption during disaggregation can significantly undermine statutory duties, particularly in children's safeguarding, adult social care, and fire services. Fragmentation of leadership structures may lead to inconsistent protection standards for children, especially if multiple Directors of Children's Services (DCS) are appointed or interim arrangements are used. This can dilute accountability and weaken oversight under the **Children Act 2004**.

Similarly, adult social care services - governed by statutory duties under the **Care Act 2014** - are highly dependent on stable leadership, integrated commissioning, and coordinated delivery.

Disaggregating these services risks breaking up well-established governance and operational structures, which could lead to delays in care assessments, inconsistent safeguarding responses, and reduced integration with health partners. This is particularly concerning given the ongoing work to align adult social care with the Integrated Care System (ICS), where fragmentation could stall progress and negatively impact vulnerable adults.

Multi-agency safeguarding partnerships, which are critical for both child and adult protection, may also struggle to coordinate effectively during transition periods. This could delay investigations, weaken preventative work, and place vulnerable individuals at greater risk.



Full Financial Case

Our proposal can be delivered with total estimated one-off aggregation and transformation costs of **£25.89M**, which in turn will provide estimated recurring benefits of **£46.44M** following aggregation and plans for transformation.

Over five years, the model delivers an estimated **£100.9M** in aggregation benefits and **£68.7M** in transformation benefits, with payback being seen within 2 years.

Financial Summary

Comparative Cost-Benefit Over 5 Years	Y1	Y2	Y3	Y4	Y5	Total 5 year Benefit / (Costs)
Total Aggregation Benefits (£M)	16.8M	21.0M	21.0M	21.0M	21.0M	100.9M
Total One-Off Transition Costs (£M)	(17.5M)	0.0M	0.0M	0.0M	0.0M	(17.5M)
Total Transformation Benefits (£M)	0.0M	5.1M	12.7M	25.4M	25.4M	68.7M
Total One-Off Transformation Costs (£M)	0.0M	(0.8M)	(3.4M)	(2.1M)	(2.1M)	(8.4M)
Net in year Benefit/(Cost) (£M)	(0.7M)	25.3M	30.4M	44.3M	44.3M	143.6M
		Net in year benefit after 5 Years (Yearly Result)	Cumulative benefit after 5 Years (Total Running Balance)		Payback period (Years)	
		44.3M	143.6M		Within 2 years	
				Total Benefits (£)	Total Costs (£)	
		Benefit	Note		Cost	Note
Aggregation		21.0M	Recurring		17.5M	One-off
Transformation		25.4M	Recurring		8.4M	One-off
Combined Aggregation and Transformation Benefits		46.44M		25.89M		

Full Financial Case

Overview of Modelling Approach

The financial modelling approach underpinning this proposal provides a robust, evidence-based framework to inform strategic decision-making. It provides a comprehensive, evidence-based assessment of the estimated Year 1 financial position for each new unitary authority, including income, expenditure, assets, and liabilities.

The analysis incorporates both the benefits and cost of aggregation and transformation, offering a balanced view of upfront investment requirements and long-term savings potential. It highlights the financial challenges councils will face at vesting day, outlines strategic trade-offs, and quantifies the efficiency gains achievable through structural reform.

By modelling the financial impact over a five-year period, this section supports informed decision-making and strategic planning for future governance arrangements.

A module approach has been taken, applying consistent methodologies and locally validated data to quantify council tax harmonisation, third-party spend efficiencies, and workforce alignment.

Financial projections are modelled over a five-year period to illustrate the profile of costs, savings, and payback, capturing both the immediate fiscal benefits of consolidation and the longer-term opportunities for transformation.

This structured and transparent approach ensures that the financial case for Local Government Reorganisation is locally grounded, analytically sound, and provides shadow authorities with the strategic insight required for effective implementation planning.

Full Financial Case

Aggregation and Benefit Modelling

The financial analysis takes a comprehensive approach by incorporating both the one-off aggregation costs and the medium-term efficiency gains associated with local government reorganisation.

Aggregation costs - such as redundancy payments, system integration, and rebranding - are essential upfront investments required to enable structural change. These are carefully profiled alongside projected benefits, including staffing efficiencies, procurement savings, and service transformation opportunities.

By modelling both sides of the financial equation, the analysis provides a balanced and realistic view of the financial journey: acknowledging the initial costs while clearly demonstrating the long-term savings and return on investment. This dual perspective ensures that decision-makers can assess not only the affordability of change but also its strategic value over time.



Aggregation Benefits

Our proposed unitary authority model offers a powerful opportunity to unlock £21M in recurring annual savings, delivering long-term financial sustainability and improved value for residents.

These savings are driven by strategic efficiencies across key areas:

- **Staffing efficiencies of £7.13M**, achieved through streamlined leadership structures, integrated service teams, and reduced duplication.
- **Third-party spend reductions of £11.46M**, reflecting smarter procurement, contract consolidation, and shared commissioning.
- **Democracy-related savings of £2.28M**, including reductions in member allowances and election costs through unified governance.
- **Property operations savings of £0.15M**, enabled by rationalising estate portfolios and improving asset utilisation.

These benefits are not just theoretical - they are grounded in practical reorganisation across leadership, service delivery, and support functions. Realised over a five-year period, they represent a significant contribution to the financial resilience of the new authority and a strong return on investment in the LGR process.

By aligning transformation with aggregation, the new authority can deliver smarter services, reduce overheads, and reinvest savings into frontline delivery - creating a more efficient, responsive, and future-ready council.

Overview of Modelling Approach

Aggregation Costs

The aggregation costs for our proposal are estimated at £17.5M, all of which are expected to be incurred in Year 1.

These one-off costs include £1.96M for setting up new and closing down old authorities, covering programme management, legal activities, public consultation, and rebranding.

IT and systems costs are projected at £1.67M, primarily for data migration and integration. External support costs total £6.48M, reflecting the need for additional capacity to manage planning and implementation.

Redundancy costs are estimated at £3.31M, and a contingency of £4.04M is included to account for risk and complexity.

These figures are based on previous local government reorganisation experiences and assumptions outlined in the accompanying documentation.

Transformation Benefits

The recurring transformation benefits for our proposal are £25.4M presenting a compelling financial case for modernising service delivery through digitalisation, automation, and redesigned operating models.

These benefits are additional to those gained through structural reorganisation and are informed by local financial performance data and leadership insights. Realisation of these benefits is phased over five years, offering a sustainable pathway to improved financial resilience and service transformation.

Overview of Modelling Approach

Transformation Costs

The transformation costs are estimated at £8.39M, incurred entirely by the proposed county-wide unitary authority, with no transformation costs or benefits attributed to North Lincolnshire or North East Lincolnshire.

The investment would support one-off activities such as service redesign, change management, systems integration, programme delivery, and enabling technologies. The cost is phased over five years, with the majority incurred in Years 4 and 5, allowing time for planning and implementation. These benefits are additional to those achieved through structural reorganisation and would need to be refined and delivered by the new authority post-vesting day.

Estimated Year 1 Position

All proposed unitary authorities in Lincolnshire are expected to begin operations with an initial financial deficit (see table 2 in Approach to the Financial Case appendix), reflecting the broader fiscal pressures currently facing local government.

These opening shortfalls are expected given the national context of rising demand, inflationary pressures, and constrained funding.

These deficits highlight the scale of the challenge, and also underscore the importance of transformation, harmonisation, and strategic financial planning as part of the transition to unitary governance.

2 Unitary Authority Option

Whilst there is no provision in current legislation that allows for it, we have reviewed the potential to merge North Lincolnshire Council and North East Lincolnshire Councils creating a 2 unitary model - North and North East Lincolnshire Combined, and the existing county footprint including all seven districts.

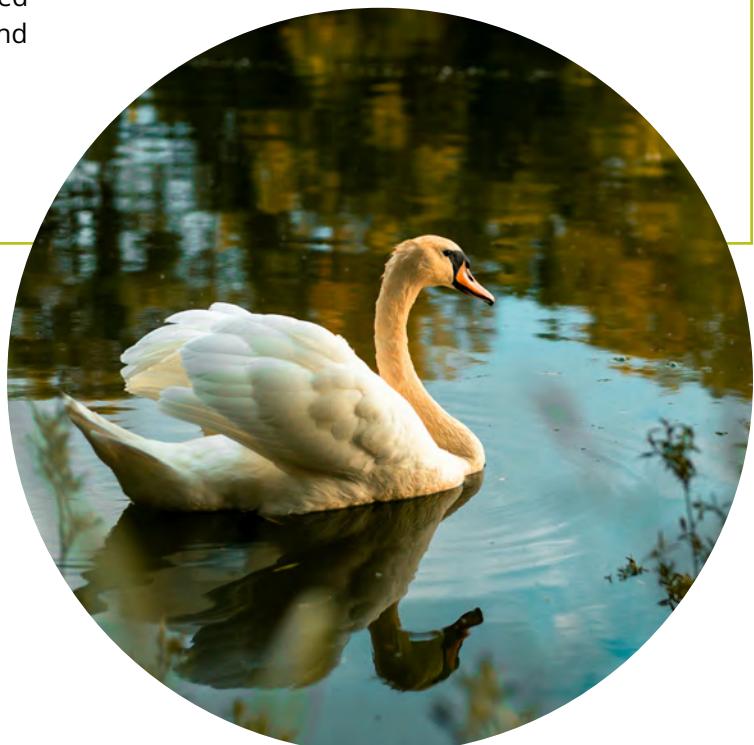
The analysis of all authorities indicates a very low financial benefit of this, due to the high transition costs involved in the merging of two existing unitary authorities.

The estimated cost of aggregation would be **£8.4M** delivering aggregation benefits of **£7.88M**, and for **£0.79M** of transformation costs **£2.28M** of transformation benefits.

North Lincolnshire and North East Lincolnshire Councils have undertaken financial modelling to support retaining their current unitary status. This reflects differences in methodology and data sources to the LCC proposal. Our analysis was based largely on publicly available information and high-level assumptions consistent with the strategic objectives of the Your Lincolnshire proposal.

In contrast, the analysis commissioned by North Lincolnshire and North East Lincolnshire Councils utilised detailed internal datasets and operational cost structures unique to those authorities.

Variations in assumptions and resulting figures are therefore expected and do not indicate inaccuracies; they simply reflect differing approaches and inputs. Importantly, both analyses support the same strategic conclusion as a means to controlling costs, minimising disruption, and reducing the impact of organisational change while delivering long-term efficiencies.



Cost of Disaggregation

Disaggregation costs arise primarily from the need to split out services that are currently delivered at a county-wide level - such as adult and children's social care, education, and public health - across two separate authorities.

This process requires duplicating senior leadership teams, management structures, and statutory service delivery functions, which leads to ongoing inefficiencies and increased expenditure. The financial analysis estimates that disaggregating services will incur a one-off disaggregation cost of **£33M** (plus one-off aggregation cost of **£41.8M**), with additional recurring costs each year due to duplicated management and operations.

Moreover, aggregation and transformation costs are substantially higher where disaggregation applies compared to our proposal. The complexity of separating integrated services and systems, renegotiating contracts, and rebranding two new councils drives up programme management, IT, and external support costs.

For example, aggregation costs for disaggregating services are estimated at £41.8M, compared to £17.5M for our proposal. Transformation costs are also inflated to reflect the added workload and resource requirements for managing disaggregated organisations.

The financial impact of disaggregation is further compounded by the loss of economies of scale. By splitting the county footprint this reduces the ability to achieve savings through consolidated procurement, shared services, and streamlined governance.

This results in lower overall benefit realisation and a longer payback period - **3.4 to 4.2 years** where disaggregation applies, compared to under **1 year** for our proposal.

In summary, the cost of disaggregation is significant and ongoing. It not only increases the financial burden during transition but also limits the long-term efficiency and resilience of the new authorities.

The fragmentation of crucial services, duplication of leadership, and loss of scale all contribute to higher costs and greater risks, making disaggregation less viable from both a financial and operational perspective.

Council Tax Harmonisation

Council Tax Methodology

This section outlines a strategic approach to harmonising council tax rates across the newly formed authority following Local Government Reorganisation (LGR).

The aim is to ensure a fair, transparent, and financially sustainable transition that supports service delivery while remaining within statutory and referendum constraints.

Council tax harmonisation is a statutory requirement following LGR, with a maximum duration to achieve this of seven years.

The process must balance financial viability, political acceptability, and equity for residents across legacy areas.

The methodology developed provides a structured framework for projecting future tax bases and rates, modelling financial impacts, and informing member decision-making.

The harmonisation model follows five key steps:

- **Tax Base Projection**
Forecasts future council tax bases using locally agreed assumptions.
- **Rate Projection**
Assumes authorities will apply the maximum allowable increases prior to LGR:
 - Districts: 2.99%
 - Upper Tier Authorities: 2.99% + 2.00% Adult Social Care precept
- **Target Rate Definition**
Establishes a harmonised rate and timeline, not exceeding seven years.
- **Rate Calculation**
Applies harmonisation factors to align rates across all areas.
- **Receipt Impact Assessment**
Compares projected receipts against a baseline with no harmonisation.

Four council tax harmonisation scenarios have been modelled to explore different approaches to aligning rates across the new authority.

Local Complexity and Modelling Limitations

The current variation in council tax rates across Lincolnshire presents a unique and complex challenge for harmonisation. The significant disparity between rates means that achieving alignment within acceptable limits is difficult without either reducing rates in some districts or extending the harmonisation period to allow for gradual increases.

The scenarios modelled demonstrate the financial and equity impacts of these approaches and offer potential strategies for managing them.

It is important to note that the model does not account for parish council or other local precepts, which fall outside the remit of the upper-tier authority but can significantly affect the total amount payable by residents.

Furthermore, LGR may prompt currently unparished areas to seek town or parish status, introducing new precepts and further complicating the harmonisation landscape.

The model uses Band D equivalent taxbase figures adjusted for council tax relief but does not reflect the impact of harmonising relief schemes - an area that will require future council decisions and may affect the taxbase differently across predecessor areas

Additionally, decisions around harmonising service levels are critical, as the budget required to deliver consistent services will directly inform the council tax requirement. This interdependence between service provision and tax rates must be carefully considered by both officers and members.



Council Tax Approach with Gradual Harmonisation and Minimal Revenue Impact

Harmonising to the lowest rate has been considered as part of this process.

However, if the lowest rate in 2028/29 was harmonised to and increased by 2.99% in 2029/30, the impairment to the council tax requirement over a five year period would total £69.4M.

This is when compared to the council tax requirement that could have been achieved if each area increased by 2.99% per annum, or if the overall area average was increased by 2.99% per annum. If the lowest rate in 2028/29 was harmonised to and held flat in 2029/30, the impairment of the council tax requirement would increase to £153.4M over a five year period.

The four council tax harmonisation scenarios reviewed (appendix - Approach to the Financial Case) are considered technically achievable and support the financial sustainability of a new unitary authority, with scenario 2b recommended as the preferred option.

It offers a balanced approach by harmonising rates over a two-year period, avoiding reductions in any area, and preserving the council tax raising capacity of the new authority. This option would require use of referendum flexibilities to be applied, with the 'whole area' increase compliant with an Alternative Notional Amount (ANA) based on a weighted average.

- **Maximum increase:** 4.22% in East Lindsey (per year to harmonisation)
- **Maximum decrease:** no decrease
- **Harmonises in:** 2030/31.
- **Five-year impact on Council Tax Revenue:** (£37.7k)

This scenario provides a smoother transition for residents in areas with lower current rates, avoids the reputational and political risks associated with rate decreases, and mitigates the perception of unfairness that can arise from prolonged equalisation. It represents a pragmatic and equitable path to achieving a single council tax rate across Lincolnshire.

Approach to Public Engagement

As part of our programme, a comprehensive public engagement strategy was developed to meet national expectations and ensure meaningful input into the proposal. Engagement activities targeted a wide range of stakeholders including residents, businesses, voluntary and community organisations, town and parish councils, MPs, council staff, and trade unions.

Public engagement was delivered through a county-wide survey (available digitally and in print), a series of drop-in roadshow events across Lincolnshire, and tailored communications via social media, newsletters, and briefing materials.

Events were held in accessible community locations, supported by promotional assets and clear messaging to encourage participation and feedback.

In addition to public-facing activities, targeted sessions were held with local businesses, the Voluntary, Community, Faith, and Social Enterprise sector, and town and parish councils, including presence at the Lincolnshire Association of Local Councils Summer Conference.

MPs were invited to attend engagement events in their constituencies. Internal engagement was supported through staff briefings, SharePoint updates, and union consultation. The digital platform - Let's Talk Lincolnshire - was used to host surveys, while social media campaigns helped raise awareness and drive participation.

Feedback from all engagement channels have been analysed and incorporated into the final proposal, ensuring that local voices are reflected in shaping the future governance of Lincolnshire.



Approach to Public Engagement

Overview of Responses

The engagement received a total of 2,305 responses, of which 77% were individual members of the public, 21% staff, and 2% businesses/organisations.

Most responses came from the district local authority areas of North Kesteven (22% of all respondents), East Lindsey (18%), and West Lindsey (17%).

The survey received more responses from older residents (35% aged 65+) than their proportion in Lincolnshire's population (23%), and almost 91% of respondents were of white or white British ethnicity.

Out of all respondents, 50% were female, 45% male, and almost 5% preferred to not say or use their own term. Finally, 19% identified as having a disability, which is similar to the prevalence in Lincolnshire, and 20% had some form of caring responsibilities.

Survey Responses

The public engagement process generated a total of 1,820 responses, reflecting strong participation across Lincolnshire.

Of these, 1,778 (98%) were from individual residents, with a further 42 (2%) submissions from businesses and organisations, and 14 from town and parish councils.

In addition, 485 staff contributed through the interactive Sli.do platform, representing around 8% of total engagement activity.

Over 370 people attended in-person events held across the county, ensuring broad geographic and demographic representation. Notably, engagement remained active throughout the survey live period, with 153 responses submitted in the final week (22–28 September), demonstrating continued public interest and momentum up to closure.

Engagement was driven through a mix of digital and direct channels. The most effective route was via email, accounting for 46% of responses, followed by direct access to the platform (26%) and social media (13%).

This multi-channel approach ensured broad visibility and accessibility, helping to reach a diverse audience across Lincolnshire.

The diversity of traffic sources - email, direct access, and social media - indicates that the communication strategy was effective in reaching people through multiple platforms. This suggests that the messaging was accessible and resonated with different segments of the population.

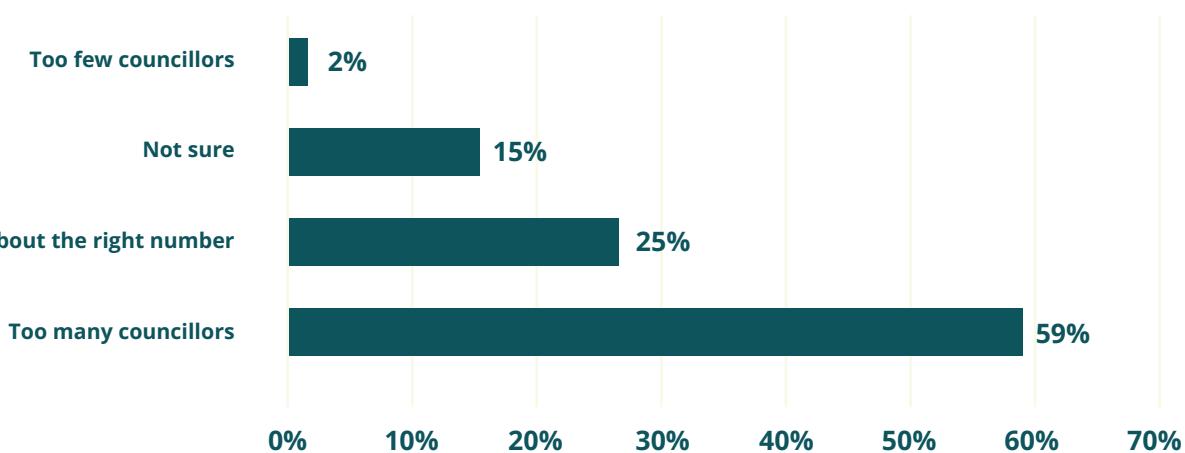
Survey Responses

Councillor Numbers

A clear majority (59%) of respondents believed there are currently too many councillors in Lincolnshire, with only 2% believing there are too few.

The perception of over-representation was consistent between members of the public and council staff. This feedback validates the case for reorganisation, our proposal for a significant reduction in councillors, and suggests public appetite for a more efficient and simplified structure.

Public survey question 10 – overview of responses



Survey Responses

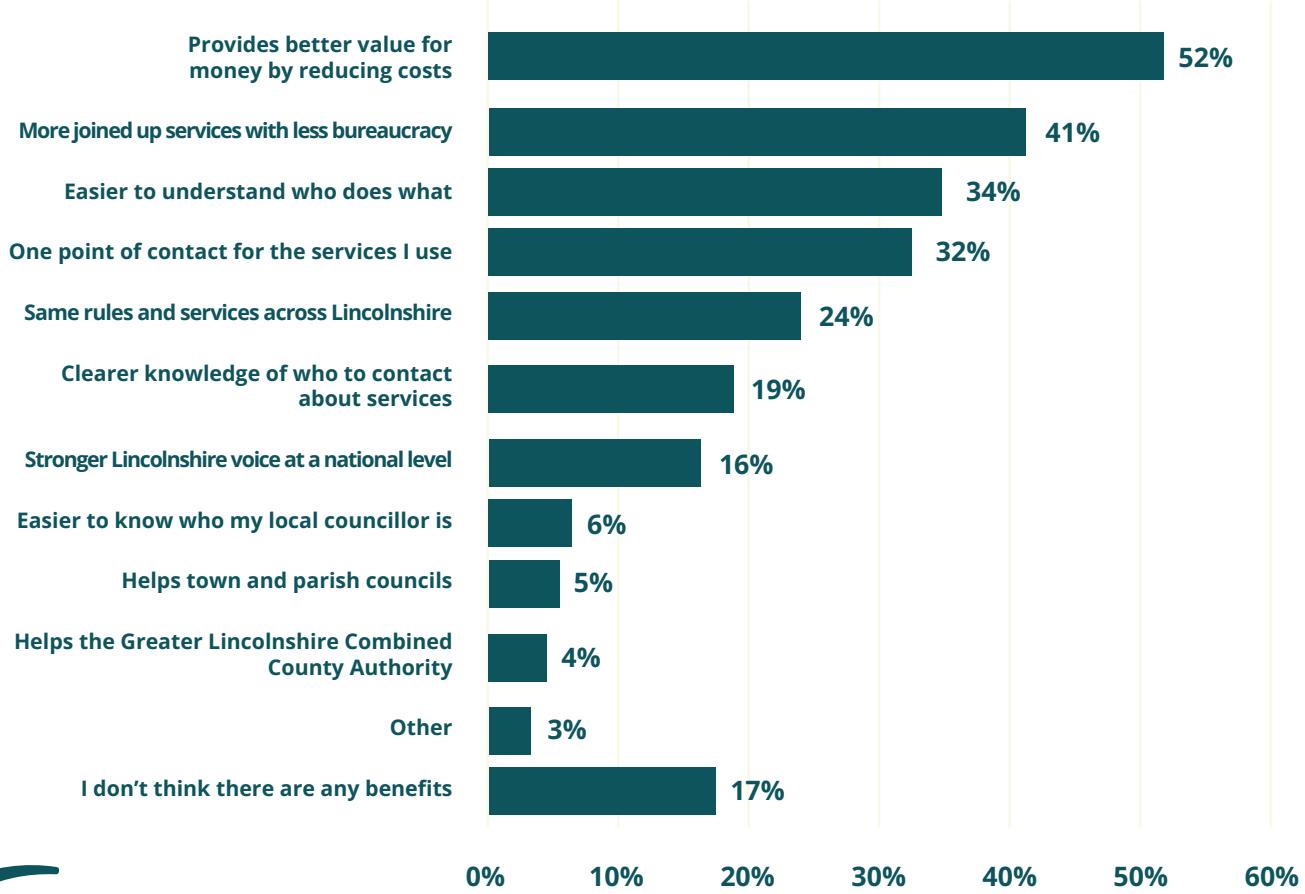
Perceived Benefits of Reorganisation

Over half of respondents (52%) identified better value for money and cost reduction as the main benefit of reorganisation. Other frequently cited benefits included more joined-up, less bureaucratic services (41%), clearer understanding of responsibilities (34%), and a single point of contact for services (32%). Only 17% of respondents saw no benefits.

Those who designated themselves as 'staff' from a Lincolnshire local authority were generally more optimistic, emphasising greater coherence, efficiency, and accountability under a single authority. These benefits reinforce the core aims and design of our proposal, directly aligning with the objectives set out to streamline governance, integrate service delivery and improve accountability.

Public survey question 2 - overview of responses

What, if any, do you think will be the main benefits of reorganising Lincolnshire's councils?



Survey Responses

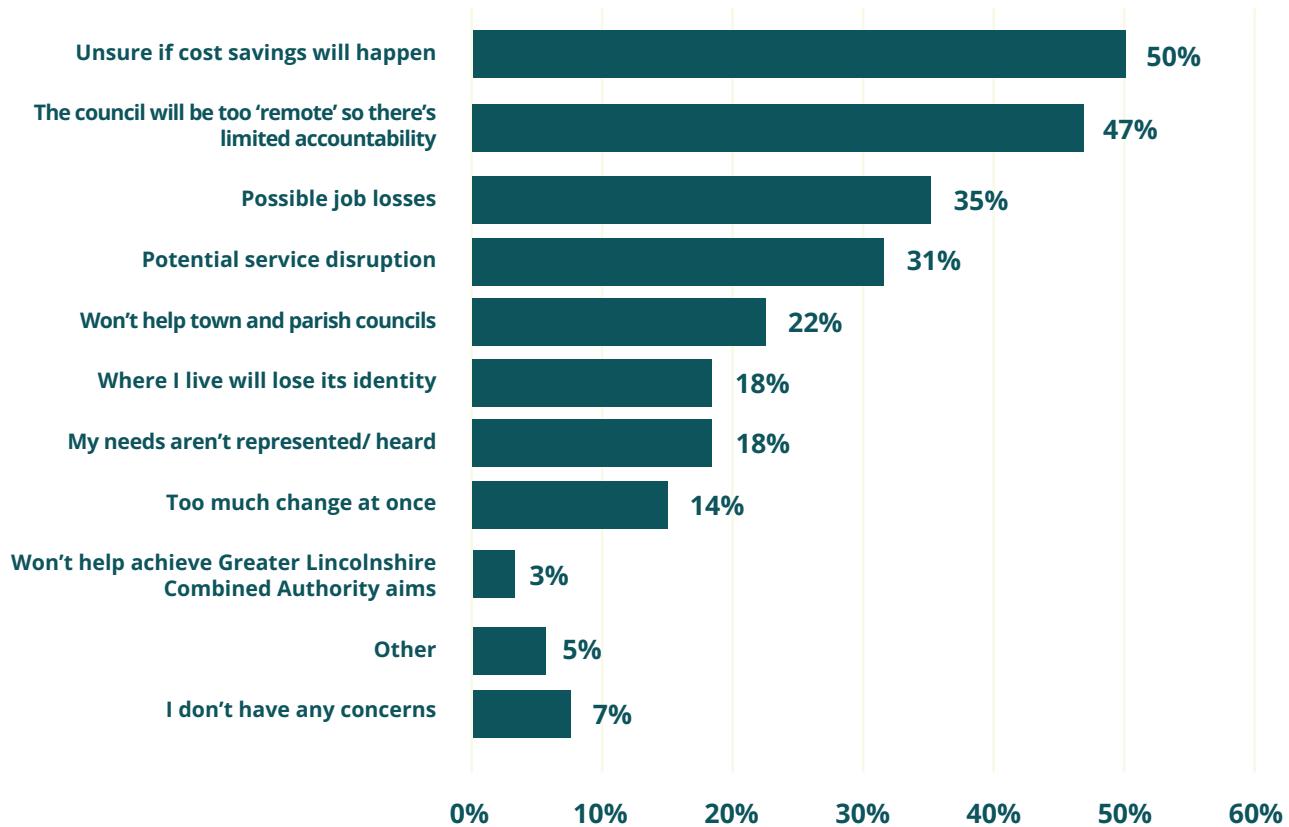
Concerns About Reorganisation

The most significant concern, shared by half of respondents, was uncertainty that cost savings would materialise. Almost as many (47%) worried that a single authority might become too remote, reducing local accountability. Other concerns included job losses (35%), with this figure rising to 73% among staff respondents.

Many participants expressed anxiety that rural areas could lose representation and influence within a larger governance structure. Our proposal addresses concerns about cost savings, accountability, job security and rural representation through robust financial planning, strong local governance structures, managed staff transition, and a commitment to ongoing engagement and equitable service delivery.

Public survey question 3 - overview of responses

What, if any, are your main concerns about reorganising Lincolnshire's councils?



Survey Responses

Public Priorities

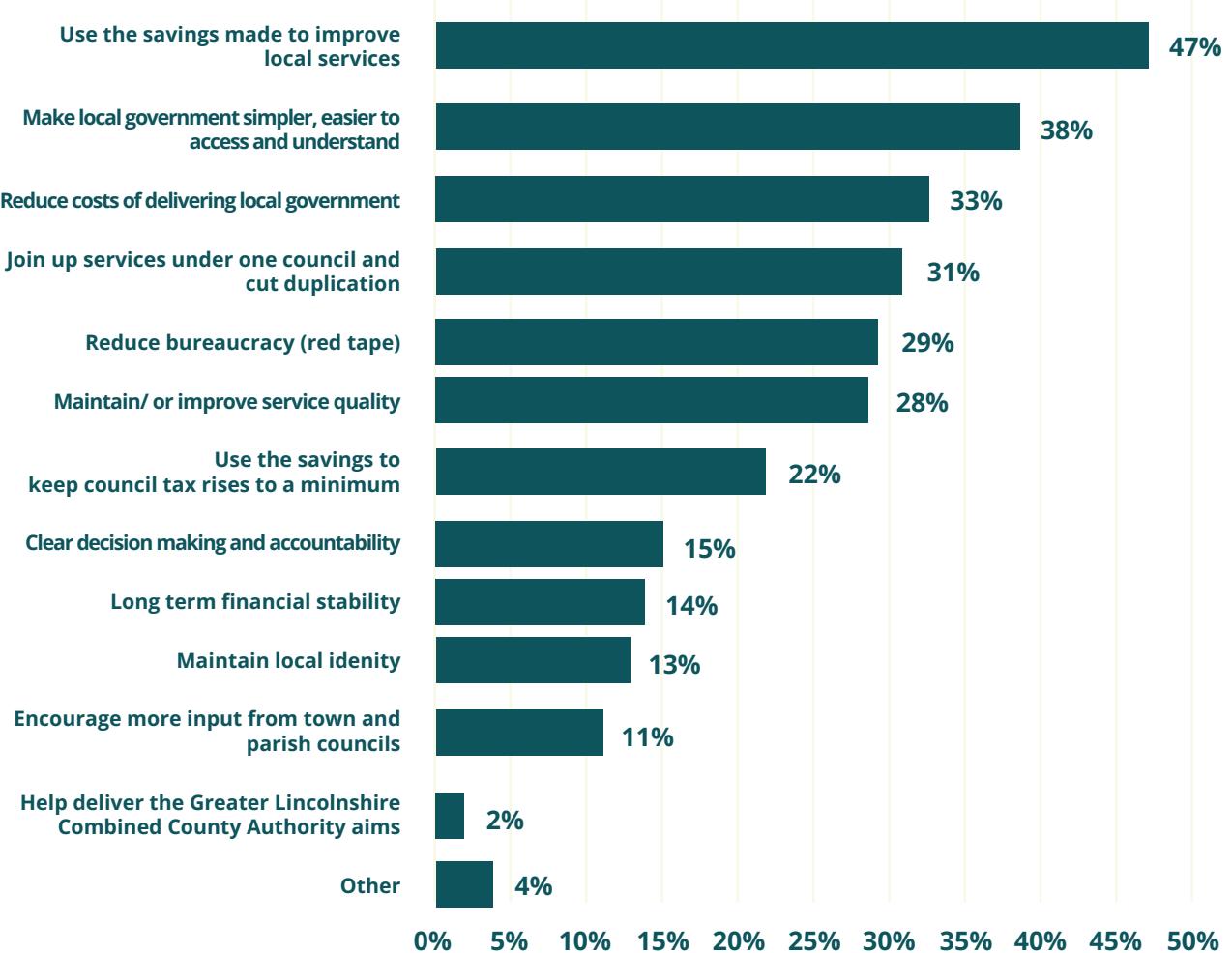
When asked about their priorities for reorganisation, 47% of respondents identified the use of savings to improve local services as most important. Other key priorities included simplifying local government (38%), reducing delivery costs (33%), and joining up services to cut duplication (31%).

Half of all respondents also stressed the importance of resident involvement in planning and oversight to ensure services remain locally responsive and of high quality.

These benefits reinforce the core aims and design of our proposal, directly aligning with the objectives set out to streamline governance, integrate service delivery and deliver on planning.

Public Survey Question 4 - Overview of all responses

What are the three most important things to you when Lincolnshire's councils are reorganised?



Cross Cutting Themes

Across all respondent groups, several clear themes emerged. The most consistent was the need for transparency and communication throughout the process. Respondents urged LCC to keep both staff and residents informed to maintain trust and manage expectations.

A second strong theme was the desire to retain local accountability, with many calling for meaningful local engagement structures to prevent decision-making from becoming too centralised.

Concerns about service continuity were also prominent, particularly for children's and adults' services, where respondents emphasised the need to preserve quality and minimise disruption.

Financial prudence was a recurring issue, with participants seeking assurance that reorganisation would deliver genuine, reinvestable savings.

Finally, there was broad support for simplification, with many welcoming the prospect of fewer councils, less bureaucracy, and clearer service standards across Lincolnshire. The proposal directly addresses the key themes raised, by embedding these priorities into the design, implementation plans, and ongoing engagement commitments.

The document provides specific mechanisms and evidence to show how these concerns will be met in practice, aiming to build trust and deliver a more effective, responsive, and sustainable model for local government in Lincolnshire.

WE HEAR YOU.

Wider Engagement

Public Engagement

We were keen to ensure we had effective and extensive public engagement.

The approach is built on principles of transparency, inclusivity, and responsiveness, ensuring that residents, stakeholders, and community groups had meaningful opportunities to understand, influence, and shape the future of local government in their area.

A series of in-person engagement events were held across Lincolnshire, designed to be accessible and welcoming. These events were drop-in sessions allowed residents to ask questions, share feedback, and learn more about the proposed changes. These events were strategically located in libraries, community hubs, and heritage sites to maximise reach and convenience whilst keeping cost to a minimum.

In addition to in-person meetings and written communications, we hosted virtual events to ensure greater opportunity for stakeholders to engage with us on our proposal.

These online sessions were designed to be accessible and inclusive, allowing participants from across the region to join regardless of location or schedule constraints. The virtual format enabled a wider range of voices to be heard, including those who might not have been able to attend physical events.

Attendees were able to ask questions, share feedback, and discuss the implications of LGR directly with the programme team.

This approach helped us to gather more comprehensive input, foster transparency, and demonstrate our commitment to meaningful engagement throughout the engagement process.

Wider Engagement

LCC Staff

We engaged with LCC staff throughout the LGR proposal phase to ensure their expertise, experience, and insights informed the design and implementation of the new model.

Staff are critical to the delivery of public services and the success of any transformation. By involving them early, we aimed to identify operational risks, understand the practical impacts of change, and co-design solutions that support effective service delivery.

Their engagement also helped build trust, support workforce transition, and ensure that the new authorities are equipped with the skills and capacity needed to deliver high-quality services for residents.

Businesses

We engaged with businesses as part of our LGR proposal because they are central to the region's economic growth, job creation, and community wellbeing.

Their input helped ensure that the new governance structures will support local enterprise, attract investment, and address skills gaps.

By involving businesses, we aimed to design a model that enables effective partnership, streamlines support for economic development, and reflects the needs and priorities of the local economy.

This engagement also helps build confidence in the reform process and ensures that the new authorities are well-positioned to deliver sustainable growth and prosperity for all residents.

VCFSE (Voluntary, Community, Faith, and Social Enterprise)

Voluntary, Community, Faith and Social Enterprise (VCFSE) organisations form a vital part of Lincolnshire's local service ecosystem.

They operate across a wide range of sectors to support individuals, families, and communities, often addressing needs that fall beyond the scope of statutory provision. VCFSE organisations deliver targeted support for specific age groups, health and wellbeing needs, social inclusion, and community resilience.

Operating through trusted local relationships, these organisations provide both direct services and preventative interventions, helping residents to stay connected, independent, and well.

Their approaches are typically person-centred and flexible - engaging individuals through conversation, identifying needs and interests, and co-developing support plans that build confidence and enable participation at a pace that suits each person.

In the context of Local Government

Reorganisation, the VCFSE sector represents a key strategic partner. Their community reach, agility, and ability to innovate at low cost strengthen local delivery capacity, reduce demand on statutory services, and ensure that future unitary structures remain responsive to the people and places they serve.

Town & Parish Councils

As principal authorities are restructured, town and parish councils provide continuity of representation and local voice, ensuring that community identity and accountability are maintained through the transition.

They act as a bridge between residents and the new unitary authority, supporting communication, engagement, and the co-design of local services.

Operationally, town and parish councils can also play a key role in devolution and service delivery at a neighbourhood level. Through local partnerships and delegated arrangements, they can manage community assets, coordinate local projects, and deliver or commission services such as grounds maintenance, events, and local wellbeing initiatives. Their established networks and volunteer base enable responsive, low-cost delivery that complements the strategic functions of the new authority.

Wider Engagement

Schools

Our schools are critical to services for children and young people, providing education, addressing special educational needs and ensuring the well-being of students.

We held two sessions for our Lincolnshire schools and nurseries to share awareness of LGR, our proposal, the impact of potential disaggregation, and to gain their views to inform this proposal.

Education services operate most effectively when delivered through a coordinated, comprehensive framework that ensures schools, families, and children receive timely, consistent support tailored to diverse needs.

There was clear support for the Your Lincolnshire model, with schools expressing concern that fragmentation inherent in disaggregation could undermine these foundations and introduce variability in service quality and access, potentially impacting services to our children and young people.

In summary we set out to make public engagement a cornerstone of our LGR proposal, ensuring everyone in Lincolnshire could have their say.

Our strategy was open, inclusive, and designed to reach as many people as possible. We connected with residents, businesses, community groups, town and parish councils, MPs, staff, and unions through a variety of channels - digital surveys, in-person roadshows, virtual events, and targeted communications.

We listened carefully to concerns about accountability and service continuity and have used this feedback to strengthen our proposal.

By analysing input from all engagement channels, we are confident our plans reflect the priorities and aspirations of Lincolnshire's communities.

This positive, collaborative approach has built trust and momentum, setting the stage for a successful transformation and a brighter future for local government in Lincolnshire.

4. Implementing our Proposal

We believe the Your Lincolnshire model is the safest, most straight forward, and cost-effective model for retaining Lincolnshire's identity and serving its communities. It also represents the most straightforward and cost-effective option to implement, enabling quick mobilisation of our transition plan to **establish a new council by April 2028.**

We have carefully considered the governance arrangements required, along with the programme planning requirements to deliver a successful transition by this date. Our model and approach is underpinned by our absolute commitment to minimise disruption of service delivery to our residents, communities, businesses, and partners so that we can continue to effectively service the people of Lincolnshire. The role of the new council is recognised in taking its own decisions about the pace and scale of change; however, the phases are set out to provide a clear indication of our commitment to accelerate implementation and secure the maximum benefits for our new authority.

How We Will Deliver Our Ambition

Overview of Our Approach

Following submission of this proposal, LCC will begin preparation for the implementation of the government's decision. We will continue to engage widely with staff, partners, and communities, retaining our established robust programme management, and making arrangements with other Lincolnshire Councils, to extend representation as part of this.

Should approval be granted for the implementation of the Your Lincolnshire model, this will be through 3 phases:

Preparation

with the workforce and partners establish oversight and deep dives into workstream areas

Implementation & Establishment

we will establish workstreams to ensure leadership, teams and infrastructure are in place before formal go-live and elections

Transformation

review and optimise services to fully realise the benefits of transformation and improve outcomes for our residents

We will aggregate district functions over a period of time proportionate to their risk.

Many district functions will be aggregated in preparation for vesting day, with some services transformed. However, others will require amalgamation or transition of contractual arrangements over a longer period of time.

Once transitioned we will seek to deliver radical transformation to ensure a more customer focussed, digital approach to the delivery of services.

With a track record of successful transformation and delivery, including a key role in bringing the Greater Lincolnshire Combined County Authority into being, we are confident in delivering reorganised local government by April 2028.

At the same time, we will ensure the delivery of business as usual, a focus on planning reforms, housing delivery targets and continued working with the Mayor of Greater Lincolnshire on devolution.

This section sets out more detail about our approach, which is based upon managing change and minimising disruption to our residents and workforce, by:

- **Adopting a robust programme management approach** to ensure comprehensive planning, delivery, oversight, and benefits realisation.
- **Adopting a Continuing Authority model** to maintain continuity for our residents, workforce, and partners.
- **Keeping Lincolnshire's outstanding Children's Services, good Adult Care and Community Wellbeing services, high-performing Highways and Fire and Rescue Services, together.**
- **Continuing to work with** North Lincolnshire Council, North East Lincolnshire Council, District Councils and the Greater Lincolnshire Combined County Authority
- **Promoting ongoing communication and engagement** with our workforce, residents, businesses, and partners.

We recognise the benefit of meaningful engagement for establishing the identity, vision and values of the new council and will build on the networks that already exist within Lincolnshire and the engagement that has taken place in putting this proposal together.

This will also drive the development of the future culture and behaviours of what will be a new organisation. The voices of our residents, workforce, businesses, and partners will inform all stages of our transition and transformation programmes.

Your Lincolnshire Requirements of the Structural Change Order

The Your Lincolnshire model has clear expectations of what is needed within the structural change order to enable LGR and smooth transition. **We require the following:**

- **LCC to have continuing authority status** - the new council will be clearly branded to reflect the new arrangements, but in law will be a continuing authority. In addition to this, the new council will be the Fire and Rescue Authority and the administrator of the pension fund. This reduces the burden on TUPE, contract novation, and pension changes.
- **LCC would request the voting rights** on the joint committee and implementation executive that reflect the scale, financial capacity, and leadership roles that exist currently.
- **The shadow authority will formally appoint the Chief Executive** and other statutory officers; however, the methodology and process will be agreed in collaboration with all Lincolnshire councils.
- **LCC seeks to ensure Lincoln retains its city status**
- **LCC would, as far as possible, resource the officer implementation team**, in consultation and collaboration with the other Lincolnshire councils.
- In line with this proposal, **the number of members** of the new unitary authority and boundaries of electoral areas, should be consistent with LCC's current arrangements.
- **This proposal requests full cooperation of all councils** to enable smooth transition, this will include access to all contracts and direct communications with all staff.
- **Commitment to a Section 24 direction.**

Following the submission of this bid, we will continue to prepare in order to maximise our readiness for implementation.

This will include ongoing engagement with our key stakeholders and the public to build awareness and shape our approach to transition and transformation. We will build on the robust change management practices adopted by all the impacted councils and review the programme management arrangements currently in place.

By the end of this phase – July 2026:

- Government will have consulted on the proposals.
- Government will have decided on the proposal to be implemented in Lincolnshire.
- We will have a detailed programme management plan in place with governance and structures ready to be mobilised.
- There will have been an assessment of existing arrangements, issues, and opportunities across all existing councils.
- Extensive engagement will have taken place with key stakeholders, supported by a clear communications and engagement strategy to underpin transition and transformation.



Implementation and Establishment

If the Your Lincolnshire model is agreed for implementation by the Secretary of State; transition to the new authority will be led by a Councillor Implementation Executive. Lincolnshire County Council would need to act as the Continuing Authority, by building on the foundation of being the largest existing organisation, this will minimise transitional activity, time, and costs.

However, the Implementation Executive committee will focus on ensuring the new organisation establishes a new identity, purpose, and infrastructure. During this phase, we would mobilise a number of workstreams **to design, plan and implement the new arrangements:**

- **Democracy, Legal and Finance** – responsible for directing the democratic, legal, and financial management requirements for transition to a new single organisation.
- **People and Culture** – responsible for planning and managing effective workforce changes, Human Resources implications, organisational development, and communications.
- **Customer experience and service continuity** – responsible for reviewing services, assessing, and managing impact, and developing effective partnerships in order to improve experience and outcomes for customers.
- **Digital, data and technology** – responsible for designing and co-ordinating changes to IT, systems, applications, and information as well as promoting digital innovation.
- **Property, contracts and procurement** – responsible for co-ordinating property rationalisation, contract management, and novation, joint owned companies, and other commercial arrangements.
- **Locality working** – responsible for designing and delivering the new model of locality working, including Neighbourhood Area Committees, community engagement model, officer support structures and support to businesses.

All workstreams will be underpinned by a clear programme management approach and principles, which will drive a consistent focus on timely delivery, risk management, stakeholder engagement, and benefit realisation.

The service design principles for our new organisation will be:

Inclusive Communities	We will simplify access to services, by placing residents and businesses at the heart of what we do. Delivering services and partnerships locally, which are evidence based and co-designed, in a way that residents, organisations and businesses feel is inclusive, accessible, effective, sustainable and value for money.
Economic Growth	We will foster sustainable and inclusive economic development, by encouraging innovation; supporting local businesses; attracting investments and ensuring that growth benefits local communities.
Locally Accountable & Empowering	We will deliver local democratic leadership that is empowered and accountable for making a range of statutory decisions through our agreed Place Leadership.
Collaborative	We will improve outcomes for Lincolnshire residents by delivering facilitative leadership that joins up communities, partners, and suppliers to deliver solutions that meet local challenges.
Financially Sustainable	We will drive value for money, commercial opportunities, and sustainability in everything we do.
Intelligence Led	We will ensure that from strategy to delivery, we are driven by detailed insight, evidence, and data analysis with a clear focus on improving outcomes.
Digital By Preference	We will modernise and rapidly increase how we utilise technology in the delivery of our services, to drive efficiency and to stimulate innovation. We will continue to support the digitally excluded and ensure that local services are accessible to all.
Empowered, Agile & Innovative Workforce	Colleagues will be engaged and empowered to shape the development of the new council and its services, including responding quickly to opportunities and challenges in a way that minimises risk and delivers strong outcomes. Our workforce will be representative of the communities that we serve.

The new council would assume full responsibility for all local government functions across Lincolnshire from April 2028. Our ambitions for vesting day and the first year of the new authority will be determined during the transition phase.

The **Your Lincolnshire model** will prioritise service continuity to ensure continued effective delivery of our excellent and high performing services. During this phase we will also lead policy, planning, and business case development for wider transformation in order to maximise the opportunities presented by our proposal.

By the end of this phase – April 2028:

- We will have appointed the Chief Executive and Senior Leadership team.
- There will be design and implementation arrangements for the new authority.
- There will be supporting infrastructure for the new authority.
- We will have gone-live, held shadow elections and be embedding the new authority ahead of vesting day.

Driving Transformation

Establishing a single authority for Lincolnshire presents a once in a lifetime opportunity to transform how we work to improve outcomes for our residents, communities and businesses, enhance our already strong and robust partnerships, and optimise our efficiency and productivity.

Throughout the transition period, we will seek opportunities for improvements and efficiencies to be made ahead of vesting day, whilst capturing potential opportunities for wider change. Once the Lincolnshire unitary has been successfully established, we will continue with a programme of transformation with the aim of delivering the ambition set out in this proposal.

We will build on our existing strengths and experience of delivering highly complex programmes of change, which will ensure a focus on realising opportunities and benefits offered through establishing a single unitary council. **By the end of this phase, we will have achieved:**

- Transformed services delivering improved outcomes and experiences for our residents, communities, and businesses.
- Realisation of both financial and non-financial benefits as a result of the authority.
- Embedded our culture, values, and identity as a new and ambitious organisation.

Our Roadmap for Implementation in April 2028

Our Roadmap			
Roadmap	Preparation	Implementation & Establishment	Transformation
Government Timeline	<p>Nov 2025 Submission</p> <p>Jan 2026 Consultation</p>	<p>Jul 2026 Decision</p> <p>Apr 2027 Shadow Election</p>	<p>Apr 2028 Vesting Day</p>
Programme Management	<p>Planning and Creation of Programme arrangements</p> <p>Planning and Creation of Implementation Executive Arrangements</p>	<p>Ongoing Programme Management, Governance and Review</p> <p>Establishment of Key Milestones for the New Council</p>	<p>Ongoing Performance Management and Review of Services</p> <p>Benefits Analysis, Tracking and Realisation</p>
People & Culture	<p>Map Stakeholders</p> <p>Develop Communication & Engagement Strategy</p> <p>Develop Recruitment Strategy</p>	<p>Establish Vision for New Council</p> <p>Develop and Embed Values & Behaviours</p> <p>Ongoing Organisational Development of Roles, Skills and Capabilities</p>	
Finance, Legal & Democracy	<p>All Council Agreement – Contracts, Assets and Reserves</p> <p>Develop Financial Models</p>	<p>Election Preparation</p> <p>SCO and Section 24</p> <p>Develop Constitution and Governance Arrangements</p> <p>Develop Policy Framework</p>	
Customer Experience & Service Continuity	<p>Review and Benchmark all Services</p> <p>Identify Transformation Opportunities including Shared Services</p>	<p>Develop and Agree Strategy for Customer Access</p> <p>Develop and Agree Strategy for Frontline Services</p> <p>Develop and Agree Strategy for Back-Office Support</p>	
Digital, Data & Technology	<p>Review Existing Technology and Data</p> <p>Prepare Initial Technology Strategy</p>	<p>Review, Revise and begin to Implement Technology and Data Strategy</p> <p>Technology Migration and Integration</p> <p>Data Collection, Cleansing and Harmonisation</p>	
Property, Contracts & Commercial	<p>Audit and Review all Significant Contracts</p> <p>Review Existing Assets and Produce Draft Strategy</p>	<p>Contract and Spend Consolidation, with Ongoing Supplier Negotiations</p> <p>Review, Revise and begin to Implement Asset Strategy</p>	<p>Develop Commercial Models and Opportunities</p> <p>Property Rationalisation and Accommodation Moves</p>
Locality Working	<p>Develop Locality Working Model</p>	<p>Develop Locality Arrangements</p> <p>Consult on Locality Arrangements</p>	<p>Implement Locality Arrangements</p>

Managing Risk

Our approach to establishment, implementation and transformation will ensure clear oversight and structured approach to change to enable us to effectively manage the following risks:

Risk Description	Mitigation
Stakeholder Support - There are numerous stakeholders with varying interests and sensitivities regarding the proposal. If these groups are not effectively informed and engaged throughout the implementation and transformation process, the new authority may lack broad support, potentially undermining its legitimacy and ambition.	We are committed to inclusive engagement across communities, the workforce, partners, and other stakeholders. A comprehensive communications strategy will be developed to ensure stakeholders are kept informed and actively involved throughout planning, design, and implementation phases.
Effective Leadership - A lack of clarity around leadership and decision-making during the transition could delay implementation, increase costs, and hinder effective oversight.	We will quickly establish an Implementation Executive to lead the preparation phase. Early appointment of a Chief Executive and senior leadership team will ensure clear direction and accountability from the outset.
Service Continuity - Existing authorities deliver critical services, often to vulnerable populations. Poorly managed transition and transformation could disrupt service delivery and erode public confidence in the new authority.	Our proposal prioritises service continuity by creating a single unitary authority, streamlining implementation, and reducing disruption, timescales, and costs.
Complexity and Pace of Change - The time between a decision on the proposal and the anticipated go-live date is relatively short. Inadequate preparation or weak programme management could lead to delays and increased costs.	We have laid strong foundations to accelerate transition and transformation once approved. Robust programme management arrangements are already in place, informed by proven practices, will ensure timely and cost-effective delivery.
Workforce Capacity and Morale - The proposal will bring significant change for staff across existing organisations. If change is not well-managed and staff are not meaningfully engaged, morale may decline, services may be disrupted, and key skills may be lost.	Staff from all organisations will be involved in shaping future arrangements from the beginning. Through a dedicated People and Culture workstream, we will ensure that concerns are addressed, and that staff help define the purpose, identity, and culture of the new authority.

5. Conclusion

This proposal sets out a clear, evidence-based and deliverable case for Local Government Reorganisation in Lincolnshire. It demonstrates that a single unitary authority – **Your Lincolnshire** – represents the most effective, efficient, and sustainable model for the county's future governance and service delivery.

Lincolnshire faces the same challenges as other upper-tier areas: increasing demand for social care, the pressures of a rural geography, and the need for resilient, joined-up local leadership. The current two-tier structure no longer provides the coherence or financial sustainability required to meet these challenges. It duplicates effort, confuses accountability, and limits our capacity to deliver integrated, high-performing services across the county.

The Your Lincolnshire model addresses these issues by creating a single, strong organisation that:

- **Simplifies governance and strengthens accountability**, providing clear leadership and a single voice for the county.
- **Safeguards and enhances high-performing services**, maintaining continuity in critical areas such as Children's Services, Adult Social Care, and Fire and Rescue.
- **Improves efficiency and value for money**, with an estimated £46.44 million in recurring annual benefits reinvested into frontline delivery.
- **Empowers local communities**, through devolved place arrangements such as Neighbourhood Area Committees, and strengthened parish and town council partnerships, ensuring local identity and voice are preserved.
- **Drives economic growth and strategic alignment**, enabling Lincolnshire to act at scale, attract investment, and maximise the benefits of devolution through the Greater Lincolnshire Combined County Authority.
- **Protects workforce stability and partnership continuity**, ensuring that transition is managed carefully, services remain resilient, and relationships across health, education, and community sectors are maintained.
- **Strengthens housing and planning coordination**, enabling a unified approach to spatial planning, accelerated housing delivery against set targets, and aligning infrastructure investment with local growth priorities.

This model is fully aligned with the Government's published criteria for reform – improving local leadership, service efficiency, and public accountability while delivering long-term financial sustainability.

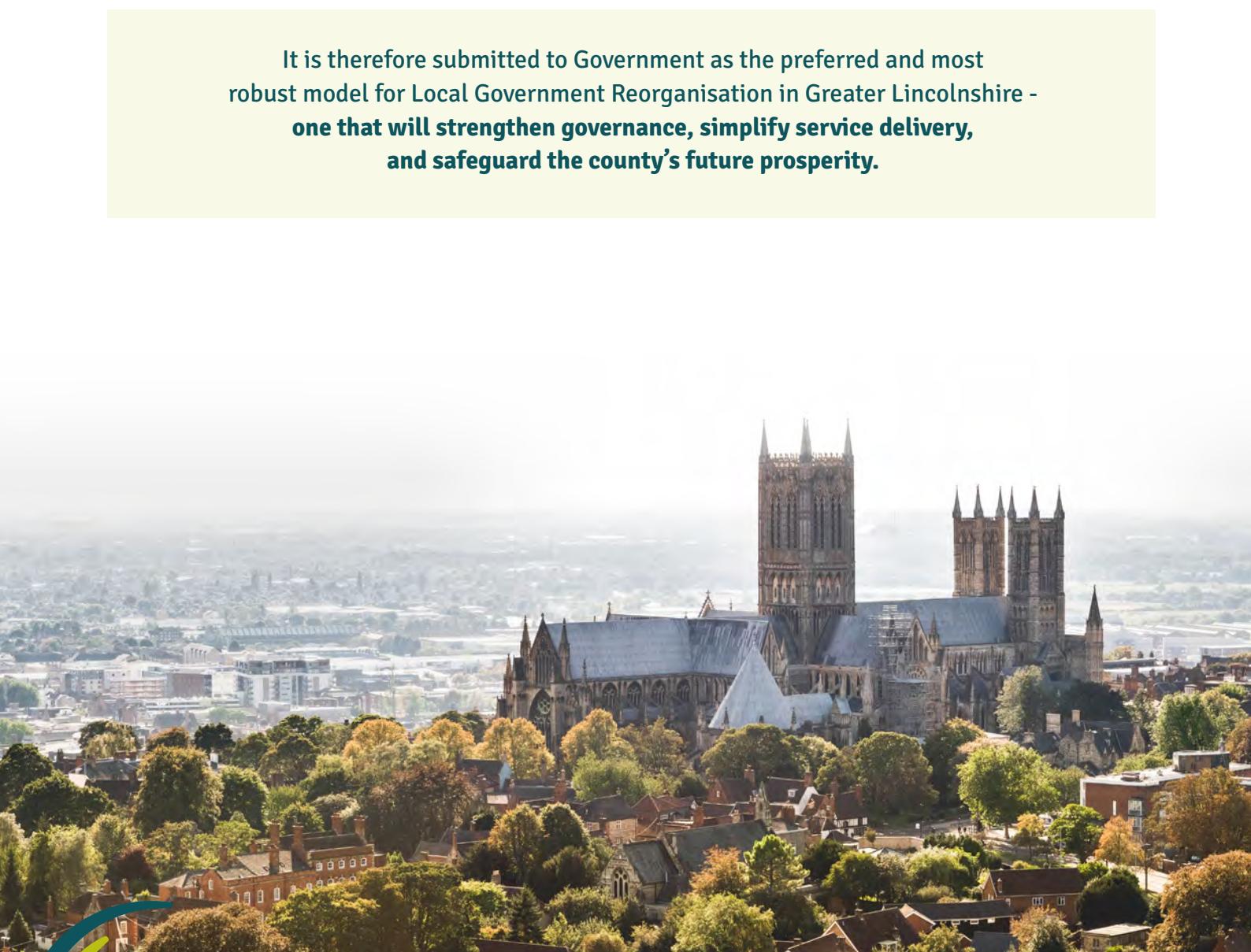
It is the option that best balances strategic capacity with local identity, achieving transformation without the risks, costs, or instability associated with disaggregation.

Lincolnshire County Council has a strong and proven track record of delivering excellent services, sound financial management, transformation and innovation internally, and in partnership.

This foundation ensures that the transition to a single unitary authority can be delivered smoothly, effectively, and with minimal disruption to residents.

In summary, our proposal builds on our strengths, empowers our communities and drives economic growth across the whole Greater Lincolnshire area. It ensures our Lincolnshire residents, businesses and visitors continue to experience excellent public services, delivering the stability, simplicity and strength required to sustain high-quality public services and drive growth for decades to come.

It is therefore submitted to Government as the preferred and most robust model for Local Government Reorganisation in Greater Lincolnshire - one that will strengthen governance, simplify service delivery, and safeguard the county's future prosperity.



6. Appendices

The following appendices provide supporting detail and evidence for the proposal submitted for Your Lincolnshire. Each appendix is designed to enhance transparency, clarify methodology, and demonstrate the breadth of engagement and analysis undertaken throughout the development of the proposal.

Appendix	Description
A. Proposal Approach	
B. Approach to the Financial Case	Approach taken to deliver the full financial case including methodology, approach to handling assumptions, outputs and council tax harmonisation
C. Communication & Engagement	Independent analysis of engagement responses
D. Sources of Information	Links to information used and referenced within the proposal
E. Glossary of Terms	
F. Letters of Support	Letters of support from key professionals within the county including statutory officers

6. Appendices

Proposal Approach

On submission of the interim proposal a dedicated programme team was mobilised to ensure effective governance in the collation, analysis and delivery of the proposal.

Formal governance structures were in place from the outset with clearly defined roles for the core team.

A thematic approach was adopted to ensure comprehensive coverage across all relevant workstreams. Workstream leads were appointed based on their expertise in each area.

Deliverables for each theme and workstream were defined and agreed upon from the outset. These formed part of a regular review and assurance process.

Early engagement was initiated with North Lincolnshire and North East Lincolnshire. Weekly meetings were held between policy and programme leads from the county and district councils. These meetings focused on communication, data collation, and identifying key points of interest. Through this collaborative forum, a set of principles for public engagement was agreed to ensure transparency and avoid any surprises.

Approach to the Financial Case

In order to deliver the full financial case for the proposal, LCC chose to work with PricewaterhouseCoopers (PwC).

PwC previously provided support to the interim proposal therefore had a strong understanding of the organisations and challenges involved. They also brought a tried and tested financial modelling tool, developed through experience with other clients and proposals accepted and implemented, which could be effectively applied to the Your Lincolnshire proposal.

PwC bring a holistic approach to the collation, analysis and delivery of results which again has been tried and tested and could be applied to the scale of Greater Lincolnshire. All outputs are impartial; data driven and were collaboratively reviewed with service experts.

Module Methodology

Income & Expenditure

This module assesses income and net operating expenditure for each proposed unitary authority in Lincolnshire. It draws on forward-looking data from councils' Medium-Term Financial Strategies (MTFS) to project financial positions, reallocating these figures to reflect the proposed unitary arrangements. The objective is to establish a consistent, evidence-based view of each authority's estimated Year 1 financial position, providing a stable foundation for strategic planning and ensuring fiscal stability post-reorganisation.

Assets

This module develops a baseline assessment of assets for each proposed new authority and identifies opportunities for asset rationalisation. Using asset registers from District and County Councils, the analysis evaluates the fixed asset portfolio and applies a 12.5% rationalisation assumption to office and depot holdings, based on duplication, operating costs, and evolving service delivery models. Where Net Book Value (NBV) data is unavailable, balance sheet figures from Statements of Accounts are used as proxies.

Potential capital receipts and operational savings are estimated using these NBV figures, with a 1.5% savings assumption applied. The Year 1 balance sheet reflects all asset categories and is adjusted to account for future capital investment plans.

Liabilities

This module assesses the financial liabilities that would transfer to the new unitary authorities as part of reorganisation. It begins by reviewing each council's Statement of Accounts, focusing on both short- and long-term borrowing.

Forward-looking liabilities are estimated using each council's Capital Financing Requirement (CFR) as a proxy, alongside assumptions on reserve usage derived from MTFS. Data is then aggregated to establish a consolidated unitary-level position, combining County and District information. This approach ensures transparency, supports prudent financial management, and enables early risk identification and mitigation for each proposed authority.

Elections & Members

This module estimates financial savings arising from changes to councillor numbers and election processes under Local Government Reorganisation. It evaluates expenditure associated with member allowances, Special Responsibility Allowances (SRAs), and election administration.

By modelling reductions in councillor numbers and consolidating elections through the removal of the county tier, the analysis quantifies achievable savings and informs future governance design. Election costs are modelled using voter and turnout data, while member costs are based on population-per-member ratios and standard allowance frameworks. The results provide a clear financial evidence base to support transition planning and structural reform.

Third Party Spend

This module examines third-party spend across Lincolnshire's councils to identify potential efficiencies under a single unitary authority model. It reviews supplier contracts and spending patterns to establish the total addressable third-party spend, categorising expenditure by service area and removing internal transfers and grants.

Key categories include environmental services, highways, housing, and central services. The analysis highlights opportunities for cost reduction through supplier consolidation, contract renegotiation, and unified procurement, providing a strong foundation for strategic commissioning and financial efficiency.

Workforce

This module evaluates the financial implications of workforce harmonisation across the new unitary authorities. It focuses on aligning pay structures to ensure that employees undertaking equivalent roles are remunerated consistently, irrespective of their originating council.

Using full-time equivalent (FTE) data, the model estimates current and future pay costs, quantifies alignment impacts, and supports workforce design during transition. It also considers senior leadership and role rationalisation to reduce duplication and strengthen organisational coherence. Broader employment terms - such as leave entitlements and working hours - are excluded, ensuring a focused assessment of salary harmonisation and its direct financial implications.

Data Inputs

The financial analysis is underpinned by a comprehensive set of Lincolnshire-specific data sourced directly from County and District Councils however, where direct access to council data was unavailable, publicly accessible records were used to fill gaps and maintain the integrity of the modelling.

The datasets include financial, operational, and workforce information, and is supported by updated assumptions aligned with the latest Medium-Term Financial Strategies (MTFS). This rigorous approach to data collection and validation provides a solid foundation for assessing the financial case for local government reorganisation and transformation.

Approach to Handling Assumptions

The financial case is built on a comprehensive and transparent set of assumptions, derived from validated local authority data, statutory returns, and professional judgement. Each assumption has been logged, verified with subject matter experts, and aligned with the relevant analytical module to ensure traceability and consistency across the model.

Assumptions were developed collaboratively with the LCC Programme Management Office and Finance Lead, with key dependencies and caveats confirmed through walkthrough sessions conducted between July and October 2025.

Where data gaps existed, agreed proxy indicators or benchmarks from comparable authorities and historic LGR programmes were applied to provide a balanced evidence base.

Income assumptions are based on each council's MTFS, with forward projections reflecting 2028/29 figures were available, or 2027/28 figures held constant for councils without updated data. No adjustment has been made for the pending Fair Funding Review, and backward-looking MHCLG revenue financing data has been excluded due to limited predictive value.

Income projections directly inform the Year 1 consolidated budget.

Expenditure assumptions similarly draw on each council's MTFS, capturing existing cost pressures and service trends. Forecasts align with income projections, excluding retrospective MHCLG outturn data, statutory service changes, or emerging national cost drivers until confirmed.

Council tax assumptions are based upon council tax base and rate data published by the Government, with the tax base assumed to grow at 0.5% per annum and the rate assumed to increase by 2.99% per annum post harmonisation, although the latter will be subject to the council tax referendum rules in place at that time. Parish precepts and future town/parish formations are excluded, though are noted as future sensitivities.

Asset assumptions consolidate district and county registers, applying a 12.5% disposal assumption to operational assets while excluding land, education, leased, and commercial investment assets.

Net book value from Statements of Accounts is used as a proxy for market value. Liabilities assumptions incorporate borrowing and use the Capital Financing Requirement as a forward-looking proxy, while excluding creditors, provisions, and deferred liabilities, with Housing Revenue Account (HRA) council liabilities and Dedicated Schools Grant (DSG) deficits included as appropriate.

Elections and members' assumptions are based on historical election unit costs, population and turnout data, and guidance on councillor numbers, with allowances held in real terms and travel/IT costs excluded.

Third-party spend is derived from contract registers and supplier data, assuming 75% addressable spend and indicative 1.5% savings from aggregation, with Fire, grants, inter-authority transactions, and ICT contracts excluded.

Workforce assumptions focus on payroll staff, using FTE and pay grade data, applying modest efficiency savings and a phased "no detriment" pay alignment approach, while excluding pensions, on-costs, and contractual variability.

Aggregation and transition assumptions phase benefits at 80% in Year 1 and 100% thereafter, with one-off transition costs estimated from comparable LGR cases (£25M for two unitaries, £17.5M for three). Transformation assumptions draw on staffing and supplier data, with savings of 0-2% applied across services and fees & charges growth assumptions of 0.4-5%, reflecting a cost-to-benefit ratio of approximately 1:3.

All assumptions are version-controlled and recorded, with defined origins, validation steps, and module ownership. Updates are applied only following review and approval to ensure auditability, and a sensitivity testing framework is in place to assess the impact of key variables such as inflation, funding, pay growth, and tax base.

Outputs

The financial analysis produces two key outputs:

Benefits & Cost Analysis

Aggregation Benefits arising from efficiencies in workforce, procurement, and service standardisation, with approximately 80% realised in Year 1 and full benefits thereafter. **Aggregation Costs** cover one-off expenses for organisational restructuring, system integration, and transitional support, varying by model and benchmarked against previous LGR programmes.

Transformation Benefits reflect longer-term efficiency and productivity gains from redesigned services, technology adoption, and improved operational models. Transformation Costs represent the investment needed to deliver these benefits, including programme management, consultancy, and system implementation, with an indicative return on investment of approximately 1:3. Separating costs and benefits ensures transparent assessment of the net financial impact of both consolidation and ongoing transformation initiatives.

Estimated Year 1 Position

The Year 1 position provides a consolidated baseline of the new unitary authority's financial standing at vesting day. It combines income, expenditure, assets, and liabilities from all constituent councils, reflecting agreed assumptions on funding, council tax, and service delivery.

The balance sheet captures operational and HRA assets at net book value, alongside borrowing and recognised future obligations such as DSG deficits, while excluding deferred liabilities and certain commercial assets.

This baseline underpins financial planning, risk assessment, and the modelling of future aggregation and transformation impacts. This approach ensures a comprehensive, data-driven financial assessment that supports evidence-based decision-making.

It enables clear comparison between structural options, illustrates the payback and transformation potential of reorganisation, and provides the financial foundation for the design of sustainable, efficient future governance in Lincolnshire.

Assets

Set out in table 2 is an evidence-based estimate of what each new authority would be accountable for in Year 1, drawn from existing Statement of Account asset values, taking potential disposals into account.

UA1 (North Lincolnshire) opens with £669.4M in fixed assets, UA2 (North East Lincolnshire) with £427.1M in fixed assets, and UA3 (Combined County Council with seven districts) £4.35B in fixed assets. Disposal assumptions have been assumed for UA3 but not for UA1 and UA2. For consistency, Assets includes Council Dwellings as Liabilities also reflect General Fund (GF) and HRA liabilities.

Liabilities

Table 2 also shows the financial obligations that would transfer into any new unitary councils. It brings together debt, borrowing, and the DSG deficit to provide a clear Year 1 picture of the liabilities position.

UA1 starts with an estimated £134.0M long-term borrowing, £49.5M short-term borrowing, and an £8.7M DSG deficit. UA2 starts with £158M long-term borrowing, £76.8M short-term borrowing, and a £15.9M DSG deficit. UA3 starts with £860.2M in long-term borrowing, £29.1M in short-term borrowing, and a £33.1M DSG deficit, which is predominantly driven by the County Council. These liabilities reflect both General Fund (GF) and HRA liabilities.

Financial Case Tables:

Table 1: Summary

Comparative Cost-Benefit Over 5 Years	Y1	Y2	Y3	Y4	Y5	Total 5 year Benefit / (Costs)
Total Aggregation Benefits (£M)	16.8M	21.0M	21.0M	21.0M	21.0M	100.9M
Total One-Off Transition Costs (£M)	(17.5M)	0.0M	0.0M	0.0M	0.0M	(17.5M)
Total Transformation Benefits (£M)	0.0M	5.1M	12.7M	25.4M	25.4M	68.7M
Total One-Off Transformation Costs (£M)	0.0M	(0.8M)	(3.4M)	(2.1M)	(2.1M)	(8.4M)
Net in year Benefit/(Cost) (£M)	(0.7M)	25.3M	30.4M	44.3M	44.3M	143.6M
	Net in year benefit after 5 Years (Yearly Result)	Cumulative benefit after 5 Years (Total Running Balance)			Payback period (Years)	
	44.3M	143.6M			Within 2 years	
		Total Benefits (£)			Total Costs (£)	
		Benefit	Note		Cost	Note
Aggregation	21.0M	Recurring		17.5M	One-off	
Transformation	25.4M	Recurring		8.4M	One-off	
Combined Aggregation and Transformation Benefits	46.44M			25.89M		

Table 2: Estimated Year 1 Position, Assets & Liabilities

	UA1 - NLC	UA2 - NELC	UA3 - Lincs	LCC	BBC	ELDC	CoL	NKDC	SHDC	SKDC	WLDC
Core Funding	-226.0M	-218.2M	-867.6M	-731.2M	-13.9M	-37.3M	-15.0M	-18.5M	-17.3M	-17.2M	-17.2M
Net Cost Operating Expenditure	238.4M	224.2M	914.7M	773.8M	13.9M	37.3M	15.0M	18.6M	17.3M	18.2M	20.7M
Budget Gap	12.4M	6.0M	47.1M	42.5M	0.0M	0.0M	0.0M	0.10M	0.0M	0.99M	3.5M
Category	UA1 - NLC	UA2 - NELC	UA3 - Lincs	LCC	BBC	ELDC	CoL	NKDC	SHDC	SKDC	WLDC
Assets											
Fixed Assets	669.41M	427.08M	4,348.14M	2,482.07M	54.28M	148.91M	530.78M	343.27M	292.58M	432.06M	64.19M
Liabilities											
Long Term Borrowing (GF)	135.19M	157.98M	860.16M	483.50M	1.15M	0.00M	103.07M	108.14M	82.98M	68.46M	12.87M
Short Term Borrowing (GF)	50.00M	76.75M	29.09M	10.84M	0.00M	0.00M	3.10M	3.02M	0.03M	2.90M	9.20M
Dedicated Schools Grant (DSG) Deficit	-8.72M	-15.91M	-33.10M	-33.10M							

Table 3: Aggregation Benefits and Phasing

		Total (£)	UA1 - NLC	UA2 - NELC	UA3 - Lincs
Estimated Staffing Benefits					
Senior Leadership Structures Saving	Recurring	3.78M	0.00M	0.00M	3.78M
Service Delivery FTE Reorganisation savings	Recurring	0.73M	0.00M	0.00M	0.73M
Front Office FTE Reorganisation savings	Recurring	0.95M	0.00M	0.00M	0.95M
Internal and Enabling Services Reorganisation savings	Recurring	1.22M	0.00M	0.00M	1.22M
Strategic Services FTE Reorganisation Savings	Recurring	0.44M	0.00M	0.00M	0.44M
Total Staffing Benefit	Recurring	7.13M	0.00M	0.00M	7.13M
Estimated Third Party Spend (TPS) Benefits					
Total TPS Aggregation Saving (£M)	Recurring	11.46M	0.00M	0.00M	11.46M
Estimated Democracy Benefits					
Total Allowances + Special Responsibility Allowance (SRA) Saving (£M)	Recurring	1.80M	0.00M	0.00M	1.80M
Total Election Costs Savings (£M)	Recurring	0.48M	0.00M	0.00M	0.48M
Estimated Property Benefits					
Total Property Operating Expenses Savings	Recurring	0.15M	0.00M	0.00M	0.15M
Total Aggregation Benefits	Recurring	21.01M	0.00M	0.00M	21.01M

Aggregation Benefits Phasing

	Y1	Y2	Y3	Y4	Y5
Aggregation Benefits Profile	80%	100%	100%	100%	100%
Total Aggregation Benefits (£)	16.8M	21.0M	21.0M	21.0M	21.0M

Table 4: Aggregation Costs and Phasing

One Off Transition Costs	Total (£M)	Note			
New unitarities setup & closedown costs	1.96M	Programme management, administrative and legal activities linked to new council creation and closedown, public consultation, rebranding and communications ahead of vesting day, and shadow member and executive costs. Based on actuals from other previous LGR experience.			
IT & Systems Costs	1.67M	Councils run many different core systems. Costs will come from migrating and cleaning data, and setting up shared identity and integration platforms.			
External transition, design and implementation support costs	6.48M	Extra capacity is needed to run all the planning, operating model design, data work, and mobilisation in a short timescale. <i>Based on other actuals from other previous LGR experience.</i>			
Redundancy costs	3.34M	Estimated number of reduction in FTE (Leadership: 8 x CEX redundancy costs and Core Roles) x Average Median Salary Point for Councils within UA1 (NL and NEL) and UA2 (LCC and Districts). <i>Note: Given redundancy costs within local government are highly specific and dependent on personal circumstances, making it difficult to calculate exact outcomes at this stage, this approach was agreed with LCC during development of the staffing module.</i>			
Contingency	4.04M	Estimated 30% of total one off transition / implementation cost.			
Total Aggregation Costs	17.50M				
Aggregation Costs Phasing					
	Y1	Y2	Y3	Y4	Y5
Transition Cost Profile	100%	0%	0%	0%	0%
Total One-Off Transition Costs (£)	£17.5M	£0	£0	£0	£0

Table 5: Transformation Benefits, Phasing and Notes

Benefit Area	UA1 - NLC	UA2 - NELC	UA3 - Lincs	UA 1 & 2 Saving Assumption	UA3 Saving Assumption	UA1 - NLC	UA2 - NELC	UA3 - Lincs
Front office FTE spend	10.98M	7.94M	32.02M	0.00%	2.00%	0.00M	0.00M	0.64M
Service Delivery FTE Spend	22.59M	16.35M	65.89M	0.00%	1.00%	0.00M	0.00M	0.66M
Internal and Enabling Services FTE spend	18.85M	13.64M	54.98M	0.00%	2.00%	0.00M	0.00M	1.10M
Strategic Services FTE spend	6.75M	4.88M	19.68M	0.00%	2.00%	0.00M	0.00M	0.39M
Addressable third-party spend	180.46M	147.95M	1,097.49M	0.00%	2.00%	0.00M	0.00M	21.95M
Increased Fees and Charges	19.07M	32.05M	68.46M	0.00%	1.00%	0.00M	0.00M	0.68M
						0.00M	0.00M	25.43M
								25.43M
Transformation Benefits Phasing								
	Y1	Y2	Y3	Y4	Y5			
Transformation Benefits Profile	0%	20%	50%	100%	100%			
Benefit Area		Notes on re-organisation baseline cost inputs used for benefit areas above.						
Staffing	Baseline data is from Module 8: Workforce Salary Alignment. Year 1 Starting Salaries (incl Harmonisation and Salary Inflation) multiplied by the proportion of in-scope staffing within each discipline area as identified in the Staffing & Pay Module.							
	All LCC roles provided in the Establishment Data that relate to Fire, Social Care and 'central' Education roles are deemed out of scope for calculating transformation savings. This equates to approximately 38% of all roles. Saving assumptions have been applied to the remaining approximate 61% of roles and the estimated FTE within each area.							
Addressable Third Party Expenditure	Baseline data is from Module 7: Third Party Expenditure. Supplier payments for 2024/25.							
	Forecasted TPS figures from Districts and the County MTFS have been used to project future growth. Year-on-year growth of 2.5% has been applied to TPS figures to project the expected TPS through to vesting day. This is the average growth projection outlined within MTFS.							
Sales, Fees and Charges	Baseline data has not been required within modules. It is drawn from MTFS, Budget Setting Report or Statement of Accounts.							
	Forecasted figures from Districts and the County have been used to project future growth. Year-on-year growth of between 0.4% to 5.0% has been applied to the baseline figures to project the expected fees and charges through to vesting day.							
	LCC fees and charges have been removed. This is because upper tier authorities have low to moderate discretion to increase their fees and often constrained by statutory frameworks and national policy. This approach was agreed with LCC.							
	NLC and NELC upper tier fees and charges have been removed. Rationale as above for LCC.							

Table 6: 2 Unitary Authority (North and North East Lincolnshire Merger) Summary

Comparative Cost-Benefit Over 5 Years	Y1	Y2	Y3	Y4	Y5	Total 5 year Benefit / (Costs)
Total Aggregation Benefits (£M)	23.1M	28.9M	28.9M	28.9M	28.9M	138.7M
Total One-Off Transition Costs (£M)	(25.9M)	0.0M	0.0M	0.0M	0.0M	(25.9M)
Total Transformation Benefits (£M)	0.0M	5.6M	13.9M	27.8M	27.8M	75.1M
Total One-Off Transformation Costs (£M)	0.0M	(0.9M)	(3.7M)	(2.3M)	(2.3M)	(9.2M)
Net in year Benefit/(Cost) (£M)	(2.7M)	33.5M	39.1M	54.4M	54.4M	178.7M

Net in year benefit/(cost) after 5	Cumulative benefit/(cost) after 5	Payback period (Years)
54.41M	178.73M	Within 2 years

	Total Benefits (£)		Total Costs (£)	
	Benefit	Note	Cost	Note
Aggregation	28.9M	Recurring	25.9M	One-off
Transformation	27.8M	Recurring	9.2M	One-off
Combined Aggregation and Transformation Benefits	56.70M		35.01M	

Council Tax Harmonisation

Scenario 1 delivers the fastest harmonisation while remaining within current referendum limits. Scenarios 2a and 2b aim to maximise rate increases without reducing rates in any district, though they require an additional year to complete. Scenario 3 adopts a longer harmonisation period, offering consistent annual increases. Each scenario presents a distinct balance between speed, fairness, and financial impact, allowing members to consider the most appropriate path forward.

Council tax harmonisation must be guided by elected members of the new council, as rate-setting remains their statutory responsibility. The financial projections provided are indicative and subject to variation based on factors such as collection rates and local relief schemes. Additionally, future legislative changes—particularly those introduced through the English Devolution Act - may alter the framework for council tax setting. Finally, while longer harmonisation periods offer flexibility, they can also lead to greater fluctuations in council tax receipts, which may impact financial planning and service delivery.



Council Tax Harmonisation

Challenges and Legislative Context

Harmonising council tax rates across the constituent districts of Lincolnshire presents a significant challenge. The existing variation in rates makes it difficult to achieve an approach that is equitable for residents, compliant with legislation, and neutral in terms of overall council tax receipts.

To illustrate the complexities involved, four scenarios have been modelled, each demonstrating how the pace and duration of harmonisation affect financial outcomes and equity across the new unitary area. A hybrid approach may ultimately be required to balance political, financial, and fairness considerations.

Referendum principles remain a key factor in rate-setting decisions. However, in the context of Local Government Reorganisation (LGR), there is some flexibility in how these principles are applied.

The new unitary authority may choose to base its council tax calculations on either the aggregate rate of the predecessor authorities (district and county precepts) or a weighted average of those rates - known as the Alternative Notional Amount (ANA). The ANA is calculated by dividing the total council tax requirement of all predecessor areas by the combined Band D equivalent taxbase of the new authority.

This ANA then becomes the baseline for future council tax increases, potentially allowing for rises beyond the standard referendum threshold without triggering a referendum.

The model highlights where such an approach may be necessary, particularly if the projected weighted average for 2028/29 is £2,135.14. Under current assumptions, this could permit an increase to £2,198.83 in the following year, maintaining a 2.99% ceiling. However, this would require formal approval from the Secretary of State via a report to Parliament, making the involvement of the Monitoring Officer essential to ensure procedural compliance.

Given the potential engagement with the MHCLG, it is recommended that legal advice be sought to support the process and ensure all statutory requirements are met.

Council Tax Harmonisation

Council Tax Analysis

Three key assumptions have been used in the production of the approach to Council Tax harmonisation:

- The Band D taxbase after reductions for council tax relief, increased by a nominal 0.5% each year to reflect growth.
- Maximum rate increases are assumed to be applied by both County and District councils in the years leading up to vesting day.
- An assumed maximum increase of 2.99% post-harmonisation in lieu of any specific ministerial decision on continued use of Adult Care precept.

Scenario 1 Summary: Fast Harmonisation Within Referendum Limits

In this approach, the new authority would seek to harmonise within one year, while not exceeding the referendum trigger for the overall area. This results in significant inequity in rates: a sizeable increase for East Lindsey residents and a decrease in the City of Lincoln.

There is, however, no impact on council tax revenue as a result of harmonising early. Setting an Alternative Notional Amount (ANA) for the whole area would result in the referendum principles not being triggered for any area.

- Maximum increase: 5.46% in East Lindsey (per year to harmonisation)
- Maximum decrease: -2.06% in City of Lincoln
- Harmonises in: 2029/30.
- Five-year impact on Council Tax Revenue: Neutral.

This approach offers simplicity and clarity, ensuring all residents are subject to the same rate from the outset. It is easier to administer and provides immediate consistency in budgeting and service funding. However, it may result in sharp increases for residents in areas with historically lower rates, potentially exceeding the annual cap in a former district area and triggering public concern or resistance.

Council Tax Harmonisation

Scenario 2a Summary: Gradual Harmonisation with No Decreases

This scenario aims to provide fairness to residents in all districts, with no rate decreasing and the area-wide increase in rate over the course of the year held below referendum limits.

As there is no increase in the currently highest rated area for the initial two years, there is a negative impact on the council tax requirement overall. This option would require use of referendum flexibilities to be applied, with the 'whole area' increase compliant with an ANA based on a weighted average.

- Maximum increase: 3.77% in East Lindsey (per year to harmonisation)
- Maximum decrease: no decreases
- Harmonises in: 2030/31.
- Five-year impact on Council Tax Revenue: (£17.7M)

Scenario 2b Summary: Gradual Harmonisation with Minimal Revenue Impact

In line with scenario 2a, this scenario aims to provide fairness to residents in all districts, with no rate decreasing and the area-wide increase in rate over the course of the year held below referendum limits. This variation on the above model permits a small increase in the highest rate currently in payment, which reduces the impact on council tax income.

This option sees an increase over all areas, including the City of Lincoln. Whereas scenario 2a harmonises to the City of Lincoln rate, scenario 2b plans in a modest increase to preserve the council tax raising flexibility for the new authority. This option would require use of referendum flexibilities to be applied, with the 'whole area' increase compliant with an ANA based on a weighted average.

- Maximum increase: 4.22% in East Lindsey (per year to harmonisation)
- Maximum decrease: no decrease
- Harmonises in: 2030/31.
- Five-year impact on Council Tax Revenue: (£37.7k)

Council Tax Harmonisation

Scenario 3 Summary: Steady Harmonisation over 4 Years

This scenario harmonises via a consistent annual increase and balances the impacts across all existing district council areas. No area experiences a decrease. However, to achieve this steady rate of increase it is necessary to extend the harmonisation period to four years. This approach offers the lowest total foregone receipt. This option may require referendum flexibilities to be applied in order to implement the increase required in four current district areas.

- Maximum increase: 3.60% in East Lindsey (per year to harmonisation)
- Maximum decrease: no decreases
- Harmonises in: 2032/33.
- Five-year impact on Council Tax Revenue: (£90k)

Scenarios 2a, 2b and 3 offer a phased harmonisation, which involves gradually aligning rates over a defined period of between two and four years. This approach softens the financial impact on residents, allowing for a smoother transition and greater public acceptability.

It also provides flexibility for the new authority to manage financial pressures and adjust its budget planning. However, it introduces complexity in administration and delays the full realisation of financial benefits and consistency across the county. Additionally, the full benefits of financial consistency and operational efficiency would be delayed until harmonisation is complete.

Council Tax Harmonisation

Other Considerations

The current variation in council tax rates across Lincolnshire poses a very specific challenge, which makes all approaches to harmonising rates within acceptable limits very challenging.

The significant gap between these rates results in either a need for decreases in some districts to achieve harmonisation quickly or a longer harmonisation period to stabilise increase.

Additionally, it should be noted that:

- Parish and other precepts are excluded as they are outside upper-tier rate-setting, though they can significantly affect local rates.
- LGR may lead to unparished areas seeking parish status, introducing new precepts not currently included.
- Model uses Band D tax base after council tax relief; harmonisation impacts are excluded and depend on future council decisions.
- Service level harmonisation decisions are critical for setting budgets and determining council tax requirements.
- Business case assumes council tax increases, aligned with national policy; interim local decisions may affect modelling.
- Potential council tax reductions would require higher savings and risk long-term financial sustainability of the new authority.

Council Tax Tables

Table 7: Scenario 1

Scenario 1: Harmonising as quickly as possible without exceeding referendum limits across the whole unitary area

New Unitary Authority	Overall Rate of Increase	2028/29	Increased at 2.99% post-2028/29						
			2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36
Boston	0.68%	2,167	2,182.00	2,247.24	2,314.43	2,383.64	2,454.91	2,528.31	2,603.90
Lincoln	-2.06%	2,228	2,182.00	2,247.24	2,314.43	2,383.64	2,454.91	2,528.31	2,603.90
East Lindsey	5.46%	2,069	2,182.00	2,247.24	2,314.43	2,383.64	2,454.91	2,528.31	2,603.90
North Kesteven	4.20%	2,094	2,182.00	2,247.24	2,314.43	2,383.64	2,454.91	2,528.31	2,603.90
South Kesteven	4.48%	2,088	2,182.00	2,247.24	2,314.43	2,383.64	2,454.91	2,528.31	2,603.90
South Holland	3.06%	2,117	2,182.00	2,247.24	2,314.43	2,383.64	2,454.91	2,528.31	2,603.90
West Lindsey	1.33%	2,153	2,182.00	2,247.24	2,314.43	2,383.64	2,454.91	2,528.31	2,603.90
Annual "Lincolnshire" Increase		-	2.99%	2.99%	2.99%	2.99%	2.99%	2.99%	2.99%
New Unitary Council Tax Requirement		533,365,847	552,059,972	571,409,398	591,437,012	612,166,584	633,622,716	655,830,876	678,817,420
Pre-Harmonisation Council Tax Requirement		533,365,847	552,060,053	571,409,482	591,437,099	612,166,674	633,622,809	655,830,972	678,817,520
Overall in-year impact on Council Tax Requirement		Minor rounding applied							

Table 8: Scenario 2a

Scenario 2a: Hold highest rate constant, harmonise others with this rate to remove any decreases

Years to Harmonise:	2 2029/30 to 2030/31
Final value:	£2,228.00

New Unitary Authority	Overall Rate of Increase	2028/29	Increased at 2.99% post-2028/29						
			2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36
Boston	1.39%	2,167.31	2,197.44	2,228.00	2,294.62	2,363.23	2,433.89	2,506.66	2,581.61
Lincoln	0.00%	2,227.86	2,227.86	2,228.00	2,294.47	2,363.08	2,433.73	2,506.50	2,581.45
East Lindsey	3.77%	2,068.98	2,147.02	2,228.00	2,294.62	2,363.23	2,433.89	2,506.66	2,581.61
North Kesteven	3.15%	2,093.95	2,159.94	2,228.00	2,294.62	2,363.23	2,433.89	2,506.66	2,581.61
South Kesteven	3.29%	2,088.46	2,157.10	2,228.00	2,294.62	2,363.23	2,433.89	2,506.66	2,581.61
South Holland	2.58%	2,117.29	2,171.94	2,228.00	2,294.62	2,363.23	2,433.89	2,506.66	2,581.61
West Lindsey	1.72%	2,153.33	2,190.35	2,228.00	2,294.62	2,363.23	2,433.89	2,506.66	2,581.61
Annual "Lincolnshire" Increase		-	2.54%	2.55%	2.99%	2.99%	2.99%	2.99%	2.99%
New Unitary Council Tax Requirement	533,365,847	549,653,974	566,513,024	586,369,022	606,920,963	628,193,240	650,211,099	673,000,673	
Pre-Harmonisation Council Tax Requirement	533,365,847	552,060,053	571,409,482	591,437,099	612,166,674	633,622,809	655,830,972	678,817,520	
Overall in-year impact on Council Tax Requirement	-	(2,406,080)	(4,896,458)	(5,068,077)	(5,245,710)	(5,429,570)	(5,619,873)	(5,816,847)	

Table 9: Scenario 2b

Scenario 2b: Moderate increase to highest rate to eliminate foregone income, harmonise others with this rate									
		Years to Harmonise: 2028/29 to 2029/30							
		Final value: £2,247.24							
Increased at 2.99% post-harmonisation									
New Unitary Authority	Overall Rate of Increase	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36
Boston	1.83%	2,167.31	2,206.91	2,247.24	2,314.43	2,383.63	2,454.90	2,528.31	2,603.90
Lincoln	0.43%	2,227.86	2,237.53	2,247.24	2,314.43	2,383.63	2,454.90	2,528.31	2,603.90
East Lindsey	4.22%	2,068.98	2,156.27	2,247.24	2,314.43	2,383.63	2,454.90	2,528.31	2,603.90
North Kesteven	3.60%	2,093.95	2,169.24	2,247.24	2,314.43	2,383.63	2,454.90	2,528.31	2,603.90
South Kesteven	3.73%	2,088.46	2,166.39	2,247.24	2,314.43	2,383.63	2,454.90	2,528.31	2,603.90
South Holland	3.02%	2,117.29	2,181.29	2,247.24	2,314.43	2,383.63	2,454.90	2,528.31	2,603.90
West Lindsey	2.16%	2,153.33	2,199.79	2,247.24	2,314.43	2,383.63	2,454.90	2,528.31	2,603.90
Annual "Lincolnshire" Increase			2.98%	3.00%	2.99%	2.99%	2.99%	2.99%	2.99%
New Unitary Council Tax Requirement		533,365,847	552,024,019	571,408,941	591,436,538	612,166,093	633,622,209	655,830,350	678,816,876
Pre-Harmonisation Council Tax Requirement		533,365,847	552,060,053	571,409,482	591,437,099	612,166,674	633,622,809	655,830,972	678,817,520
Overall in-year impact on Council Tax Requirement		-	(36,034)	(542)	(561)	(580)	(601)	(622)	(643)

Table 10: Scenario 3

Scenario 3: Harmonise via consistent annual increase, providing equity

		Years to Harmonise:	4 2028/29 to 2031/32	Increased at 2.99% post-harmonisation						
New Unitary Authority	Total Rate Increase to Harmonise	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	
Boston	2.41%	2,167.31	2,219.48	2,272.90	2,327.61	2,383.64	2,454.91	2,528.31	2,603.91	
Lincoln	1.70%	2,227.86	2,265.82	2,304.43	2,343.70	2,383.64	2,454.91	2,528.31	2,603.91	
East Lindsey	3.60%	2,068.98	2,143.52	2,220.74	2,300.75	2,383.64	2,454.91	2,528.31	2,603.91	
North Kesteven	3.29%	2,093.95	2,162.89	2,234.11	2,307.66	2,383.64	2,454.91	2,528.31	2,603.91	
South Kesteven	3.36%	2,088.46	2,158.64	2,231.17	2,306.15	2,383.64	2,454.91	2,528.31	2,603.91	
South Holland	3.01%	2,117.29	2,180.94	2,246.52	2,314.06	2,383.64	2,454.91	2,528.31	2,603.91	
West Lindsey	2.57%	2,153.33	2,208.74	2,265.56	2,323.85	2,383.64	2,454.91	2,528.31	2,603.91	
Annual "Lincolnshire" Increase			2.99%	2.99%	2.99%	3.00%	2.99%	2.99%	2.99%	
New Unitary Council Tax Requirement		533,365,847	552,033,390	571,372,904	591,409,104	612,167,632	633,623,802	655,831,999	678,818,583	
Pre-Harmonisation Council Tax Requirement		533,365,847	552,060,053	571,409,482	591,437,099	612,166,674	633,622,809	655,830,972	678,817,520	
Overall in-year impact on Council Tax Requirement		-	(26,664)	(36,579)	(27,995)	959	992	1,027	1,063	

Approach to Communication & Engagement

As part of our proposal, we commissioned an independent analysis to evaluate the communication and engagement approach.

This analysis was conducted by Alma Economics, and their findings are detailed in the attached report titled 'Local Government Reorganisation Analysis' prepared for Lincolnshire County Council.



Sources of Information

Section/ Heading	Sources
Executive Summary	https://www.adass.org.uk/wp-content/uploads/2025/07/ADASS-Spring-Survey-Final-15-July-2025.pdf
Introduction & Context	Elections – 2025 election results - Lincolnshire County Council
Political Landscape	Your Councillors https://reports.ofsted.gov.uk/provider/44/80484 Council chosen for national pilot providing improved support for families – Lincolnshire County Council https://www.cqc.org.uk/care-services/local-authority-assessment-reports/lincolnshire-cc/overall-summary Statement of assurance - 2024 to 2025 - Lincolnshire Fire and Rescue – Introduction - Lincolnshire County Council
Introduction & Context Achievements	More than 100,000 potholes repaired across Lincolnshire in 2024 - Lincolnshire Live The World of Work Greater Lincolnshire LEP > Agri-Food Agri-food Sector Greater Lincolnshire LEP Humber Freeport – Britain's Global Gateway Lincolnshire Community becomes accredited – Veterans Covenant Healthcare Alliance

Sources of Information

Section/ Heading	Sources
Introduction & Context County Geography	Local indicators for Greater Lincolnshire (E47000017) - ONS Director of Public Health report 2022 - North Lincolnshire Council The Lincolnshire Coast - Visit Lincolnshire Population Statistics for Rural England - GOV.UK AONB - Lincolnshire Wolds Listed Buildings in Lincolnshire Conservation area Dataset Planning Data Historic Environment Record – Lincolnshire County Council Lincolnshire, England Parishes • FamilySearch Population profiles for local authorities in England - Office for National Statistics https://www.ons.gov.uk/peoplepopulationandcommunity/ State of the Nation 2024: Local to national, mapping opportunities for all - GOV.UK North Hykeham Relief Road – About the project - Lincolnshire County Council Full update on North Hykeham Relief Road – Lincolnshire County Council Grantham Southern Relief Road – About the project - Lincolnshire County Council Agri-food Sector Greater Lincolnshire LEP Seafood Processing Cluster Greater Lincolnshire LEP Hull and Humber Chamber of Commerce Microsoft Word - ME LEP profile Greater Lincolnshire Final

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Section/ Heading	Sources
Introduction & Context Challenges	Local highways maintenance transparency report – Introduction - Lincolnshire County Council
	IMPOWER-CCN-Travel-to-School-Transport-Press-Release-002.pdf
	(Public Pack)Budget Book 2025/26 - Amended following Council 21 January 2025 Agenda Supplement for Council, 21/02/2025 10:00
	Corporate plan – Our strengths and challenges - Lincolnshire County Council
	English indices of deprivation 2025 - GOV.UK
	Neighbourhood planning West Lindsey District Council
	Health Inequalities Dashboard: September 2025 data update - GOV.UK
	Equality, diversity and inclusion annual report 2024 – Our legal duty - Lincolnshire County Council
	Local Skills Report Greater Lincolnshire LEP
	Greater Lincolnshire & Rutland LSIP FSB Local Skills Initiative
Introduction & Context Delivering Against the National Agenda	Census-2021-Summary-Lincolnshire-Overview.pdf
	https://www.ons.gov.uk
Introduction & Context Financial Pressures Affecting Greater Lincolnshire	Local authority revenue expenditure and financing England: 2023 to 2024 – second release - GOV.UK
	Consultation launches as councils vote to pursue devolution – Lincolnshire County Council
	Fighting for fairer funding – Lincolnshire County Council

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Section/ Heading	Sources
Introduction & Context Financial Pressures Affecting Greater Lincolnshire	Rural Councils Facing £5.4bn Funding Shortfall - Rural Services Network Toolkit_Latest_30_page_version.pdf Collection Fund Account - Supplementary Financial Statements and Explanatory Notes Notes to the Collection Fund Account (2): Business Rates West Lindsey District Council A fair deal for funding of Internal Drainage Boards presented to MPs and Ministers at Parliamentary event - East Lindsey District Council Police workforce open data tables - GOV.UK Home :: East Midlands Ambulance Service East Midlands Ambulance Service NHS Trust - Care Quality Commission ICB clusters and mergers: what you need to know NHS Confederation 10 Year Health Plan for England: fit for the future - GOV.UK Lincolnshire Safeguarding Adults Board Strategic Plan – Introduction - Lincolnshire County Council Lincolnshire Safeguarding Children Partnership – About the LSCP - Lincolnshire County Council Devolution go ahead for Greater Lincolnshire – Lincolnshire County Council
Introduction & Context Key Agencies and Partnerships	Lincolnshire Voluntary Engagement Team How Are You Lincolnshire Lincolnshire Community & Voluntary Service
Introduction & Context Partnerships in Environment Strategies	Report Reference: (Fens 2100+ Programme)

Sources of Information

Section/ Heading	Sources
	<p>Lincolnshire County Council election results from May 1 2025</p> <p>https://www.lincolnshire.gov.uk/news/article/1669/street-lights-by-the-numbers</p> <p>Elections – 2025 election results - Lincolnshire County Council</p> <p>Your Councillors</p> <p>Lincolnshire County Council productivity plan</p> <p>Report Reference: The Medium Term Financial Strategy Appendix G</p> <p>(Public Pack)Budget Book 2025/26 - Amended following Council 21 January 2025 Agenda Supplement for Council, 21/02/2025 10:00</p> <p>lincolnshire.moderngov.co.uk/documents/s66926/Apx%20B%20Draft%20Interim%20Plan.pdf</p>
The Case for Change	<p>BUSINESS RATES RETENTION FUNDING MECHANISM</p> <p>A Plain English Guide to Business rates Retention</p> <p>LCC_LGR_Financial Case_Exec Summary</p> <p>LCC_LGR_Financial Case_Module Output</p> <p>Alma Economics – LCC LGR Engagement Analysis – Final Report</p> <p>Equality Impact Analysis</p> <p>South and East Lincolnshire Councils Partnership Proposal</p> <p>City of Lincoln Proposal</p> <p>North Kesteven and South Kesteven Proposal</p> <p>North Lincolnshire Proposal</p> <p>North East Lincolnshire Proposal</p>

Glossary of Terms

Term	Acronym	Description
Association of Directors of Social Services	ADSS	Professional body for social services leadership.
Alternative Notional Amount	ANA	Method for adjusting council tax during reorganisation.
Better Lives Lincolnshire		Programme to improve health, wellbeing, and independence in Lincolnshire.
Bus Service Improvement Plan	BSIP	Strategy to enhance local bus services and infrastructure.
Combined County Authority	CCA	Strategic regional governance body.
County Council Network	CCN	Membership body representing county councils in England.
Continuing Authority		Existing council retaining responsibility during transition to new structures.
Contract Procurement Procedure Rules	CPPRs	Rules governing procurement processes.
Care Quality Commission	CQC	Regulator of health and social care services in England.
Department for Education	DfE	UK government department for education and children's services.
Director of Adult Social Care	DASS	A statutory role under s6(A1) of the Local Authority Social Services Act 1970.
Director of Children's Services	DCS	A statutory role under the Children Act 2004
Disabled Facilities Grant	DFG	Funding for home adaptations to support independent living.
Disaggregation		Splitting integrated services/contracts into separate authorities during reorganisation.
East Midlands Ambulance Service	EMAS	Regional emergency medical service provider.
Extra Care Housing		Housing model combining independent living with care and support.

Term	Acronym	Description
Fairer Funding Review		Government review of local authority funding allocations.
Families First		Early help service supporting children and families.
Greater Lincolnshire Combined County Authority	GLCCA	Strategic authority for Greater Lincolnshire.
Historic Environment Record	HER	Database of archaeological and heritage assets.
Humberside Fire and Rescue	HFRS	Fire and rescue service for the Humberside area.
Health and Wellbeing Board	HWB	Statutory partnership for local health strategy.
Integrated Care Board	ICB	NHS body responsible for planning health services.
Integrated Care Partnership	ICP	Joint committee for health and care strategy.
Integrated Care System	ICS	Collaborative system for delivering health and care services.
Internal Drainage Board	IDB	Authority managing water levels and drainage.
Joint Strategic Needs Assessment	JSNA	Analysis of local health and wellbeing needs.
Lincolnshire Community and Hospitals NHS Group	LCHG	Partnership of NHS trusts in Lincolnshire.
Lincolnshire Voluntary Centre Services	LCVS	Support organisation for volunteering infrastructure.
Lincolnshire Enterprise Partnership	LEP	Previous body promoting economic growth and investment.
Lincolnshire Fire and Rescue	LFR	Emergency fire and rescue service.

Term	Acronym	Description
Lincolnshire Community and Voluntary Partnership	LCVP	A collaborative organisation formed by LCVS and VCS that supports volunteering, community wellbeing, and social prescribing across Lincolnshire through accredited services and strategic partnerships.
Lincolnshire Community and Voluntary Service	LCVS	A charity and accredited volunteer centre supporting community wellbeing across Lincolnshire through volunteering, social prescribing, and infrastructure support for voluntary organisations.
Local Government Reorganisation	LGR	Restructuring of local authority governance.
Lincolnshire Coastal Highway		Proposed transport route to improve coastal connectivity.
Local Nature Recovery Strategy	LNRS	Plan for restoring and enhancing nature locally.
Lincolnshire Partnership NHS Foundation Trust	LPFT	Provider of mental health and learning disability services.
Lincolnshire Resilience Forum	LRF	Multi-agency group for emergency planning and response.
Lincolnshire Road Safety Partnership	LRSP	Initiative to improve road safety.
Lincolnshire Safeguarding Adults Board	LSAB	Partnership for adult safeguarding.
Lincolnshire Safeguarding Children Partnership	LSCP	Partnership for children's safeguarding.
Lincolnshire Voluntary Engagement Team	LVET	Strategic engagement for the voluntary sector.
City of Lincoln Council	CoLC	Lower tier authority in Lincolnshire region.
West Lindsey District Council	WLDC	Lower tier authority in Lincolnshire region.
South Kesteven District Council	SKDC	Lower tier authority in Lincolnshire region.
North Kesteven District Council	NKDC	Lower tier authority in Lincolnshire region.
Boston Borough Council	BBC	Lower tier authority in Lincolnshire region.
East Lindsey District Council	ELDC	Lower tier authority in Lincolnshire region.
South Holland District Council	SHDC	Lower tier authority in Lincolnshire region.

Term	Acronym	Description
Multi-Agency Public Protection Arrangements	MAPPA	Partnership managing high-risk offenders.
Mayoral Combined County Authority	MCCA	Regional authority led by an elected mayor.
Ministry of Housing, Communities and Local Government	MHCLG	UK government department responsible for housing, local government, planning, and community development.
Medium-Term Financial Strategy	MTFS	Financial planning document for budgeting.
North East Lincolnshire Council	NELC	Unitary authority in Lincolnshire region.
Lincolnshire Education Technology Network	NETLinc	Network supporting educational technology.
North Lincolnshire Council	NLC	Unitary authority in Lincolnshire region.
Office for Standards in Education, Children's Services and Skills	Ofsted	Inspectorate for education and children's services.
Place Leadership		Place leadership is the collaborative process of guiding and influencing change across a geographic area by bringing together diverse stakeholders to shape a shared vision and deliver outcomes that benefit the whole community.
Rural Services Network	RSN	Organisation advocating for rural communities and services.
Section 114 Notice	S114	Formal notice issued when a council cannot balance its budget.
Safeguarding Adults Board	SAB	Partnership overseeing adult safeguarding.
Safeguarding Adult Review	SAR	Review of serious adult safeguarding cases.
South and East Lincolnshire Councils Partnership	SELCP	The strategic collaboration between three local authorities in Lincolnshire - Boston Borough Council, East Lindsey District Council and South Holland District Council
Statutory Change Order	SCO	Legal instrument to enact structural changes in local authorities.
Special Educational Needs and Disabilities	SEND	Support for children with additional needs.

Term	Acronym	Description
Strategic Housing Market Assessment	SHMA	Analysis of housing demand and supply.
Special Interest Group	SIG	Group focused on a specific area of interest or expertise.
Safer Lincolnshire Partnership	SLP	Multi-agency forum for community safety.
Social Prescribing		Linking people to non-clinical community support to improve wellbeing.
Transfer of Undertakings (Protection of Employment) Regulations	TUPE	Protects employees during organisational change.
Two Tier System		Local governance split between county and district councils.
Unitary Authority	UA	Single-tier local authority responsible for all services.
UK Food Valley		Initiative to promote agri-food sector growth in Lincolnshire.
Voluntary, Community, Faith and Social Enterprise	VCFSE	Sector supporting community services.
Volunteer Centre Quality Accreditation	VCQA	Standard for effective volunteer management.

Your

Lincolnshire

Strengthen. Simplify. Save.

Thank you

