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Appendices



Greater Lincolnshire Local Government Reorganisation

A proposal by City of Lincoln Council for a Lincoln City Unitary, a Rural Lincolnshire Unitary and the retention of two Northern Lincolnshire Unitaries





Appendices

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Appendix A: Options Appraisal Detailed Analysis

	Option 1 Proposed by City of Lincoln Council	Option 2 Proposed by South and East Lincolnshire Councils Partnership	Option 3 Proposed by Lincolnshire County Council (with support from North Lincolnshire and North East Lincolnshire councils)	Option 4 Proposed by North Kesteven and South Kesteven district councils
Boundaries				
Population (based upon 2022 census data)	Lincoln City – 208,496 Rural Lincolnshire – 567,028 Northern Unitary - (N Lincs – 171,366 NE Lincs – 159,911)	North – 531,000 South – 574,000	Lincolnshire - 789,502 N Lincs – 171,366 NE Lincs - 159,911	Unitary 1 – 368,917 Unitary 2 – 420,585 N Lincs (3) – 171,336 NE Lincs (4) - 159,911
Rationale	Designed around functional areas, this proposal creates a city unitary for urban priorities and a rural unitary to champion the needs of smaller rural, coastal and market town communities.	Delivering two new unitary authorities covering the entire GLCCA area with population and economic parity.	Prioritising a safe and legal approach to LGR, preserving existing structures and reducing duplication.	Creating two new unitary authorities within county council boundaries which divide the county laterally in a solution prioritising population parity whilst preserving electoral boundaries. The proposal had sought to include Rutland but identified legal complications with this alongside its position beyond the MHCLG Invitation Area.



	Option 1 Proposed by City of Lincoln Council	Option 2 Proposed by South and East Lincolnshire Councils Partnership	Option 3 Proposed by Lincolnshire County Council (with support from North Lincolnshire and North East Lincolnshire councils)	Option 4 Proposed by North Kesteven and South Kesteven district councils
<p>1. A proposal should seek to achieve for the whole of the area concerned the establishment of a single tier of local government.</p>	<p style="text-align: center;">Strengths</p> <p>Meaningful unitaries shaped around functional geographies.</p> <p>Aligned with distinct demographics and economies.</p> <p>Pragmatic approach to Northern Lincolnshire and Northeast Lincolnshire, creating a proposal which delivers value whether they choose to remain independent or merge in the future.</p> <p>New unitary authorities scaled to provide effective local government and tailor services and approaches to local needs.</p>	<p>Clearly considers entire area concerned, taking radical approach to create two very large unitary authorities spread across North and South Lincolnshire.</p>	<p>Simplicity of approach results in a unitary authority which is “safe and legal” on day one.</p> <p>New unitaries follow current unitary and county council boundaries which simplifies the legalities of this proposal.</p>	<p>The two new unitary authorities are of a similar scale and present a viable option for a single tier of local government.</p> <p>Retention of North East Lincolnshire and Northern Lincolnshire retains these functioning unitary authorities and reduces legal complexities.</p> <p>GVA focussed population alignment.</p>



	Weaknesses	<p>Whilst this proposal identifies the potential for the North Lincolnshire and North East Lincolnshire to merge which would strengthen their ability to serve the shared needs and priorities of their communities, it adopts a flexible and pragmatic approach to this potential merger, respecting their current intent to remain independent. However, this proposal will deliver benefits for all residents of Greater Lincolnshire whether they opt to merge or remain separate.</p>	<p>Proposal relies upon forcing Northern Lincolnshire and North East Lincolnshire to merge into larger Northern unitary which poses significant complexities. This is not supported by them as authorities and would weaken their democratic voice at regional level.</p> <p>Creation of two large unitaries risks being too large to adapt to local priorities and needs.</p> <p>The two unitary authorities proposed cover highly diverse areas which result in competing resident interests.</p> <p>Boundary bisects the city. This results in areas such as Hykeham, which functionally form part of the city, being excluded from decision-making for their local area - a key concern raised in the community engagement for this proposal.</p>	<p>County level design preserves an existing government structure under new name.</p> <p>Would create 3rd largest unitary authority in UK with a population of almost 800,000. This risks creating democratic deficit as competing areas struggle to make local issues and priorities heard due to scale of unitary.</p> <p>Reliance upon Neighbourhood Area Committees (NACs), the scale and footprint of which have not yet been defined.</p>	<p>Southern boundary bisects the city. This results in areas such as Hykeham, which functionally form part of the city, being excluded from decision-making for their local area. This was a key concern raised in the extensive engagement undertaken for this proposal.</p> <p>Risk of City of Lincoln drawing investment away from other areas in unitary authority 2.</p> <p>Unitary authority 2 includes many deprived areas whilst Unitary authority 1 (southern) is wealthier which risks exacerbating inequality through local government structures.</p>
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	Score (1-5)	<p>4 - Envisages unitary authorities shaped around meaningful geographies with a pragmatic approach to Northern unitaries. New unitaries shaped around local needs and priorities to enhance single-tier of local government.</p>	<p>2 – two unitary authorities are not targeted to local needs and will struggle to capture diverse local priorities.</p>	<p>1 - scale of county unitary cannot provide a meaningfully local government. The scale and footprint of NACs have not yet been defined.</p>	<p>3– proposed unitaries are a fundamentally sensible scale for local government however enshrine inequality by grouping areas of deprivation. The approach to the City of Lincoln footprint poses risks, especially as it bisects the city.</p>
<p>2. Unitary local government must be the right size to achieve efficiencies, improve capacity and withstand financial shocks.</p>	Strengths	<p>Unlocking the potential of the different urban and rural growth sectors.</p> <p>Estimated £44million in cumulative savings over 5 years.</p> <p>Ambitious transformation of public services will help improve capacity and achieve efficiencies.</p> <p>Council tax harmonisation scenarios identify the potential to increase Band D revenue in each new unitary authority. This will improve their ability to withstand financial shocks.</p>	<p>Estimated savings of £38 million over 4 years from reduced duplication. Sourced from Interim Plan.</p> <p>The large size of the two unitary authorities can improve economies of scale.</p> <p>Large unitary size can improve resilience by integrating areas with weak and strong council tax revenue.</p>	<p>Large scale of new unitary authority will reduce duplication and unlock economies of scale.</p> <p>Neighbourhood Area Committees (NACs), could support capacity but the scale and footprint of these have not yet been defined.</p>	<p>The increased scale of the proposed unitaries in comparison to existing boundaries will result in an improved ability to withstand financial shocks.</p> <p>Grouping of wealthier and poorer authorities reduces risk of dramatic changes to Band D council tax rates for households.</p>



	Weaknesses	<p>Communities in Rural Lincolnshire have lower Band D council tax rates which limits council tax revenue and potentially financial resilience. However, this ensures poorer households do not experience dramatic rises in council tax and shared needs and priorities unlock potential for greater savings which can help compensate for this.</p>	<p>Risks that both unitaries comprising diverse populations will result in duplicated approaches to shared issues for example, to accessibility concerns in rural areas which are not empowered with their own local authority.</p> <p>Large authority sizes could result in very high council tax rises for poorer communities through harmonisation scenarios.</p>	<p>Preserves existing structures with limited opportunities for innovative approaches to achieve efficiencies, improve capacities or enhance resilience.</p>	<p>The new unitary authorities result in a clear gap in household deprivation between the two which potentially heightens reliance upon public services and negatively impacts financial resilience in the Central unitary.</p> <p>The boundaries of the new unitaries authorities will result in a duplication of services required for the distinct needs of rural, coastal and market town communities divided by these boundaries.</p>
	Score (1-5)	<p>4 – The public service transformations made possible by this proposal's foundations within meaningful geographies, will enable the new unitary authorities to adopt strategies tailored specifically to their residents' needs. This will enable improved efficiencies, added capacity, savings and potentially increased council tax revenue to improve financial resilience.</p>	<p>3 – This proposal prioritises economic and demographic parity alongside simplicity. This enables efficiencies, economies of scale and financial savings. However, the organising principles of these unitaries result in rural and coastal communities with similar needs being split by the boundaries which will result in persistent duplication and potentially steep council tax rises could impact poorer households.</p>	<p>2 – By preserving the boundaries of the existing County Council, this proposal prioritises the avoidance of duplication and maximising of economies of scale. However, this retains the status quo and does not capture deeper, enduring efficiencies and financial resilience available through opportunities for innovation as part of LGR.</p>	<p>3 – This proposal groups wealthier rural, coastal and market town communities within the southern unitary authority, with more deprived areas concentrated in the Northern authority. The scale of these unitary authorities unlocks economies of scale, improves financial resilience and removes the risk of sudden Council Tax rises for poorer areas. However, the division of rural, coastal and market town communities between the two unitaries risks requiring service duplication to address their distinct needs.</p>



<p>3. Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.</p>	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Strengths</p>	<p>This creates an opportunity to improve health and educational inequalities in the City of Lincoln as the levers are currently beyond the city boundary.</p> <p>Ambitious approach to LGR to seize opportunity to transform service delivery.</p> <p>This proposal adopts an outcomes-focussed approach to deliver community-focused, preventative public services to citizens. This redesign will improve quality of life for people across Lincolnshire.</p> <p>Despite a strong commitment to these proposed unitary authorities as independently prosperous places, this proposal puts service delivery first, also identifying current structures which should be preserved, such as the trailblazing children’s services in Lincolnshire.</p>	<p>Parity in scales creates unitary authorities with equal spending power for public services.</p>	<p>Strong children’s services currently run at a county level are national exemplars.</p> <p>Large scale of new unitary authority results in a local government with high spending power.</p>	<p>Seeks to use LGR to achieve wider public service reform with a focus on local delivery and preventative approaches. This will be driven by communities and neighbourhoods as the engines for this change.</p>
		<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Weaknesses</p>	<p>The new Rural Lincolnshire unitary authority groups communities which have significant challenges with regards to mobility infrastructure. However, the outlined service delivery blueprints seek to overcome this</p>	<p>The Southern unitary in this proposal will likely have limited spending power in comparison to the North.</p> <p>Service delivery in the Southern unitary risks being limited by poor</p>	<p>This proposal needs to address the problems faced by adults’ services which, given the different drivers, require a bespoke approach.</p>



		challenge through an innovative, joined-up approach.	infrastructure and accessibility without a targeted approach.		Proposal to disaggregate county services includes the already exemplary Children’s Social Care service which risks disrupting care and reducing service quality. Identifies risks for potential diseconomies of scale for some services currently delivered by districts which would be clearly felt by residents.
	Score (1-5)	5 – Takes an ambitious approach to transform service delivery and address persistent inequalities through an outcomes-based approach. By preserving what works and introducing a community-centred, preventative model, this proposal will enhance the quality of services delivered to residents across Lincolnshire and ensure they are sustainable for long-term success.	3 – The introduction of economies of scale through the two evenly sized unitary authorities will provide greater overall spending power for service deliver. However, unitary boundaries will create difficulties addressing the infrastructural challenges faced by the rural, coastal and market town communities of Lincolnshire.	4 – This proposal builds upon the great success of the County Council’s children’s services model which is considered a national exemplar. Additionally, the greater spending power of this large unitary authority has the potential to improve the financial sustainability of public service delivery. However, persistent challenges such as adult social care must be addressed through bespoke approaches.	3 – This proposal prioritises clear separation over service delivery with regards to social care. This risks disadvantaging the most vulnerable communities of Lincolnshire by disrupting services and decreasing quality. The proposal’s aim to integrative preventative approaches is strong and shares this mission with this proposal.
4. Shows how councils in the area have sought to work together in coming to a view that meets local needs and is informed by local views.	Strengths	Boundaries of the two new unitary authorities are shaped around local needs, priorities and characteristics. Brings areas who already identify as part of Lincoln within the boundaries of the new unitary authority to give them agency	This proposal symbolically recognises the importance of the City of Lincoln in collaboration with Option 1. However, it does not offer the city, as a regional economic engine, the power to shape decision-making at a regional level or	This proposal maintains currently functional structures and has prioritised being safe and legal on day one. The proposal retains Parish councils to enable decision-	The similar populations of the new unitaries authorities give local communities within each the ability to shape decisions at a local and regional level. The preservation of North Lincolnshire and North East



	<p>over decision-making and a voice over the future of their local area.</p> <p>Rural Lincolnshire gives a greater voice to the priorities of rural, coastal and market town communities to advocate for their specific needs and priorities both locally and regionally.</p> <p>Advocates for this proposal have collaborated with the other teams (particularly Option 2 and 3) who also recognise the importance of the City of Lincoln. The creation of a city unitary authority moves beyond symbolic recognition to continue they city's proud history of self-determinism.</p> <p>This proposal has embedded a flexible approach to the Northern Unitaries in response to their stated intent to remain independent. Whilst it recognises that they could merge to provide a strong voice for the shared needs and priorities of the industrial communities in the North, this proposal still provides extensive benefits for all residents of Greater Lincolnshire by right-sizing regional representation and</p>	<p>deliver services and solutions that recognise the significant difference of the city to the rural parts of the county.</p> <p>This proposal was created through the collaboration of three local authorities in the South of the area to be considered which will all be included in the proposed Southern authority.</p>	<p>making to be driven by local voices.</p> <p>This proposal does not offer the potential to right-size the geography of the City of Lincoln to unlock growth and improve outcomes for city residents.</p>	<p>Lincolnshire as separate unitary authorities responds to current local viewpoints within these authorities.</p>
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	creating opportunities for service partnerships.			
Weaknesses	<p>Focus on population and economic parity results in two unitary authorities containing a large range of demographics with unclear strategic visions for each.</p> <p>The proposal is created by representatives from only local authorities to form part of the Southern unitary authorities. This potentially explains the decision to include the vastly different local needs and priorities of Lincoln, Northern Lincolnshire and Northeast Lincolnshire within the same unitary authority.</p> <p>Whilst the City of Lincoln has collaborated with the creators of this option, this proposal does not offer the voting-rights at a regional level that the city views as essential to unlock its growth.</p>	<p>Preserving existing structures fails to address localised problems regarding educational attainment and health outcome disparities across the current county council boundaries.</p> <p>Extreme diversity within the large single unitary risks diluting the wide variety of local needs.</p> <p>This proposal retains the county boundaries. This limits the ability of the new unitary authority to address local needs, priorities and concerns.</p>	<p>The boundaries of the new unitary authorities combine diverse ranges of local needs and priorities – for example grouping City of Lincoln residents with deprived rural communities.</p> <p>The proposal retains the current boundary of the City of Lincoln which does not respond to the strong local criticisms of the boundary stifling growth in Lincoln and excluding residents just beyond its boundaries from shaping the future of their urban environment.</p>	
	Score (1-5)	<p>5 – The structure of new unitary authorities' groups local areas with similar needs and priorities, resulting in new unitary authorities with clear</p>	<p>3 – Whilst recognising the need for a bespoke approach to the City of Lincoln, this proposal bisects the functional extents of the city</p>	<p>2 – This option has a limited ability to meet local needs given the sheer scale of the new unitary authority it proposes. It does recognise the</p>



		<p>strategic direction. The proposal is supported by extensive engagement across the area to be considered alongside in collaboration with the creators of competing options. The pragmatic approach to the Northern unitary authorities results in a proposal which delivers extensive benefits whilst allowing the flexibility for them to determine their own future.</p>	<p>into two new unitary authorities. The scale of these unitary authorities limits their ability to meet local needs. In particular, the incorporation of the existing unitary authorities into the proposed northern unitary is in opposition to local views from Northern Lincolnshire and Northeast Lincolnshire which currently oppose combination.</p>	<p>importance of the city and leaves potential for the geographic area to reflect functional usage; however, it does not provide a dedicated unitary authority to this fundamentally different locale.</p>	<p>Northern Lincolnshire and Northeast Lincolnshire result in a proposal which reflects local needs. However, the proposal does not recognise the true boundaries of the city.</p>
<p>5. New unitary structures must support devolution arrangements.</p>	<p>Strengths</p>	<p>This proposal envisages three unitaries with similar populations, designed around meaningful geographies to align with the functional areas of Lincolnshire.</p> <p>The scale of the new unitary authorities creates a new single-tier of local government, clearly delineated from the regional scale.</p> <p>Lincoln City and Rural Lincolnshire unitary authorities provide clear representation for two distinct groups of Lincolnshire residents at GLCCA to enhance devolution.</p> <p>The pragmatic approach with the potential to preserve the existing unitary authorities avoids potential legal</p>	<p>The two unitary authorities created would have populations similar to the government's recommended size and nationally become the 7th and 8th largest unitary authorities.</p>	<p>This proposal will create the largest unitary nationally with a population of 789,502 people, over 150,000 more than North Yorkshire, the currently largest unitary authority.</p> <p>This is significantly above the announced guide population of 500,000 for unitary authorities.</p> <p>Given the scale of the unitary authority, it will have a very strong voice at a regional level.</p>	<p>The new unitary authorities are well sized and would become the 10th and 11th largest nationally.</p> <p>The scale of unitary authorities clearly differentiates between local and regional government. The relative similarity of populations also ensures just representation for the diverse populations of Lincolnshire.</p>



	<p>struggles and limits major changes to the GLCCA.</p> <p>Through this proposal the Lincoln City area will be empowered with voting rights at GLCCA level to enhance devolution.</p>			
Weaknesses	<p>Maximising the success of this proposal is contingent upon the changing of the City of Lincoln boundaries which do not follow existing electoral boundaries. A clear and effective approach to this is outlined within the Democracy section of this document.</p>	<p>Northern Lincolnshire and Northeast Lincolnshire are likely to strongly oppose this proposal. They cannot be forced to combine without their consent which significantly inhibits the deliverability of this option.</p> <p>This proposal creates a two-constituent system for regional government which has the potential to limit democratic efficiency at the regional level.</p>	<p>The proposed new unitary would have a population of almost 800,000 and comprise 70% of the GLCCA population. Therefore, this proposal does not clearly differentiate between local and regional government.</p> <p>Given the size of the existing unitary authorities, the creation of a large county-scale unitary risks creating power asymmetry at a regional level, overpowering the existing Northern unitaries.</p>	<p>This proposal splits rural, coastal and market town communities between two separate unitary authorities which weakens their voice at a regional level.</p>
Score (1-5)	<p>5 – The functional nature of the unitary authorities created in this proposal create a clear layer of local government designed to target specific local needs and priorities. It ensures the City of Lincoln is fairly represented at the regional level and offers a greater voice to residents of Rural Lincolnshire.</p>	<p>2 – The two evenly sized unitary authorities established through this proposal are a similar size to those recommended in the government’s LGR criteria. However, the Northern Lincolnshire and Northeast Lincolnshire authorities are likely to strongly oppose this option, limiting implementation. Additionally, the</p>	<p>1 – The large scale of the new unitary authority established in this proposal undermines the devolution agenda by creating a unitary with a comparable scale to the regional authority. This risks creating a clear power asymmetry whereby the new unitary can override the interests of Northern Lincolnshire and Northeast</p>	<p>4 – This proposal results in a GLCCA comprised of four unitary authorities. Whilst the two new unitary authorities are significantly larger than the individual Northern unitaries, they are a manageable size and clearly differentiate between local and regional government. However, by dividing rural, coastal and market town</p>



		two-constituent regional government system created risks ignoring the voices of smaller rural, coastal and market town communities.	Lincolnshire and is therefore likely to be strongly opposed by these authorities.	communities, this proposal weakens the voice of these important communities within the GLCCA.	
<p>6. New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.</p>	Strengths	<p>Evidence suggests that the wards which are intended to form part of Lincoln City already operate as <i>de facto</i> areas of the city.</p> <p>Enables city and rural challenges to be addressed in a specific way.</p> <p>NACs promoted as a stronger connection to local issues in rural areas.</p> <p>Collaboration with parish councils addresses the risk of democratic deficit in Rural Lincolnshire.</p> <p>Moving away from single councillor entities in Rural Lincolnshire to ensure resilience, improve access to democratic representatives and maximise service.</p>	<p>Evenly scaled unitary authorities offer an equally strong voice for neighbourhoods in North and South unitary authorities.</p>	<p>Large size of new unitary maintains the status quo and places the seat of power far from many residents.</p> <p>Preservation of Parish Councils will ensure smaller communities are still recognised.</p>	<p>Creates a more balanced sub-regional system of local government to support devolution.</p> <p>Retention of North Lincolnshire and North East Lincolnshire leaves options open for future rounds of local government reorganisation.</p>
	Weaknesses	<p>This proposal right-sizes government representatives for neighbourhoods based upon population. This improves representation for communities in Rural Lincolnshire however does reduce representatives for some other areas, particularly in Lincoln. Whilst this does</p>	<p>Large scale of unitary authorities limits the power of individual neighbourhoods or problems specific to rural, coastal or market town areas.</p>	<p>The large scale of the new unitary authority risks the voices of rural; coastal and market town communities being drowned out by the louder voice of Lincoln. This further exacerbates an existing concern of some local authorities.</p>	<p>Creates relatively wealthy unitary in the South. Groups poorer rural and coastal areas with the City of Lincoln resulting in a unitary authority which disproportionately contains the most deprived areas of Lincolnshire.</p>



	ensure fairness, this proposal recognises the importance of engaging with these communities to co-design this change.			
Score (1-5)	<p>4 - This proposal empowers neighbourhoods by representing their economic interests through powerful, strategically aligned unitary authorities. Crucially, this is complemented by NACs designed around current PCNs to give a human scale to public services and integrate the transformative community-centred, preventative model set out in this proposal. Additionally, this proposal will ensure justice by right-sizing representation whilst protecting key neighbourhood structures such as parish councils.</p>	<p>3 - Whilst the similar scale of the two proposed unitaries offers equal power to communities in each, the large area each covers poses challenges for the diverse needs of specific communities. It is essential that the proposal establishes a clear and effective way to overcome this challenge.</p>	<p>3 - This proposal largely preserves the status quo. Whilst these new NACs, alongside the preservation of parish councils, go some way to empowering communities, their impact is overshadowed by the intrinsic problems with the scale of the proposed unitary authority. The scale and footprint of the NACs has not been defined.</p>	<p>3 - The unitary authorities created enforce inequality, with unitary 2 containing the most deprived areas of Lincolnshire. The benefits of right-sizing representation on a regional level are shared with other options. However, this proposal does not create unitary authorities with clear strategic priorities which risks creating ineffective representation at a regional level.</p>
Average Score against 6 LGR Criteria	27/30 -> 4.5	16/30 -> 2.7	13/30 -> 2.2	19/30 -> 3.2
Greatest Strengths	<p>Founded in an understanding of meaningful geographies, this ambitious proposal harnesses the innovative potential of LGR to improve outcomes for residents across Greater Lincolnshire. It recognises the importance of the city but also the unique needs of communities in Rural Lincolnshire. The proposed unitary structure enhances democratic representation and establishes reasonably scaled and strategically focussed members of the GLCCA to</p>	<p>Economic and population parity provide the fundamental rationale for this proposal which creates two, well-sized unitary authorities. These large new unitaries meet proposed targets for unitary</p>	<p>By retaining existing structures, this proposal creates a new unitary which is guaranteed to be safe and legal on day one. This approach reduces transition costs and redefines the current county-level structure as a strong</p>	<p>This proposal creates two new well-sized unitary authorities in the footprint of Lincolnshire County Council. This supports devolution by ensuring just representation at a regional level and creates</p>



	<p>support devolution. The new unitary authority structure also presents an opportunity to transform public service delivery to embrace a new community-centred, preventative model to secure efficiencies, enhance capacity and resilience but most importantly improve the lives of the people who call Lincolnshire home.</p>	<p>authorities to have a population of at least 500,000. Through their greater spending power and economies of scale, these unitary authorities will be more financially resilient, and their size enables savings through reduced duplication.</p>	<p>new local government with a powerful voice at GLCCA level.</p>	<p>opportunities to secure efficiencies and enhance financial resilience through economies of scale and reduced duplication of services. The decision to preserve the separation of the Northern unitaries also avoids any potential legal complications through their merger.</p>
<p>Greatest Weakness</p>	<p>Changing the boundaries of the City of Lincoln is essential to unlocking the transformational benefits offered by this proposal however this does increase short-term transition costs.</p>	<p>The proposal to combine North Lincolnshire and North East Lincolnshire poses challenges. The proposal also recognises the importance of the city but does not respond to local calls to expand its boundaries or secure voting rights at GLCCA given its regional importance. The unitary authorities also include rural, coastal and market town communities with distinct needs and priorities which risk being diluted by more populated areas.</p>	<p>The creation of the largest unitary authority in the country and preservation of the status quo significantly limits its positive impact. This results in a proposal which does not establish a clear, single-tier of local government and risks weakening devolution by operating at a similar scale to the GLCCA. On a community level, whilst NACs will ensure communities are represented, the scale and footprint has not been defined there are risks that the voices of the most vulnerable areas could be drowned out.</p>	<p>The lateral boundaries proposed through this option bisect meaningful geographies and create two unitary authorities with incredibly diverse communities with different needs and priorities. The boundary results in areas such as urban Hykeham which operate as part of Lincoln being separated from the city. By disaggregating already exemplary social care services, Lincolnshire's most vulnerable residents risk being harmed by disrupting service delivery and decreasing quality. This option also groups areas of deprivation within Unitary 2 which will place pressure upon public services, with limited deprivation pockets in the wealthier Unitary 1.</p>



Appendix B: Detailed Target Operating Model Blueprints

B.1 Design Principles

For our organisations...	
Resident-Centred Design	Services are designed around the needs and experiences of residents, not organisational silos. Systems are developed to support journeys, not to define or constrain them - with hand-offs minimised and processes enabling timely, effective resolution.
Prevention-Focused	Our service model is focused on reducing demand and predicting moments of crisis, from social care to income collection, ensuring long-term stability and better outcomes for people & systems.
Data-Informed Sustainable Decisions	Data is used to drive decision-making, ensure sustainable use of finances, and measure performance across the organisation.
A Skilled & Motivated Workforce	The organisation is right-sized, with skilled, empowered outcomes-driven teams and proportionate, effective management.
A Culture of Continuous Improvement	Innovation and improvement are embedded in everyday working, with an open and transparent culture that encourages positive risk-taking.
With our residents...	
Tell Us Once Service Model	Residents share information once and receive coordinated support through a single data view shared cross services.
Experts in their Own Lives	People are actively engaged in shaping their support and the direction of services that impact them.
Enabling Not Duplicating	Support focuses on enabling and empowering residents and communities, rather than providing unnecessary layers of support or repeated interventions.



Right Support at the Right Time in the Right Place	Services are provided locally to residents in a way that is proportionate to individual need, reducing long-term demand for services.
In partnership...	
Shared Goals, Shared Action	Opportunities to collaborate on common goals are proactively identified and acted upon, including exploring opportunities for joint funding and co-production.
Strategic Relationship Building	Relationships with partners and stakeholders are cultivated to enable meaningful future collaboration.
Collective Impact	There is an understanding of where the authority can act as convener of others to solve shared challenges, rather than always taking a leading role.

B.2 Early Intervention and Prevention

There is a national push for proactive demand management, encouraging local authorities and partners to work together in providing early, holistic support to residents to prevent crises and reduce the need for statutory services. Early intervention and prevention and improving the quality of life for residents across the country is central to UK Government’s ambitions, as evidenced in the commitments to building an NHS fit for the future and a £500m investment to rollout Family Hubs in England by April 2026.

To ensure public services across Lincolnshire are rooted in prevention, both the City of Lincoln and Rural Lincolnshire need to develop models that reflect their local demographics and needs, informed by data driven insights. Publicly available data across key sectors including health, indicates the two unitaries should focus their support offer on the following areas.

City of Lincoln

The Early Intervention and Prevention pathway within the City of Lincoln should focus on building resilience within its working-age population. With elevated levels of economic inactivity, concentrated areas of digital exclusion, and housing pressures linked to student demand and homelessness, the support offer should prioritise housing stability, youth engagement, mental wellbeing and community resilience.



Rural Lincolnshire

The Early Intervention and Prevention pathway within Rural Lincolnshire should comprise support for elderly residents and isolated communities. With an ageing population, widespread deprivation, limited transport and digital connectivity, and restricted access to healthcare, the offer should prioritise ageing well, community-based outreach, integrated health and care services, digital inclusion and promoting health and resilience across rural and coastal communities.

What is working well

City of Lincoln

- **Compact urban connectivity:** City of Lincoln's compact urban geography supports strong local connectivity, with services and employment opportunities accessible within short travel distances, contributing to resident wellbeing and economic participation.
- **Strategic regional role:** The city plays a strategic role in education, defence, and digital innovation, acting as a civic and economic anchor for the wider Lincolnshire region and supporting a diverse local economy.
- **Strong foundation of prevention-focused service model:** City of Lincoln's service model is built around prevention and resident journeys, with a commitment to relational practice, data-informed decision-making, and continuous improvement embedded across teams.
- **Repurposed community assets:** Community assets such as libraries and leisure centres are being repurposed to support outreach and engagement, including mobile hubs and creative spaces that bring services closer to residents.
- **Strong early-help infrastructure:** Early help arrangements are strong, with locality-based family hubs and effective signposting to universal services supported by engaged local partnerships.

Rural Lincolnshire

- **Community-led support networks:** East Lindsey demonstrates a strong tradition of community mobilisation through its extensive network of local hubs, such as the Skegness Store House and Winthorpe Community Partnership. These hubs offer vital services including food banks, digital coaching, social activities, and health drop-ins, which collectively enhance residents' wellbeing and social cohesion.



- **Digital inclusion initiatives:** East Lindsey leads in digital inclusion through Lincs Digital, which provides free support sessions to help residents access online services and develop essential digital skills. This initiative is particularly impactful in rural areas where connectivity challenges persist.
- **Commitment to age-friendly living:** East Lindsey was the first District Council in the UK to join the Age-friendly Communities Framework in 2019. This reflects a proactive commitment to supporting older residents to live and age well, through partnerships with local organisations and tailored services.
- **Resilient community infrastructure:** South Kesteven's Community Hub model exemplifies rapid and flexible support systems. During the COVID-19 pandemic, partnerships with organisations like BHive and Evergreen Trust enabled the delivery of food, cash, and advice to vulnerable residents, showcasing the district's capacity for coordinated crisis response.

Opportunities for Improvement

Lincolnshire has numerous foundations in place to develop and deliver effective early intervention and prevention pathways across both unitaries, including compact urban connectivity, a strong track-record of adopting an assets-based approach in public service delivery and locality-based working across critical services including children's social care. However, there are many areas that need to be tackled to enable independence and resilience amongst residents, these include:

- **Homelessness prevention:** Centralised services attract individuals county-wide, placing a strain on housing, health, and social care. Coordinated working across prevention, early outreach, and integrated support could reduce repeat homelessness and ease pressure on emergency services.
- **Digital exclusion:** Neighbourhoods across Lincolnshire face limited digital access, impacting services, education, and employment. Investment in infrastructure, community access, and digital literacy could improve equity and access to early support.
- **Employment challenges:** Despite job availability, Lincoln has high unemployment and inactivity. Enhanced employment support, mental health services, and community navigation could support building individual resilience.
- **Deprivation:** Areas like Moorland, Hartsholme, Abbey, Glebe, and Minster face persistent deprivation in income, health, and education. Further deprived areas exist across rural Lincolnshire, including coastal towns. Place-based early support, health outreach, and inclusive service design could enhance access to support and life outcomes.
- **Health and skills gaps:** Poorer health and limited wage growth affects urban communities, including but not limited to Moorland, Hartsholme, and



Birchwood. Integrated health and economic strategies, including wellbeing and skills support, could improve long-term health and employment outcomes for residents.

Design of Early Intervention and Prevention models across both unitaries should consider these factors to better resident outcomes and enable delivery of public services that maximise value for money.

B.2.1 Early Intervention and Prevention in action: Pen Portraits

Below are a couple of example pen portraits of how the new model can help to meet needs of residents as upstream as possible to prevent escalation to statutory support.

Kat and Olivia



Kat

Kat lives alone in a socially rented flat in Lincoln.
Kat is now 28, and has just had her first child, Olivia. She is a single mother and has no close family near her.
Kat is currently unemployed after her retail employer ceased trading, leaving her reliant on benefits for the immediate future.

 **A traditional response**

Kat finds herself under the scrutiny of social care, who want to keep Olivia safe and are concerned about her financial situation and historical substance misuse. Kat gets pushed between different professionals and she has to keep explaining herself and actions more and more until she feels totally disengaged. This increases her risk around homelessness and intervention from Children's Social Care.

 **How the EI&P offer will work**

Through the effective use of data, Kat's increasing rent arrears means she is flagged as being someone at risk of being evicted. Kat is linked to a support worker, Steph, who has a background in tenancy sustainment but can have a rounded conversation around money management, employment, childcare, and drug use. She coordinates with colleagues from the Welfare Rights centre and Public Health to connect Kat with support in financial management and substance misuse. Having met Steph at her local library, Kat signs up for a membership for herself and Olivia which enables her to connect to Baby Bounce sessions and most importantly, a support network of other mums living in the local area. One of them tells her that her work is hiring, and Kat is able to access interview preparation support from skills courses delivered in the library.

 **Outcome for the new unitary**

Kat and Olivia stay out of needing support from social care, and the accompanying costs around legal support and care placements

Traditional Response vs Early Intervention and Prevention (EI&P) Model

In the traditional model, Kat is facing financial hardship and has a history of substance misuse. She is subjected to fragmented scrutiny from multiple professionals, which results in her disengagement from support services. This increases her risk of homelessness and may ultimately lead to an intervention from Children's Social Care as she will struggle to look after her child. In comparison, the EI&P model adopts a proactive and integrated approach. It focuses on early identification of needs, holistic support tailored to the individual, and fostering connections within the community to prevent escalation of needs and any crises from occurring.

How the EI&P Model Works for Kat and Olivia

Kat's growing rent arrears are identified through data monitoring, which flags her as being at risk of eviction before the situation becomes critical. She is then connected



with Steph, a support worker who has expertise in tenancy sustainment and a broad understanding of related issues such as money management, employment, childcare, and substance misuse. Steph becomes Kat’s single point of contact, coordinating her support and ensuring she does not have to repeatedly share her story with different professionals.

Steph collaborates with colleagues from the Welfare Rights Centre and Public Health to provide targeted assistance, including financial management advice and access to substance misuse services. Kat meets Steph at her local library, which offers a non-stigmatising and accessible environment. She also begins attending Baby Bounce sessions, where she builds a peer support network with other local mothers, helping her feel more connected and supported.

Through these new relationships, Kat learns about a job opportunity and takes advantage of interview preparation and skills courses available at the library. This boosts her confidence and enhances her employability, giving her a renewed sense of purpose and direction.

Outcome for Kat and Olivia

As a result of the EI&P model, Kat and her daughter Olivia avoid escalation to social care, eliminating the need for costly interventions. Kat feels empowered, supported, and connected to her community, and is now on a stable path forward. Beyond individual success, the EI&P model improves overall outcomes for residents by offering a flexible, preventative framework that can adapt to a wide range of complex needs and circumstances, ensuring more inclusive and sustainable support across the community.

Bill



Bill

Bill lives alone in a privately rented flat. His only income is Employment and Support Allowance and Personal Independence Payments. He has arthritis and his only transport is his mobility scooter. He travels to the shops and then ends up so cold from the journey but does not like to put the heating on when he gets back as it is too expensive, but this impacts his health.

 **A traditional response**

Although Bill receives some one-off financial support to help with his electric bill, he soon resorts to his original behaviour once this stops. Over time, he develops a respiratory condition which gets worse over time, leading to an emergency admission to hospital. Bill is badly affected by this illness and returns home weaker and less able to be self-sufficient.

 **How the EI&P offer will work**

Bill's combination of circumstances of disability, low income and issues around housing are picked up through collaborative data use, and a risk to health identified. The council proactively reaches out to his to discuss support.

Through conversations with Bill a support worker agrees a range of options that will help Bill maintain independence and avoid risk to his health.

This includes support with his arthritis and mobility issues through community classes, applying the Warm Homes Grant to improve energy efficiency in Bill's home, and access to community warm spaces. In addition, Bill learns about community groups where he can socialise and build up his support network, reducing his social isolation.

 **Outcome for the new unitary**

Bill continues to live self-sufficiently, managing his arthritis and avoiding any deterioration in his long-term health.



Traditional Response vs Early Intervention and Prevention (EI&P) Model

Bill's short-term difficulty in affording the heating is picked up and he receives some temporary financial support. However, once this ends Bill is back to being unable to afford to heat his home.

During a particularly cold snap Bill develops a respiratory infection. As he does not have much of a support network and he tries to soldier on, no one notices that he becomes very ill and needs emergency admission to hospital.

Even after recovering Bill's overall health is affected and he becomes less able to go about his daily life as he did before his illness. In the longer term this manifests itself in a need for domiciliary care to support him with more physical tasks.

How the EI&P Model Works

Bill's combination of circumstances (long-term health condition, receipt of specific benefits, tenure, and receipt of temporary financial assistance) is used to assess his risk of facing a crisis.

A support worker contacts Bill and discusses his circumstances to understand the root causes. Together they explore the options available to Bill to help him – the support worker uses their network of fellow practitioners, and local knowledge of what is available, to develop a holistic offer of support.

Bill can access a range of universal services that support his health and wellbeing needs, including improving his home conditions, reducing social isolation, and managing his arthritis.

Outcome for Bill

As a result of the EI&P model, Bill can access support that deals with his immediate risk to health but also helps him live a more independent and fulfilling life.



B.3 Place, Environmental & Regulatory Services

Place services form a key role in shaping local neighbourhoods so that they are vibrant, healthy, and meaningful places that enhance people's well-being and connection to their community. We consider the services shown in the diagram below to all form part of a place service offering.

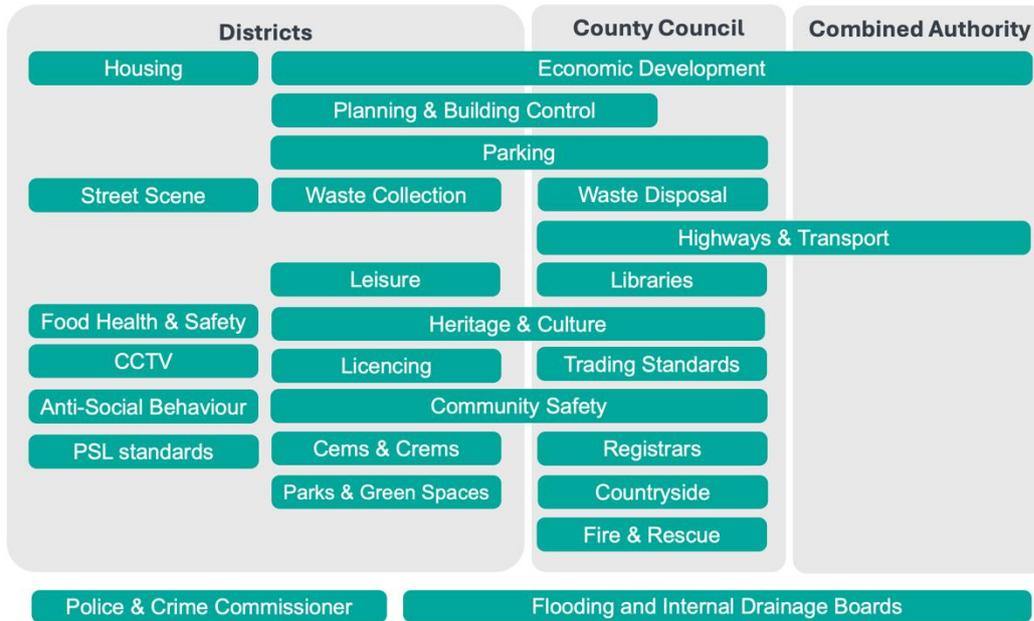


Figure 1. Place services and who currently delivers them.

LGR presents several opportunities from a placemaking perspective. Firstly, it allows several interlinked services to be brought under the control of a single organisation to help improve coordination and strategic alignment. Secondly it provides flexibility to tailor the approach to delivery of place-based services to meet the unique requirements of individual areas and communities.

We have identified some important contextual factors linked to specific services that need to be considered as part of the future blueprints. We set these out below for the relevant services.



Service Council	Boston	East Lindsey	Lincoln	North Kesteven	South Holland	South Kesteven	West Lindsey
Planning	In-house	In-house	In-house	In-house	In-house	In-house	In-house
Building Control	In-house	In-house	In-house	In-house	In-house	East Midlands BC	In-house
Waste Collection	In-house	In-house	Outsourced - Biffa	In-house	In-house	In-house	In-house
Street Scene	In-house	In-house	Outsourced - Biffa	In-house	In-house	In-house	In-house
Regulatory Services	In-house	In-house	In-house	In-house	In-house	In-house	In-house
Parking	In-house	In-house	In-house	In-house	In-house	In-house	In-house
Cems & Crems	In-house	In-house	In-house	In-house	Outsourced - Co-Op	Outsourced - McHale	In-house
Parks & Green Space	In-house	In-house	In-house	In-house	In-house	In-house	In-house
Leisure	In-house	LATCO - Magna Vitae	Outsourced - GLL	Outsourced - GLL	Outsourced - Parkwood	In-house	Outsourced - Everyone Active

In-house
 Outsourced
 Shared service
 LATCO

Figure 2. Delivery models used across place-based services at a district council level.

Regulatory Services is a major area, that comprises a wide range of functions that are important to public protection and need to be considered as a whole. We see Public Protection and Anti-Social Behaviour (current both district and county functions), CCTV, Food Health and Safety, Environmental Health, Civil Enforcement, Private Sector Housing and Trading standards all forming part of a Regulatory Services offer.

There are also close links between Registrars and Cemeteries and Crematoria in terms of providing services including events for residents, which presents an opportunity to bring these functions together. Some councils have outsourced Crematoria.

Planning duties are currently split across districts and the county. There is an opportunity to bring these together so that the new unitaries take on the county responsibilities such as transport and minerals planning. This would also make it clearer for the public to access by simplifying the current system.

Although in many current district councils Planning and Building Control sit separately, they have close ties and there is an opportunity to bring them together. In addition, district Building Control services are under pressure, and so there needs to be a way of building in resilience to future unitary services.

The county council delivers a portion of place services and has outsourced the delivery of all or part of Highways, Waste Treatment and Disposal, and Libraries & Community Hubs, mainly in the form of long-term contracts that have several years to run.

Parking responsibilities are split between districts and county councils currently. ‘On street’ parking (e.g. parking bays, permit schemes) are generally managed by the county (except for Lincoln), whereas ‘off street’ parking (e.g. multistorey car parks, enforcement) are managed by districts (although in some cases this may be



outsourced). There is a big opportunity to bring these together and use the functions strategic level as a lever to plan traffic distribution in the city. They could also be linked to public transport networks (e.g. park and ride) to provide a single strategic sustainable transport solution for local areas. It is worth noting that Lincoln currently operates the bus station.

Similarly, Culture and Heritage functions are shared across district and county councils. This creates a complicated ecosystem of services and attractions, making it hard to coordinate and develop the best possible offer to potential visitors. There is a big opportunity to simplify this by bringing them under the two unitaries, making it easier to join up our offerings (including encouraging visitors to extend their stays and move across Lincolnshire) and drive increases in tourism to the region.

It is also important to note that a range of place-based activities including upkeep of cemeteries, play parks, allotments and green spaces are within the remit of, and are funded by Parish Councils.

Context and Constraints: Lincoln City

Lincoln City will incorporate some of the place-based services delivered by North Kesteven and West Lindsey. Although most services are delivered in-house, some are outsourced – Waste Collection, Street Scene, Grounds Maintenance, and Leisure are all outsourced by City of Lincoln. Lincoln City will also likely inherit a leisure centre that is currently run by an external supplier.

City of Lincoln, North Kesteven and West Lindsey have already been working very closely together and have a shared Local Plan covering all three areas – encompassing Lincoln City boundaries – which makes strong foundations for the new unitary. However, there are differences in how planning services are run (including delegation of decisions) that would need to be harmonised. A large portion of applications (and future growth) for North Kesteven and West Lindsey will fall within the Lincoln City boundaries, and around 60% of housing growth has been allocated there which means scale of future applications will be substantial.

In addition, Lincoln City would take on management of a wealth of heritage and culture assets that have previously operated separately. It is estimated that around 90% of the county council's heritage and culture assets sit within Lincoln City's boundaries. Bringing these together allows for a fresh approach to developing a city-area-wide offer (e.g. shared ticketing, cross-promotion, etc.) that can substantially boost tourism for the whole of Lincolnshire and increase the area's attraction as a place to live and work.

Similar principles also apply to use of Leisure facilities and Libraries. The larger portfolio provides some economies of scale and feeds into the opportunity to reevaluate (and



potentially rationalise) prior to any new build/renovation to maximise value for money and impact. It also allows Lincoln City to reconfigure these services to serve the wider community – including exploring incorporating the five community centres, and colocation with NHS and Libraries to provide ‘third spaces’ for neighbourhood to live, socialise and access support.

As mentioned earlier several of the place-based services (such as maintenance of green spaces) within the larger unitary boundary are managed by Parish Councils. Therefore, the new unitary will need to agree how these are managed in future.

Context and Constraints: Rural Lincolnshire

Rural Lincolnshire will span a broad and varied geography, taking in both the coast and deep countryside, including the Lincolnshire Wolds Area of Outstanding Natural Beauty. It will also encompass a network of coastal and market towns such as Grantham, Boston, Skegness and Spalding.

There are some quite different communities with quite different needs – for example, the coastal town of Skegness has very different dynamics (e.g. tourism economy) to the rural market town of Louth. The dispersed, rural geography and lack of easy public transport links present challenges to residents in accessing local services.

Most district-level, place-based services are delivered as in-house functions by individual councils, but there are exceptions. South Kesteven runs a Building Control service (East Midlands Building Consultancy), and a few councils outsource their Leisure services to different suppliers (South Holland and West Lindsey) or run them as an arm’s length trust (Magna Vitae) in the case of East Lindsey.

For services such as Waste Collection, each existing council has different policies, service standards and offerings (e.g. some offer a trade waste services). Rural Lincolnshire will need to consider how these might be harmonised to realise economies of scale and efficiencies, whilst balancing local needs and context.



Recommended Approach

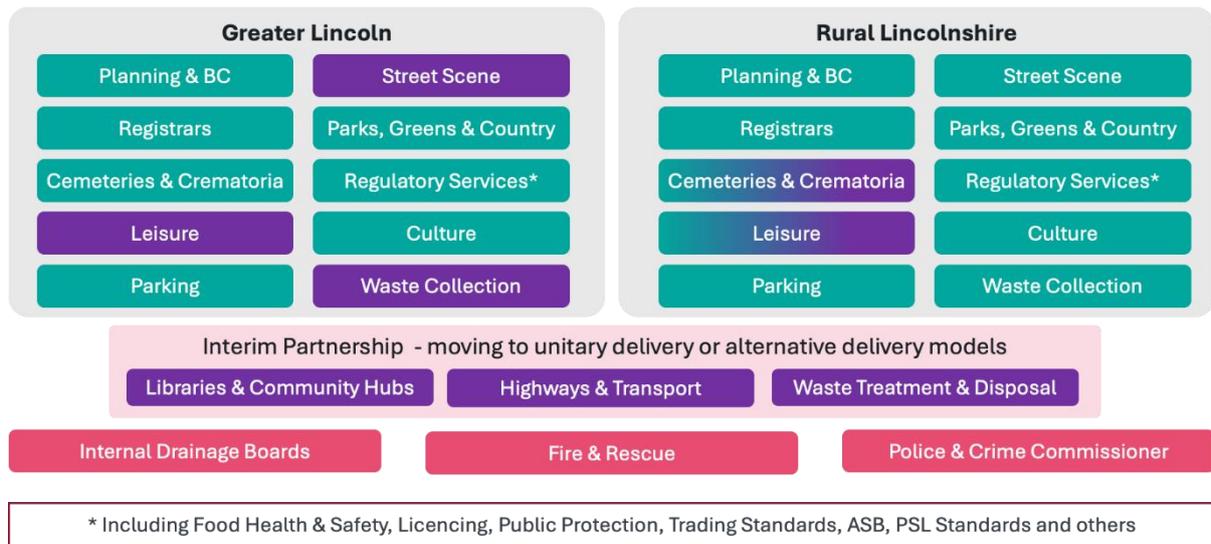


Figure 3. Proposed blueprint for place-based services.

Each unitary will aggregate most of the existing, standalone, place-based services that were delivered by districts and boroughs, to be run as in-house functions.

There will be some specific exceptions. Lincoln City will negotiate with existing suppliers for Waste Collection, Street Scene and Grounds Maintenance to provide services covering the expanded boundary. In contrast, Rural Lincolnshire can combine existing direct labour organisations to form a single Waste Collection service.

The county-managed Registrars, Trading Standards and other Environmental Services (e.g. Rights of Way, Flood & Water Risk Management, Conservation) will be disaggregated to form separate functions within each unitary. However, there are opportunities to join these services up – Registrars with Cemeteries & Crematoria, and Trading Standards with Regulatory Services.

A portion of those place functions delivered by the county council will need to be run in partnership by both Lincoln City and Rural Lincolnshire because the existing long-term contracts are likely to be very difficult to disaggregate or change prior to vesting day. These are Highways, Waste Treatment and Disposal (e.g. Energy from Waste plant) and Libraries & Community Hubs. This will help ensure continuity of these services and provide time for both unitaries to develop long term plans for how these are delivered once existing contracts expire. We would review how these interim delivery models performed whilst exploring alternative future options.

For Highways, a review would be conducted of the services that could be disaggregated now and those that would need to be disaggregated over time because of existing contractual arrangements. The City of Lincoln has previously run Highways functions under a Section 42 agreement with the county council and so has experience of delivering this function.



For Libraries and Community Hubs, City of Lincoln Council and Parish Councils already run community centres and similar venues such as village halls – this will need to be factored into the future model for these services.

The two unitaries could adopt different delivery models (e.g. hosted, shared service, or arm's length, wholly owned entity), which will need to be explored as part of the transition. It will require one or both unitaries to have a retained 'client' function to manage the services delivered on each council's behalf.

There are several functions that will sit within the wider Lincolnshire ecosystem. Fire & Rescue Services will be transferred to the Greater Lincolnshire Combined County Authority over time. The Internal Drainage Boards will continue to operate as-is, but with interfaces to the unitaries instead to districts and the county.

Outcomes

Some of the greatest opportunities from adopting a unitary Place model would be in joining up the council (and partners) offer for neighbourhoods.

Across Greater Lincolnshire there is also an opportunity to bring together a diverse portfolio of culture and heritage attractions that have previously been managed by different organisations. There is potential to completely re-evaluate how these work together to further increase the attractiveness of the area to visitors and boost tourism growth.

Bringing together services such as libraries, leisure centres and other community facilities, under the stewardship of a unitary that is close to its neighbourhoods, allows the right offer to be developed that meets the needs of local residents. This will also contribute to making the city and surrounding area a great place to live and work, supporting the attraction of skilled workforce for the economy.

In Rural Lincolnshire, the potential to co-locate a range of community services such as leisure centres, libraries, health and others, will help create focus points for neighbourhoods. It would also present the opportunity to extend existing 'community hubs' to offer a broader blend of services that meet local needs in a single place, reducing the need to travel to multiple locations, which is a particular challenge for residents, given the rural nature of the area.



B.4 Economic Development

Lincolnshire has a complex ecosystem of support for economic development. Each tier of local and regional government currently carries out some form of economic development activity. The County operates the Business Lincolnshire growth hub that provides general business support, and each district has its own economic development function, which all carry out a different range of activities (with some common support such as letting workspace). At a very local level there are also Business Improvement Districts (e.g. Lincolnshire BIG, Lincolnshire Coastal Destination BID, etc.) supporting town centres.

This complexity has caused challenges around communication and coordination, as well as being confusing for businesses and other local economic organisations. The very small scale of some of the district economic development functions means that they can lack capacity and resilience albeit the range of services are in response to differing needs and issues. A two unitary model provides a great opportunity to address these challenges and boost growth for Lincolnshire.

There is also a linked with Culture & Heritage functions in the new unitaries (especially Lincoln City given its wealth of historical and cultural assets), as these play an important role in boosting the attractiveness of the area as a destination, and therefore driving the visitor and tourism economy which is important to both unitaries.

Recommended Approach

The two unitary model would help simplify the current arrangements but would retain a combination of regional and local interventions, delivered by the best placed organisations.

The Greater Lincolnshire Combined County Authority would continue to play an important regional, strategic role with important powers around regional infrastructure, skills and employment, and attracting inwards investment.

There would also be value in retaining a version of the Growth Hub at a Greater Lincolnshire level to provide universal consistent business support services, as it can leverage economies of scale and provide a more resilient service. It could be run as a LATCO owned by all unitaries or as a shared service - these options would be explored as part of the transition to the new unitary system.

However, each unitary would need and have its own Economic Development function. They would focus on delivering tailored localised support that meets the needs of the main sectors and emerging industries within the local area.



Outcomes

These changes would simplify the current system for businesses, prospective investors and other stakeholders involved in the economy.

The ability to communicate and coordinate effectively between partners would be built into the future blueprints. This would help ensure resources and initiatives are aligned to maximise impact for local economies.

B.5 Enabling Services

Enabling Services are what keeps councils running. Enabling Services will play a fundamental role in ensuring the new unitaries are 'safe and legal' by running key processes that support the operation of front-line services and wider organisation (e.g. payroll). Alternatively, they may play a strategic role in helping the organisation horizon scan, set goals and direction, and plan or coordinate the change required to respond to challenges and needs.

Reliable, mature enabling services that can support transition, and transformation will be essential to the two new unitaries. The diagram below sets out the scope of enabling services.

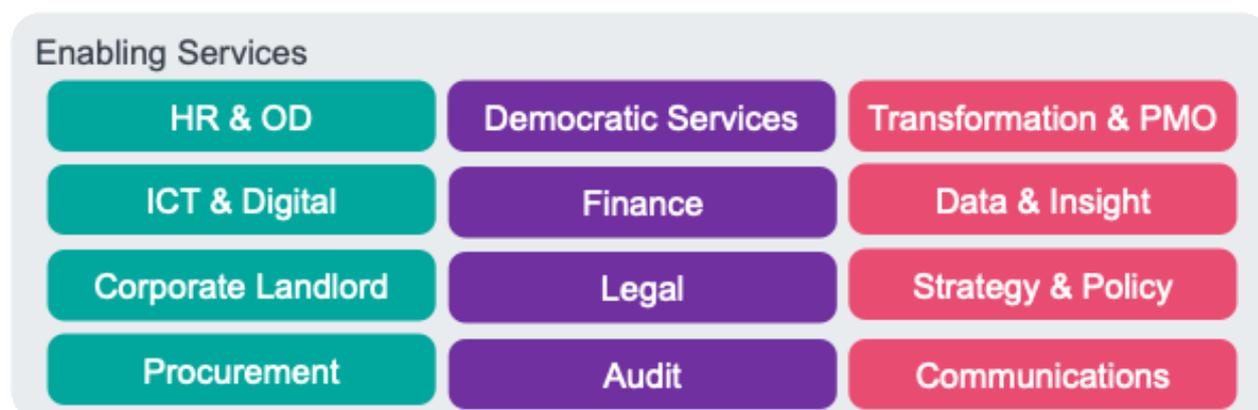


Figure 4. Enabling Services scope.

It should be noted that Revenues & Benefits has close links here, with policies and oversight of transactions sitting within the remit of Finance, transactions and key systems supported by ICT & Digital. Any direct work with customers is likely to sit within a wider Early Intervention and Prevention approach.

Although Enabling Services will cover the same basic functions for both Lincoln City and Rural Lincolnshire, there will be some key differences, due to the unique local contexts they will operate in – this is explained below. One of the key differences is in the delivery models that all councils currently use to deliver these services.



Service Council	Boston	East Lindsey	Lincoln	North Kesteven	South Holland	South Kesteven	West Lindsey	County Council
Finance	PSPSL	PSPSL	In-house	In-house	PSPSL	In-house	In-house	In-house
HR & OD	PSPSL	PSPSL	Shared Payroll	Shared Payroll	PSPSL	In-house	Shared Payroll	Hoople
ICT & Digital	PSPSL	PSPSL	In-house	Shared Mgmt	PSPSL	In-house	Shared Mgmt	In-house
Customer Service	PSPSL	PSPSL	In-house	In-house	PSPSL	In-house	In-house	In-house
Corp Landlord	In-house	In-house	In-house	In-house	In-house	In-house		VINCI
Revs & Bens	PSPSL	PSPSL	CoLC + NK	CoLC + NK	PSPSL		In-house	In-house
Procurement	PSPSL	PSPSL	In-house	Procurement Lincs	PSPSL	Welland Procurement	Procurement Lincs	Procurement Lincs
Legal	In-house	In-house	In-house	Legal Lincs	In-house	In-house	Legal Lincs	Legal Lincs
Audit	Outsourced	Outsourced	In-house	Outsourced	Outsourced		Audit Lincs	Audit Lincs

Figure 5. Delivery models for enabling services that have been adopted across the current councils. Green = LATCO, Orange = Shared Service, Purple = Outsourced.

There is an established Local Authority Traded Company (LATCO), called Public Sector Partnership Services Limited, that three existing district councils within Rural Lincolnshire own and use to deliver a wide range of support services.

In both cases, each new unitary will be taking on a portion of the County Council support services, which will be significantly larger than the equivalent collective district functions. This has implications for the delivery models that might be adopted by both unitaries, as it may inherit contractual arrangements that constrain what is possible (e.g. an outsourcing arrangement with a contract until 2032 would novate to the unitaries and could lock them in until the expiry date).

Context and Constraints: Lincoln City

Lincoln City will be smaller than Rural Lincolnshire and so will not need as much capacity within its Enabling Services. Given the current context, all services would be delivered in-house to provide maximum control to the new unitary when delivering public sector reform.

It will also be able to build upon the strong partnership that it has developed through the Central Lincolnshire alliance with North Kesteven and West Lindsey where the councils already share Payroll functions and some Revenues & Benefits services – it is anticipated that these will simply flex to the expanded boundaries of the new unitary and be delivered as in-house services.

The city also has a concentration of heritage assets (e.g. historic sites and listed buildings) across the county. This will require specific expertise and support to manage within the unitary Corporate Landlord service.



Context and Constraints: Rural Lincolnshire

Rural Lincolnshire will cover a much larger geographical area and population and is therefore have a substantially larger workforce. It will therefore require Enabling Services with much greater capacity in some areas – such as HR & OD – where work is at least partly driven by the size of departments and numbers of staff that will be supported. If Rural Lincolnshire also hosts shared Children’s Services on behalf of the county, then this will require further capacity to support the Social Care staff and other front-line practitioners within the service.

In addition, Rural Lincolnshire will inherit PPSL that already delivers services on behalf of three existing district councils within its boundaries. There is an opportunity to build upon this successful and established model, however this needs to be considered in light of the new unitary taking on a large portion of the county enabling services that will also support new services such as Social Care and Highways. Rural Lincolnshire will need to choose whether to expand its LATCO to incorporate this additional capacity, combine as an in-house function, or adopt a blend of the two.

Rural Lincolnshire also covers a much more rural geography and a significant coastal area – which has implications for the types of assets it will manage. It may inherit some unique assets from the County Council in the form of farms and other agricultural land. It will also take on the management of a range of coastal and tourism assets such as piers, promenades and beach chalets amongst others. This will need to be reflected in the types of expertise and capacity within the Rural Lincolnshire’s Corporate Landlord function.

Recommended Approach

In both cases each new unitary will have the full range of enabling services set out above.

The capabilities for each Enabling function could adopt a different model for how it is distributed across the new organisation. These options are as follows:

- **Centralised** – all capability sits within a single function, and is allocated out to specific projects and initiatives as required as part of strategic resource planning and prioritisation
- **Hub and spoke** – comprising a central function with smaller functions within directorates that focus on service-specific activities
- **Distributed** – there are pockets of capabilities distributed across the organisation that focus solely on supporting their services



Function New unitary	Greater Lincoln	Rural Lincolnshire
Finance	In-house / Centralised	LATCO or In-house / Centralised
HR & OD	In-house / Centralised	
ICT	In-house / Centralised	
Corporate Landlord	In-house / Centralised	In-house / Centralised
Democratic Services	In-house / Centralised	In-house / Centralised
Procurement	In-house / Hub & Spoke	LATCO or In-house / Hub & Spoke
Legal	In-house / Centralised	In-house / Centralised
Audit	In-house / Centralised	Outsourced / Centralised
Transformation & PMO	In-house / Hub & Spoke	In-house / Hub & Spoke
Data & Insight	In-house / Hub & Spoke	In-house / Hub & Spoke
Strategy & Policy	In-house / Hub & Spoke	In-house / Hub & Spoke
Communications	In-house / Centralised	In-house / Centralised

Figure 6. Delivery model and distribution of enabling services for both Lincoln City and Rural Lincolnshire.

We provide some additional details of how some of these enabling functions could be delivered.

Finance, HR & OD, ICT & Digital, and Procurement

Lincoln City will run the services fully in-house, in line with how most of this service is currently delivered.

Rural Lincolnshire will have the choice as to whether to expand its LATCO, Public Service Partnership Services Limited (PSPSL), to cover the broader range of services it will take on as a unitary. It could also choose to bring these in-house and combine with County functions. If it chooses to continue with PSPSL then it will retain strategic finance services such as Strategy & Planning and Business Partners and maintain a client / commissioning function to manage the LATCO as a supplier.

In the longer term, there is a desire to explore whether the two unitaries could partner on elements of ICT. There would be some anticipated benefits from streamlining processes, increased resilience and in attracting and retaining talent that has historically been difficult to secure in Lincolnshire.

Corporate Landlord

Unitaries may continue to outsource / contract repairs and maintenance, given that is how many of the existing councils currently deliver this function. In both cases the new unitaries will need to consider how they manage the outsourced county council property management functions that they will inherit.



Strategy & Policy, Transformation & PMO, Data & Insight

These functions are essential to supporting the new unitaries to horizon scan, navigate changes and coordinate and deliver transformation. They will be critical to the transition of the new unitaries and should be set up as in-house functions, resourced appropriately.

Given the volume of change, the unitaries may consider augmenting the capacity through use of an external transformation partner, interims or fixed term posts.

Outcomes

LGR provides several opportunities for each unitary to realise benefits to itself, its staff and the public:

- Increased resilience – due to the size of district council many services are small which means they lack resilience to deal with peaks and troughs in demand and have officers who are single points of failure for business-critical activities (e.g. running payroll, systems support). The ability to aggregate common services allows us to build in additional resilience.
- Catalyst for change – the levels of maturity in enabling services varies across the current councils. The process of aggregating and re-designing services offers a fresh opportunity for the new unitaries to take a fresh look at how these services are delivered, consolidate existing strong practices and incorporate learning across multiple organisations.
- Economies of scale – aggregating common functions will allow unitaries to consolidate management structures, processes and systems which will realise savings.

Financial Benefits

In all cases Enabling Services will be aggregated so that similar functions across up to eight organisations are merged into two unitaries. The two unitaries will be able to realise cashable savings from streamlining management structures, consolidating systems, and leveraging economies of scale.



Appendix C: Implementation Map

We provide a more detailed work plan for the first three phases of our Implementation Roadmap below. Please note that all activities are subject to outcome of government LGR decision and input from partner councils and agencies and therefore are indicative only.

C.1 Preparation

Although collectively we have already worked as a partnership with all Lincolnshire councils to share data and discuss our ideas for LGR, there is still a lot that we think we need to do so that we are ready for whatever decision is taken regarding reorganisation.

We recognise that we need to use the time wisely, whilst proposals are being reviewed and consulted upon, to be in the best possible place. We have identified some key work that we will start upon submission of our proposal.

Theme	Activities	Outputs / outcomes
Governance	Discussions amongst CEOs, S151 Officers, members and partner representatives on provisional governance arrangements.	Provisional governance arrangements for a Lincolnshire LGR coalition
	Discussions over resourcing requirements and funding of LGR	Provisional agreement over funding sources and approach to resourcing LGR
	Preparation for procurement of any strategic partner(s) to support LGR process.	Confirmed route to market
	Development of core enabling team and roles including high-level job specification.	Agreed specification and indicative budget
Engagement & Comms	Joint development of a comms plan amongst partner councils for immediate Preparation and Mobilisation stages	Shared comms plan and regular, timely, consistent messaging to all audiences
	Set-up, or use of existing, informal networks of senior service staff to start discussions on service-specific preparations for LGR.	Relationship and consensus building across council senior managers for LGR



Theme	Activities	Outputs / outcomes
HR & OD	<p>Updating / cleansing and validation of all council and arm's length body establishment lists</p> <p>Sourcing of job descriptions for all permanent posts.</p> <p>Discussions over workforce strategy to adopt during transition to new unitaries, including decisions over use of natural turnover, recruitment freezes, phasing of consultations, etc.</p>	<p>Reliable data on workforce and capacity to inform decisions over staff allocation and transfer</p> <p>Reliable evidence to support decisions on staff allocation</p> <p>Agreed provisional strategy for engaging, supporting and managing workforce during the transition to new unitaries</p>
Finance	<p>Discussion amongst S151 Officers over the principles and rules for allocation of any budgets, contracts and staff that cross unitary boundaries (i.e. North Kesteven, West Lindsey, Lincolnshire).</p>	<p>Provisional agreed rules for deciding how to split resources and allocate to new unitaries.</p>
ICT, Data & Digital	<p>Validation of existing key systems used across all councils, building upon existing data request.</p> <p>Initial discussions over systems to be taken forward / decommissioned in the move to the new unitaries.</p> <p>Full data mapping exercise to identify datasets that will need to be transferred from existing councils to the new unitaries, including ownership.</p> <p>Preparation to cleanse and validate key datasets, with responsible information owners identified.</p>	<p>Consistent picture of systems in use across all councils to inform decisions over future IT</p> <p>Emerging view on future systems to be adopted by the new unitaries.</p> <p>Registers of datasets to inform planning for transition once LGR decision is known</p> <p>Clear ownership of data and ready to prepare it for transfer to new unitaries.</p>



Theme	Activities	Outputs / outcomes
Procurement	Review and validation of existing contracts and in-progress procurements to create common, comprehensive contract register, that include owner, costs, timescales, T&Cs, etc.	Up-to-date register of contracts to inform decisions over novation and future delivery models (e.g. Waste)
	Review and decisions over how to re-procure or extend existing essential contracts where they terminate near Vesting Day.	Avoidance of procurement activity that undermines LGR plan or places unnecessary constraints
	Briefing of contract owners to start considering future of suppliers as part of unitary service detailed design and planning.	Ready to consider how contracts are allocated, and how they fit into transition and new unitaries.
Assets	Validation of asset registers across all councils building upon existing information shared.	Clear, consistent picture of assets and associated financials to inform decisions over allocation
	Exploration of any capital receipts that could be used to fund LGR work.	Potential funding for LGR
Legal	Review of all council arm's length and shared services.	Clarity over future of alternative delivery models and how they may fit into the design of new unitaries
	Review of criteria to be used to inform preparation of "safe and legal" councils during transition.	Set of "safe and legal" criteria to be used in scoping / planning of the transition stage.

C.2 Mobilisation

Once the government has announced its decision around LGR for Lincolnshire we will be able to prepare detailed plans, governance and resourcing in advance of the Structural Changes Order taking effect and transition to two new unitaries starts in earnest.



Theme	Activities	Outputs / outcomes
Governance	Set-up of provisional governance arrangements in readiness of SCO	Governance in place, ready for transition
	Recruitment of internal secondees and external hires to SME, PMO and Programme / Project Manager posts.	Core teams in place to support mobilisation activities e.g. planning
	Procurement of any external partner to support delivery	Additional capacity and expertise available for transition
	Set-up of programme infrastructure – including methodology, reporting, tools and templates.	Consistent way of planning, delivering and monitoring delivery
	Detailed scoping and planning of transition stage following government decision on LGR	Detailed plan with clear owners and resourcing requirements
Engagement & Comms	Development of a Comms strategy and plan for transition stage up to and including Vesting Day	Plan for consistent and regular comms and engagement during LGR transition
HR & OD	Review of establishments and Job Descriptions	Confidence that information is accurate.
	Agreement of approach for supporting staff, managing staff turnover, use of fixed term contracts and recruitment freezes for non-critical roles.	Mitigation against disruption to Business as Usual, loss of talent, unnecessary redundancies
	Input into detailed Transition plan and Comms plan activities, outputs and resourcing (e.g. organisational design, job matching, TUPE, statutory consultation)	Transition plan incorporates key HR & OD activities required
Finance	Input to the detailed Transition plan (e.g. budget allocations, financial modelling, virements, accounts closedown)	Transition plan incorporates key Finance activities required



Theme	Activities	Outputs / outcomes
ICT, Data & Digital	Agreement of principles and broad approach for technology decisions for new unitaries.	Clear guidelines to inform decision-making
	Assessment of information governance and risks to inform transition planning.	Information risks identified and mitigations in place
	Input into detailed Transition plan (e.g. critical IT activities such as requirements gathering, configuration, testing, data migration).	Transition plan incorporates IT work required
Procurement	Input to the detailed Transition plan (e.g. process for contract review, re-procurement and re-negotiation, novation).	Transition plan incorporates Procurement work required
Assets	Input to the detailed Transition plan (e.g. asset review, management of acquisitions and disposals, capturing asset requirements as part of service design, asset and liabilities transfer)	Transition plan incorporates Asset work required
Legal	Input to the detailed Transition plan (e.g. constitution and governance, “safe and legal” criteria, meeting regulatory requirements)	Transition plan incorporates Legal work required
	Refinement and preparation of election boundaries in advance of elections for Shadow Council in May 2027	In a position to run elections for Shadow Council

C.3 Transition

The transition stage will largely be dictated by the outcomes of discussions with partner councils and the decision from government. However, we have set out those activities that we anticipate will form part of transition regardless of these factors.

Theme	Activities	Outputs / outcomes
Governance	Full governance established including Shadow Authority	Key decisions including those with financial implications for new unitaries can be made
Engagement & Comms	Delivery of comms plan to both internal and external stakeholders	Stakeholder awareness and buy-in to programme



Theme	Activities	Outputs / outcomes
HR & OD	<p>Statutory officers (e.g. CEO, S151, DASS) recruited for Shadow Authority.</p> <p>Any recruitment freezes, vacant posts and fixed-term contract maintained as part of transition period.</p> <p>Staffing structures and JDs for new unitaries developed as part of detailed service design – staff involvement in design.</p> <p>Current Job roles assessed, allocated and matched to new unitary structures.</p> <p>Statutory consultations with staff and unions as part of any workforce changes taking place on Vesting Day</p>	<p>Officer leadership in place to steer decisions on unitaries</p> <p>Minimised impact upon staff redundancies and greater security for workforce</p> <p>Clarity on capacity and roles required with staff buy-in</p> <p>Clarity on posts to be transferred across to unitaries</p> <p>Staff aware of future in new unitaries and statutory obligations met</p>
Finance	<p>Existing budgets, income, funding and debt assessed and allocated to new unitaries in advance of vesting day</p> <p>Provisional budgets developed to inform funding envelopes for new services</p> <p>Monitoring of design and implementation decisions upon unitary budgets and forecasts</p> <p>Monitoring of programme budgets as part of reporting</p>	<p>Clarity on the finances of each new unitary</p> <p>Funding envelopes for design of new services</p> <p>Accurate picture of future budgets and financial positions of unitaries</p> <p>Accurate picture of spend</p>



Theme	Activities	Outputs / outcomes
ICT, Data & Digital	Development of future ICT architecture for new unitaries	Clear view of overall ICT for each unitary
	Decision of systems to adopt as part of detailed service design for each unitary	Agreed systems to take forward by unitaries on Vesting Day
	Preparation of data for migration including identification of Lincoln City and Rural Lincoln data	Data is ready for transfer to systems
	Procurement and set-up of any new/replacement systems	Systems are ready for use on Vesting Day
	Migration of data to systems, including testing	Data is ready for use on Vesting Day
Procurement	Review of all contracts to assess how they are handled during transition	Clear strategy for management of each contract
	Re-negotiation, termination, extension of contracts depending upon review	Contracts and suppliers ready to support each unitary on Vesting Day
	Preparation for novation of contracts on Vesting Day	Contracts ready to be novated on Vesting Day
Assets	Review of assets (including income, running costs and planned maintenance / condition) and decision over allocation to each unitary	Assets are ready to be transferred to new unitaries. Financial implications understood and budgeted for.
Legal	Preparation and running of elections for Shadow Authority councillors	Councillors for Shadow Authority in place to make decisions on new unitaries
	Input into workforce changes, novation / variation of contracts, transfer of budgets, assets and resources, and that “safe and legal” criteria are met	Assurance that proposed changes are legal and that programme is complying with relevant regulations
	Development of new unitary constitutions and wider governance arrangements	Fit for purpose constitution and governance arrangements for new unitaries



C.4 Transformation

The Transformation stage will be dictated by the detailed design and progress of change during the transition and will be subject to preparation of business cases and a portfolio prioritisation / management process, so we are unable to list detailed projects.

However, we anticipate that following Vesting Day we will have a longlist of high priority projects that will include to following:

- Implementation / embedding of a whole-systems Early Intervention & Prevention approach in line with unitary blueprints
- Implementation of neighbourhood / community hub models in line with the unitary blueprints
- Re-procurement, replacement and decommissioning of IT systems
- Realisation of savings from consolidation of aggregated services in Enabling and Place
- Exploration, design and implementation of shared services across Lincoln City and Rural Lincolnshire
- Electoral boundaries review in advance of the next local election in partnership with the Local Government Boundary Commission for England

These projects will be explored and scoped as part of transition so that they are ready to be assessed and mobilised shortly after Vesting Day.



Appendix D: Council Tax Harmonisation

D.1 Weighted average: what is it and what does it look like in Lincolnshire?

A weighted average is a form of mean in which each value contributes in proportion to a specified weight. Unlike a simple (arithmetic) average, which treats every data point equally, a weighted average recognises that some values are more significant than others.

In the context of council tax harmonisation, this approach ensures that districts with larger tax bases exert proportionally greater influence on the calculation. This is important because a Band D rate in a small district affects far fewer households than the same rate in a much larger one.

The calculation involves multiplying the Band D rate in each district by its tax base to estimate the total Band D revenue raised, then dividing the combined revenue by the overall tax base. The resulting figure gives the weighted average Band D rate — effectively the rate that would raise the same amount of income if applied uniformly across the new authority.

The table below sets out the weighted average Band D charges for 2027/28 under two alternative reorganisation scenarios. The first reflects our proposal to create two unitary authorities — Lincoln City and Rural Lincolnshire — while the second shows the equivalent figure for a single county-wide unitary. These weighted averages represent the Band D levels that would generate the same income as the combined predecessor councils, adjusted for their respective tax bases.

Proposal	Unitary	Weighted Average Band D (£)
City of Lincoln	Lincoln City	2,064.24
	Rural Lincolnshire	1,999.83
Lincolnshire County Council	Single-county unitary	2,015.88

These figures highlight the different dynamics of the two reorganisation models. Under the single county unitary, the weighted average Band D (£2,015.88) sits between the urban and rural rates, but this has the effect of raising bills in many rural areas while lowering them in the City of Lincoln. In practice, rural residents would be contributing more to offset Lincoln’s historically higher district precept — effectively a form of cross-subsidy. By contrast, the two-unitary proposal preserves the distinction: Lincoln City carries a higher average (£2,064.24), while Rural Lincolnshire remains lower



(£1,999.83), ensuring that the costs of the city’s higher Band D charges are contained within its own authority.

D.2 Impact on households

While the modelling above sets out the fiscal implications for the new authorities, it is equally important to consider what these scenarios would mean for residents on the ground. Each harmonisation pathway translates into a different trajectory for household council tax bills, with some areas facing sharp increases and others seeing reductions. The following section illustrates how a Band D household in each predecessor district would be affected under the five scenarios, highlighting the distributional impacts that underpin the wider fiscal results.

Scenario 1: Low to Max

The table below illustrates what the **Low to Max** harmonisation scenario would mean for Band D households from 2027/28 to 2028/29, the first year of the new authorities. In this scenario, all districts are aligned to the highest predecessor rate within each unitary, subject to the 5% statutory cap.

Lincoln City	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
City of Lincoln	2,128.78	2,128.78	–	0%
West Lindsey	2,056.41	2,128.78	72.37	4%
North Kesteven	1,998.74	2,128.78	130.04	7%

Rural Lincolnshire	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
East Lindsey	1,974.49	2,056.41	81.92	4%
South Kesteven	1,980.60	2,056.41	75.81	4%
Boston	2,029.77	2,056.41	26.64	1%
South Holland	2,013.73	2,056.41	42.68	2%
North Kesteven	1,998.74	2,056.41	57.67	3%
West Lindsey	2,056.41	2,056.41	–	0%



For **Lincoln City**, households in City of Lincoln experience a freeze, as they already pay the highest Band D. By contrast, households in North Kesteven face an increase of £130.04 (+7%) — the sharpest rise in this unitary.

In **Rural Lincolnshire**, increases are more moderate: East Lindsey and South Kesteven rise by around 4%, while Boston, South Holland and North Kesteven see smaller uplifts (1–3%). West Lindsey households are already at the maximum level and therefore see no change.

This scenario demonstrates how harmonisation affects households differently depending on their starting Band D rate. While it achieves convergence quickly, it also concentrates the burden on residents in lower-charging areas, raising questions of political acceptability and perceived fairness.

Scenario 2: High to Min

The **High to Min** scenario aligns all Band D charges to the *lowest* predecessor rate within each new unitary from Day 1. While this achieves instant uniformity, it does so by reducing council tax bills in higher-charging areas, resulting in significant revenue losses for the new authorities.

Lincoln City	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
City of Lincoln	2,128.78	1,998.74	(130.04)	-6%
West Lindsey	2,056.41	1,998.74	(57.67)	-3%
North Kesteven	1,998.74	1,998.74	–	0%

Rural Lincolnshire	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
East Lindsey	1,974.49	1,974.49	–	0%
South Kesteven	1,980.60	1,974.49	(6.11)	0%
Boston	2,029.77	1,974.49	(55.28)	-3%
South Holland	2,013.73	1,974.49	(39.24)	-2%
North Kesteven	1,998.74	1,974.49	(24.25)	-1%
West Lindsey	2,056.41	1,974.49	(81.92)	-4%

**Lincoln City:**

- City of Lincoln residents benefit the most, with a reduction of £130 (-6%).
- West Lindsey households also see a cut of £58 (-3%).
- Only North Kesteven remains unchanged, as it already matches the minimum rate.

Rural Lincolnshire:

- East Lindsey households see no change, as their Band D is the benchmark.
- All other districts experience reductions, ranging from -1% in North Kesteven to -4% in West Lindsey.
- Boston residents see one of the larger cuts (-£55, or -3%).

Overall, this scenario would be popular with residents in higher-charging areas who enjoy immediate reductions, but it leaves both new authorities facing very large revenue shortfalls. While politically attractive to some households, it is fiscally unsustainable without significant compensatory funding or spending cuts.

Scenario 3: Weighted Average

In this scenario, all Band D charges are immediately aligned to the weighted average of the predecessor districts' 2027/28 rates, adjusted for their respective tax bases. This avoids any breach of the 5% referendum cap, but it redistributes the burden across households depending on whether their starting rate sits above or below the new average.

Lincoln City	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
City of Lincoln	2,128.78	2,064.24	(64.54)	-3%
West Lindsey	2,056.41	2,064.24	7.83	0%
North Kesteven	1,998.74	2,064.24	65.50	3%



Rural Lincolnshire	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
East Lindsey	1,974.49	1,999.83	25.34	1%
South Kesteven	1,980.60	1,999.83	19.23	1%
Boston	2,029.77	1,999.83	(29.94)	-1%
South Holland	2,013.73	1,999.83	(13.90)	-1%
North Kesteven	1,998.74	1,999.83	1.09	0%
West Lindsey	2,056.41	1,999.83	(56.58)	-3%

Lincoln City:

- City of Lincoln residents benefit from a modest reduction (-£65, or -3%).
- North Kesteven faces the largest increase (+£66, or +3%).
- West Lindsey is broadly unchanged, moving by less than 1%.

Rural Lincolnshire:

- East Lindsey and South Kesteven households see small increases of around 1%.
- Boston and South Holland residents benefit from reductions (-1%).
- West Lindsey sees the sharpest cut, -£57 (-3%).
- North Kesteven remains almost unchanged.

This scenario spreads the adjustment more evenly, with relatively small changes in both directions. However, it still produces notable benefits (e.g. City of Lincoln, West Lindsey) for certain areas and challenges for others (e.g. North Kesteven), underlining the difficulty of striking a balance between fiscal neutrality and perceived fairness.

Scenario 4: Weighted Average Plus 5%

This scenario builds on the weighted average approach by applying the maximum permissible 5% uplift in the first year. It provides the strongest fiscal position for the new authorities, generating additional revenue, but it also results in sharper increases for households compared to the baseline weighted average scenario.



Lincoln City	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
City of Lincoln	2,128.78	2,167.45	38.67	2%
West Lindsey	2,056.41	2,167.45	111.04	5%
North Kesteven	1,998.74	2,167.45	168.71	8%

Rural Lincolnshire	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
East Lindsey	1,974.49	2,099.83	125.34	6%
South Kesteven	1,980.60	2,099.83	119.23	6%
Boston	2,029.77	2,099.83	70.06	3%
South Holland	2,013.73	2,099.83	86.10	4%
North Kesteven	1,998.74	2,099.83	101.09	5%
West Lindsey	2,056.41	2,099.83	43.42	2%

Lincoln City:

- All households see increases, with North Kesteven experiencing the sharpest rise (+£169, or +8%).
- City of Lincoln residents face a smaller uplift of £39 (+2%), while West Lindsey sees a mid-range increase (+£111, or +5%).

Rural Lincolnshire:

- The largest uplifts fall on East Lindsey and South Kesteven households (both around +6%).
- Boston, South Holland, and North Kesteven see increases of 3–5%.
- West Lindsey faces a relatively modest rise (+£43, or +2%).

This scenario maximises revenue potential for the new authorities, but at the cost of larger upfront increases for many households, particularly in historically lower-charging districts. Politically, it may be difficult to justify sharp initial rises, even though they place the new councils on a stronger financial footing from day one.



Scenario 5: Harmonisation Within 5% Predecessor Authority Cap

This scenario limits year one increases so that no predecessor area faces a rise greater than 5% from its 2027/28 Band D rate. It delivers a more gradual transition towards convergence, spreading the adjustment over multiple years, but still produces varied household impacts depending on starting positions.

Lincoln City	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
City of Lincoln	2,128.78	2,098.68	(30.10)	-1%
West Lindsey	2,056.41	2,098.68	42.27	2%
North Kesteven	1,998.74	2,098.68	99.94	5%

Rural Lincolnshire	Band D 2027/28	Band D 2028/29	Difference (£)	Difference (%)
East Lindsey	1,974.49	2,073.21	98.72	5%
South Kesteven	1,980.60	2,073.21	92.61	5%
Boston	2,029.77	2,073.21	43.44	2%
South Holland	2,013.73	2,073.21	59.48	3%
North Kesteven	1,998.74	2,073.21	74.47	4%
West Lindsey	2,056.41	2,073.21	16.80	1%

Lincoln City:

- City of Lincoln residents benefit from a small reduction (-£30, or -1%).
- North Kesteven sees the largest increase (+£100, or +5%), capped at the statutory maximum.
- West Lindsey faces only a modest uplift (+£42, or +2%).

Rural Lincolnshire:



- East Lindsey and South Kesteven hit the 5% cap (+£99 and +£93 respectively).
- Other districts face more moderate rises: Boston (+£43, or +2%), South Holland (+£59, or +3%), North Kesteven (+£74, or +4%), and West Lindsey (+£17, or +1%).

This scenario offers a compromise: the burden of harmonisation is shared more gradually, with no area facing increases above 5% in the first year. However, it prolongs the transition, meaning households will continue paying different rates for several years before full convergence is achieved.

Appendix E: Housing Revenue Account (HRA)

The Housing Revenue Account (HRA), established under the *Local Government and Housing Act 1989*, is a ring-fenced account dedicated to the ownership and management of council housing. It records income — primarily tenant rents, service charges, and government subsidies — and expenditure such as housing management, day-to-day repairs, major stock improvements, and debt servicing for housing-related borrowing. It is therefore both a financial mechanism and a policy tool, shaping how councils maintain existing stock, meet the Decent Homes Standard, achieve sustainability targets, and invest in new affordable housing.

Across Lincolnshire, four district councils currently operate HRAs—City of Lincoln, North Kesteven, South Kesteven and South Holland—while West Lindsey, Boston and East Lindsey no longer hold housing stock, having transferred their homes to registered providers.

District	No. of Dwellings @ 31.3.25	2024/25 Dwelling Rent Income	HRA Reserves @ 31.3.25	2024/25 Transfer (to)/from General Balance
South Kesteven	5,835	£28.729m	£8.834m	£0.764m
North Kesteven	3,914	£19.218m	£0.745m	£0.681m
South Holland	3,752	£18.448m	£12.969m	£2.899m
City of Lincoln	7,771	£34.995m	£8.193m	(£0.051m)

Despite differing financial positions, all four stock-owning councils maintain long-term business plans underpinning their housing investment strategies and compliance with statutory standards.

Under the proposed reorganisation, the creation of two new unitary authorities—Lincoln City and Rural Lincolnshire—will require a clear and legally compliant approach to the treatment of existing HRAs. The HRAs of the City of Lincoln, North Kesteven, South Kesteven and South Holland will transfer to the successor authorities. It is assumed that the HRA of City of Lincoln will be wholly subsumed into the Lincoln City unitary and that South Holland and South Kesteven’s HRAs will be wholly subsumed into the Rural Lincolnshire unitary.

Because the North Kesteven area is to be divided between the two new unitaries, its HRA will need to be split, with housing assets, debt, and reserves apportioned accordingly. It is assumed that the location principle will apply, meaning that housing stock, land, and related assets will transfer to the authority within whose geography they are situated. This approach maintains continuity of landlord services and ensures



the statutory ring-fence remains intact. The disaggregation process will resemble balance-sheet separation. Housing assets will first be mapped to the new authority boundaries, after which associated borrowing will be apportioned based on the value and revenue-generating capacity of the stock transferred. Existing reserves and balances will be divided in proportion to either the value of the assets or the income streams associated with them. Because of the statutory framework governing HRAs, approval from the Ministry of Housing, Communities and Local Government (MHCLG) will likely be required. Without such approval, the reorganisation order cannot legally reallocate housing assets or liabilities.

Recent local government reorganisations offer relevant precedent. North Northamptonshire inherited two legacy HRAs, from Corby and Kettering, and initially operated them separately before moving towards consolidation and a comprehensive stock-condition review. Somerset Council, following its 2023 reorganisation, continued to operate two distinct landlord models while developing a single 30-year HRA business plan and harmonised rent policy. These experiences demonstrate that running multiple HRAs temporarily is feasible, if there is a clear transition timetable and strong governance.

There are, however, several risks to be managed. The complexity of debt apportionment will require engagement with MHCLG to ensure affordability and compliance with self-financing principles. Data and system migration pose operational risks, particularly in relation to rent collection, repairs, and arrears management. Inflationary pressures on materials and maintenance costs, coupled with workforce challenges, could affect the financial resilience of the new HRAs. Finally, maintaining compliance with new regulatory requirements across multiple legacy systems will place demands on capacity and governance.

These risks will be mitigated through early engagement with government departments, robust financial modelling, and the establishment of a dedicated HRA Transition Task Group to oversee the disaggregation process and operational handover. This group will ensure a consistent approach to financial reporting, debt management, and regulatory compliance across both successor authorities.

In summary, the proposed approach preserves the statutory integrity of the Housing Revenue Account while ensuring that tenants experience no disruption to housing services. Both Lincoln City and Rural Lincolnshire will inherit viable HRAs with clear allocations of assets, debt, and reserves. Early harmonisation of financial, operational, and governance frameworks will position the new authorities to deliver safe, sustainable, and high-quality social housing across the county.

Appendix F: LGR Engagement Survey Results

F1. City of Lincoln Council Survey Findings

Respondents were asked for their views on:

- Their local area and identity
- What makes somewhere a good place to live
- The current way councils are organised across Greater Lincolnshire
- What is important to them when designing a new council
- How best to involve local residents
- City of Lincoln Council's proposals for Local Government Reorganisation

A summary of the results is presented within this appendix.

About the respondents

Some key details were captured on the respondents as part of survey completion. Most respondents were residents. There were smaller numbers of all other types of respondents with employees of existing councils and individuals working in Greater Lincolnshire being the next biggest groups.

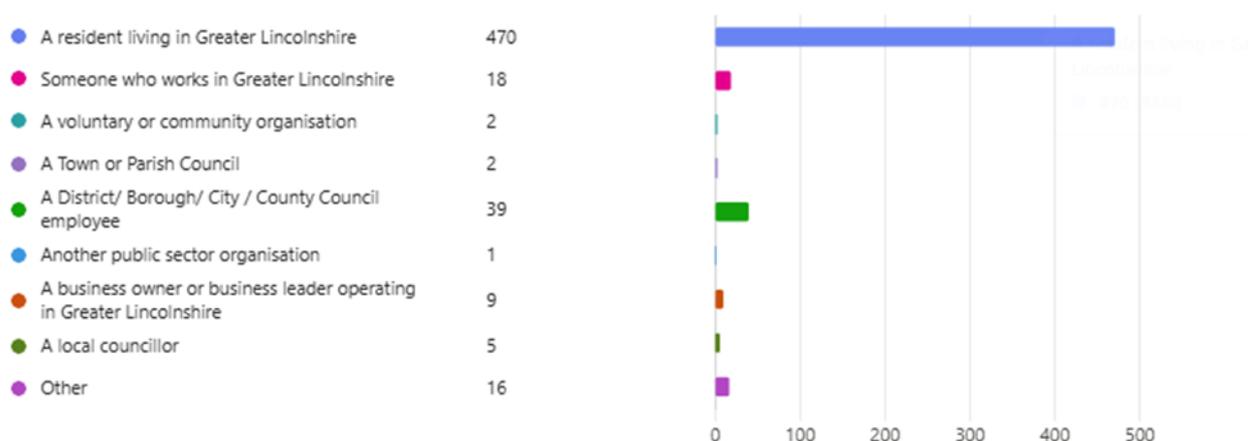


Figure 7. Types of respondents to the survey.

Most respondents lived in Lincoln and surrounding areas. Please note, not all postcodes were able to be mapped due to respondents not providing enough information. A handful of respondents were from further afield and not highlighted on the map.



Figure 8. Respondents' location of residence base upon postcode provided.

Most of the respondents' work of study in Lincoln and surrounding areas. Please note, not all postcodes were able to be mapped due to respondents not providing enough information. A handful of respondents were from further afield and not highlighted on the map.



Figure 9. Respondents work or study location based upon postcode provided.



About their local areas

How do you describe where you're from when talking to someone who doesn't live nearby? Which names or places do you mention?

Respondents were asked to describe where they're from when talking to someone who doesn't live nearby.

Most respondents describe where they're from as 'Lincoln' with a figure of 253 (47.9%). From the comments it was clear that local identity, history and heritage are important.

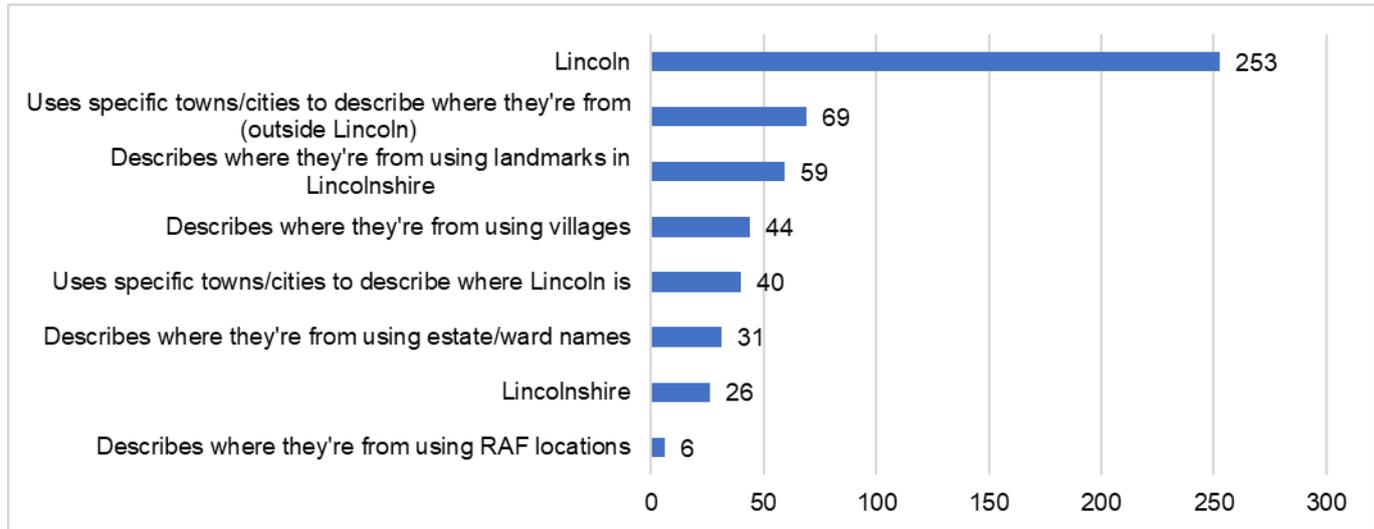


Figure 10. Overview of the comments received on how respondents describe where they're from when talking to someone who doesn't live nearby.

Respondents described their local identity using a mix of geographic references, landmarks, and community affiliations. Lincoln was the most frequently mentioned location, though many respondents also identified with surrounding towns such as Boston, Louth, Gainsborough, and Grantham. Others referenced well-known landmarks like Lincoln Cathedral and Castle, or RAF bases such as Waddington and Scampton. Some used estate or ward names like Ermine or Birchwood and village identity was also prominent.

Overall, the responses reflect a strong sense of place, often tied to both local heritage and practical geographic orientation. Examples of responses include;

“ *I say I live in Lincoln, even though I live in North Hykeham. I name places like Lincoln Cathedral and the Castle as I believe they are a central hub. I think of it as if you can see the Cathedral on the hill then you're in Lincoln and that includes all surrounding villages. When picking up friends and driving back into the area, I will say “there is the cathedral, we are home.”* **”**



“Lincolnshire, in a lovely Georgian town near Lincoln and the coast the other way.”

“I say I live on Glebe Park in the North of the City” “Hartsholme near Skelly Road or city school.”

“Lincoln, Metheringham (Meg).”

“A village in Lincolnshire.”

To what extent do you agree or disagree that you are proud to live in your local area?

Respondents were asked whether they agreed or disagreed that they were proud to live in their local area, with a rating from strongly agree to strongly disagree. Most respondents selected 'Strongly agree', with a figure of 255 (46.1%).



Figure 11. Respondents' views on the statement that they were proud to live in their local area.

Which council area do you, or your organisation, mainly operate in?

The majority of respondents or their organisation, operate in 'City of Lincoln' with a figure of 338 (61.2%).

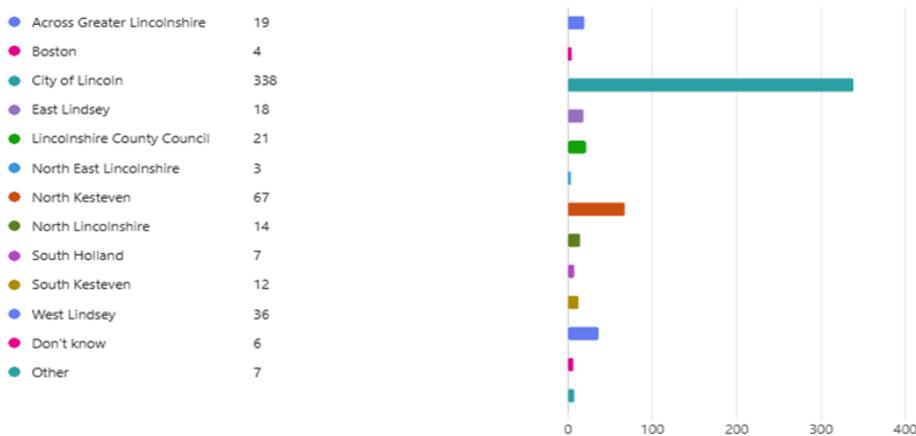


Figure 12. which council area respondents or their organisation, mainly operate in.



What would you say are most important in making somewhere a good place to live?

Respondents were asked what they believed were the most important factors in making somewhere a good place to live. Most respondents believed ‘Housing - Affordable and Decent Homes’ is the most important. Health Services, Jobs and supporting people into work, public transport, roads and parking, Keeping the streets and public areas clean and tidy, maintaining roads and pavements and tackling anti-social behaviour and reducing crime also scored highly.

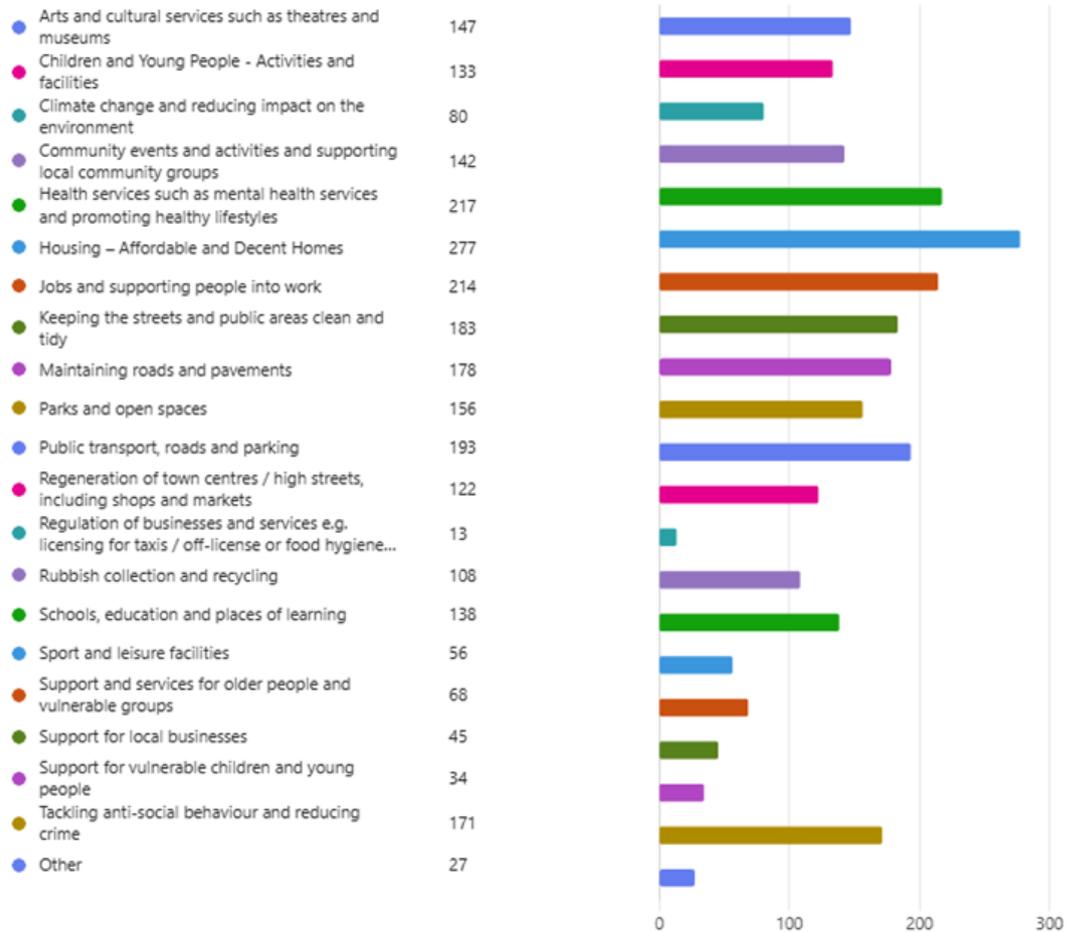


Figure 13. Responses to what factors are most important in making somewhere a good place to live.

The current way councils are organised in Lincolnshire

What works well?

Respondents were asked what currently works well for them in respect of council services.

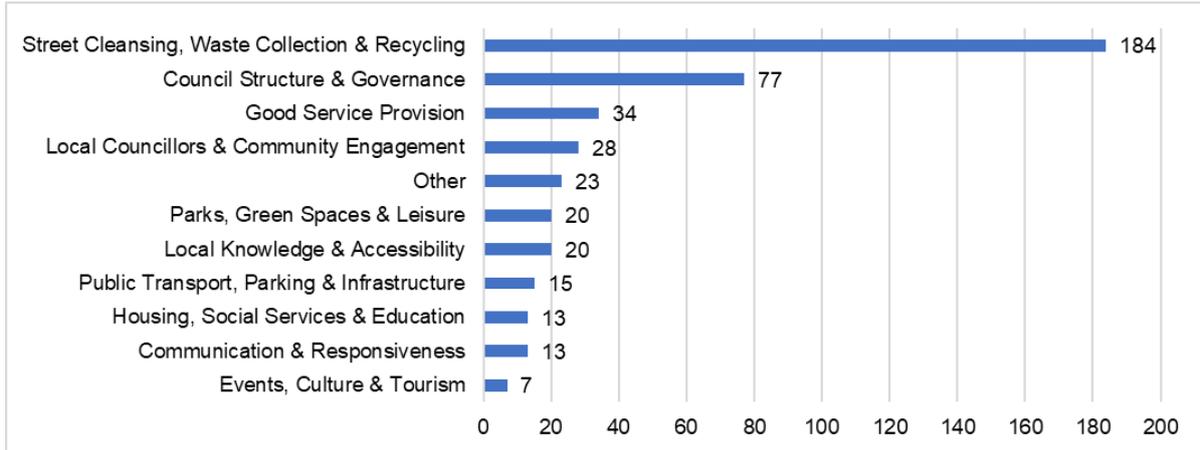


Figure 14. Respondents' views on what works well.

Most comments relate to ‘Street Cleansing, Waste Collection & Recycling’ which was the most positively received aspect of current council operations (42.4%) with positive feedback on the reliability of bin collection services and the cleanliness of public spaces.

Respondents also valued the structure of district councils, citing their local knowledge and responsiveness. Parks and green spaces were frequently mentioned as well-maintained and appreciated, alongside leisure facilities and cultural events. Local councillors were commended for their accessibility and community engagement, and value was placed on local staff.

The feedback suggests that residents appreciate services that are visible, consistent, and locally delivered. Most of the feedback was in relation to the direct delivery of services.

“ My bin gets collected that’s all I really care about.”

“City is well looked after. Parks kept tidy. Good rubbish collection services. Adequate car parking. Regular Council news updates via Facebook. Cemeteries are kept very tidy.”

“Mostly it works well. We get regular refuse collection, and we have great councillors who know the area and represent us well.”

“Bin collection and Election Services. I hardly interact with any other part of West Lindsey District Council Services. The schools my children attend are Academies and so I have little interaction with Lincolnshire County Council itself.”

“I live in North Lincs, and I’m quite pleased with how it operates. We have tips all over, so easier to access. Garden waste is free. However, one thing I have



noticed is that even if they miss collecting our bins, they will not return. But, overall, I really can't complain, it seems to work really well."

"Rubbish collection, disposal and recycling. City centre is surviving fairly well. Our ward councillors are active and responsive."

"My bins are collected regularly; city hall is in a convenient place to drop in with it being in the city centre. Funding from the council and local government have helped support community spaces in my area to operate, such as the community library and the Ermine Exchange coffee shop."

"In our current council area (NKDC) the only contact we have with the Council is around waste collection and disposal. Recycling bins allow us to responsibly manage our waste and having access to the recycling centre in Lincoln is helpful."

"I like SHDC for the local element, I like not having stupid bins for rubbish - I believe SHDC current refuse collection using bags is the best way of ensuring rubbish is collected, I truly love SHDC and how it work."

"I feel ELDC does a good job, generally. We have regular refuse collection, access to health services, schools, cinema and theatre. Louth is a lovely market town and Fotherby a friendly little village close enough for access to the shops and supermarkets in Louth but far enough away that we can remain a village community."

"The city is a great place to live and has got so much better in the last 20 plus years. Never have any issues with day-to-day services and things such as green bin renewal are easy."

What are the challenges?

Respondents were asked what the challenges of local government were.

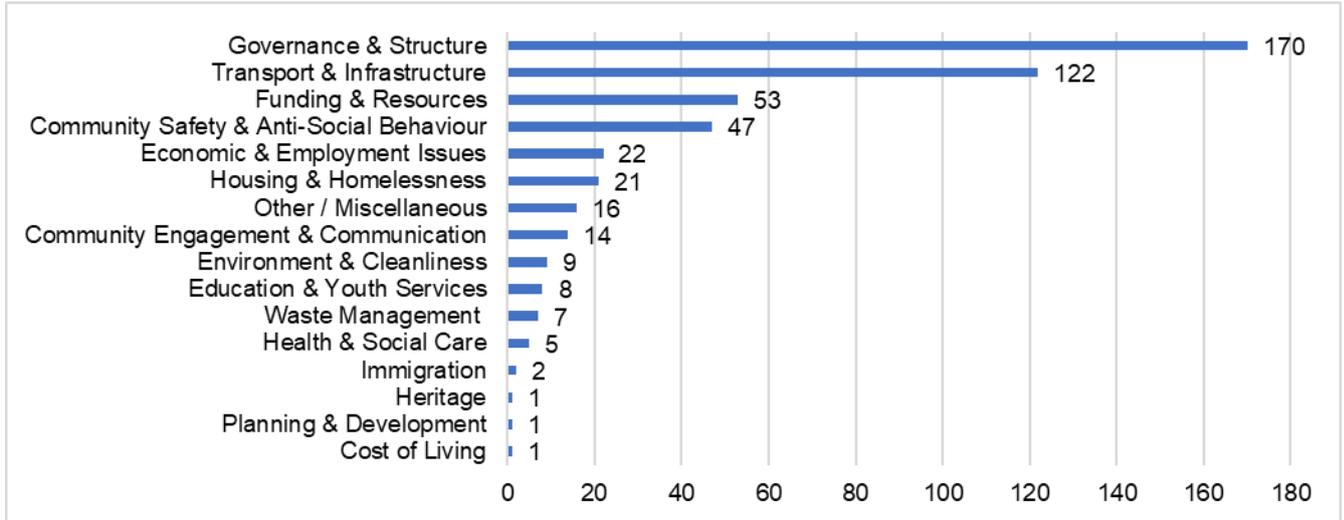


Figure 15. Respondents' views on what challenges were

Most comments relate to ‘Governance & Structure’ as being the challenges in their local council area at 34.1% with respondents identifying confusion over which council is responsible for specific services, duplication of roles and activity, and poor coordination between the two tiers of local government.

Transport and infrastructure issues were widespread, with complaints about road conditions, inadequate public transport, and parking costs. Funding constraints and perceived inefficiencies were also major concerns, alongside antisocial behaviour, crime, drug use and homelessness.

Respondents expressed frustration with poor communication, long waiting lists, lack of responsiveness, poor SEN support and limited community engagement. Housing shortages, overdevelopment, and environmental neglect were recurring themes.

Overall, the feedback highlights a need for clearer governance, better service integration, and more equitable resource distribution across urban and rural areas.

“ My home is city of Lincoln but my neighbour (who I share a driveway with) is west Lindsey, we’re both clearly part of the city of Lincoln, but we have different bins days, polling stations, tax rates, etc. it’s just weird. ”

“There is general confusion over which council is responsible for which services and this confusion have been increased, following the introduction of the Combined Authority and Mayor.”

“Getting through to services I can wait nearly 40-45minutes on the telephone to get through to Adult Social Care or to the GP.”



“Finding suitable housing for those with disability.”

“Lack of clarity for residents about who is responsible for what.”

“Hard for people to understand when it’s not City council but County council you need to speak to. More than once, I’ve had staff at County tell me to phone City, when I had to go back to County to insist it was them, which they admitted in the end. Time consuming waste of time & resources to have both, we need geographically bigger Lincoln City council in charge of everything in city.”

“I live too far away from my local Council offices to engage in the delivery of local services; I associate more with Lincoln and particularly parks and the city centre area which is ran by the City Council. I believe NK is a rural council but yet I live in what I see is an extension of Lincoln which is not rural.”

“The boundaries do not reflect the reality, and funding is too small for services provided to wider area.”

“The multiple levels of councils make it difficult to know who to contact about what.”

“The county council, primarily representing the rural areas of Lincolnshire does not represent the urban area of Lincoln the city in its priorities. The city council on the other hand is too limited in scope, with no impact on the immediate surrounding areas which are obviously an extension of the city.”

“Confusing as to what the County and City Councils' responsibilities are. County Council seems very remote even though its offices are in Lincoln.”

“I guess sometimes our little SHDC gets forgotten about in the realm of Lincs as a whole - we must remember we are a hugely important area in the country as a whole.”

“Identifying as living in Lincoln but actually living in North Kesteven can sometimes be difficult to know who to contact if issues arise.”

“Public transport links from rural areas to business districts; access City of Lincoln is much easier than travelling to Sleaford should we need to visit the Council Offices; health inequalities between those living in urban areas and those in rural districts; access to support services for the elderly and amenities and activities for children.”

“Rural services are expensive to deliver but more needed especially transport, road repairs, healthcare.”

“If I become homeless or unemployed, I would have to go to Gainsborough which is not the place where I identify. My life revolves around the city of



Lincoln. Public transport to the villages is appalling. The last bus to the village is 7.30pm. I have 2 teenagers who really struggle, and it creates an impact on their ability to gain work.”

“Travelling around Lincolnshire - if you drive, it takes a long time to get to places; if you're reliant on public transport there are too many areas that are completely inaccessible. Attracting sufficient investment to improve existing and implement new transport links is vital to making any new authorities workable.”

“Public Transport and disabled access for anyone without their own transport. It is impossible to get to work and back on the same day of you live rurally AND have a disability.”

“The state of many of the smaller roads, deprivation, a very small minority of people causing an inordinate amount of anti-social issues in various ways - aggressive homeless people, antisocial tenants, antisocial behaviour on the streets.”

“Meeting the challenges of poverty within the area, providing affordable, well-maintained housing for rental. The changing job market that is and will be impacted by new technology, while this tech brings exciting opportunities there will be a reduction in required numbers in the workforce, and hit adults working manual roles increasing the challenge to keep people in work, so the promotion of our area by the council to encourage larger/ new employers into the area is extremely important.”

What should be most important when designing a new council?

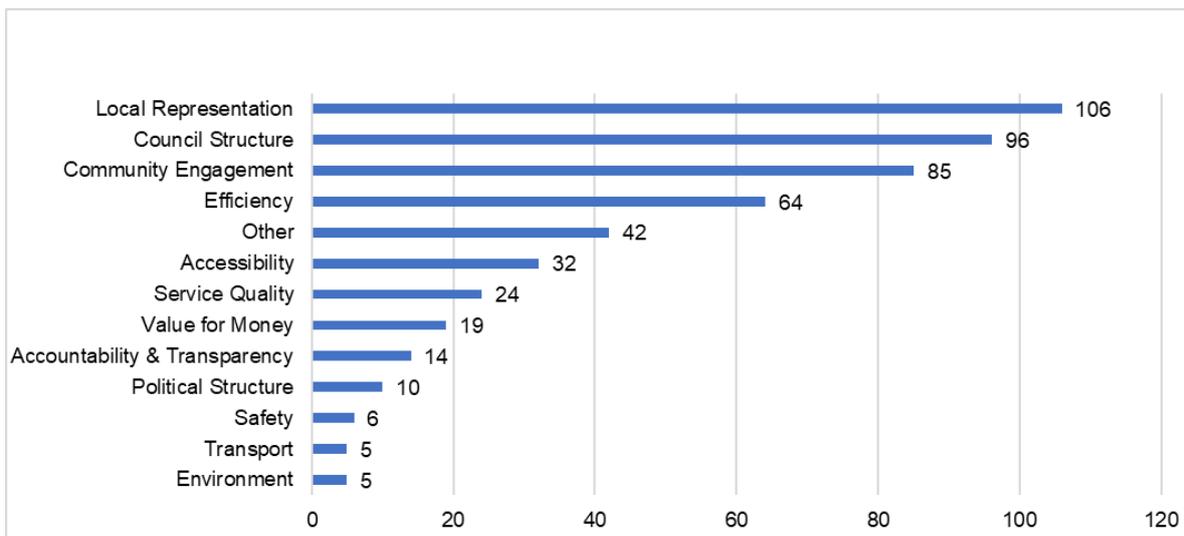


Figure 16. Respondents' views on most important factors in designing a new council.



Most comments relate to ‘Local Representation’ for what respondents believe should be most important when designing a new council at 20.9%.

Respondents emphasised the importance of local representation, accountability, and maintaining community identity. There was strong support for efficient, streamlined services with reduced bureaucracy and better value for money.

Accessibility was a key concern, with calls for face-to-face contact and inclusive communication methods. Respondents stressed the need for high-quality service delivery, transparency in decision-making, and political neutrality. Many advocated for retaining experienced staff and avoiding unnecessary restructuring. Safety, transport, and environmental sustainability were also noted as priorities.

The overarching sentiment was that any new council must be responsive to local needs and designed with meaningful public input. There was a strong focus for councils to remember the people behind the numbers and ensure that those with local knowledge have a voice in shaping services and governance. Accessibility was a recurring theme, with calls for councils to be easily contactable through various means, especially face-to-face and phone communication. Respondents stressed the need for inclusive access to services, considering those who may not be digitally connected. Fair representation across diverse communities and local knowledge were seen as essential to ensure that one-size-fits-all approaches are avoided.

Efficiency was highlighted as a key priority, with suggestions to streamline operations, reduce bureaucracy, and avoid duplication of services. Respondents advocated for a clear strategy and plan that is regularly reviewed and communicated. Concerns were expressed about the cost of reorganisation, questioning its necessity and potential waste of public funds. Comments suggested that resources should be invested in essential services such as social care, education, and mental health rather than administrative restructuring. There was a call for cost-effective service delivery and better use of council tax revenues.

Feedback included suggestions for how council boundaries should be determined, with some advocating for a large footprint and others expressing concern about the size and scope of a single unitary authority. There were calls for strengthened local boards and parish councils to maintain local representation.

“ Decisions are made locally to the area. For example, it doesn't make sense for Grimsby to make decisions that will affect people in Hykeham.”

“Having local councillors based in their locality, a rural based councillor and a rural council. The needs of rural area differ very much from that of a city, particularly the demographic and needs of the population.”



“The people not just costs, keeping democracy local, not in the hands of faceless strangers.”

“Keep in mind that rural villages need to be considered as important as the city and towns.”

“To meet the needs of the people living in it. This requires good jobs and good housing and good environment enhanced by facilities for arts and culture and leisure.”

“Local focus - living in the city, I do not want to be lumped into a council that focusses on rural issues and forgets the city exists, or even a council based in the far north or south of the county that focusses on its local area and forgets places further afield exist.”

“Making sure smaller local issues aren't put into a long queue that takes a long time to deal with because of issues in other areas.”

“I am no fan of changing structures if the services are no better. I would prefer the resources for change went into services improvements and better outcomes.”

“The priority should be creating a system that is simple, efficient, and financially sustainable. A unitary model, where one council is responsible for all local services, would be clearer for residents and more effective for planning and investment. Either one council (like North Yorkshire) or splitting Lincolnshire into two or three unitary authorities would help maintain strong local identity while ensuring councils are large enough to deliver services efficiently. Reducing duplication and improving coordination across services should be at the heart of the design2.”

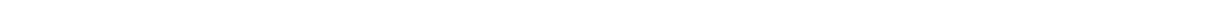
“If Lincolnshire is to be limited to three authorities, then a N Lincs, rural Lincs and Lincoln model is by far the most sensible.”

“The proposal does uphold an important principle that local knowledge and accountability matter to local people, and decisions should reflect the needs and priorities of local residents.”

“Accessible services especially for the elderly and vulnerable.”

“Understand the communities you serve and the things they deal with on a day-to-day basis. Be easy to contact and navigate.”

“A single point of contact for all services that works well.”





What are the best ways for the new councils to involve people in local decisions?

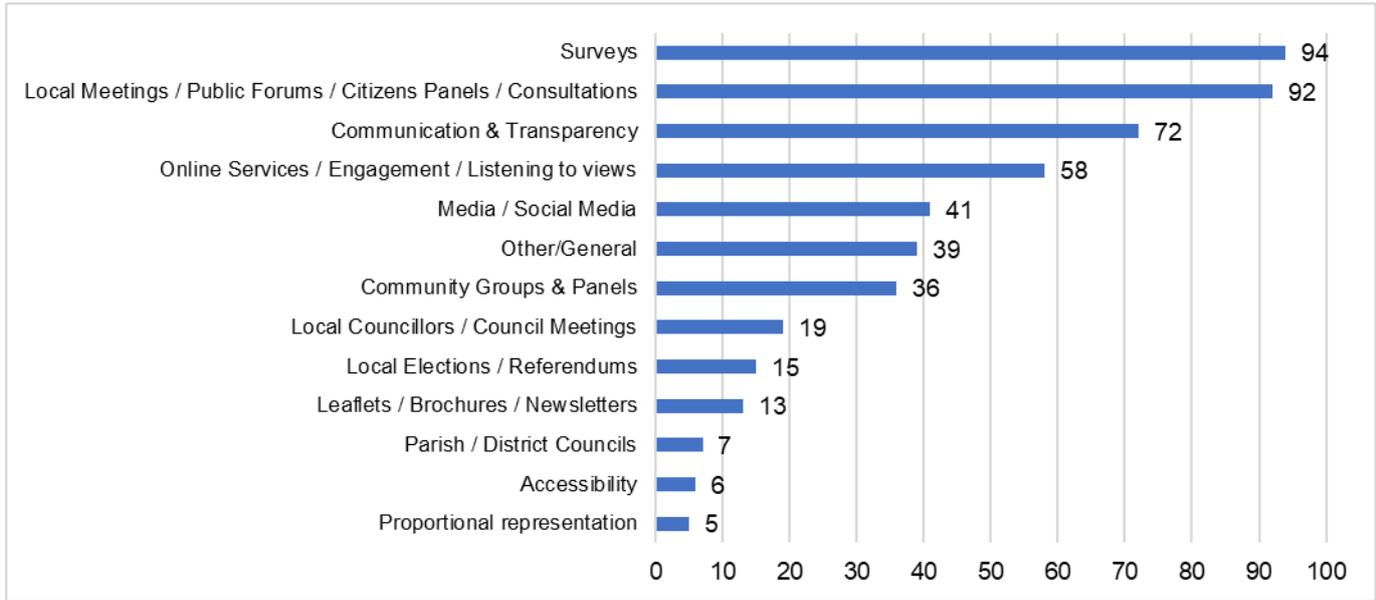


Figure 17. Respondents' views on best ways of engagement on local decisions.

Most comments relate to ‘Surveys’ as being the best way to involve people in local decisions at 18.9%. However, respondents were keen to emphasise multiple channels and mechanisms to involve local people in decision making. Surveys were requested both online and paper-based, followed by public meetings, forums, and citizen panels.

Clear and consistent communication was seen as essential, with calls for newsletters, social media updates, and face-to-face engagement. Respondents also advocated for stronger links with community groups, local councillors, and parish councils.

Accessibility was a recurring theme, with emphasis on reaching digitally excluded populations and ensuring representation from diverse communities. There were also suggestions for referenda on major decisions and proportional representation. Overall, the feedback underscores the need for inclusive, transparent, and proactive engagement strategies.

“ Going out into communities. How do you truly know a community without speaking to those who live there. Conversations.”

“Surveys such as this.”

“Strong links between the council and residents through open meetings, councillor's surgeries, social media and local community groups. There is so much that goes on at a local level that is generally not seen by most of the population, hence good channels of communication required. For a new council structure to succeed, local people must feel they have a real voice in



the decisions made that impact on their lives, not just through consultation exercises but through active participation.”

“Wiltshire Council use Area Boards where residents come together with councillors to decide priorities and allocate small grant funding directly.”

“Participatory Budgeting - Newcastle and Bristol residents directly vote on how a portion of the councils’ budget should be spent locally.”

“Introducing sounding boards. Most important is the communication.”

“Help the general public to understand how the council works, how decisions are made and who is making them, in simple terms. There appears to be a lot of misunderstanding from the public about how things work and scepticism about how much councils are working for the people.”

“Maintain strong local area committees or community boards with delegated budgets and decision-making powers.”

“It's the 21st Century - allowing people to take part in democratic decision-making via online portals and/or apps and educating the populace in how to use these would go a long way to increasing engagement.”

“Ensure all affected are consulted. Don’t assume everyone has a social media account or even an email address. Remember the older generations, they are the group likely to be overlooked.”

“Establish task groups, comprising councillors and key local businesses, aligned with the Council’s new strategic priorities.”

“Have as much local knowledge feeding into strategies and policies as possible. As our districts become less localised, there is more reason to put effort into localised groups / boards etc. Delegate as much as possible to these groups. Distribute power and decision making to a super local area.”

“Most people just want a good standard of service delivery. Councils need to be honest about what can be achieved with their limited resources so in reality how much can councils involve people in the decision making.”



Which of these are most important for local government to provide?

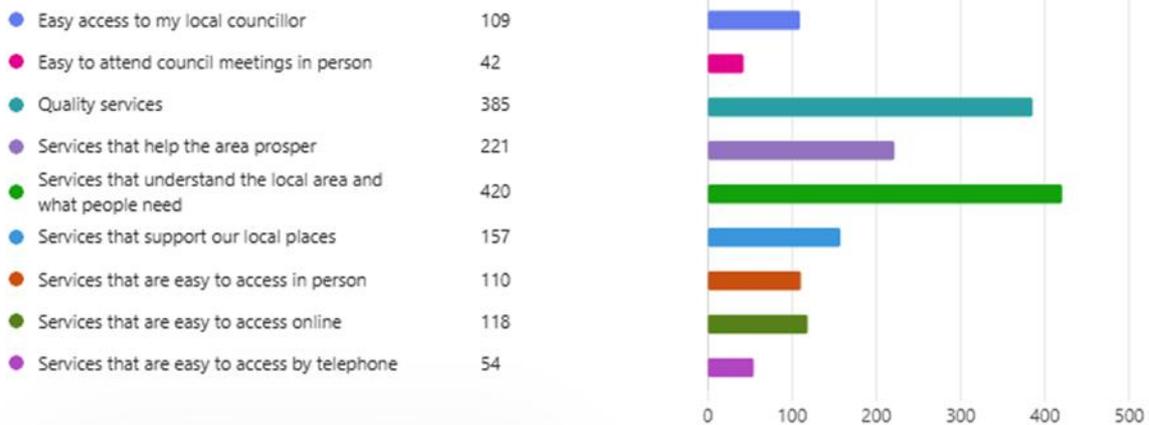


Figure 18. Respondents' views on the most important support that local government should provide

Most respondents chose 'Services that understand the local area and what people need' at 26.0%. The percentage is based on the total number of responses received for this question, as respondents were able to select more than one option. Quality Services were given high importance, as were services that help the area prosper.

City of Lincoln Council's proposals for LGR

Please tell us what you think will work well in our proposals.

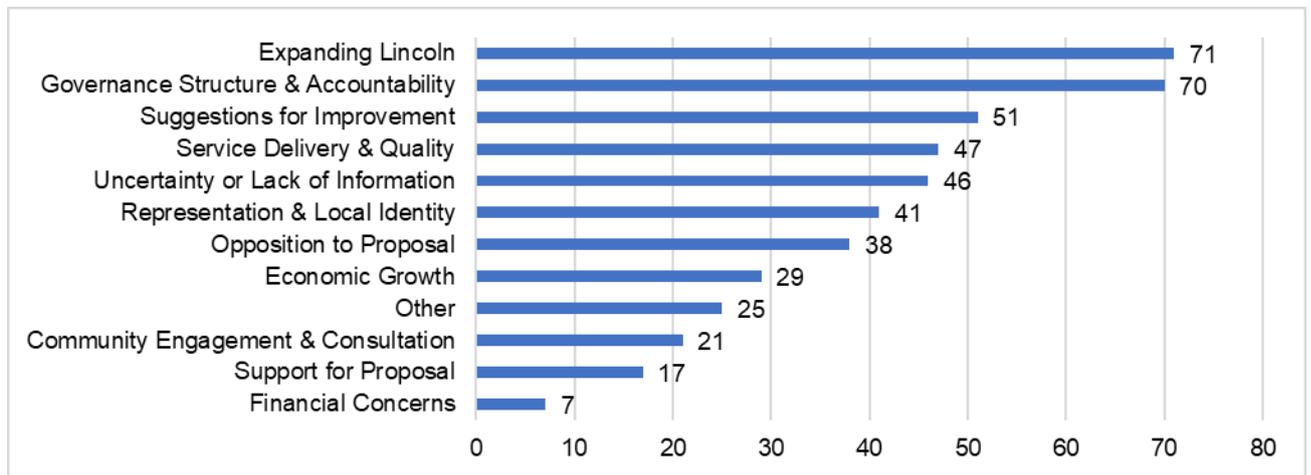


Figure 19. Respondents' views on what would work well.

Many respondents expressed support for proposals that expand Lincoln's boundaries, role and influence within the region and was seen to be beneficial for economic development and regional identity. Where comments have been analysed as 'opposition to proposal', little commentary was provided about the concerns.



Other comments in relation to this question highlighted the importance of proposals that respect and reflect local identities. Respondents appreciated elements of the plan that aim to preserve community character and ensure that local voices are considered in future governance structures. There was optimism that the proposals could lead to more efficient and consistent service delivery. Respondents noted that a unitary approach to local government might reduce duplication, improve coordination, and enhance the quality of services such as waste collection, planning, and social care. Some respondents felt that the proposed changes could simplify governance and make councils more accountable. They welcomed the potential for clearer roles, reduced bureaucracy, and better strategic planning across the region.

“ I think it is better to design new councils that reflect and will serve the resident population and will truly meet their needs in all areas.”

“I think it is better to design new councils that reflect and will serve the resident population and will truly meet their needs in all areas.”

“The rural areas would feel more included making the boundaries of Lincoln City reflect the reality of where people identify with and where they access services and work.”

“The recognition that the boundary of Lincoln is effectively historic and that the sphere of influence of Lincoln and the local villages is much wider. This should allow strategic planning to consider more people who will be affected by decisions.”

“I think that increasing the boundary of Lincoln is a good idea and I agree with the comments around this proposal. I also think that by creating the other councils will still allow them the control over their local areas as they are the best placed organisations to effectively manage local areas.”

“The City of Lincoln Council proposal works well because it preserves a strong sense of place, keeps local accountability and retains democratic identity. By keeping decision making within the city and surrounding villages the model ensures that policies are shaped by people who truly understand the individual character of the city, and the priorities facing Lincoln's communities.”

“There is already misconception that Lincoln receives unfair overfunding and attention. So having the boundaries to include towns and villages within Lincoln's direct sphere of influence is important, as Lincoln is so different to the rest of the county it has very different needs.”

“As a busy, young and growing Lincoln clearly has different needs to rural areas. Decisions will affect people in very different ways. Having a focus on



urban and rural areas will allow more nuanced decisions to be made, so long as these involve local people.”

“It’s important Lincoln does not get lost in the needs rural Lincolnshire. The two parts of Lincolnshire are very different and should be managed differently.”

“I love the idea of incorporating surrounding areas into Lincoln but not trying to expand and merge, in a sense, keeping the smaller villages well respected and hopefully keeping Lincoln what I loved most about it. It’s a thriving city but doesn’t feel industrial like Nottingham or others. It’s got fantastic history that needs protecting.”

“I like the idea of a representation for rural Lincolnshire as our needs are different to those in towns. As mentioned previously, I am extremely concerned that fields should only be used for food; after all, once buildings or solar panels have been erected, or fields are gone forever! Hopefully a new rural council will be able to see that too and act and plan accordingly!”

“Splitting up of very different areas allowing both new councils to concentrate on what’s important to their local area, A large County Council does not always understand the needs of very local communities while endeavouring to provide services across such diverse areas.”

“I like the proposed split of councils, which addresses the need for different priorities and services for the different areas of Lincolnshire, whilst reducing the number of councils needed to hopefully make it more consistent and efficient in approach.”

“Recognising that City and rural needs and make-up are different will allow councils to put resources where needed.”

“Sounds good in principle with all services provided under one roof.”

“To eradicate overlapping of services and simplify the current model. Highlighting service hubs in rural areas of the county. Recognising the different needs of our three main characteristics; city, coastal and rural whilst uniting them as a county.”

“Recognising the importance of our heritage and our historic buildings, particularly in prominent places like Lincoln.”

“As a resident in a village in West Lindsey, I do not associate myself to this district or area, I more associate myself with the City of Lincoln so welcome the proposal for a Greater Lincolnshire Unitary.”



“I like the proposal, in my view it would be a mistake to not recognise the urban centre as a unique part of Lincolnshire, all the other proposals merge rural and the city together and they are different, so I encourage the City Council in their proposal plans. I feel part of Lincoln and so this proposal makes it a reality.”

“I like the breakdown which considers the specific types of areas, rural, city etc.”

“Support for rural areas which have different needs to towns and cities.”

“Differentiating between urban and rural areas - accepting there are differences but ensuring rural areas are not lost/left out.”

“Reflecting the frankly stark differences between the rural and urban areas of Lincolnshire is a good idea. Councils will be more able to make decisions that reflect their communities as those communities will be more similar.”

“The idea of a Lincoln City is a good one. Lincoln is a wonderful city with a heritage that is so important to its people and more widely as a tourist attraction. It is also a city with a hugely important industrial past. It has a real identity that should not be subsumed within a larger area taking in much of rural Lincolnshire. The needs of people within the city are different to the needs of more rural communities. The needs of a rural community are best served by a rurally based authority just as much as the people of Lincoln are best served by an authority focused on, and understanding the challenges for an urban and growing population. We are hopefully building homes to encourage and support the growth of new businesses. Also, good well-paid jobs and support for our Universities and our NHS facilities, and our cultural heritage. Lincoln has seen some remarkable changes over last couple or three decades, and it is being ‘put on the map’ much more Nationally, and that identity is important to develop.”

“The need to expand the city boundaries is clearly important. They are currently very tight and not kept up with the city's development, let alone include many surrounding villages that would identify with Lincoln as a place of work for most residents and in particular the place for residents to spend leisure time.”

“Rural councils should run rural areas. Urban councils should run urban areas.”

“Lincoln city council should remain separate to a combined authority. Urban needs, & Rural needs are two different areas, & needs, i.e. employment, health, education, transportation, industry, crime; etc; Lincolnshire the second largest county in the UK, is much too big for one authority to manage,



oversee, & recognise for the many different issues, problems need to effectively serve the county, city, under one management, decision making authority.”

Please tell us about any queries or concerns that you have about our proposals.

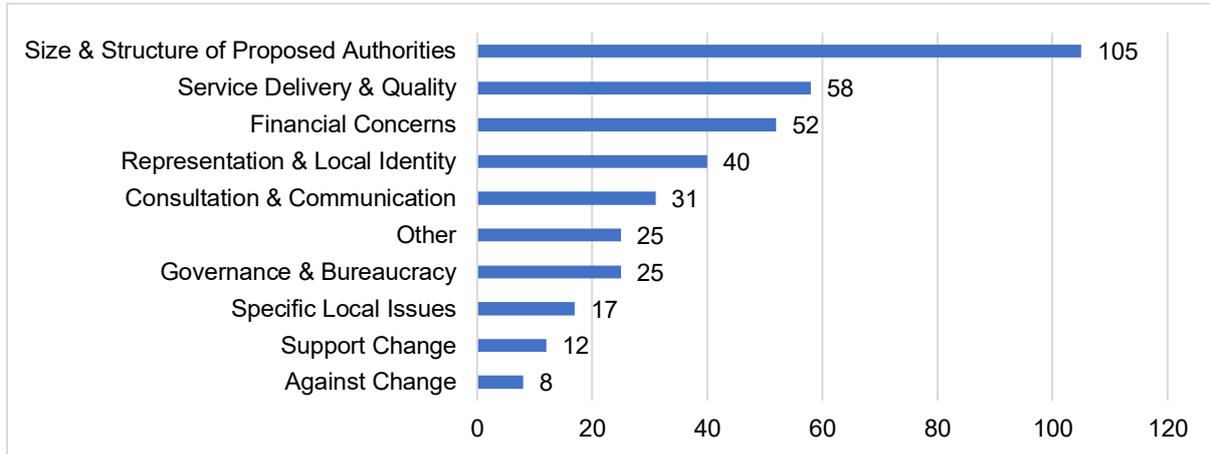


Figure 20. Respondents queries and concerns about the LGR proposal.

Respondents expressed concerns about the complexity and potential confusion arising from the proposed governance structure. Like the current position, some feared that the reorganisation could lead to duplication of roles and unclear responsibilities. Others were concerned that there could be a loss of local accountability. There were calls for clarity in how decisions would be made and who would be responsible for delivering services.

A number of comments highlighted the risk that service quality could decline under the new proposals. Concerns were raised about the potential disruption to waste collection, housing services, and social care. Respondents worried that centralisation might reduce responsiveness to local needs and lead to a one-size-fits-all approach. Financial concerns were raised querying the cost-effectiveness of the proposed changes and concerns that reorganisation would require significant investment without delivering proportional benefits.

There were calls for transparency in budgeting and assurances that council tax would be used efficiently. Some felt that the proposals did not adequately reflect the diverse identities of communities across Greater Lincolnshire. There was concern that smaller towns and rural areas might lose their voice in a larger, centralised structure. Calls were made to preserve local representation and ensure that community character is respected.



“ That the councils will no longer be local as they have a large area to cover so smaller issues will not get the attention they deserve.”

“If the new local government is too large it could mean important things get missed or fall through the cracks. Given the way most companies operate these days I am also concerned that not enough new staff will be hired to manage the extra workload.”

“The area covered by the rural unitary council is far too large. It would be impossible to provide fair and appropriate support to all residents. I believe that the new proposals will be detrimental for the residents in the proposed rural region.”

“My village is not within the proposal for a larger Lincoln authority, but my postal address is Lincoln. I have lived in the village for 23 years and I have always worked in Lincoln during that time. I consider that I am a citizen of Lincoln, and I feel this is shared by many of my neighbours yet as above we have no voice, but whatever happens in reorganisation we will still consider ourselves to be citizens of Lincoln.”

“Rural Lincolnshire would be huge - and would need to learn from Scottish areas about how to deliver services over such an area.”

“Tackle long-standing challenges including health inequalities and deprivations with services designed around local needs. How are you going to reduce pollution? and deprivation?”

“The new council having the relevant expertise to deal with services which county previously specialised in such as education and social care.”

“I'm worried my council tax will go up, I live alone and money is tight, change often means more money is needed to implement the changes.”

“Will the rural council genuinely represent and protect our beautiful countryside? This is what makes Lincolnshire so special.”

“That everyone's voices and concerns will not be heard or will not truly be reflected in decisions made, meaning that the proposals or any decisions made would not fully meet the needs of the people that the unitary council would be set up to serve.”

“How you will manage to listen to the needs of the local people and ensure that all areas are represented by the right people.”

“I do not have any concerns providing you recognise the role of the surrounding villages and their unique identities.”



“Not enough councillors representing local people (won't be district and county).”

“Council staff won't 'know their area' if it's too big. Can't understand the character of a village if you live in the city and vice versa.”

“'Rural Lincolnshire' isn't really one thing. Boston, Sleaford, Grantham, Spalding etc, these are all unique townhoods that may have very different needs to mid-Lincolnshire towns and villages. Grouping these together might not create a fully representative council. However, merging these with Lincoln would create more of a problem.”

Do you have any other comments or suggestions about the proposals for reorganisation of local government across Greater Lincolnshire?

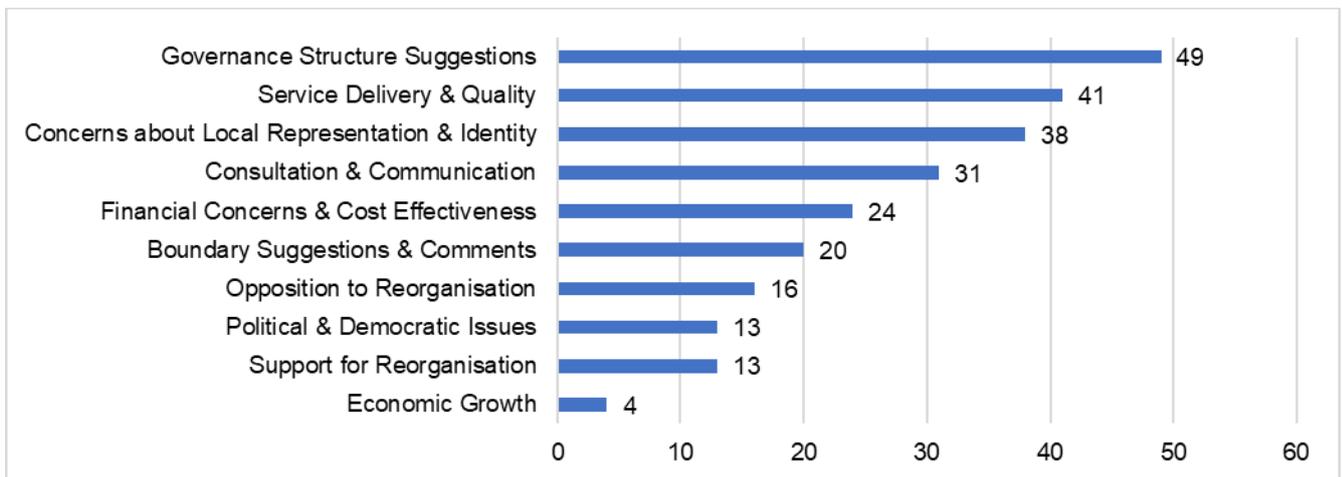


Figure 21. Respondents' comments and suggestions on the LGR proposals.

Most comments relate to ‘Governance Structure Suggestions’ as being the main comments and suggestions about the proposals for reorganisation of local government across Greater Lincolnshire. A range of suggestions on different boundary splits were provided, some advocating for smaller unitary councils to better reflect local needs, others reflecting a larger unitary council covering a wider footprint. Some raised concerns about Lincoln becoming lost in other proposals and felt Lincoln could become too dominant. There were calls for transformation rather than simply transition, and further queries were raised about the logic behind local government reorganisation at all. The cost of reorganisation and whether it would deliver value for money was raised alongside concerns about potential increases in council tax, redundancy costs, and the risk of poorer service delivery.

Respondents asked for a focus on maintaining and improving service quality during and after reorganisation. Many stressed the importance of keeping services local and accessible, avoiding duplication, and ensuring equitable service delivery across all



areas. Concerns were raised about rural and coastal areas being overlooked, and the need for better infrastructure, health services, and public transport. Some respondents emphasised the need for councils to be proactive and to streamline policies before any structural changes. There were also calls for better accountability, smarter use of funding, and ensuring that council staff remain visible and engaged with communities. Comments on economic growth highlighted the need for better investment, infrastructure, and support for rural communities. Respondents stressed the importance of tourism, business development, and equitable budget allocation.

There was strong sentiment around preserving local identity and ensuring fair representation. Many felt that a single large authority would be too remote and unable to reflect the diversity of communities. Respondents emphasized the distinct needs of urban versus rural areas and warned against subsuming Lincoln into broader rural authorities. Suggestions included maintaining city-focused governance and introducing proportional representation. Concerns were also raised about losing local knowledge and the risk of decisions being made without adequate local input.

Others expressed support for the proposals, seeing them as a chance to modernize governance, improve services, and foster regional identity. Supporters emphasised ambition, efficiency, and the potential for better coordination across councils. Some welcomed unitary authorities and hoped for quicker implementation. There was optimism about the benefits of streamlined services and stronger leadership.

Comments included;

“ The reorganisation should not happen at all.”

“The area referred to as rural Lincolnshire should be split into North and South.”

“Those who work in the city and those who regularly travel to the city to make use of its facilities should understand the need for the city-based unitary authority. There was, of course, a county borough - a unitary authority - for many years until the 1974 reorganization.”

“This is a great opportunity to streamline services and create unitary authorities that provide all council services. However, this process is being rushed and should be more carefully considered and not necessarily based on existing local authority area which is simply the easiest option.”

“Rural councils should run rural areas. Urban councils should run urban areas.”



“I don't think one big unitary authority for the whole of Greater Lincolnshire would benefit anyone. I like that there is a separate city-focused authority.”

“Lincoln city council should remain separate to a combined authority. Urban needs, & Rural needs are two different areas, & needs, i.e. employment, health, education, transportation, industry, crime; etc; Lincolnshire the second largest county in the UK, is much too big for one authority to manage, oversee, & recognise for the many different issues, problems need to effectively serve the county, city, under one management, decision making authority.”

“Take the opportunity to progress, rather than repeat and regress. Grow region's identity to wider country and world. Transport links essential for this.”

“To ensure the views and concerns of residents are really listened to and are used to shape and make the new unitary councils that are proposed. I think it is extremely important that any council that is set up needs to truly meets the needs of all the people it serves. At this moment in time, it is vital that any reorganisation of local government makes sure it is as streamlined and cost effective as possible, with no duplication and no compromising on the quality and level of services that Greater Lincolnshire and all its residents need going forward. It is so important to continue and build upon all the good work and services that work well but also to continually strive to improve and provide all the services that Greater Lincolnshire and residents need in all areas to thrive and prosper.”

“I am concerned that alternative suggestions subsume Lincoln city into two much more rural authorities.”

“If the local government knows the needs of the areas it represents, it should work well.”

“The priority needs to be the residents, especially those who are vulnerable, and I just can't see how one big council will make an already broken system any better.”

“Keep the city a city. once it's gone it'll just be part of a huge council and forgotten about. it's the only city in Lincolnshire and we need to protect it.”

“It has become confusing for the general public as the way it is portrayed in the media is that every time a council announces their idea, it looks like that is the way we are going. And then a new one comes out. Having them all out together and allowing the public to read it all together would have been better. And they wouldn't have lost interest.”



“I'm not bothered where the boundaries are, just ensure residents don't notice the difference, and make sure council staff keep their jobs.”

“Despite being a West Lindsey resident, I am proud to be Lincoln, and I hope this proposal is taken forward.”

Equalities impacts

How old are you?

● Under 18	2
● 18-24	12
● 25-34	37
● 35-44	80
● 45-54	84
● 55-64	161
● 65 and over	155
● Prefer not to say	30

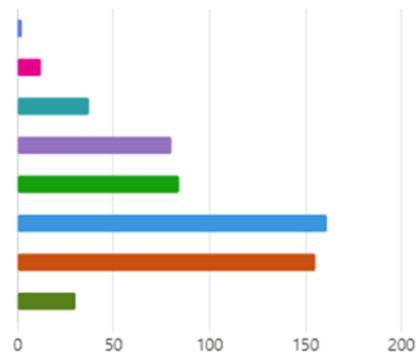


Figure 22. Respondents ages.

Most respondents were ages ‘55-64’ with a figure, 28.7%.

What gender are you?

● Female	271
● Male	258
● Prefer not to say	28
● Other	0

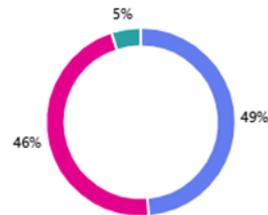


Figure 23. Respondents gender.

Most respondents selected ‘Female’, 49%.



Do you have any long-term illness, disability or health problem that limits your daily activities or the work you can do?



Figure 24. Respondents' long-term illnesses, disabilities or health problems.

Most respondents selected 'No', 71%.

Do you have caring responsibilities?



Figure 25. Respondents' caring responsibilities

Most respondents selected 'No', 70%.

How would you describe your ethnic background?

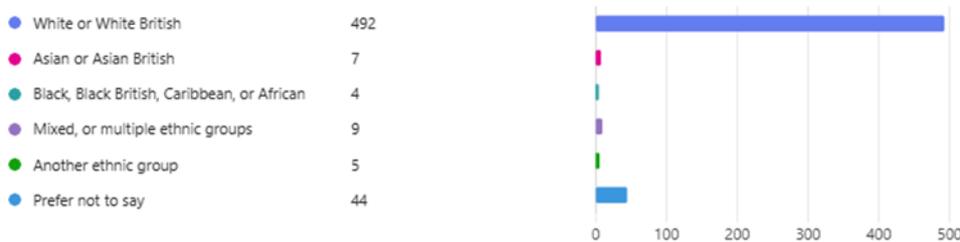


Figure 26. Respondents' ethnic background.

Most respondents were 'White or White British', 87.7%.



Do you think that changes to local government could have a positive or negative impact on you or someone that you care for because of age, sex, disability, marriage and civil partnership, race, religion or belief, sexual orientation, gender reassignment, or pregnancy and maternity?

● Yes	136
● No	218
● Don't know	195

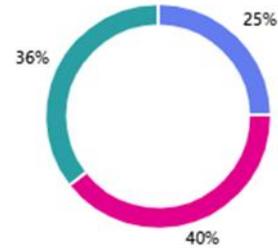


Figure 27. Respondents' views on the type of changes the proposal could have on them (or someone they care) based upon their characteristics - age, sex, disability, marriage and civil partnership, race, religion or belief, sexual orientation, gender reassignment or pregnancy and maternity.

Most respondents selected 'No' for changes in local government to have a positive or negative effect due to their protected characteristics,40%. There was an opportunity for respondents to provide further information on how or why they thought the changes could have a positive or negative impact based on these protected characteristics. There were further reflections on Local Government Reorganisation itself and some expressed concerns about the potential erosion of rights and services for people with protected characteristics depending on the views of those elected to any new authority. Some raised concerns about increased discrimination or reduced support for vulnerable groups calling for inclusive governance and others expressed scepticism about Diversity, Equality and Inclusion initiatives in government. Some comments highlighted the challenges faced by disabled residents and rural minorities who feel invisible in the current systems.

Feedback highlighted the importance of preserving local identity, especially for smaller communities and rural areas. There is concern that a single unitary authority would dilute local voices and overlook the unique needs of different areas. Lincoln is seen by some as needing more autonomy to reflect its urban character and youthful population, others raised concerns for of rural communities. The importance of community engagement, cultural respect, and local representation is a recurring theme.

Comments on service delivery were included, some believe merging services could lead to efficiency and better resource use, while others worry about reduced accessibility, especially in rural areas. Specific services like care for the elderly and disabled are highlighted as needing localised support, citing challenges with drive times and poor public transport when accessing appointments and services.

Comments were also raised about the desire for more opportunities for public involvement in decision-making and some expressed.



Summary of Greater Lincolnshire Engagement Findings

In the absence of being able to achieve a joint engagement strategy, which would have seen one survey across Greater Lincolnshire to seek view on LGR, we have looked at the key findings from the surveys that have been available to us when preparing the proposals and they show:

- A key around LGR was decision making being too remote, reducing accountability.
- Communities that are deeply proud of where they live and that place strong emphasis on local connection, responsiveness, and the quality of everyday public services.
- Many participants identified local economic growth as a critical longer-term priority.
- Respondents rated the importance of feeling that their council is local to their area at an average, showing a strong sense of attachment to place.
- Residents repeatedly emphasised that decision making should remain close to the communities it affects.
- When asked what qualities they most value in councils, respondents most often highlighted the importance of having a local voice for residents.
- Residents expressed the pride in their communities and appreciation for their local environments.
- Many participants voice apprehension about decision making becoming more distant under larger structures.
- Residents want reassurance that local voices will continue to be heard, particularly those from smaller and rural communities.
- A consistent picture of residents who value dependable services, open communication, and councils that remain close, accessible and responsive to their communities.
- Perceived benefits of Local Government Reorganisation included better value for money and cost reduction, joined up services, single point of contact and clearer understanding of responsibilities
- More respondents believe there are currently too many councillors than too few
- Any proposed model must balance the practical need for effective service delivery with the emotional and cultural importance of local identity and trust, ensuring that reform strengthens rather than distances the connection between councils and the people they serve.
- There is a strong emphasis on service quality



- The environment featured highly in responses, reflecting the importance of the county's rural setting which came up frequently in qualitative responses in other questions.
- *“Lincolnshire is far too big a geographic area for decisions to be made locally and in an accountable way”.*
- *“I favour the creation of smaller authorities which can adequately address local issues”.*
- Connection to a rural identity.
- Residents value the rural environment, community connection, and dependable local services.
- The rural nature of much of Lincolnshire was a constant presence in all elements of discussions, with residents appreciating it currently and hoping that future councils will celebrate this and not allow cities to overshadow rural areas.
- Residents place very high importance on their council feeling local to their area.
- Respondents feel most connected to their town, village, or city, highlighting the importance of place-based identity at a local level.
- Residents' sense of belonging is strongest within recognisable local communities rather than larger administrative areas.
- Most people associate community and identity with the places where they live and interact daily.
- The most frequently mentioned words countryside, local, community, rural and quiet show that residents strongly value the natural landscape, open green spaces, and the peaceful, rural character of their area.

F2. Future Makers Presentation

Young people from the Future Makers challenge presented their feedback with a presentation and discussion.

Their presentation will be embedded here for the final submission to MHCLG



CR_Futuremaker_Oct
25Cohort_Presentatio



F3. Stakeholder letters

We have also engaged a range of partners as part of our consultation in developing this LGR proposal. We have embedded two stakeholder letters that we have received through this consultation below.





Appendix G: Baseline Assumptions

District led bids jointly commissioned external expertise to provide them with an initial assessment of the options as part of the development of interim proposals. This report will be embedded here for the final submission to MHCLG



Lincolnshire%20LGR
%20Financial%20Assu



Appendix H: Identity and Heritage

A key finding from the engagement was resident's connection with their local area.

For residents who identified with the city, as well as feeling connected with the city for in their daily lives today, people value the city's rich cultural and historical identity, with a heritage significantly linked with historic local governance and administration. The city's communities have a strong sense of belonging to their neighbourhoods and the city is a strong part of the 2 identity of individuals, communities, businesses, community organisations, local stakeholders and neighbouring villages.

“ *I say I live in Lincoln, even though I live in North Hykeham. I name places like Lincoln Cathedral and the Castle as I believe they are a central hub. I think of it as if you can see the Cathedral on the hill then you're in Lincoln and that includes all surrounding villages. When picking up friends and driving back into the area, I will say “there is the cathedral, we are home.”*

In the centre of the cultural quarter of the city, on top of Steep Hill, stands Lincoln Cathedral, one of Europe's finest examples of Gothic architecture.

A short distance away stands Lincoln Castle. Built by William the Conqueror in 1068, the castle is home to an original 1215 Magna Carta as well as the 1217 Charter of the Forest. In the lower city stands the Guildhall and Stonebow.

The council's Full Council meetings are held in the historic Guildhall and have been held on that site for over 784 years, standing across the route of Ermine Street making Lincoln one of England's oldest cities.

The City of Lincoln's Civic Party consists of the Right Worshipful the Mayor, supported by the City Sheriff, and their respective Consorts. Lincoln is one of only fifteen towns and cities in England and Wales to maintain the office of Sheriff, first granted by Royal Charter of King Henry IV in 1409 when the city was made a county. The Office of Mayor dates back at least 815 years to the first mention on the Lincolnshire Assize Rolls of 1206.

The office of mayor is therefore one of the oldest in existence. Lincoln and its residents are immensely proud of its rich and ceremonial history. As identified, civic pride is an important feature of the city, it brings the community together, makes people feel proud about where they live and is a key feature of the identity of individuals and organisations from across sectors. It is part of what defines and shapes a place and visible Civic leadership is key to supporting the aims of the council and all organisations within Lincoln.



Appendix I: Travel to Work

The tables below illustrate the Commuting Destinations across Greater Lincolnshire for residents in North Kesteven and West Lindsey. This highlights the role of the city in employment for these residents and evidences the way that the wider urban area reflects how people live, work and move.

Commuting Destinations of North Kesteven Residents leaving the District by MSOA - Census 2021								
MSOA Name	% of North Kesteven Residents Commuting to							
	Boston	Lincoln	East Lindsey	North East Lincolnshire	North Lincolnshire	South Holland	South Kesteven	West Lindsey
E02005453: Washingborough & Branston	0.97%	41.13%	2.92%	0.31%	0.45%	0.49%	1.88%	6.98%
E02005455: Skellingthorpe, Witham & Bassingham	0.87%	30.89%	1.49%	0.35%	1.04%	0.30%	3.30%	7.90%
E02005456: Bracebridge Heath & Waddington	0.92%	34.69%	4.07%	0.36%	0.59%	0.27%	2.34%	4.69%
E02005457: Metheringham, Nocton & Potterhanworth	2.23%	31.84%	5.73%	0.08%	0.55%	0.42%	3.12%	4.34%
E02005458: Navenby, Harmston & Brant Broughton	2.15%	19.47%	2.84%	0.13%	0.25%	1.07%	10.62%	3.54%
E02005459: Ruskington North & Billinghay	6.05%	13.03%	12.05%	0.18%	0.22%	1.66%	5.60%	2.15%
E02005460: Ruskington West & Cranwell	3.79%	9.62%	7.08%	0.00%	0.20%	0.95%	8.62%	1.74%
E02005461: Ruskington South, Leasingham & Osbournby	4.61%	8.56%	2.21%	0.13%	0.13%	2.14%	15.98%	1.60%
E02005462: Sleaford East	6.11%	5.51%	3.33%	0.20%	0.26%	3.37%	10.59%	1.45%
E02005463: Sleaford West	5.65%	7.19%	4.14%	0.06%	0.09%	2.45%	13.59%	1.88%
E02005464: Heckington	12.68%	6.05%	4.06%	0.09%	0.09%	5.51%	8.75%	1.13%
E02006866: North Hykeham South	0.90%	37.37%	1.72%	0.45%	0.67%	0.49%	2.36%	5.99%
E02006867: North Hykeham North	0.72%	39.76%	1.64%	0.55%	0.88%	0.55%	2.06%	5.81%



Commuting Destinations of West Lindsey Residents leaving the District by MSOA - Census 2021								
MSOA Name	% of West Lindsey Residents Commuting to							
	Boston	Lincoln	East Lindsey	North East Lincolnshire	North Kesteven	North Lincolnshire	South Holland	South Kesteven
E02005492: Caistor, Kelsey & Keelby	0.28%	5.45%	3.39%	27.79%	2.06%	17.69%	0.04%	0.20%
E02005493: Morton, Blyton & Scotter	0.21%	7.71%	0.76%	1.94%	2.77%	25.35%	0.21%	0.14%
E02005494: Market Rasen & Brookenby	0.51%	13.44%	11.20%	9.76%	3.68%	5.83%	0.30%	0.30%
E02005495: Gainsborough West	0.38%	8.62%	1.20%	1.33%	3.42%	6.98%	0.10%	0.24%
E02005496: Hemswell & Spital	0.42%	19.37%	3.13%	3.55%	7.34%	13.36%	0.18%	0.48%
E02005497: Gainsborough East	0.10%	6.54%	0.73%	1.22%	3.41%	6.44%	0.20%	0.59%
E02005498: Torksey & Stow	0.30%	22.65%	1.63%	1.08%	9.82%	4.04%	0.06%	0.36%
E02005499: Dunholme & Welton	0.48%	37.49%	4.19%	2.36%	8.86%	3.14%	0.31%	0.31%
E02005500: Saxilby & Scampton	0.45%	35.35%	2.33%	1.14%	14.95%	2.43%	0.25%	0.99%
E02005501: Nettleham, Sudbrooke & Scothern	0.54%	43.66%	5.05%	1.71%	12.40%	2.89%	0.24%	0.64%
E02005502: Cherry Willingham & Bardney	0.73%	42.14%	7.78%	1.85%	13.38%	1.65%	0.04%	0.48%