



County Offices
Newland
Lincoln
LN1 1YL

10 February 2022

Council

A meeting of the Council will be held on **Friday, 18 February 2022 in the Council Chamber, County Offices, Newland, Lincoln LN1 1YL, commencing at 10.00 am** for the transaction of the business set out on the attached Agenda. The attendance of all Councillors is requested.

Yours sincerely

A handwritten signature in cursive script that reads 'Debbie Barnes'.

Debbie Barnes OBE
Chief Executive

Membership of the Council
(70 Members of the Council, 1 vacancy)

Councillors M Brookes (Chairman), Mrs A M Austin (Vice-Chairman), M G Allan, P Ashleigh-Morris, T R Ashton, A J Baxter, S A J Blackburn, M D Boles, Mrs W Bowkett, Mrs P A Bradwell OBE, Mrs J Brockway, S Bunney, R D Butroid, I D Carrington, T A Carter, L A Cawrey, K J Clarke, M R Clarke, Mrs N F Clarke, R J Cleaver, K H Cooke, P E Coupland, A Dani, C J Davie, R G Davies, P M Dilks, T J G Dyer, I G Fleetwood, R A Gibson, W H Gray, M A Griggs, A G Hagues, A M Hall, M J Hill OBE, R J Kendrick, A M Key, Mrs J E Killey, J L King, K E Lee, C S Macey, C E H Marfleet, C Matthews, A P Maughan, D McNally, Mrs A M Newton MBE, Mrs M J Overton MBE, R B Parker, S R Parkin, N H Pepper, Clio Perraton-Williams, Mrs S Rawlins, R P H Reid, S P Roe, N Sear, P A Skinner, T J N Smith, E J Sneath, H Spratt, A N Stokes, E W Strengiel, G J Taylor, Dr M E Thompson, J Tyrrell, M A Whittington, Mrs S Woolley, L Wootten, R Wootten, R A Wright, T V Young and 1 Vacancy

**COUNCIL AGENDA
FRIDAY, 18 FEBRUARY 2022**

Item	Title	Pages
1	Apologies for Absence	
2	Declarations of Councillors' Interests	
3	Minutes of the meeting of the Council held on 10 December 2021	5 - 14
4	Chairman's Announcements	
5	Questions to the Chairman, the Leader, Executive Councillors, Chairmen of Committees and Sub-Committees	
6	Council Budget 2022/23	15 - 22
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10	Opt into National Scheme for Auditor Appointments	299 - 312
11	Motions on notice submitted in accordance with the Council's Constitution	

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Please note: for more information about any of the following please contact the Democratic Services Officer responsible for servicing this meeting

- Business of the meeting
- Any special arrangements
- Copies of reports

Contact details set out above.

Please note: This meeting will be broadcast live on the internet and access can be sought by accessing [Agenda for Council on Friday, 18th February, 2022, 10.00 am \(modern.gov.co.uk\)](#)

All papers for council meetings are available on:
<https://www.lincolnshire.gov.uk/council-business/search-committee-records>



**COUNCIL
10 DECEMBER 2021**

PRESENT: COUNCILLOR M BROOKES (CHAIRMAN)

Councillors Mrs A M Austin (Vice-Chairman), M G Allan, P Ashleigh-Morris, T R Ashton, A J Baxter, S A J Blackburn, Mrs P A Bradwell OBE, Mrs J Brockway, S Bunney, R D Butroid, I D Carrington, L A Cawrey, K J Clarke, M R Clarke, Mrs N F Clarke, R J Cleaver, A Dani, C J Davie, R G Davies, P M Dilks, T J G Dyer, I G Fleetwood, R A Gibson, W H Gray, M A Griggs, A G Hagues, A M Hall, M J Hill OBE, R J Kendrick, A M Key, Mrs J E Killey, J L King, C S Macey, C E H Marfleet, C Matthews, A P Maughan, D McNally, Mrs A M Newton MBE, Mrs M J Overton MBE, R B Parker, S R Parkin, N H Pepper, Clio Perraton-Williams, R P H Reid, S P Roe, N Sear, P A Skinner, T J N Smith, E J Sneath, H Spratt, A N Stokes, G J Taylor, Dr M E Thompson, J Tyrrell, M A Whittington, Mrs S Woolley, L Wootten, R Wootten and R A Wright

29 APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors M D Boles, K Cooke, P E Coupland, E W Strengiel, Mrs S Rawlins and T Young.

The following councillors were linked via Microsoft Teams as observers - Councillors T A Carter, Mrs W Bowkett and K E Lee.

30 DECLARATIONS OF COUNCILLORS' INTERESTS

There were no declarations of interest at this point in the meeting.

31 MINUTES OF THE MEETING OF THE COUNCIL HELD ON 17 SEPTEMBER 2021

RESOLVED

That the minutes of the meeting held on 17 September 2021 be signed by the Chairman as a correct record.

32 CHAIRMAN'S ANNOUNCEMENTS

The Chairman had been delighted, with the support of his wife Jackie, to have been able to carry out more civic engagements since the relaxation of Covid-19 restrictions and the associated roll out of the vaccination programme. He said that with Covid continuing to be part of everyday lives and the emergence of new variants, it must be remembered that following new guidelines as they are issued was just as important as ever. The Chairman

assured members that he would continue to keep a close eye on the guidance as he represented the County Council at events around Lincolnshire and beyond.

The Chairman thanked the Vice-Chairman and Consort, Councillors Alison and Richard Austin, for their support during this period.

Since the last meeting, Lincolnshire Day had been celebrated and the County Council had joined with North and North East Lincolnshire as Greater Lincolnshire, illustrating the continued commitment to working together for the benefit of all residents. This was also the kick-start of the Queen's Green Canopy which it was hoped would see thousands of trees planted across the UK in commemoration of the Queen's Platinum Jubilee next year. The Remembrance Sunday service held in Lincoln Cathedral was a very poignant occasion and was well supported and attended. The Chairman said he was pleased to lay a poppy wreath on behalf of the County Council.

It was with great sadness that the Chairman reported the deaths of a serving member and a former member of the County Council:

County Councillor Bob Adams, who represented the Colsterworth Rural electoral division from 2 May 2013, was Chairman of the Highways and Transport Scrutiny Committee at the time of his death last month, having been appointed to that role on 17 May 2019.

Councillor Adams had also been chairman of the Flood and Water Management Scrutiny Committee from 11 May 2018 until 17 May 2019, and vice-chairman of the Children and Young People Scrutiny Committee between 17 May 2013 and 15 May 2015.

Former County Councillor Jim Swanson, who represented the former Spilsby electoral division from June 2009 until May 2013, had also passed away recently.

The Chairman, on behalf of the County Council offered heartfelt condolences to the family and friends of Councillor Adams and Mr Swanson and invited members to stand for a minute's silence as a mark of respect.

A number of Councillors paid tribute to Councillor Bob Adams and former County Councillor Jim Swanson.

A complete itinerary of civic engagements, since the last meeting of this Council, was available from the Civic Officer.

33 STATEMENTS/ANNOUNCEMENTS BY THE LEADER AND MEMBERS OF THE EXECUTIVE

Statements by Members of the Executive had been circulated with the agenda.

34 QUESTIONS TO THE CHAIRMAN, THE LEADER, EXECUTIVE COUNCILLORS,
 CHAIRMEN OF COMMITTEES AND SUB-COMMITTEES

Questions pursuant to Council Procedure Rule 10.3 were asked and answered as follows:

Question by	Question to	Subject
a) A P Maughan	M J Hill OBE	Lack of A1 safety improvements between Grantham and Newark
b) R B Parker	R G Davies	Update on the Western Growth Corridor
c) Mrs M J Overton MBE	R G Davies	Impact of the loss of £12.3m from the Highways budget
d) Mrs A M Newton	D McNally	Opening hours of HWRC's
e) T J G Dyer	R G Davies	Update on North Hykeham Relief Road project
f) Mrs J E Killey	R G Davies	Streetlighting
g) A J Baxter	M J Hill OBE	Deepings Leisure Centre
h) R J Kendrick	Mrs P A Bradwell OBE	Safeguarding practices during the pandemic
i) T A Ashton	C J Davie	Exemption for use of red diesel for flooding equipment
j) K J Clarke	C J Davie	Companies that had benefitted from the Lincolnshire Community Fund
k) R J Cleaver	R G Davies	Rail services for Lincolnshire
l) C Matthews	C J Davie	Potential impact of Avian Flu on Lincolnshire

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COUNCIL

10 DECEMBER 2021

35 APPOINTMENT OF MEMBERS TO THE BOURNE TOWN HALL TRUST MANAGEMENT COMMITTEE

A report by the Executive Director – Resources had been circulated.

It was moved, seconded and

RESOLVED

That the following voting members be appointed to serve on the Bourne Town Hall Trust Management Committee:

- Councillor M J Hill OBE
- Councillor P M Dilks
- Councillor A N Stokes
- Councillor T A Ashton
- The councillor elected to the vacant Colsterworth Rural Division

36 THE REVOCATION OF BYELAWS MADE UNDER SECTION 164 OF THE PUBLIC HEALTH ACT 1875 WITH RESPECT TO LAND AT ANDERBY CREEK, LAND AT WOLLA BANK, LAND AT MARSH YARD, LAND AT MOGGS EYE, LAND AT HUTTOFT CAR TERRACE AND LAND AT CHAPEL SIX MARSH IN THE COUNTY OF LINCOLNSHIRE AND DATED 24 SEPTEMBER 2013

A report by the Executive Director – Place had been circulated.

It was moved, seconded and

RESOLVED

1. That the making of and the affixing of the Council's seal to the byelaw attached at Appendix A to the report, revoking the byelaw made by Council on 24 April 2013 and confirmed by the Secretary of State on 24 September 2013 and attached at Appendix B to the report, be approved.
2. That authority be delegated to the Executive Director – Place to take all further steps necessary to make the said byelaw effective.

37 MEMBERS' ALLOWANCES SCHEME 2022/23

A report by the Executive Director – Resources had been circulated.

It was moved, seconded and

RESOLVED

1. That the IRP report and its recommendations be received by the Council.
2. That the Scheme of Members' Allowances for 2021/22 be approved as the Lincolnshire County Council Scheme of Members' Allowances for 2022/23 subject to:
 - a) The amendments shown in Appendix B to the report; and
 - b) The amount of the Allowances within Schedule 1 to the 2021/22 scheme of Members' Allowances being increased by the average % increase in pay for employees covered by the National Joint Council for Local Government Services for the last 12 months.

38 MOTIONS ON NOTICE SUBMITTED IN ACCORDANCE WITH THE COUNCIL'S CONSTITUTION

Motion by Councillor M J Hill OBE

It was moved and seconded as follows:

Preamble:

In February 2021, the county council's road maintenance grant was reduced by the Government from £51m down to £38.7m – a 25% cut. As a result, county councillors voted to fill this funding gap by allocating £12.3m from council reserves for this financial year.

The Treasury's own figures have consistently shown the East Midlands to be lowest funded region per head for transport in the UK. And if we were receiving the same level of funding as the UK average, we and our neighbouring counties would have an extra £1 billion to spend on transport every year.

Lincolnshire is a large rural county with 5,500 miles of road to maintain. Without the £12.3 million in funding that has been taken from the council's road maintenance grant, 24,000 potholes would go unfilled and 37 miles of roads in need of rebuilding would go un-repaired.

Local government has been at the forefront of government spending cuts for the last 10 years. During that time, Lincolnshire County Council has seen its annual government grants fall from £227m to £109m. In addition, the council has faced cost pressures of around £22-61m each year.

It is to our credit that we have maintained good services during this period.

Since 2011, the county council has found savings totalling £354m. Prior to the local government finance settlement later this month, initial estimates suggest it will face a cumulative funding shortfall of up to £57m over the next four years. Whilst some new welcome funding will be forthcoming from the Government, the main way to close that gap

will be to increase council tax, draw on our reserves or find further savings – or more likely a combination of all three.

Because of these budget strains, it is unlikely the council can continue allocating funding from reserves to bring our roads maintenance funding back to 2019/20 levels which will have a detrimental effect on the state of our roads and lead to even greater costs in future.

Over many years highway maintenance has been a top priority for Lincolnshire residents which was highlighted even more during this year's county council elections.

There is an urgent need for government to reinstate their highway maintenance funding to previous levels where it correctly recognised the importance of good roads for safety and economic confidence.

I therefore move that this Council:

1. Urgently lobbies Government to reinstate their Highways Maintenance Grant for Lincolnshire to the 2019/20 levels
2. Enlists the support of the public, partners and MPs.
3. Identifies solutions if the money is not forthcoming before it sets its budget in February 2022.

Upon being put to the vote, the motion was carried.

RESOLVED

That the Council:

1. Urgently lobbies Government to reinstate their Highways Maintenance Grant for Lincolnshire to the 2019/20 levels
2. Enlists the support of the public, partners and MPs.
3. Identifies solutions if the money is not forthcoming before it sets its budget in February 2022.

Motion by Councillor A J Baxter

It was moved and seconded as follows:

Whilst welcoming the wide-ranging goals in the Council's 'Green Masterplan', this motion seeks to ensure the council is fully measuring its performance towards achieving those goals.

I therefore move that this Council:

1. Includes a 'Climate Change Impact Assessment' in reports to the Council, Executive decision-makers and its committees.
2. Such Impact Assessments to include an evaluation of the consistency of report recommendations with the Council's Green Masterplan and Carbon Management Plan, together with a specific statement on the carbon-neutrality, or otherwise, of the recommendations.

An amendment was proposed and seconded as follows:

Whilst welcoming the wide-ranging goals in the Council's 'Green Masterplan', this motion seeks to ensure the council is fully measuring its performance towards achieving those goals.

I therefore move that this Council:

1. Notes the success of the council in setting a 68% reduction target against its 1990 baseline to be delivered by 2025, 5 years ahead of the Government's own ambition
2. Notes the new Environment Bill has just passed its final reading that places a number of new requirements, in terms of sustainability reporting onto the Council, once the enabling legislation passes into law
3. Supports the work already underway, which will align this Council with Government requirements
4. Includes a '~~Climate Change~~ Sustainability Impact Assessment' ~~in reports to the Council, Executive decision-makers and its committees.~~ as part of the decision-making process across the organisation, where applicable. This to be enacted as soon as the formal provisions of the Environment Act are communicated by Government to the authority.
5. ~~Such Impact Assessments to include an evaluation of the consistency of report recommendations with the Council's Green Masterplan and Carbon Management Plan, together with a specific statement on the carbon neutrality, or otherwise, of the recommendations.~~
5. Ensures that the process of reporting on Carbon Management Plan delivery continues to the relevant scrutiny committees and to the Executive.

Upon being put to the vote, the amendment was carried.

This became the substantive motion, and upon being to the vote, was carried.

RESOLVED

That the Council:

1. Notes the success of the council in setting a 68% reduction target against its 1990 baseline to be delivered by 2025, 5 years ahead of the Government's own ambition
2. Notes the new Environment Bill has just passed its final reading that places a number of new requirements, in terms of sustainability reporting onto the Council, once the enabling legislation passes into law
3. Supports the work already underway, which will align this Council with Government requirements
4. Includes a Sustainability Impact Assessment as part of the decision-making process across the organisation, where applicable. This to be enacted as soon as the formal provisions of the Environment Act are communicated by Government to the authority.
5. Ensures that the process of reporting on Carbon Management Plan delivery continues to the relevant scrutiny committees and to the Executive.

Motion by Councillor R B Parker

It was moved and seconded as follows:

The Government has recently announced a ten year 'vision' for social care. From October 2023 the Government plans to introduce a new £86,000 cap on the amount anyone in England will have to spend on their personal care over their lifetime, to be funded in part from a new tax, the Health and Social Care Levy

The White Paper sets out details of £1 billion of funding over the next 3 years including:

- £300m to help councils increase the range of supported housing options which allow people to live more independently,
- £150m to drive the greater adoption of technology and
- £500m for workforce development, primarily through training and qualifications.
- controversial plans to cap care costs at £86,000, which would allow wealthy people to keep a greater proportion of their assets than poorer people.

Jeremy Hunt, who chairs the Commons health and social care select committee, said the spending plans of around £1bn as outlined were "a long way off" the £7bn a year extra the health and social care select committee called for by the end of the parliament. The government's commitments do not match the ambition set out by the Prime Minister and urgency of change, which the people who draw on care and support rightly expect to see.

These proposals do nothing to deal with the immediate pressures facing social care as we head into one of the most difficult winters on record.”

There is an absence of long-term strategy to transform the pay, terms and conditions of care workers, nor the high vacancy levels in the care sector. In the short term, £500 million over 3 years is not enough to cover a workforce of over 1.65 million.

King’s Fund have argued that the measures failed to “fix social care” as Boris Johnson promised he would do “once and for all” in July 2019.

The care cap of £86,000 is much more advantageous to people who own more expensive houses and detrimental to those who own cheaper properties. The policy will also be more advantageous to people living in areas where house prices are high and detrimental to people living in areas where house prices are lower.

Motion

For the reasons set out above I move that:

This council calls on the Leader of the Council to write to Lincolnshire MPs urging them to press the Minister of Care, Gillian Keegan, to reconsider the present proposals.

Upon being put to the vote, the motion was lost.

The meeting closed at 1.29 pm

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**Open Report on behalf of Andrew Crookham,
Executive Director - Resources**

Report to:	County Council
Date:	18 February 2022
Subject:	Council Budget 2022/23

Summary:

The appended Budget Book - "Council Budget 2022/23" describes the budget and council tax proposals recommended to the full Council by the Executive. This report seeks approval for those budget recommendations.

Recommendation(s):

It is recommended that the Council:

1. has due regard to the responses to the consultation and engagement on the Council's budget proposals as contained in the appended Budget Book (**Appendix D** - Budget Consultation and Engagement Feedback);
2. has due regard to the Section 151 Officer's Statement on the Robustness of the Budget and the Adequacy of Reserves as set out in the appended Budget Book (**Section 10** - Section 151 Officer's Statement on the Robustness of the Budget and Adequacy of Reserves);
3. has due regard to the Impact Analysis relating to increasing the Council Tax by 4.99% in 2022/23 set out in the appended 'Budget Book' (**Appendix C** – Impact Analysis relating to increasing the Council Tax by 4.99% in 2022/23);
4. approves:
 - 4.1 the service revenue budgets for 2022/23 contained in the appended Budget Book, (Table 2 - Net Service Revenue Budget 2022/23);
 - 4.2 the capital programme and its funding contained in the appended Budget Book (**Section 7** - Capital Programme) and (**Appendix O** - Capital Programme);
 - 4.3 the County Council element of the council tax for a Band D property at £1,432.17 for 2022/23 contained in the appended Budget Book (**Appendix B** - County Precept 2022/23);

as together being the Council's Budget.

5. approves the Council's Medium Term Financial Strategy contained in the appended Budget Book (**Appendix E** – Medium Term Financial Strategy);
6. approves the Council's Capital Strategy 2022/23 contained in the appended Budget Book (**Appendix N** – Capital Strategy 2022/23);
7. approves the prudential targets for capital finance and notes the prudential indicators contained in the appended Budget Book (**Appendix M** - Prudential Indicators);
8. approves that the minimum revenue provision (MRP) be based on the asset life method, charged on an annuity basis for major infrastructure projects and in equal instalments for all other assets, over the estimated life of the assets acquired through borrowing as set out in the appended Budget Book (**Section 9** - Minimum Revenue Provision).

1. Background

1.1 At its meeting on 8 February 2022 the Executive met to approve its recommended budget for 2022/23. At the meeting the Executive resolved to make the following recommendations to Council as follows:-

- To increase the proposed Highways revenue budget by £12,360,068.
- To increase Council Tax by 4.99% in 2022/23, comprising an increase in general council tax of 1.99% plus an adult social care precept of 3.00%; and
- To transfer £2,304,000 from the Coronavirus Recovery earmarked reserve to be used to support the 2022/23 budget. This will reduce the Coronavirus recovery reserve to a nil balance; and
- To reduce the Business Rates retention total budget by £1,670,134 to reflect reduced Business Rates income and a Collection Fund deficit.

1.2 These proposals are reflected in Recommendation 4 of this Report and in the appended Budget Book 2022/23.

1.3 The final Local Government Finance Settlement was published on 8 February 2022, provided us with confirmed levels of funding for 2022/23 only and these are also reflected in Recommendation 4 of this Report and in the appended Budget Book 2022/23.

1.4 The recommended budget, which is set out in detail in the Budget Book at Appendix A, is therefore for a one year financial plan for revenue and capital budgets.

1.5 The Council is recommended to set a Council Tax increase of 4.99% for 2022/23.

Consultation

1.6 The Executive put forward a budget for consultation and engagement at its meeting on 5 January 2022. Since that time comments have been received from all Scrutiny Committees and the Overview and Scrutiny Management Board, businesses, members of the public, public organisations and trade unions.

1.7 A summary of these comments is included within **APPENDIX D** of the appended 'Budget Book' and have been taken into account whilst finalising the budget proposals.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

These equality considerations do not preclude changes in services being made, but do require that these be fully appreciated. It is clear that the current and future financial challenges facing local authorities and the need for budget savings may result in changes to service provision and to some reduction in Council services. These may apply to services accessed by all people in Lincolnshire as well as services provided to specific groups. It is possible that there may be an adverse impact on some people and communities including those with a protected characteristic.

In order to meet its obligations, Equality Impact analyses will be carried out in relation to any proposed changes to services on an individual basis. The specific impacts on people with a protected characteristic will be investigated and the potential mitigation, if any, will be made clear, so that the implications of decisions are fully understood as they affect specific groups and communities. These have been and will continue to be regularly reported to the Executive as part of the decision making processes. Individual proposals will only be implemented after due regard to the legal matters that must be considered, including the public sector equality duty.

Consideration of the public sector equality duty and/or consultation may be necessary at the budget setting stage where a decision to reduce spending is significant, sufficiently focussed, and in financial terms, apparently rigid.

In the meantime consideration has been given as to whether there is any element of the current budget proposals that should be the subject of an equality impact analysis at this stage and as a result an assessment (attached at Appendix C to the Budget Book at Appendix A) has been carried out on the proposal to increase Council Tax. That assessment identifies the potential for the proposal to impact on people with low income and therefore disproportionately on certain people with a protected characteristics including older and younger people, people with a disability and women with children. Each District Council operates a Council Tax Support Scheme which has been designed following consultation and individual impact analyses to mitigate the effects of Council Tax levels on vulnerable people and people with low incomes. The savings of £4.818m built into this budget are all considered to have minimal impacts on service users but, as stated above, equality impact analyses will be carried out in relation to any proposed changes to services on an individual basis.

Approval of the budget is not a final decision about what the Council's services will be or about how much money will be saved under any particular proposals. Individual proposals will only be implemented after due regard to the legal matters that must be considered including the public sector equality duty.

As part of its decision-making the Executive will need to consider whether any alternative approaches could alleviate or at least mitigate the impact of the decision such as making reductions in other areas which do not have the same impacts, including particularly equality impacts. The result could be to require additional resources to be used in

certain areas than has been budgeted for. In this event the usual budget management processes such as virement would be followed and approval sought at the appropriate levels in accordance with Financial Regulations including full Council where necessary. In particular a contingency has been built into the budget proposals in the form of the Financial Volatility Reserve (the balance is £44.483m) and a revenue Contingency budget of £6.500m for 2022/23, for when additional funding cannot be found by way of virement from other service areas.

Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Wellbeing Strategy (JHWS) in coming to a decision.

Approval of the budget is not a final decision about what the Council's services will be or about how much money will be saved under any particular proposals. Individual proposals will only be implemented after due regard to the legal matters that must be considered including the Joint Strategic Needs Assessment and Joint Health and Wellbeing Strategy.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

Approval of the budget is not a final decision about what the Council's services will be or about how much money will be saved under any particular proposals. Individual proposals will only be implemented after due regard to the legal matters that must be considered including the duty under section 17 of the Crime and Disorder Act 1988.

3. Conclusion

This Report seeks Full Council approval for the proposed budget for 2022/23 as recommended by the Executive.

4. Legal Comments:

Robust decision making requires that the results of the Council's budget consultation as well as the Section 151 Officer's Statement on the Robustness of the Budget and the Adequacy of the Reserves and the Impact Analysis on the 4.99% increase in Council Tax are taken into account by the County Council in coming to its decision. Compliance with recommendations 1, 2 and 3 ensures that this is done.

Case law has established that generally it is lawful for a Council first to decide its budget and then to consider the question of consultation and the specific impact of proposed policies and service changes at the time they are developed and decisions are taken on them. Consideration has been given to whether there are any specific proposals within the budget that would require such consideration prior to the budget being set and, apart from the proposed Council Tax increase which is dealt with in the Report, there are not considered to be any such proposals

With regard to recommendation 4 under the law and the Constitution it is for the County Council to approve the Budget.

With regard to recommendation 5 approval of the Medium-Term Financial Strategy is within the remit of the Council.

With regard to recommendation 6, the Prudential Code for Capital Finance in Local Authorities (2017 edition) sets out that the setting and revising of a Capital Strategy will be done by the same body that takes decisions on the Budget i.e. the full Council. The Council is required to have regard to the Prudential Code when carrying out its duties under Part 1 of the Local Government Act 2003.

With regard to recommendation 7, Section 3 of the Local Government Act 2003 requires a local authority to determine and keep under review how much money it can afford to borrow. The determination must be made by County Council. The prudential targets include the Council's borrowing limit and must therefore be approved by the County Council.

Regarding recommendation 8, the requirement to make a minimum revenue provision that is prudent is a requirement of the Local Authorities (Capital Finance and Accounting) (England) Regulations 2003 and the statutory guidance that accompanies the regulations. Minimum revenue provision is relevant to the control of the Council's capital expenditure and must be referred to the County Council for approval.

The legal position in relation to the recommended level of Council Tax is set out in paragraph 3.12 of the Budget Book.

5. Resource Comments:

The budget proposals are consistent with the Council's Medium Term Financial Strategy.

The robustness of the budget proposals and the adequacy of the reserves held by the Council are considered in **Section 10** of the appended Budget Book. This concludes that the budget is realistic and that the level of reserves is adequate.

6. Consultation

a) Has Local Member Been Consulted?

n/a

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

These are set out in the appended Budget Book (**APPENDIX D** - Budget Consultation Feedback)

d) Risks and Impact Analysis

An Impact Analysis relating to the proposed increase in Council Tax has been carried out and is contained in the appended Budget Book at **APPENDIX C**.

Proposed service changes to give effect to the budget will be subject to their own policy proofing considerations.

7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Attached separate booklet - "Council Budget 2022/23" - the Budget Book

7. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Report to the Executive 5 January 2022 "Council Budget 2022/23" & Report to the Executive 8 February 2022 "Council Budget 2022/23"	Agenda for Executive on Wednesday, 5th January, 2022, 10.30 am (moderngov.co.uk) Agenda for Executive on Tuesday, 8th February, 2022, 10.30 am (moderngov.co.uk)

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Open Report on behalf of Andy Gutherson, Executive Director - Place

Report to:	County Council
Date:	18 February 2022
Subject:	Local Transport Plan 5 (LTP 5)

Summary:

This report provides a summary of the public consultation responses to Local Transport Plan (LTP5) and provides a revised LTP 5 that includes the recommendations and alterations approved by the Executive.

The report recommends that the Final Version of LTP5 attached as Appendix A, is adopted by Full Council as part of the Council's Policy Framework.

Recommendation(s):

That LTP 5 attached at Appendix A to this report is adopted as Lincolnshire County Council's Local Transport Plan in accordance with its duty under the Transport Act 2000 and to form part of the Council's Policy Framework in place of the existing Local Transport Plan.

1. Background

1.1 The Council in its role as local transport authority has the duty to produce a Local Transport Plan (LTP) and an obligation to develop policies for the promotion and encouragement of safe integrated efficient and economic transport to, from and within the Council's area and then implement the policies. The Council must keep its LTP under review and must alter it if it considers it appropriate to do so. The Council may replace its LTP as it sees fit. LTP 5 has been developed to fulfil this requirement and it is proposed that it replace the existing Local Transport Plan (LTP 4).

1.2 The Department for Transport (DfT) have highlighted a broadening role for LTPs in recent policy announcements, with greater emphasis being placed on the document as part of the Decarbonisation of Transport and Bus Service Improvement Plans. The direction of travel for LTPs is that they are to become the cornerstone of local transport policy and are likely to form the basis and evidence for future government investment in local highways and transport.

1.3 The function and role of this LTP is to set out a high-level transport strategy for the whole of the County and put the authority at the forefront of the changing nature of LTPs by providing integration with wider policy areas such as economic development, health, and climate change. It is also acting as a framework for the development of the current transformational Bus Service Improvement Plan (BSIP) Project and the locally focussed Area Transport Strategies.

1.4 LTP 5 has been built upon the foundations of existing Council policy including the Corporate Plan and Green Master Plan as well as taking account of the wider spatial planning requirements laid out in the numerous Local Development Plans across Lincolnshire.

1.5 As a result of this broad policy base, 6 key and interwoven themes have been identified including:

1. Supporting Economic Growth;
2. Future Ready Green Transport (Climate Change);
3. Promoting Thriving Environments;
4. Supporting Safety, Security and a Healthy Lifestyle;
5. Promoting High Aspirations and
6. Improving the Quality of Life.

Each of these themes has several more detailed objectives that seek to support the broad themes but through the lens of transport and connectivity.

1.6 Technical work has been on-going throughout 2021 and 2022 to provide the evidence to support the objectives and supporting policy and provide direction for future service interventions and infrastructure requirements. Engagement work with key internal and external stakeholders has also taken place. This led to the Public Consultation draft of LTP 5 which has been considered by both the Executive Highways and Transport Scrutiny Panel alongside the comments made as part of that consultation process. The results of that consultation process and changes recommended have now been incorporated into the revised LTP attached at Appendix A.

1.7 Given the scale and complexity of the document and following advice from Corporate Communication and Engagement, a prospectus was developed to both summarise the core content and messages of LTP 5 as well as provide an accessible initial point of contact with the Plan and enable a more meaningful and welcoming consultation process. This document is attached at Appendix B and will be edited following approval of LTP 5 to act as a summary document for the public and stakeholders and be made available on the Council's website.

1.8 The LTP public consultation utilised the new web-based consultation and engagement software enabling a virtual only consultation process. With the ongoing pandemic and reluctance of some members of the public to attend gatherings and meetings this was considered the most appropriate form of consultation in the circumstances.

1.9 The webpage and survey developed for consultation purposes received in excess of 3300 visits, with over 1200 documents being downloaded, and 731 surveys being completed. In addition, several organisations provided longer written responses to the email address provided, these were mainly from District and parish councils and special interest groups such as the Community Rail Partnership and cycling groups.

Summary of Number of Respondents (some completed in more than one capacity)

Businesses	29
County Councillor	8
District Councillor	16
Town/ Parish Council	63
Resident	583
Transport Operator	6
Someone who works in Lincolnshire (non-resident)	103
Other	42

1.10 Respondents were asked to rank the priority of the 6 themes identified in LTP5 (Appendix A page 69), with a 1 being the highest priority and 6 the lowest. The highest ranking was “Promoting the Quality of Life” with an average score of 2.87, the remaining themes all averaged about 3 apart from “Promoting High Aspirations” which scored the lowest priority average at 5.01.

1.11 As part of the consultation the survey asked respondents to rate their support of the objectives contained in LTP 5 (Appendix A page 69). The responses were overwhelmingly positive with the highest supported objective being “Ensure a resilient and reliable transport system for the movement of people, goods and services” with 97.1% of respondents strongly agreeing or agreeing with that objective. Even the objective with the least support “Support the introduction of low carbon technologies and thus reduce reliance on fossil fuels” still had an overall approval of 80.7%.

1.12 The penultimate section of the survey asked respondents to consider a range of possible interventions (Appendix B pages 21-25) and indicate whether it was a good idea in principle, something they felt would work in their area or if they felt the intervention was not right. The greatest support in principle was for creative and innovative solutions in personal and public transport, with almost as many people wanting to see this in their local area (323 and 304 respectively). The highest level of support for an intervention in their local area was the Support for the BSIP and the introduction of electric bus towns (363 with a further 267 thinking it a good idea in principle). Unsurprisingly, given the proportionately higher levels of public as opposed to business responses, support for Heavy Goods Vehicles (HGV) access to ports and other issues around freight proved the least popular (284) but nearly eight times as many people supported improvements to the freight network as those who didn’t want to see interventions (36).

1.13 The final part of the survey provided a free text section for general comments and to add anything else. These were grouped by mode to allow better analysis; the basic comments fell into the following categories:

Mode	Number of comments
Bus	86
Car	74
Rail	45
Cycling	26
Freight	14
Walking	14
Electric	11

Summary of Modal Comments

The bus related comments were almost exclusively seeking improvements to bus services be those greater levels of service, or extended operating times, but also a desire to see better use of technology for tracking and booking services and improved integration with rail. Ideas of park and rides also saw some levels of support. There was some criticism of fare levels and the size of buses used on certain routes.

Car related comments focused on the need for greater investment in highway maintenance with comments about not building more if the current infrastructure cannot be maintained and the need to invest in alternatives so that the car is not seen as the go to mode. Given the timing of the survey Climate Change Conference 2021 (COP 26) is mentioned on several occasions. There are a few specific comments relating to A16 and A17 and the need to improve the routes for all road users.

Rail related comments are similar to the bus comments with regard to improved service levels, better stations and integration. Reopening of closed lines is a popular response as is the reopening of some stations or creating new ones. There are many references to shifting freight from road to rail.

Cycling comments are highly supportive of additional cycle provision in the form of safer routes and developing of wider networks. Support for training for cyclists is also mentioned.

Freight comments are entirely focused on the shift of freight from road to rail.

Walking comments mirror the ones on cycling with a desire to see safe networks to encourage and support greater levels of walking.

Responses in terms of Electric Vehicles (EV) are a little more mixed with a minority of comments thinking any move to EV is a waste of time and money. The majority,

however, feel greater investment in charging points and supporting infrastructure is needed alongside E-Bus solutions.

1.14 In addition to the online survey, the email address ltip@lincolnshire.gov.uk was widely publicised to enable more substantive comments to be provided as well as the organisation of a virtual LTP conference to which all District Council Leaders and Chief Executives were invited alongside the other authorities making up Greater Lincolnshire.

1.15 A summary of the substantive comments made via the email address and the LTP conference alongside officer recommendations in taking account of them is included at Appendix C. These comments have now been incorporated into the revised LTP.

1.16 For completeness also attached to this report in Appendices D through to J are the LTP supporting modal strategies. Whilst not forming part of the statutory LTP, the development of these strategies has informed the development of the LTP and will provide a thorough set of detailed evidence, analysis and action plans for each mode and form the framework for delivery of transport interventions across the county. Once approved and when combined with the emerging Local Area Transport Strategies and Route Action Plans, the Authority will have put itself in a strong position with a comprehensive and integrated set of plans detailing how it proposes to move forward with transport investment both in the short and medium terms. Figure 1.1 illustrates the relationship between the various tiers of policy approaches.

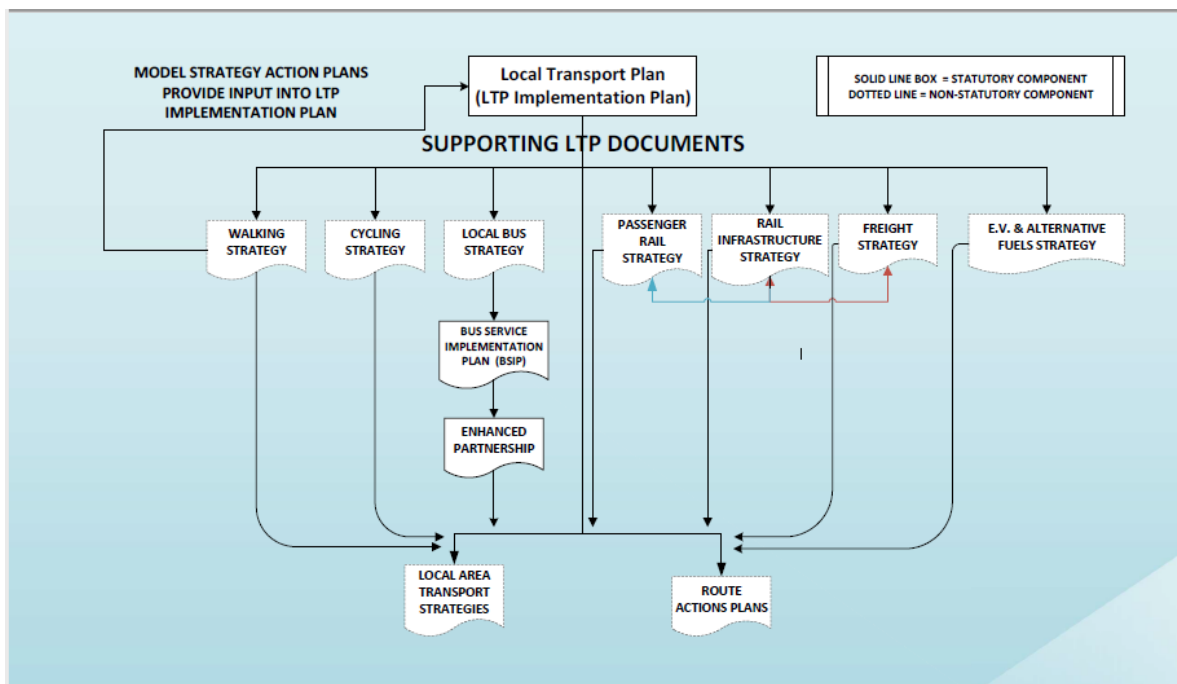


Figure 1.1 Tiers of policy approaches

1.17 However, there are still some gaps in our understanding and knowledge, particularly focussed on specific details of actions including indicative costs and outline business cases, whilst some work is ongoing to broaden this understanding the nature of scheme development means that a continuous process of refinement and improvement is inevitable. The individual strategies will be brought forward for Executive or Executive

Councillor approval as and when the LTP has been approved. It is intended to develop a prioritised and costed implementation plan that supports the strategic position.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.

Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified

consideration must be given to measures to avoid that impact as part of the decision-making process.

As part of the evidence base for the LTP consideration was given to equality issues and incorporated into the document. The LTP itself contains policy in support of equality of access to the transport network and services. In addition, statutory Strategic Environmental Assessment and Sustainability Appraisals have been carried out on the LTP that include appraisal related to equality.

Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Wellbeing Strategy (JHWS) in coming to a decision.

As part of the evidence base for the LTP consideration was given to health and wellbeing and incorporated into the document. The LTP itself contains policy in support of improving health and wellbeing in relation to transport and connectivity specifically on both the physical and mental health benefits of active travel and the reduction of the negative consequences of transport such as noise and light pollution.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

As part of the evidence base for the LTP consideration was given to crime and disorder and incorporated into the document. The LTP itself contains policy in support of reducing crime and the fear of crime specifically in relation to accessing the transport network.

3. Conclusion

2.1 Following the changes being made outlined in Appendix C and having taken account of comments and recommendations made by Scrutiny and the Executive the Local Transport Plan has been through its statutory consultation process and can be considered fit for purpose.

4. Legal Comments:

The Council has a duty under section 109 of the Transport Act 2000 to keep its Local Transport Plan under review and alter it if they consider it appropriate to do so. The Council may replace its Local Transport Plan as it sees fit.

The report proposes the adoption of a new Local Transport Plan in replacement of the existing Plan.

As the Local Transport Plan forms part of the Council's Policy Framework the approval of the Plan is reserved to Full Council on the recommendation of the Executive.

5. Resource Comments:

Approval of the recommendations does not have direct resource implications, however the Local Transport Plan sets the policy framework for the implementation of transport schemes in Lincolnshire.

As noted in the report, whilst the LTP sets the themes, objectives and potential benefits for future service interventions and infrastructure schemes, specific actions including indicative costs, outline business cases and funding arrangements are yet to be developed and it is intended to develop a prioritised and costed implementation plan that supports the strategy.

6. Consultation

a) Has Local Member Been Consulted?

n/a

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

On 24 January 2022, the Highways and Transport Scrutiny Committee considered the report on the Local Transport Plan (LTP5) and recorded its support of the Recommendations to the Executive.

The following points were highlighted:

- Members were satisfied that the consultation exercise that took place as part of the was representative with overall figures in excess of 3000 website visitors and with around 750 actual responses to the online survey. Officers added that this rate of response was really above and beyond expectations certainly higher than

previous consultations of this nature. It was positive to hear that a wider audience of the younger population – the under 25s- of the County engaged in this consultation exercise again in relation to previous similar type consultations.

- Members expressed an interest in how partnership working i.e., with District Councils, was envisaged and how it was expected to work in practice. Officers explained that Lincolnshire County Council (LCC) is the Highway and Transport Authority, however, partnership working relied heavily on partners' ability to deliver services they are responsible for. It was emphasised that as a partner, LCC had a list of key desires and requirements (e.g., around rail network services) that they work closely with other partners to successfully bring these to fruition. A thorough review of all local plans across the whole of Lincolnshire was carried out initially, that identified the aims of these and helped LCC in developing ways for better integrating transport and land use planning.
- Bus services were mentioned as an industry delivered mainly by the private sector. The service usage was noticeably in decline, owed to the Covid pandemic among other factors. The plan focused in reversing this negative picture. It was acknowledged that many of people across the county relied on a daily basis on these services and also it was noted that car ownership levels in some areas of the County remained relatively low notably in Lincoln and in some other more urban areas.
- Absence of passenger transportation services linking particular locations across the county was emphasised by Members, who argued that lack of alternatives to driving were echoed in the consultation. The impact of lack of services to night-time economy was also brought up, with Members maintaining that a night-time bus service could have been more effective than a day-time service that is underused by the public. Officers gave assurance that they worked closely with operators as part of the Bus Service Improvement Plan (BSIP) and that there was an enhanced partnership approach being developed which will enable operators to work more closely in a partnership and with Local Authorities, with a very clear governance model around it. It was suggested to the Committee that CallConnect was the likely to be one of the most efficient and agile models for a rural area that that and there was no area in Lincolnshire that was not actually covered by a bus service if Demand Responsive Transport was included. This model drifted from the traditional model of waiting for the bus at the stop and enabled the public to access transportation services on demand. The BSIP was currently on hold waiting for a funding decision later in summer 2022, following which LCC would be working closely with stakeholders, including district colleagues.
- Members asked for clarification in terms of what the LTP 5 implementation plan encompassed, what is already been developed as part of this and how long it was expected to take, whilst acknowledging that the former was a living document and therefore still being developed and optimised. It was also asked that a

diagram mapping different strategies (featured in the report) is also added to the LTP5 overarching document (Appendix A), to which officers agreed. In relation to the former, Officers stated that there was a wider plan of suggested ideas and approaches particularly around areas like active travel supporting and passenger transport services improvements (inc. rail network/rail infrastructure both passenger and freight and bus services), that could be adopted across Lincolnshire as part of the implementation plan and that was to be advised at a later stage of this process.

- Members echoed that in terms of prioritisation of areas for development, central government often prioritised e.g., housing over roads infrastructure. The implementation plan and strategy were shifting this direction of travel however, it was argued that LCC would need to swift and streamline partners to that same direction.
- The Electric Vehicle Charging Strategy was discussed, and concerns were raised that the shift to electric vehicles may not be achieved as these would require the installation of fast charging points. Officers provided assurance that work was being carried out to identify suitable locations for installing charging points.
- Members enquired whether clean air zone was investigated as part of the plan and noted that it would be beneficial to review data from the time before the Lincoln Eastern Bypass was operated and after to verify the impact on air quality for the centre of Lincoln.

d) Risks and Impact Analysis

See the body of the Report.

7.Appendices

These are listed below and attached at the back of the report	
Appendix A	Local Transport Plan 5
Appendix B	Local Transport Plan 5 Summary and Prospectus
Appendix C	Summary of substantive comments following public consultation and Recommendations in addressing comments raised
Appendix D	Walking Modal Strategy
Appendix E	Cycling Modal Strategy
Appendix F	Local Bus Modal Strategy
Appendix G	Passenger Rail Modal Strategy
Appendix H	Rail Infrastructure Modal Study
Appendix I	Electric Vehicle and Alternative Fuels Modal Strategy
Appendix J	Freight Modal Strategy

8. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
All LTP documents and evidence base	https://www.letstalk.lincolnshire.gov.uk/local-transport-plan

This report was written by Jason Copper, who can be contacted on 07500 813698 or jason.copper@lincolnshire.gov.uk.

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Local Transport Plan 5

February 2022



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Foreword



Cllr Richard Davies
Lincolnshire County Council

Welcome to Lincolnshire County Council's Local Transport Plan 5.

Since we published our last LTP (4) in 2013, a lot has happened in the world of local transport. The Government's announcement banning the sale of both new petrol and diesel cars by 2030 and the huge steps forward in tackling climate change with the commitment to be net-zero carbon by 2050, will have a significant bearing on what happens to transport during the time-scale of this plan.

We are also planning for 100,000 new houses across Greater Lincolnshire together with economic growth coming from employment land allocations of some 950 hectares. Whilst the growth of the internet and virtual connectivity is changing how we learn, work and shop, there can be no doubt that maintaining and improving physical connectivity remains a critical part of what we do. Since the last LTP, we have seen the completion of the Lincoln Eastern Bypass and received confirmation for funding for the North Hykeham Relief Road. We have also seen a significant uplift in our rail connectivity to London with 13 services a day as well as improvements to local services planned for delivery in May 2021, although the pandemic has seen short-term changes to this.

The CallConnect demand responsive bus service goes from strength-to-strength and pre-COVID-19 it was carrying over 320,000 passengers per annum using 30 vehicles.

The Council have provided support to active travel too, with over £1 million invested in improving routes and facilities for pedestrians and cyclists.

Of course, we cannot ignore the issues that the global COVID-19 pandemic has thrown at us. This has seen the county council have to adapt and offer support to our citizens in a way that would have seemed inconceivable 18 months ago. But we have stepped up and provided help to businesses and individuals and shown just how effective local government can be when provided with the right resources.

Whilst the full effects of the pandemic on the way we live our lives are not yet known, it is clear that it has accelerated changes that were already happening. As the world is beginning to recover, we have an opportunity to reassess and review our priorities, and we can now start to plan properly for the challenges ahead.

There can be no doubt that travel patterns have altered for good, but it is too early to say exactly what impact these changes will have. It seems likely that flexible working from home will remain to some extent for many people, and so there will likely be changes to commuting times going forward. Access to education will return to something approaching normal, but access to health and our shopping activities have altered in ways that seem irreversible, at least in part.

Travelling less – and for different reasons – will lead us to reassess our programmes, with a likely growth in leisure travel as seeing our loved ones becomes more important.

Over £1 million invested in improving routes and facilities for pedestrians and cyclists.

Our tourism sector has been badly affected by the bans on non-essential journeys but both our natural and our historic built environments are still as wonderful as ever and will see visitors return to appreciate what we have to offer. I'd like to see the growth in recreational walking and cycling continue, and spill-over into everyday commuting and utilitarian trips. To that end, this LTP is supported by both walking and cycling strategies, aimed at encouraging active travel and the blurring of commuting and leisure.

The challenges that confront us centre on continuing to support the economic activity and growth, whilst reducing carbon emissions and our impact on the environment. We will need time to fully appreciate and understand the consequences for the transport system that the pandemic has led to, and adapt our approach as we get a better picture of what is happening.

We will need to ensure we maintain a convenient transport system, and one that offers choice and value for money. For many across the large rural expanses, that is likely to mean continuing to use a car, but one that is powered in a different way. This will require different infrastructure. We must also cater for those who perhaps struggle with access and aren't able to use a car. Our young people need to aspire to better education and better job opportunities, so we need to see improvements to connectivity for education, training and workplaces.

In our more urban areas we need to change perceptions and create places that are desirable to spend more time in and become focussed on people not vehicles. Shorter vehicle trips can be more easily replaced with more active modes of transport, providing a boost to the economy and the environment, by reducing congestion, improving air quality, and creating more welcoming and cleaner urban centres.

So I shall seek from the Government:

- A fair and equitable share of investment for connectivity both digital and physical for broadband, transport and highways and maintenance of our roads.

- A change in rules and regulations to allow greater innovation in rural areas, particularly where the market has failed. I want to make Lincolnshire a pathfinder to tackle the challenges of electric vehicle technology, a modernisation of public transport provision and support the green industrial revolution.
- The ability to have a greater say in setting transport fares and pricing that reflects the different character of a large rural area with no mass urban centre.

- A greater appreciation of rurality and the challenges it presents.

My offer to you is that:

- We commit to maintaining and improving local connectivity both virtual and physical.
- We support infrastructure that unlocks local sustainable development and provides improved access for all.
- We support the commitment to Net-Zero Carbon by 2050.

And alongside our partners:

- We will provide for transformed transport networks and services, including walking and cycling, rail and bus networks, electric vehicle charging and digital provision and digital services.
- We will encourage private sector investment to help meet net-zero and step in to stimulate growth and investment in electric vehicle charging and other innovations.
- We will focus on a place based approach supporting local needs and identifying local solutions.

I look forward to the challenging and exciting times that lie ahead.

Chapter 1: Introduction

Welcome to Lincolnshire County Council's LTP 5. This plan is designed to cover the short- medium- and longer-term time horizons for transport and highways for the whole county.

The publication of this LTP is a statutory duty for local transport authorities under the Local Transport Act 2008.

The short-term horizon is for the period 2022-26 and focuses on what is needed to continue to support the sustainable growth agenda of delivering new houses and jobs, whilst reducing carbon emissions and supporting the recovery from the COVID-19 pandemic. It will also need to take account of the changes to accessibility and mobility that have taken place in the short-term but that may become permanent changes in the longer-term; the growth of home working and home shopping being two key examples.

In the medium-term this plan is designed to support the Local Plans all with time lines running until 2034. Whilst there is less detail for this time frame, the plan looks at infrastructure requirements for all modes but notably for rail where planning horizons are often extended due to the complexity of the rail industry.

Finally, the plan has a short section on the longer-term future and what issues, trends and opportunities await the county up until 2050.

The document's structure

The LTP is divided into two parts each having a separate role. It is supported by a set of seven individual modal strategies and will be monitored by a developing set of performance indicators linked to the LTP objectives. Figure 1.1 shows the interrelationships within the LTP sphere of influence.

Part 1 – The core document: Lincolnshire's Integrated Transport Strategy

This part of the LTP provides the context, evidence and the high-level policy and strategy content. It provides a policy bridge from the spatially based District Local Plans, the county council's Corporate and Green Master Plans and also links transport policy into the Local Industrial Strategy, the Tourism Action Plan, the Joint Strategic Needs Assessment and a wide range of other higher-level policy and strategy documents covering the socio-economic, environmental and health agendas. Links to the national and pan regional policy agendas are also to be found in this part of the LTP alongside references to the role transport can play in supporting our priority sectors and our spatial approach of development which focuses on Sustainable Urban Extensions.

This part of the document also sets out the guiding principles and policies for transport delivery now and for the longer-term and provides an indication as to the importance and the range and types of interventions required.

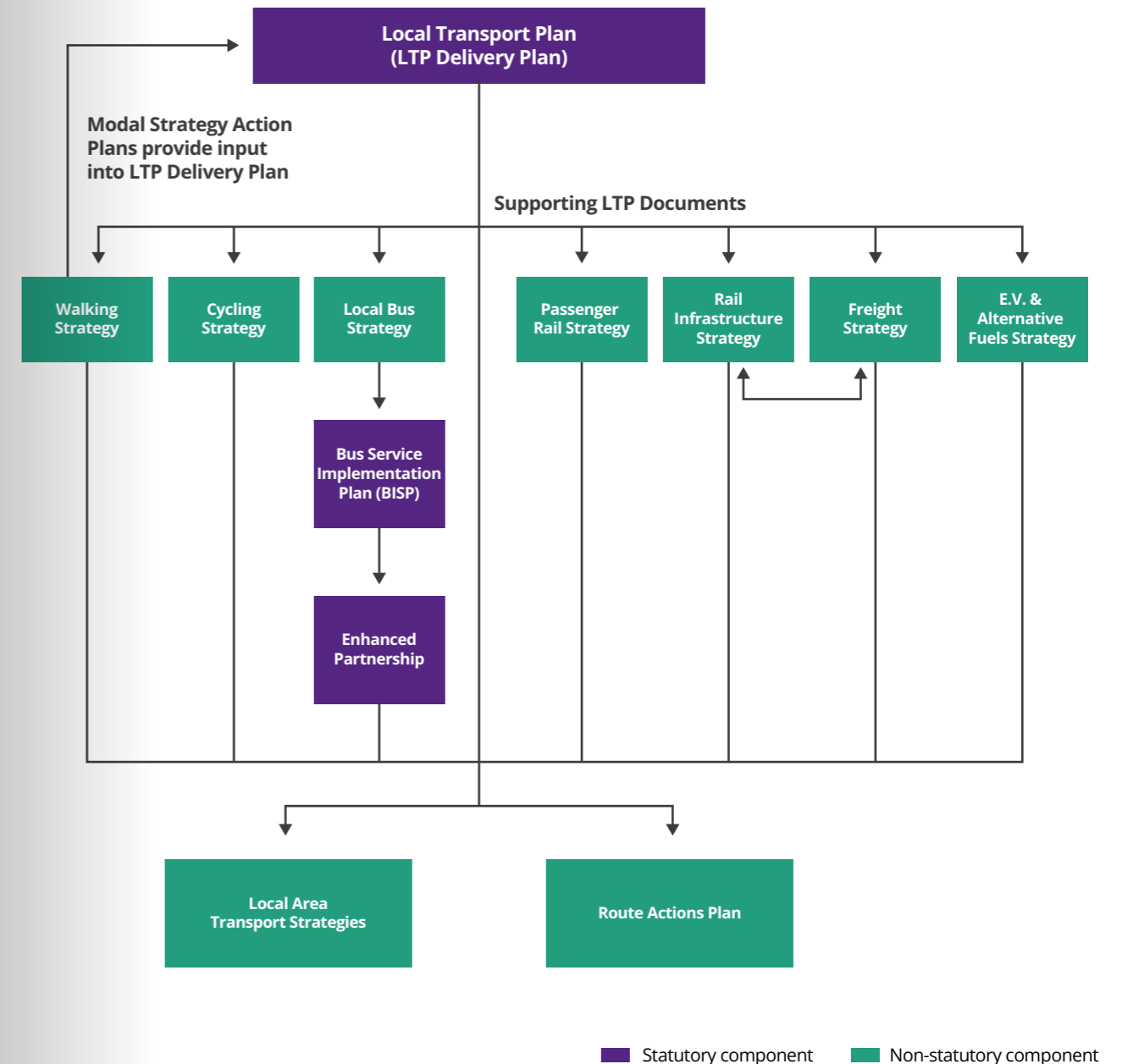
Part 2 – Delivery and Implementation Plan

Chapter 5 contains the proposed implementation plan and our priority list of improvements. However, given the diverse nature of Lincolnshire, a number of additional approaches to implementation and delivery have been developed, these are outlined below.

Local Transport Boards (LTBs) and strategies

This part of the LTP is focussed on implementation, interventions and approaches for delivery at the local level. Over the last few years, across Lincolnshire a series of LTBs have been developed, or are under development, centred on the main urban areas and larger market towns.

Figure 1.1 – The interrelationships within the LTP sphere of influence.



The areas covered include:

- Boston
- Gainsborough
- Grantham
- Lincoln
- Skegness, Mablethorpe and the East Coast
- Sleaford
- Spalding and Holbeach, and;
- Stamford.

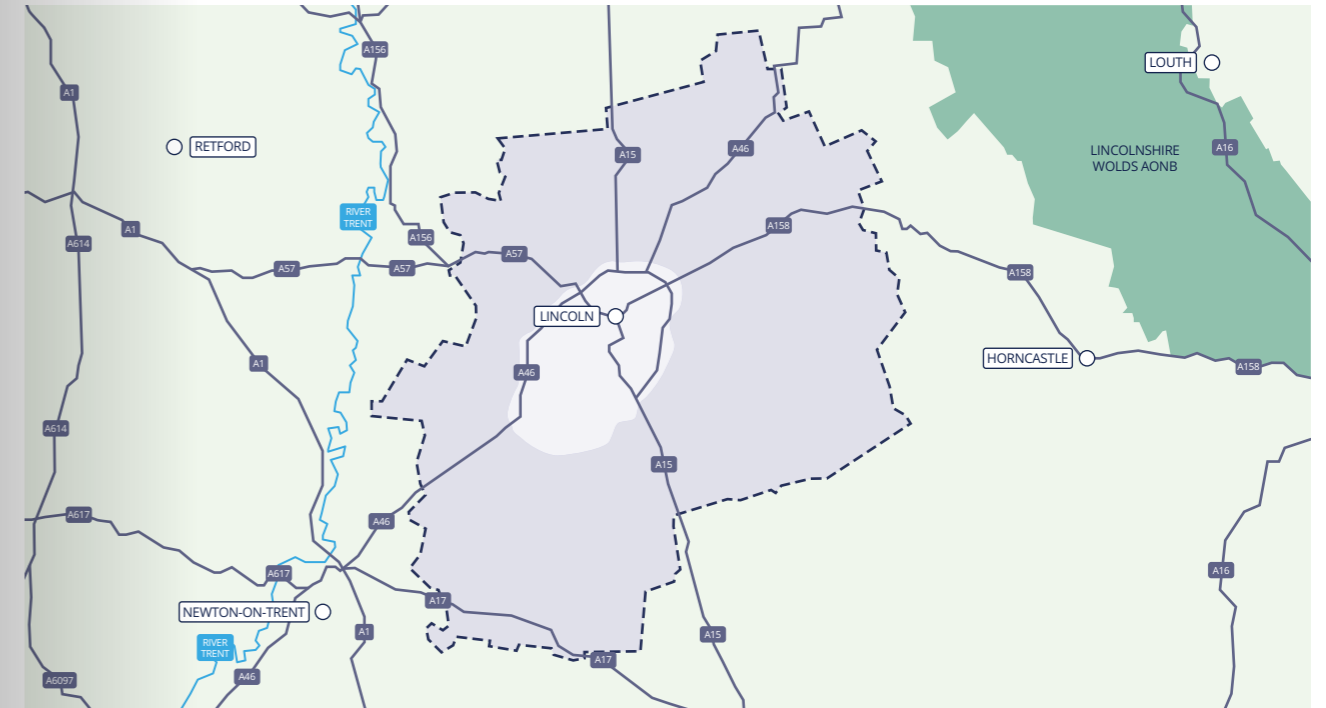
To date, two of the boards have developed full strategies, with their areas shown in the following diagrams. The others are in a process of development.

Within the framework of the LTP and the supporting modal strategies, the LTBs are at the heart of local delivery and enable partners to consider and develop interventions and schemes that reflect the locality and are founded upon a sound evidence base. They are also able to integrate schemes into local programmes and packages enabling greater efficiencies and the ability to make significant improvements across all modes and against a wide-range of objectives. Within the framework of the LTP and the model strategies the LTBs

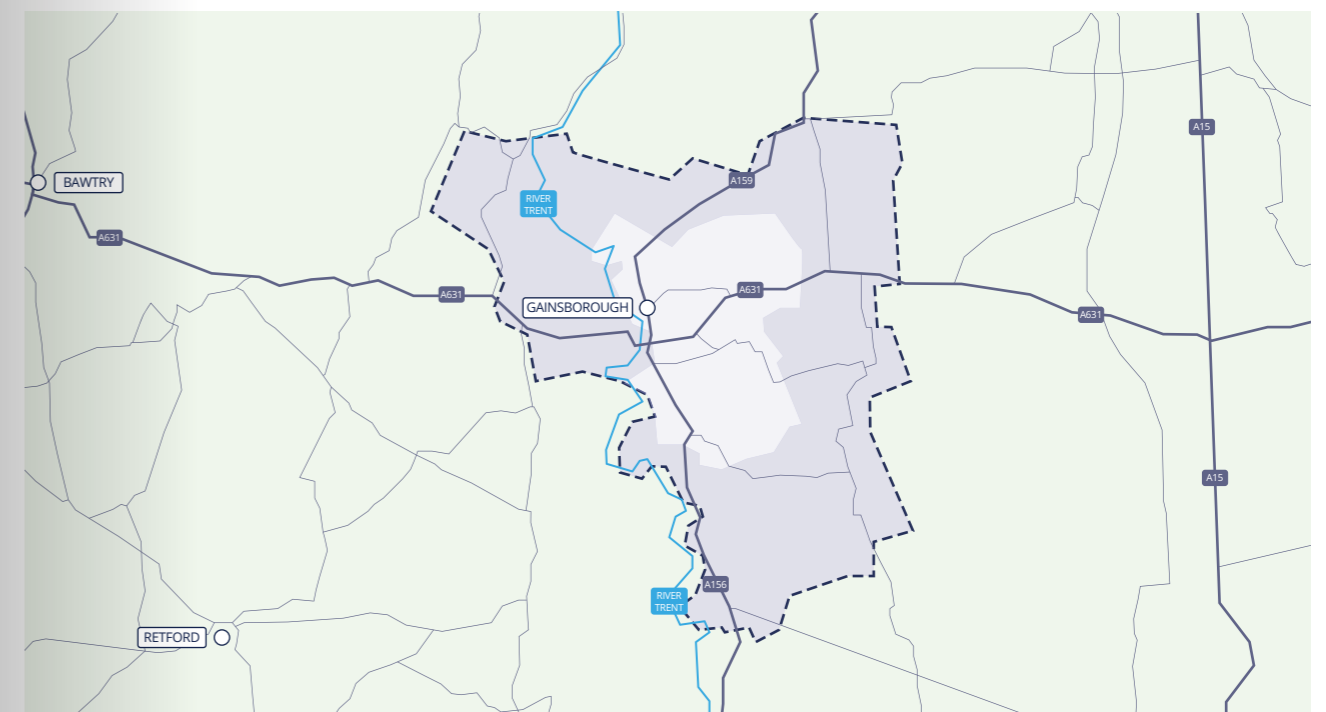
Two key elements in the development of the LTB strategies are traffic or transport modelling and stakeholder engagement. Modelling is used to both understand the current and future conditions within a strategy area, based on predictions of land use and economic development, and then to test the impact of potential options before the more promising of those options are taken forward into the final strategy. Engagement with stakeholders and, where appropriate, the wider public, helps to inform the understanding of the current situation within the strategy area and future plans which may affect transport but also identify potential options and generate ownership of the strategy by potential partners in its delivery.

All of the latest developments of the LTBs can be accessed at: www.lincolnshire.gov.uk/highways-planning/transport-strategies/1

Area of Lincoln Local Transport Board



Area of Gainsborough Local Transport Board

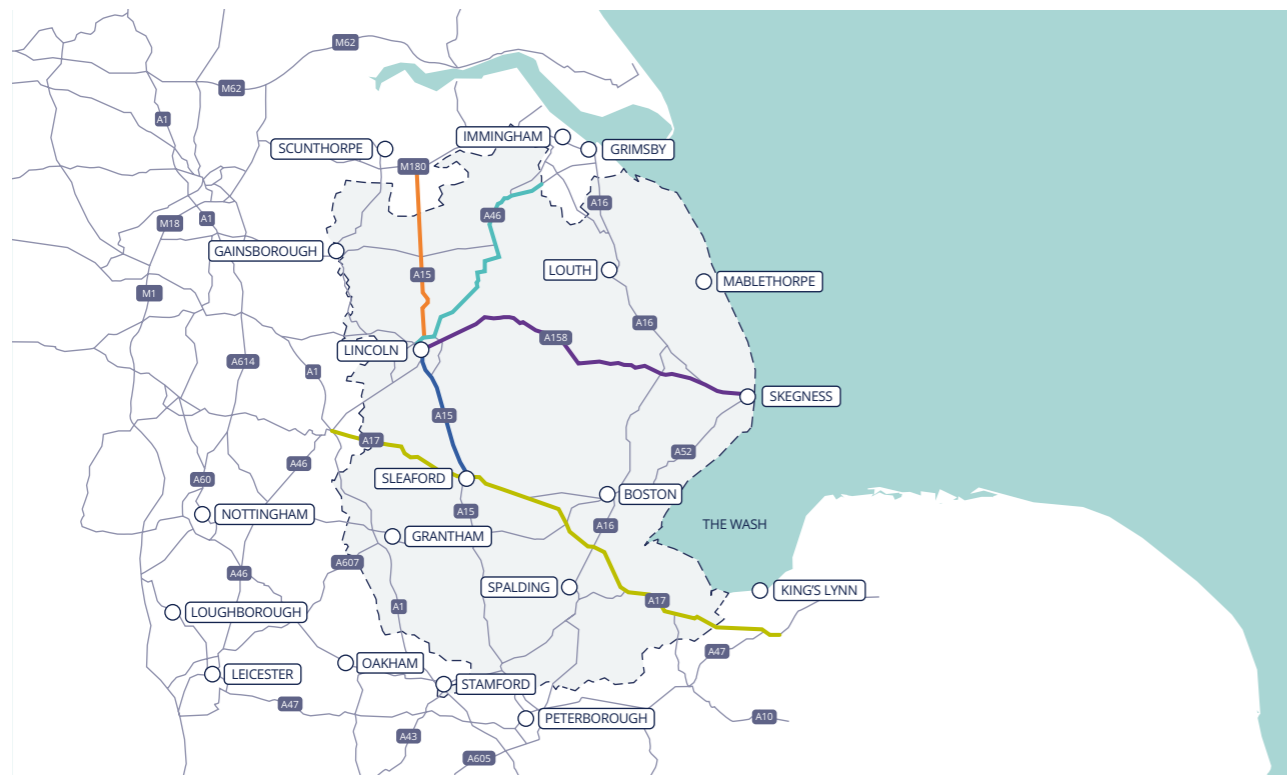


Urban area Strategy area

Route Action Plans (RAPs)

Following the success of the LTB approach for local delivery in an area, Lincolnshire County Council is now in the process of developing RAPs for the strategic roads in the county. These take the broad principles set out in the LTBs but look along the length of a key corridor or route.

Strategic routes identified for RAP work



Highways Infrastructure Asset Management Plan (HIAMP)

The HIAMP reflects the approach outlined in the Code of Practice “Well-Managed Highway Infrastructure”. This Code of Practice serves as a guidance document to local authorities, encouraging them to implement a risk-based approach within their service. This document demonstrates our continued commitment to a risk-based approach, whilst taking into account the specific local factors that define Lincolnshire county.

Lincolnshire County Council has for some time been committed to developing a consistent, proactive approach towards our service. Therefore, the authority is continuing to demonstrate best practice with regards to asset management. Recent weather events show us that this approach is very much the right way for us to deliver our service, to make maximum use of our available resources. Our asset-led approach has already fostered results throughout the years, notably through our efforts to align ourselves with the DfT’s requirements through the Self-Assessment Process. These efforts enabled us at the time to become one of the first two authorities to achieve Band 3 status with the DfT, receiving maximum funding as a consequence.

Supplementary and supporting modal strategies and road safety

The core Integrated Transport Strategy is supported by a range of other strategies and plans that provide more detail and expand on the policies and proposals of a particular transport mode with a focus on a shorter-time frame. These strategies and plans are designed to be more fluid and able to react more quickly to changing circumstances. It is hoped to make these parts of the LTP more of a “living” document that can reflect on the changes and demands in terms of available funding and what is happening on the ground.

They also provide actions, interventions and approaches that should be adopted for each mode and provide the framework for delivery which is the focus of Part 2.

Monitoring and evaluation

Monitoring and measuring performance is key to delivery. The LCC Annual Monitoring Report is available and provides an update on performance from previous LTPs as well as an indication of the state of play across the whole transport and highway network. Moving forward as new technologies develop, a review of how data is collected and monitored will be undertaken to ensure the measurement of the LTP’s success is kept up to date.

The recent announcement from the Government in “Decarbonising Transport”¹ states that “Going forward, LTPs will also need to set out how local areas will deliver ambitious quantifiable carbon reductions in transport, taking into account the differing transport requirements of different areas. This will need to be in line with carbon budgets and net-zero.” Clearly, the monitoring and evaluation of carbon as part of the LTP moving forward is going to become more important and this will be built into our monitoring processes in the future.

Engagement and consultation

The development of the LTP has focussed on engagement with partners across the transport sectors but also with strategic bodies such as Midlands Connect, the Local Economic Partnership (LEP) and District Councils. This has provided evidence and technical input into drawing up the plan. Following internal engagement with officers and Lincolnshire county councillors the next stage was to progress to a wider consultation with the public and other public bodies alongside statutory consultees such as the Environment Agency and Natural England.

Traditionally, consultation would have been on a face-to-face basis but the pandemic situation made planning such public events impossible so a virtual consultation was developed. This virtual-based consultation exercise proved more successful than traditional events, with in excess of 3000 website hits, some 1500 document downloads and over 750 survey responses..

Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA)

Introduction

The SEA/SA process is carried out during the preparation of Local Plans and spatial development strategies. Its role is to promote sustainable development by assessing the extent to which emerging plans will help to achieve relevant environmental, economic and social objectives.

SEA is used to describe the application of environmental assessment to plans and programmes in accordance with European Council Directive 2001/42/EC². The SEA Directive is enacted in England through the “Environmental Assessment of Plans and Programmes Regulations” (SI 2004/1633, known as the SEA Regulations)³.

An SEA is mandatory for plans and programmes which are prepared for agriculture, forestry, fisheries, energy, industry, transport, waste or water management, telecommunications, tourism, town and country planning or land use, and which set the framework for future development consent of projects listed in the Environmental Impact Assessment Directive (85/337/EEC)⁴ and the town and country planning (Environmental Impact Assessment) Regulations⁵.

SEA only considers the environmental effects of a plan, whilst SA consider a plan's wider economic and social effects in addition to its potential environmental impacts, however, it is obligatory that SAs meet all of the requirements of the SEA Regulations.

Sustainability Appraisal

SA is an interactive process of gathering data and evidence, assessment of environmental effects, developing mitigation and monitoring measures and making recommendations to refine plans or programmes in view of the predicted environmental effects.

The approach adopted for the SA of the LTP 5 follows that set out in the Practical Guide to SEA⁶ and the Planning Practice Guidance to SEA and SA⁷. It involves the development of an assessment framework comprising a series of sustainability objectives, assessment criteria and indicators. This framework is developed from an understanding of environmental problems and opportunities identified through a review of existing baseline information and a review of other plans, programmes and environmental protection objectives relevant to the plan area (i.e. Lincolnshire) and subject matter (transport).

The key stages of the SEA process are the following:

Stage A: Setting the context and objectives, establishing the baseline and deciding on scope (this stage);

Stage B: Developing and refining strategic alternatives and assessing their effects;

Stage C: Preparing the Environmental Report;

Stage D: Consulting on the draft plan or programme and the Environmental Report; and

Stage E: Monitoring the significant effects of implementing the plan or programme on the environment.

The stages of the SA process and their interactions with the LTP process are depicted in the follow diagram.

The stages of the SA process and their interactions with the LTP process



Chapter 2: This is Lincolnshire

Lincolnshire is the second largest county in the United Kingdom and covers 2,687 square miles.

The county of Lincolnshire consists of the seven Districts/Boroughs of Lincoln, East Lindsey, West Lindsey, North Kesteven, South Kesteven, Boston and South Holland. These districts include the major towns of Lincoln, Boston, Skegness, Gainsborough and Grantham. Within these districts there are 600 parish and town councils. North Lincolnshire and Northeast Lincolnshire act as unitary authority areas which are separate to the seven districts in the transport area managed by LCC.

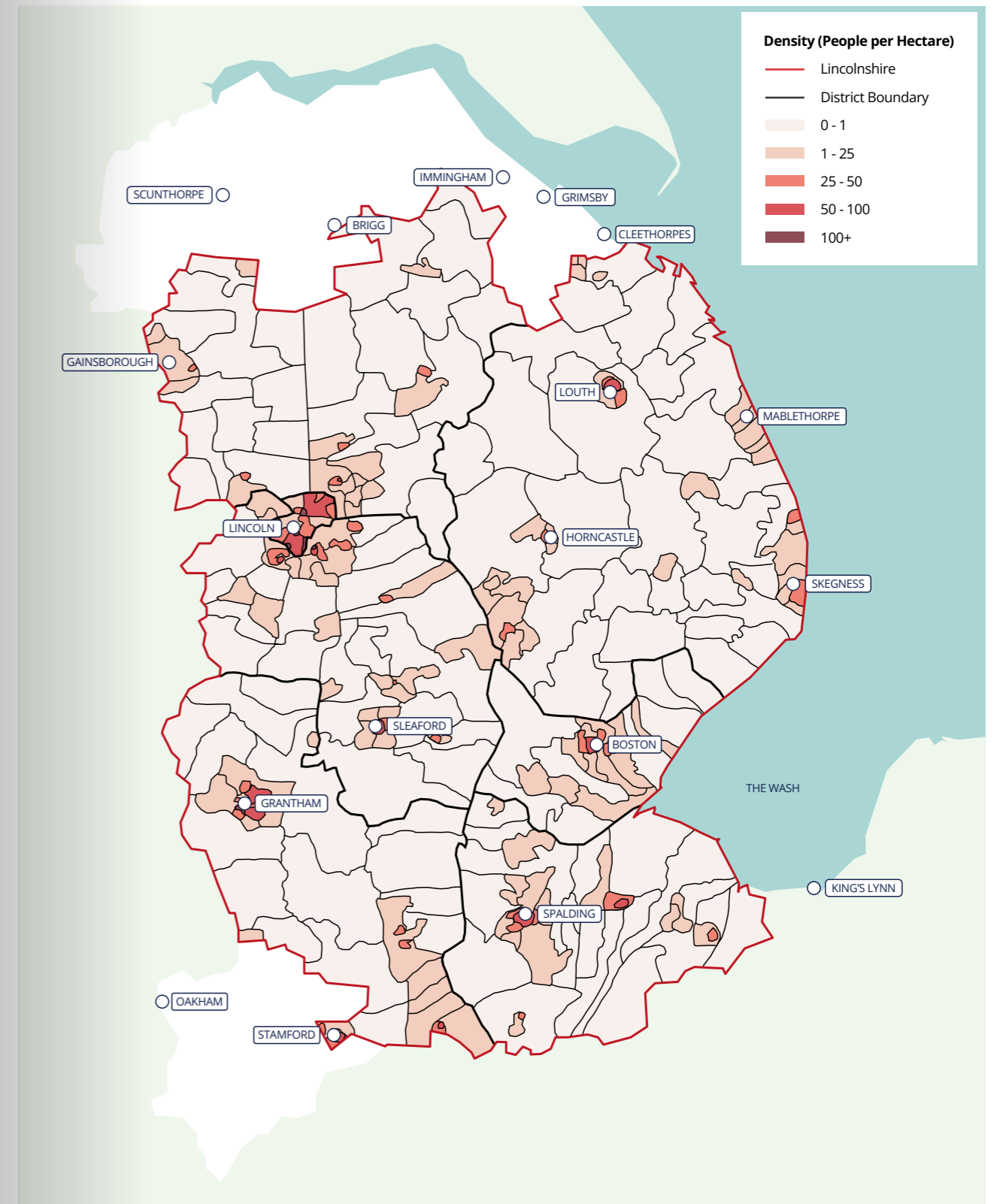
Population

Lincolnshire has an estimated population of 796,500 as of 2021, up from 713,653 in 2011 and 646,643 in 2001. This 11% change increase, from 2011-2021, is larger than the 9% national projected increase. Furthermore, there was a 10% population increase from 2001-2011, again above the national average of 7%⁸.

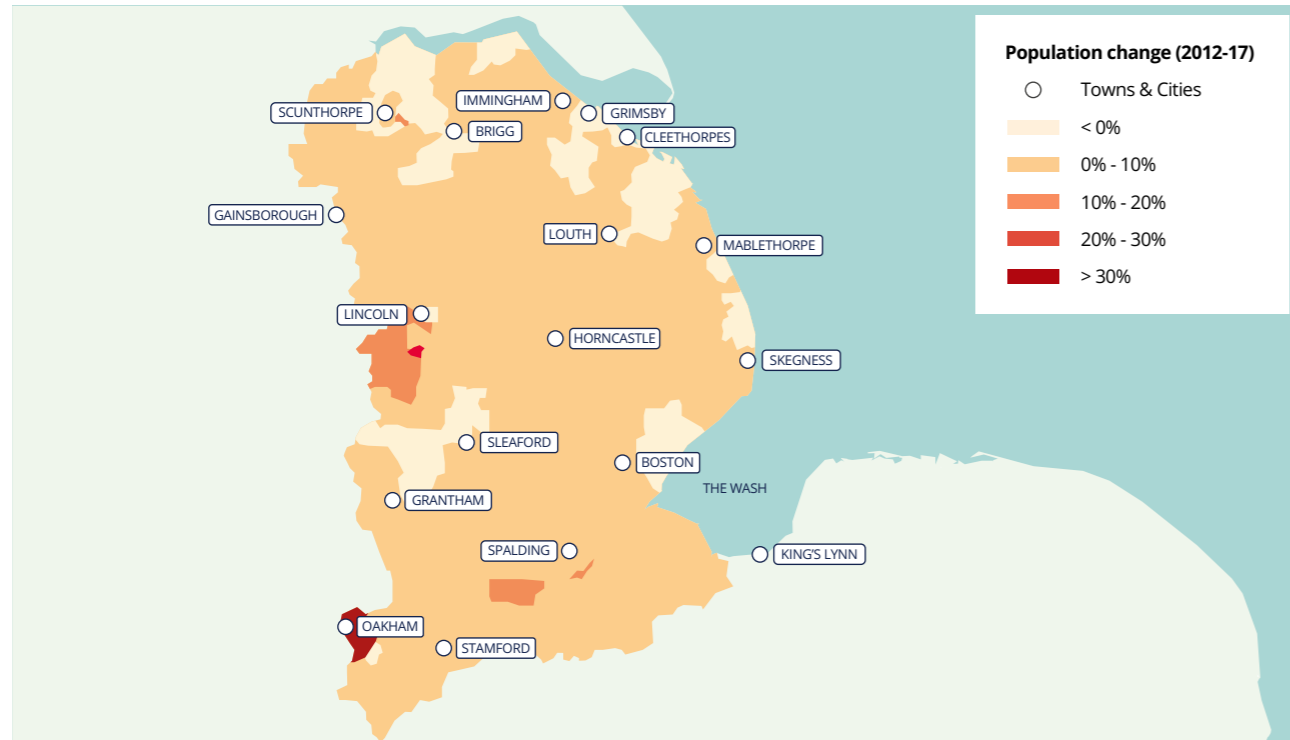
As of the 2011 census data, the largest district in terms of population is East Lindsey with 136,401 people. This was closely followed by South Kesteven with a total population of 133,788; North Kesteven (107,766); Lincoln (93,541); West Lindsey (89,250); and South Holland (88,270). The smallest district is Boston, with a population of 64,637 people. Despite Boston having the smallest population, Boston had a 16% increase in population from 2001-2011, the largest change out of the seven Districts in the county⁹.

The District of Boston also has a 12.5% population percentage of other white ethnic groups with 4.7% of the population arriving in the UK in the mid-2000s which corresponds to the large eastern expansion of the European Union in May 2004. Less than 3% of Lincolnshire's population comprises of Black, Asian and Minority Ethnic (BAME) groups. The district of Lincoln has a greater BAME population percentage in comparison to Lincolnshire.

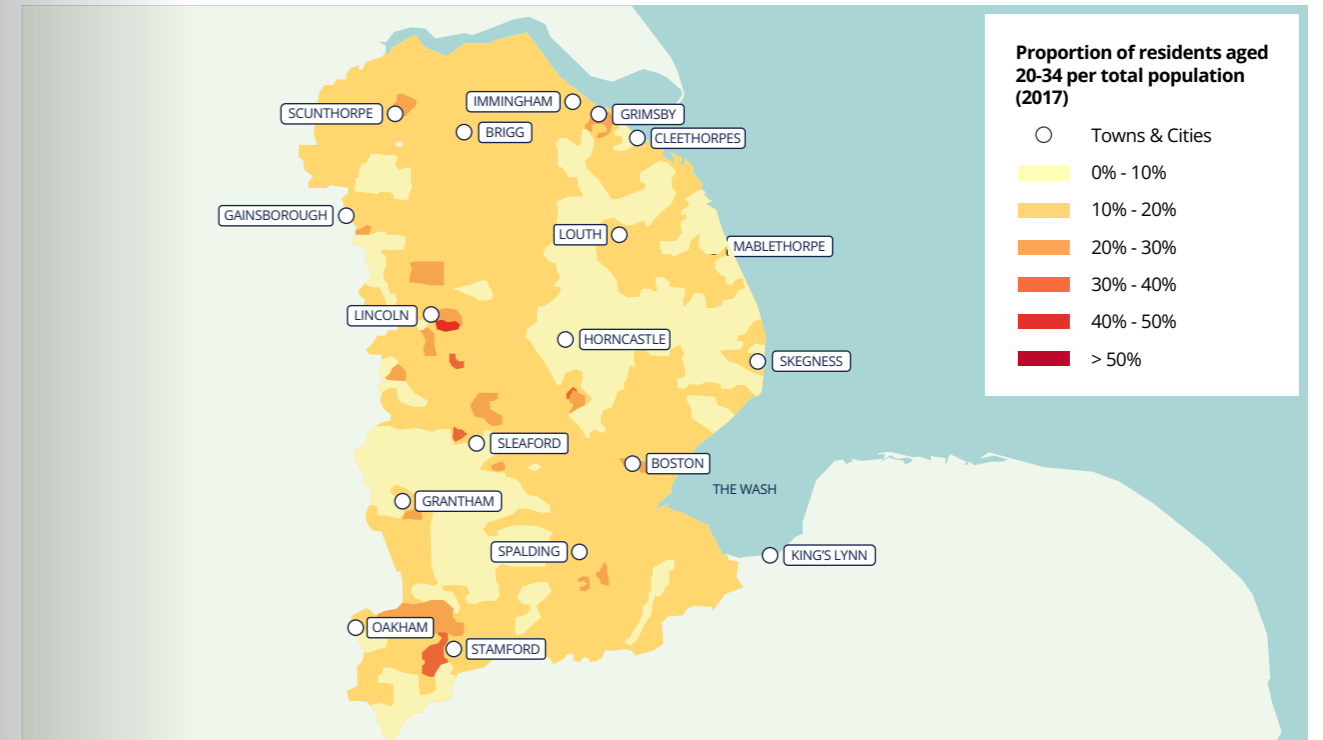
Population density



Population change



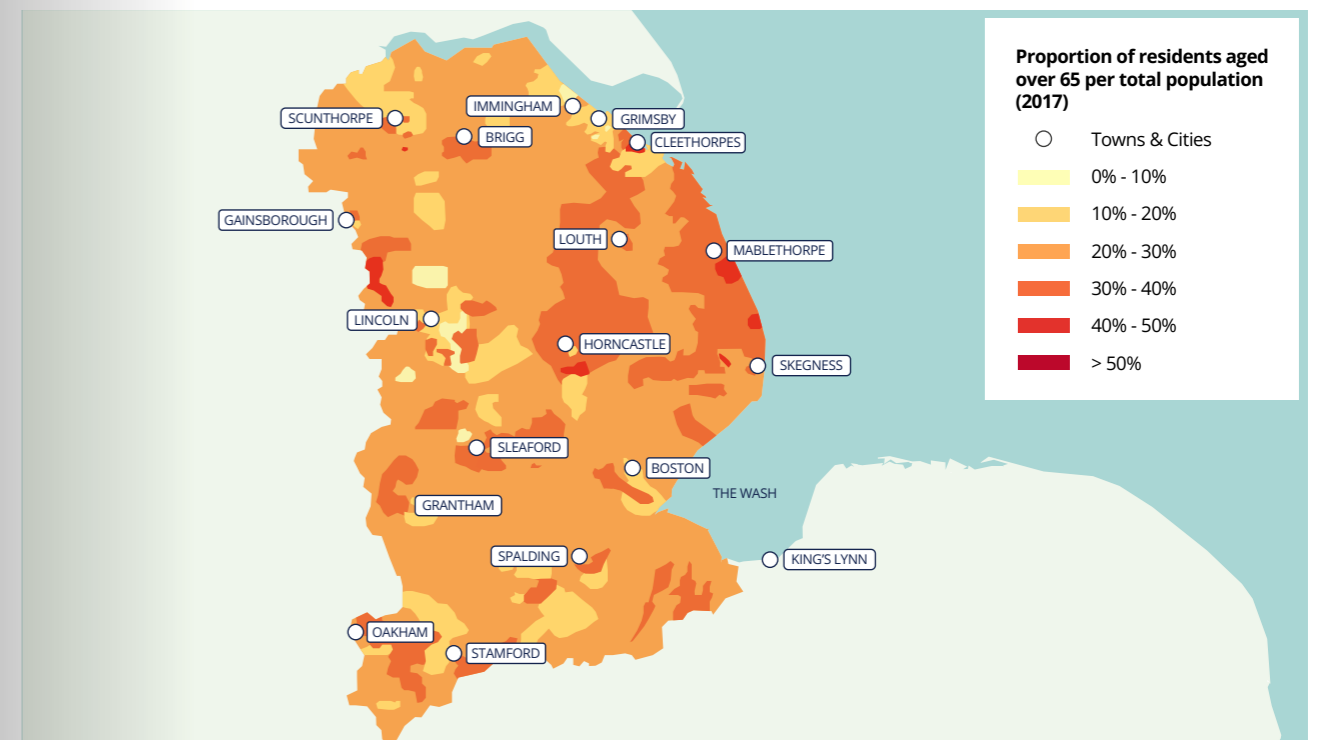
Proportion of younger age residents (20-34)



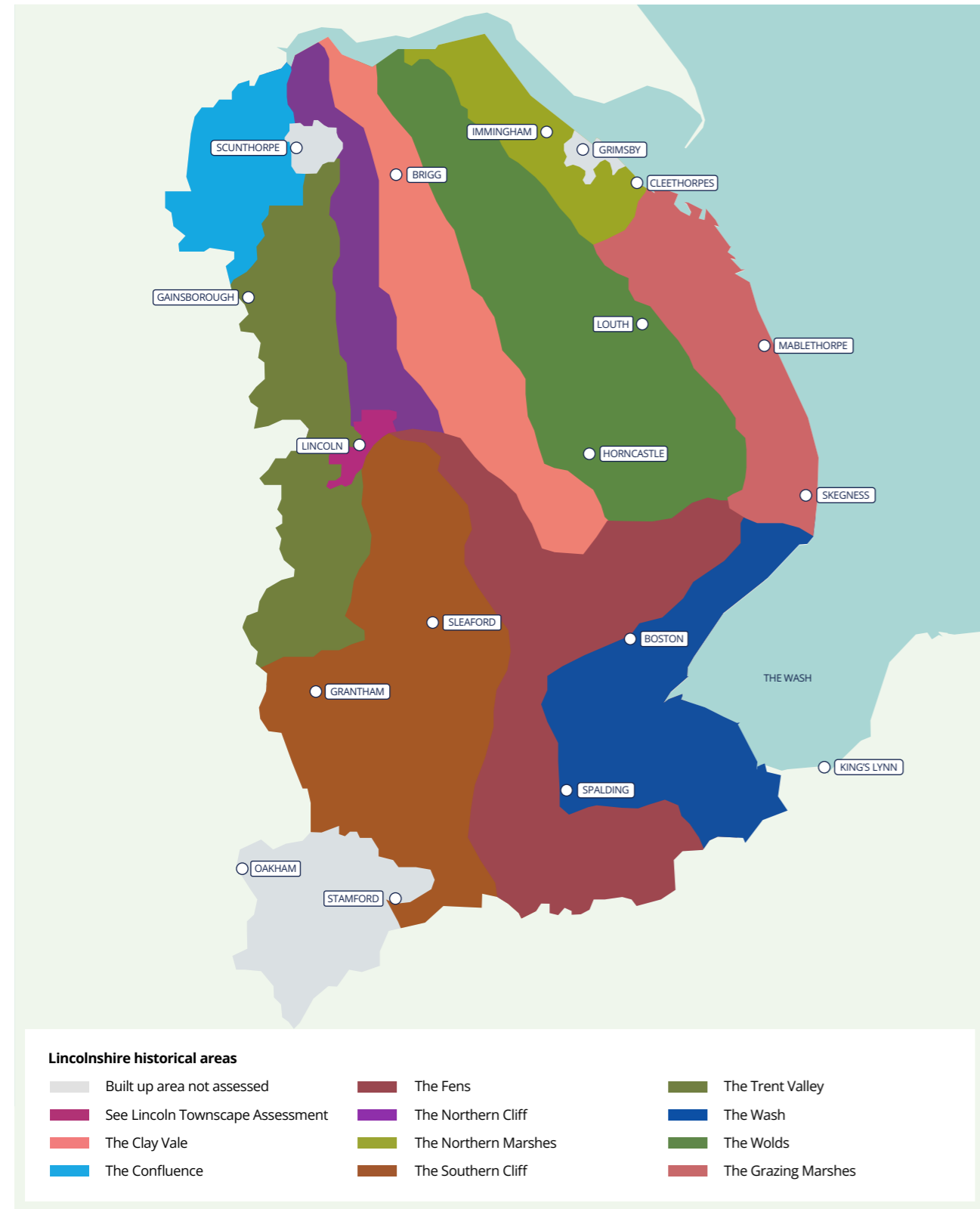
	Population (2017)	Population growth (2012-17)
Lincolnshire	751,171	4.45%
North Lincolnshire	171,294	1.75%
North East Lincolnshire	159,826	0.02%
Rutland	39,474	6.41%
Greater Lincolnshire	1,121,765	3.4%

Population growth 2012-17: EM = 4.46%, UK = 3.7%

Proportion of older residents (over 65)



Lincolnshire historic landscape character map

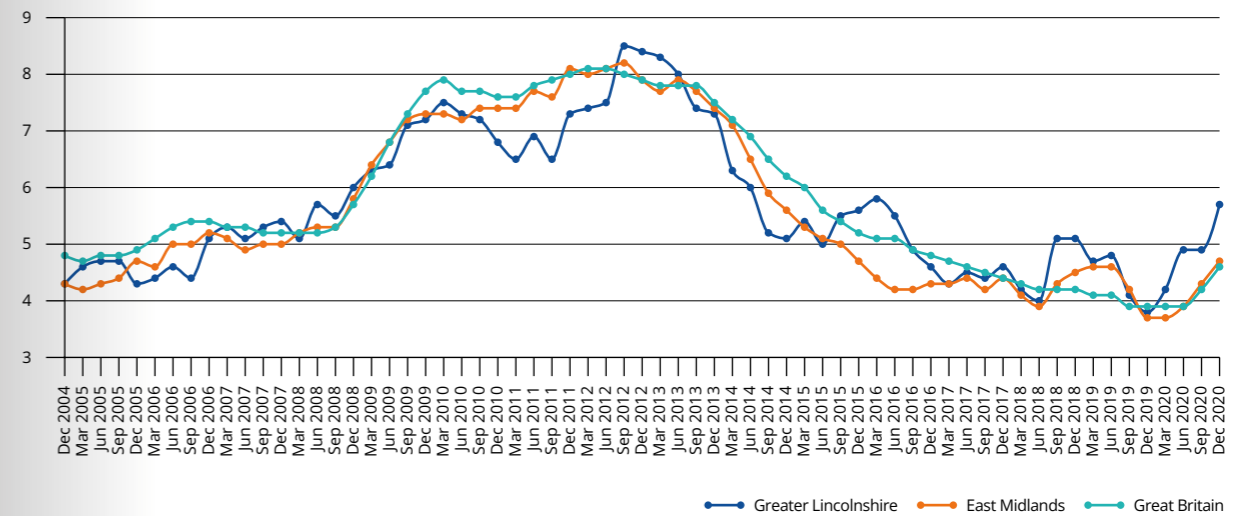


Lincolnshire is often perceived as a homogeneous county however it is far from it. From the high grounded Lincolnshire Wolds to the low-lying Fens, The previous diagram illustrates the diverse landscape areas within the county¹¹. The Fens in the south is mostly made up of arable fields with a flat landscape. The Northern Cliff area is influenced by roman roads and military activity with former bases at Hemswell, Hibaldstow and Kirton on Lindsey. In addition to, other bases such as RAF Scampton are still operational. The Wolds is surrounded by lowlands on all sides and is mostly rural with it being classified as the least industrialised character area.

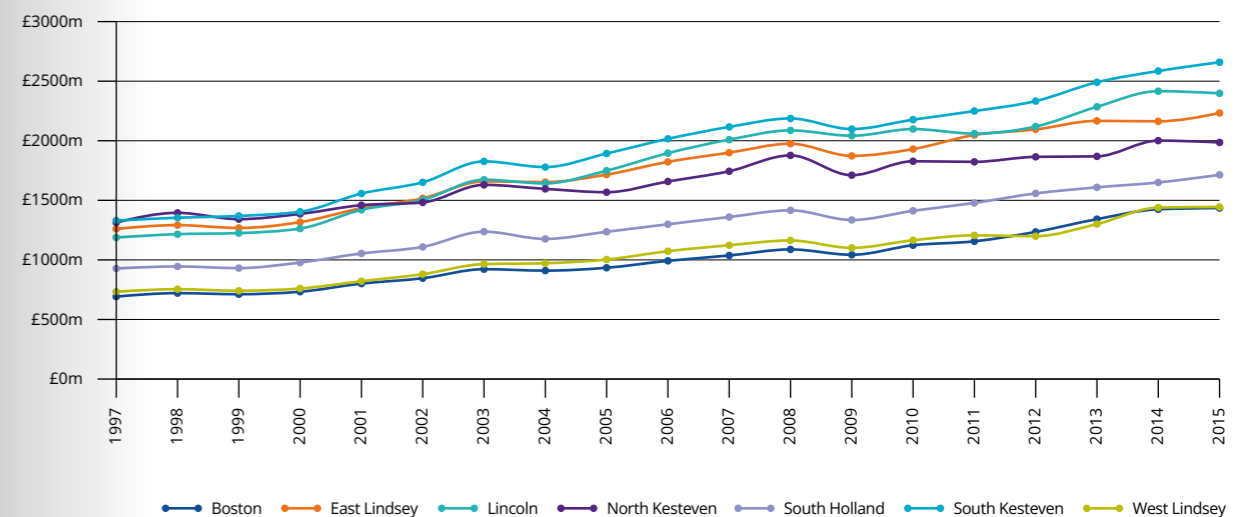
Employment

Like most regions, the global financial crisis catastrophically damaged local economies. Greater Lincolnshire saw unemployment rates as high as 8.6% following the years after the crisis. Currently, as of September 2020, unemployment rate is at 4.9% which is higher than the UK average of 4.2%⁹.

Unemployment rate from 2005

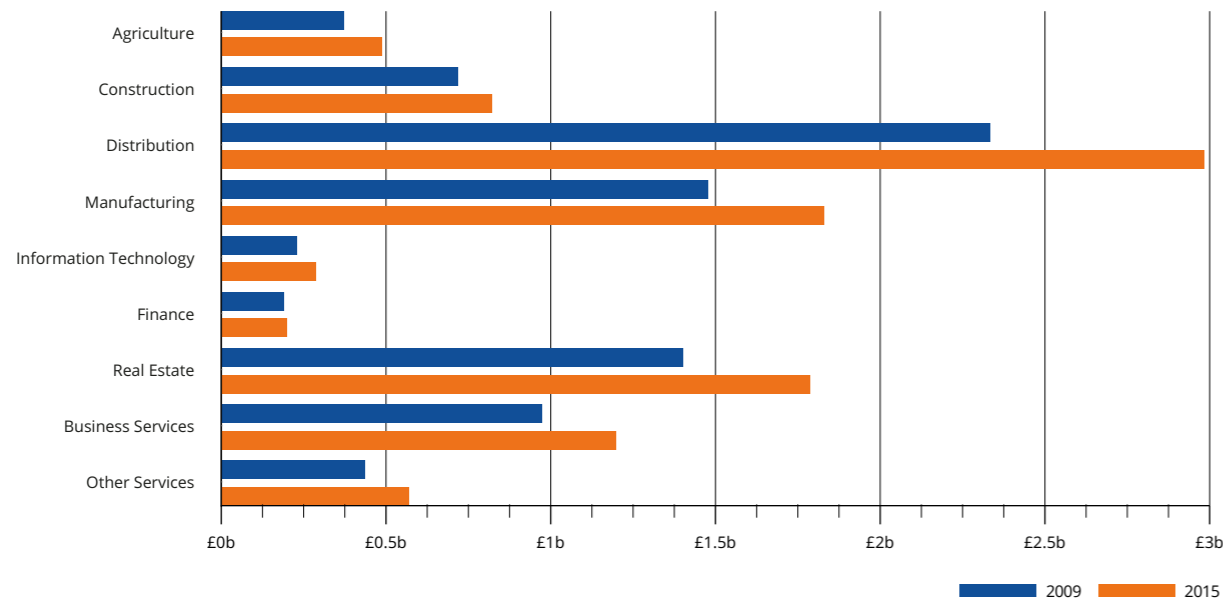


The increase of GVA (income approach) for all sectors in Lincolnshire since 1997



The chart below highlights the main industries by GVA income which correlate to the largest economic sectors within the county. Despite the financial crash, there has been a growth between 2009 and 2015 of all industrial sectors.

GVA income of Lincolnshire by industry



Economy

Agrifood, manufacturing and the visitor economy are the main priority sectors of the Lincolnshire economy. The visitor economy alone is worth £2.24 billion per year. From 2009, the overall visitor days have grown on average 1.4% each year.

The Gross Value Added (GVA) measures the increase of the value of a region from the production of goods and services. The following chart illustrates the increase of GVA (income approach) for all sectors in Lincolnshire since 1997¹². South Kesteven performs the best in comparison to the District of Boston⁹.

Visitor economy

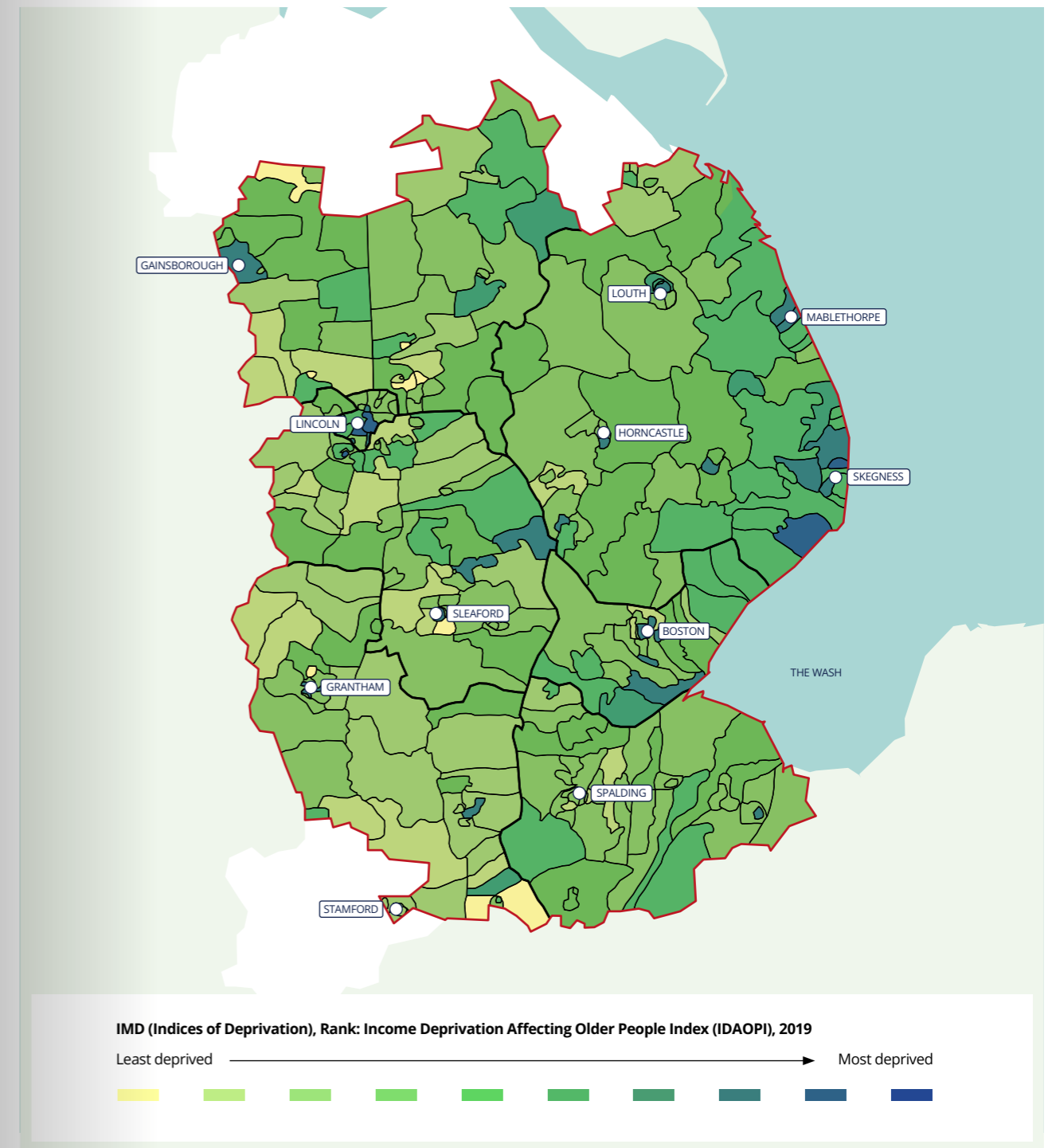
Lincolnshire's visitor economy is one of the most important economic sectors. It is not just the city of Lincoln that makes a significant contribution but also the countryside and coast. With aviation attractions, cycling and walking routes and the seaside resorts, Lincolnshire attracts visitors from far and wide.

The City of Lincoln is diverse in regard to its economy. Attractions such as Lincoln Castle and the Cathedral are targeted at families and heritage seekers¹³. Whereas, the restaurants and bars along Brayford Pool and Cornhill Quarter attract the large young adult population. However, in the past decade, sites such as Lincoln Castle were poorly performing and consequently had negative spill over effects to the whole of Lincoln. However, in 2015, a £22 million investment in marketing and the Magna Carta saw the trebling of visitor figures with 4.54 million visitor days and nights¹⁴. Furthermore, every December, Lincoln's annual Christmas market attracts just under 250,000 visitors from within and outside the county. Extra train services are introduced for the period and park and ride schemes are available.

Skegness is the UK's fourth most popular tourist holiday resort which makes the visitor economy a main economic sector for the town¹⁵. Between 2014 and 2015, visitor numbers increased by 9.2%. Over the past few years, new attractions such as Skegness Aquarium and the Skate and BMX Park have been created. Redevelopments of the Tower Gardens Pavilion site is now also finished.

Deprivation

Using the index of multiple deprivation shows a strong east west split in Lincolnshire. Coastal communities in particular struggle with multiple deprivation in part due to poor connectivity and accessibility to higher education, skilled jobs and health care.



Travelling in Lincolnshire

Travel mode

Due to the rurality of Lincolnshire, accessibility between places can be an issue. Public transport is not always frequent enough and therefore car ownership is unsurprisingly high. As of 2011, households in Lincolnshire with access to at least one car/van was 82%. 42.1% of the population travelled to work by car or van; 7.8% travelled by foot; 4.8% travelled by public transport and 3.8% worked from home⁹.

Bus

Public transport is vital to increase accessibility around the county. The main bus operator in Lincolnshire is Stagecoach. Large urban centres such as Lincoln, Boston, Grantham and Skegness see regular Stagecoach services that connect the core urban centres to the peripheral suburbs. On demand bus services such as CallConnect also provide rural transport through a variety of local operators.

Rail

Despite Lincolnshire's vast land area, railway lines are sparse around the county. The Beeching Report in the 1960s cut back a plethora of railway networks and stations around Lincolnshire and in particular the East Lincolnshire Railway which linked Boston through to Grimsby¹⁶.

Now, a fraction of the routes remains. These include:

- Newark North Gate to Grimsby Town via Lincoln and Market Rasen.
- Lincoln Central to Sheffield.
- Doncaster to Peterborough via Lincoln, Sleaford and Spalding.
- Nottingham to Skegness via Sleaford and Boston.
- Lincoln Central to London Kings Cross.

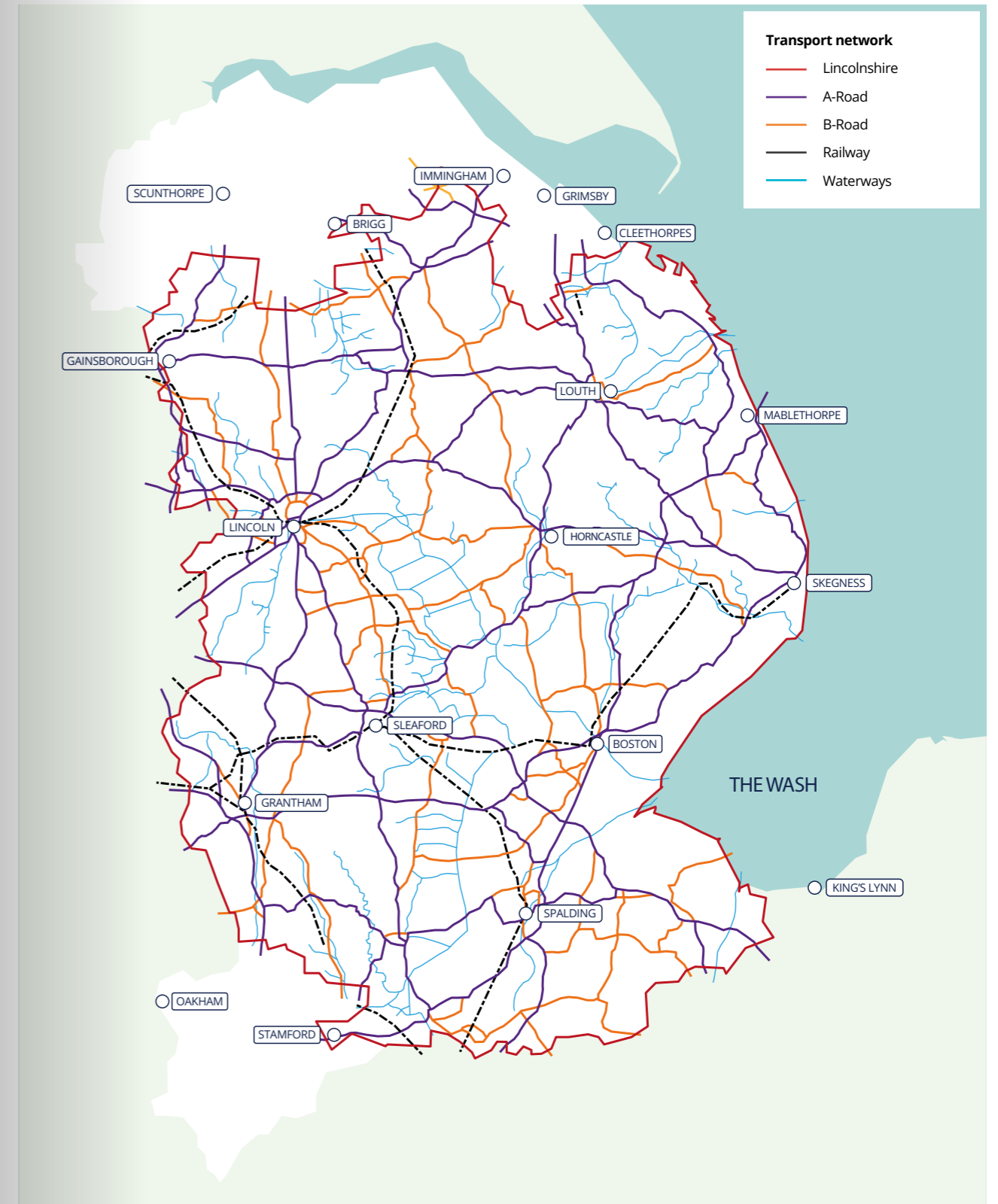
A large majority of stations within Lincolnshire are managed by East Midlands Railway. Other train operators namely Northern and LNER manage and run services connecting to other regions of the UK. In 2019, LNER introduced five new daily direct services from London Kings Cross to Lincoln Central¹⁷.

Roads

The vast majority of roads within Lincolnshire are A-roads and B-roads rather than motorways seen in other UK counties. The major roads in the county comprise of the A1, A15, A16, A17, A46, A52 and A158¹⁸.

- The A1 is a 660km dual carriageway that passes through Grantham and links London to the South and Edinburgh to the north.
- The A15 and A16 links the south of Lincolnshire to the north. The 155km long A15 links; Bourne, Sleaford, Lincoln and Scunthorpe.
- The A16 starts northbound at Grimsby and connects the towns of Louth, Boston and Spalding, stopping at Peterborough.
- The A17 runs northwest to southeast across the southern part of the county, linking Newark (the A1 and A46) with Kings Lynn in Norfolk. The road is a vital connection for the "food valley".
- The A52 runs from Skegness to Grantham and beyond and provides a key link to the coastal communities from the A1.
- The A158 connects Lincoln to local market towns and the coastal resort of Skegness.

Lincolnshire's transport network



Chapter 3: Shaping the Strategy

Fundamental to this LTP is that it is taking a fully integrated and holistic approach to the development of the transport strategy and acknowledges the significant role and importance that transport plays in both shaping and supporting change.

Key to understanding the approach is to appreciate the three following points:

1. Transport is not an end in itself. People and freight move about for a purpose making transport a derived demand.
2. Transport must be shaped and directed by wider economic, environmental and social objectives.
3. Transport is a key input into matching sustainable economic growth with wider social and environmental objectives.

Building on these points the rest of this chapter sets out some of the evidence, challenges and opportunities that are likely to arise over the lifetime of this LTP. At the end of the chapter there is a short section on what the future might hold as technology continues to develop and some of the changes that arose during the pandemic become longer-term trends and permanent fixtures in the way we live our lives.

Evidence – The challenges, changes and trends

Transport usage during COVID-19

Transport in the United Kingdom has been massively impacted during the COVID-19 pandemic. During the pandemic the DfT has been monitoring the impact on traffic movement through a series of data collection using various methods. The following data has been collected on five main modes:

- Road traffic in Great Britain.
- Rail passenger journeys in Great Britain.
- Transport for London (TfL) tube and bus routes.
- Bus travel in Great Britain (excluding London).
- Cycling in England.

In this section, we will analyse the data available for road traffic, rail passenger journeys, bus travel in Great Britain (excluding London) and cycling.

1. Road traffic in Great Britain

The national road traffic estimates include change in traffic on all road types at GB level. These estimates are provided, split into selected vehicle types (cars, light commercial vehicles, heavy goods vehicles) and total for all motor vehicles.

Data source

The analysis is based on around 275 automatic traffic count sites across Great Britain. These sites are used for DfT's Quarterly Road Traffic National Statistics series to estimate traffic change and as such the samples of automatic traffic counters are stratified by area, road classification, and road management and have been designed to be representative of national traffic.

2. Rail passenger journeys in Great Britain

Passenger journeys across the rail network in Great Britain.

Data source

Information on journeys comes from the Latest Earnings Networked Nationally Overnight (LENNON) data source. LENNON is the revenue settlement service for the train operating companies for GB passenger rail ticket sales and is the main source of data for GB rail fares revenue. The system processes information from the majority of GB train ticket sales, it then allocates daily revenue to each of the train operators within 24 hours of the ticket being purchased.

3. Bus travel in Great Britain (excluding London)

Passenger boardings around half of bus services in Great Britain outside London.

Data source

This data has been provided by Ticketer, based on operators which were using Ticketer in the January reference week (3rd week of January). Data from other sources (including non-Ticketer operators) has been used to validate these figures and is generally consistent with the trends presented.

4. Cycling in England

Estimated change in cycling usage in England.

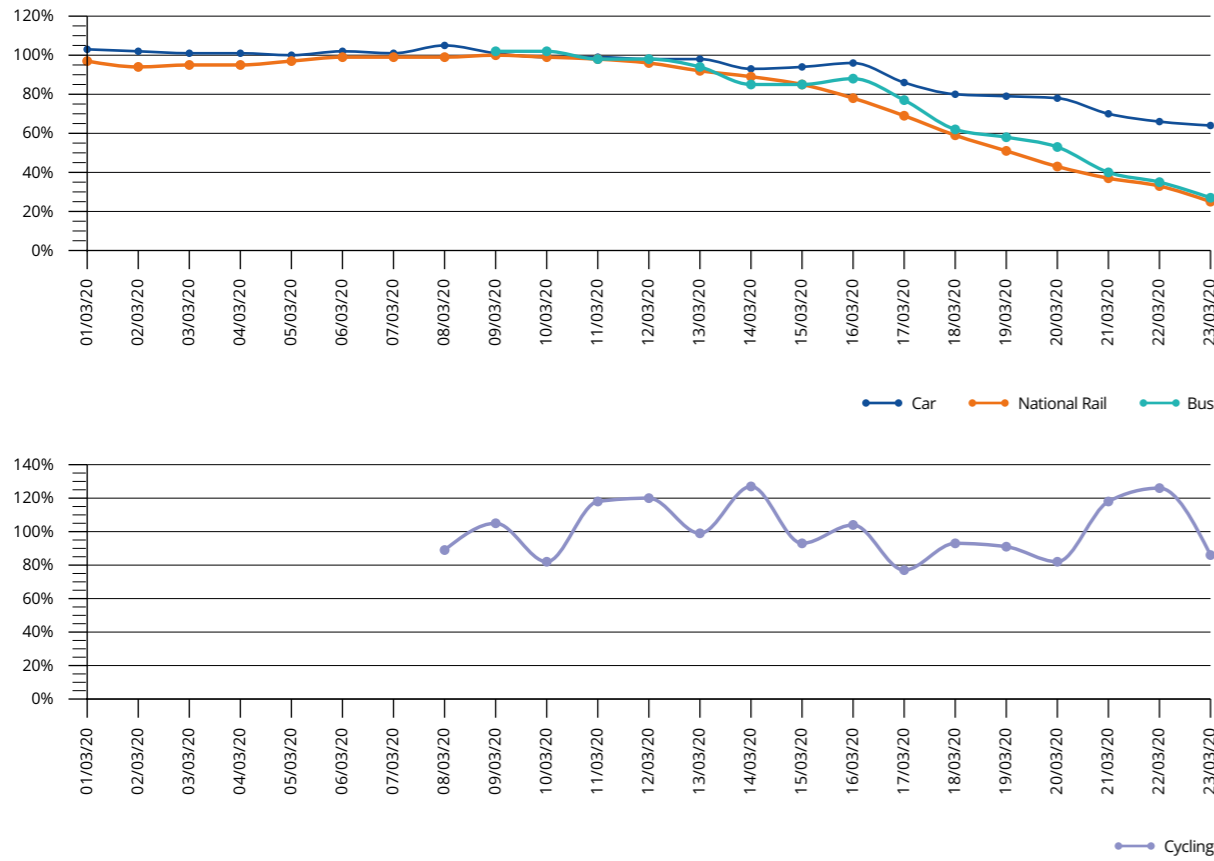
Data source

This is an estimated percentage change in cycling derived from:

- Telecommunications data – anonymised and aggregated data from O2, as a measure of total trip numbers.
- National Travel Survey (NTS) results, as a pre-COVID-19 baseline modal split.
- DfT Roads Automatic Traffic Count (ATC) index data, as an indication of changes to road users.
- LENNON rail data, as an indication of changes to rail users.
- Sources of cycling use data including automatic cycling counters and camera-based estimates.

During the pandemic, there have been various different times where different levels of lockdown and restrictions have been imposed on the populace through government legislation passed in the House of Commons. These impacts have had a variety of repercussions on the four modes we are going to look at. The time period of the analysis will be from the 1st March 2020 to the 28th February 2021, and we will look at some selected time spans during the year.

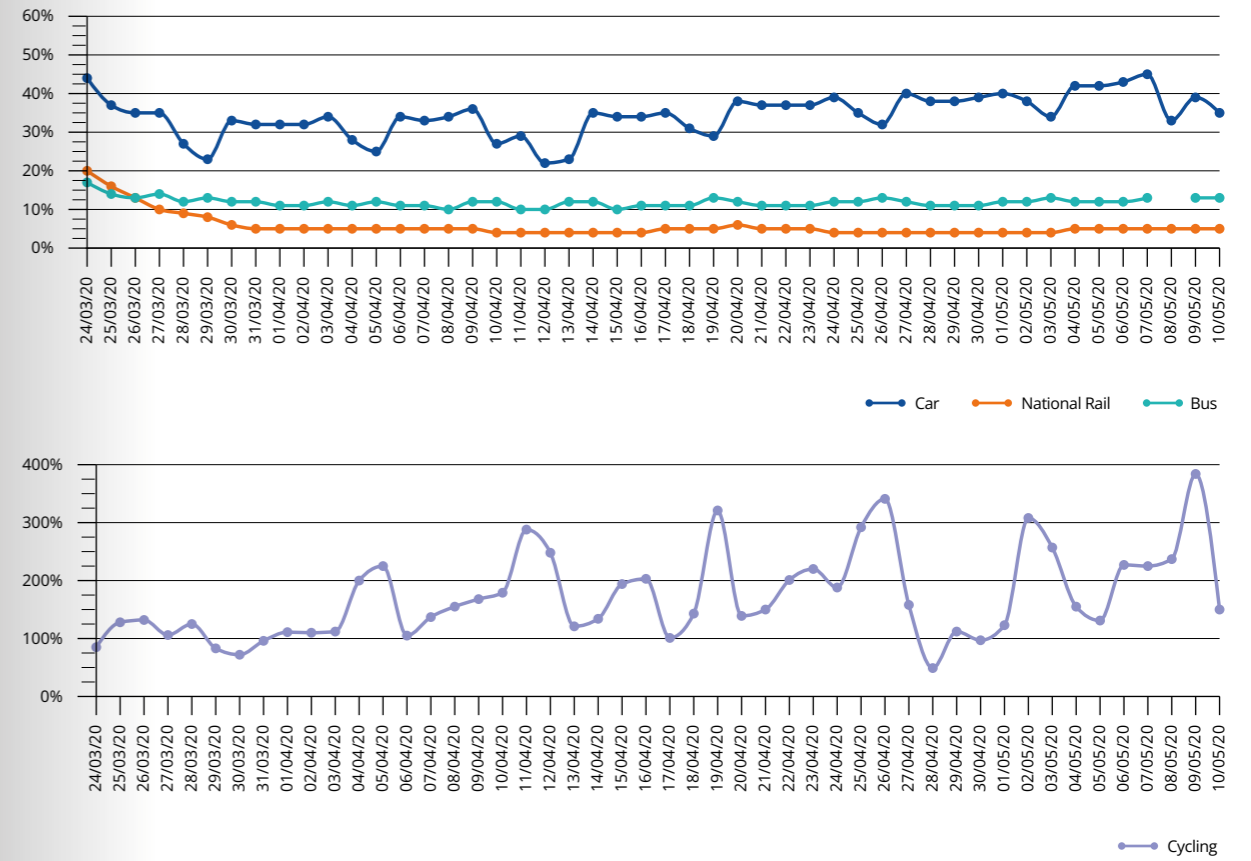
1st March to 23rd March 2020



Key points

- Pre-lockdown period.
- At the start of March the three modes were showing little change.
- On the 16th March "now is the time to stop non-essential travel" was the message.
- At this point, use of public transport dropped to 25% for rail and 27% for bus.
- Car use reduce to 64% of normal levels.
- During this period cycling levels show little change.

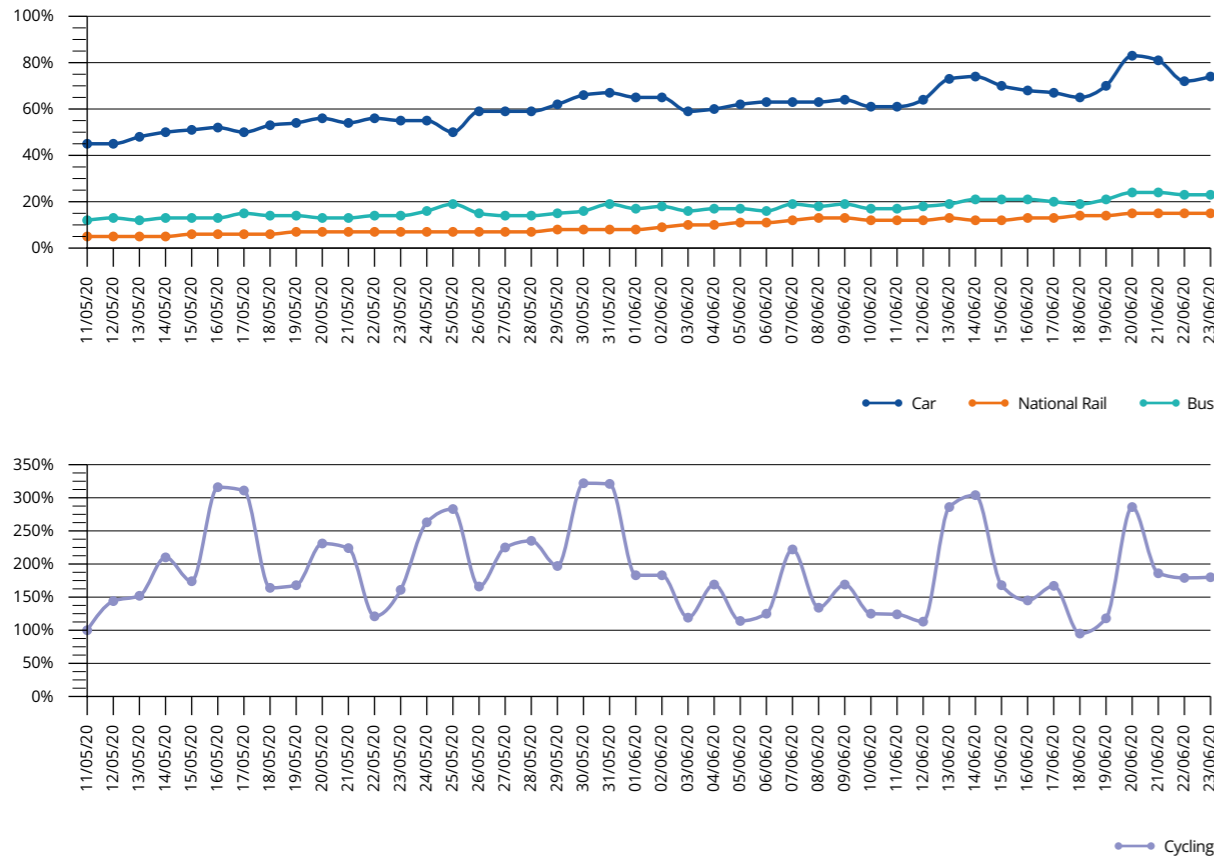
24th March to 10th May 2020



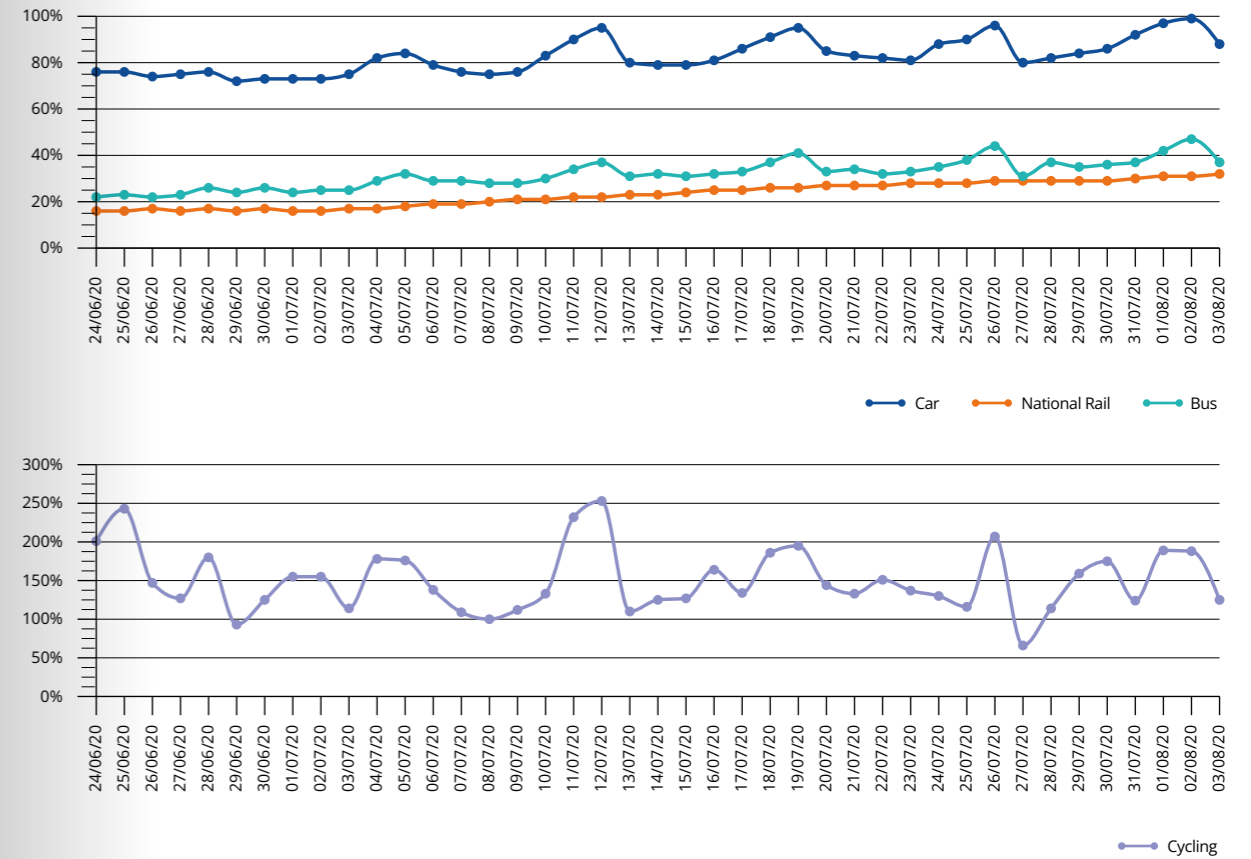
Key points

- First lockdown announced 23rd March 2020.
- Lockdown extended for at least three weeks – five tests set out 16th April 2020.
- Car use dropped further to low-mid-thirty percent. Although there was a slight increase later in this period.
- Bus and rail use continued to fall, to around 55% for rail and 10% for bus travel.
- Cycling starts to show larger increases, with peaks and trough throughout the period.
- Cycling peaks tend to be around the weekend and the bank holidays in this period.

11th May to 23rd June 2020



24th June to 3rd August 2020



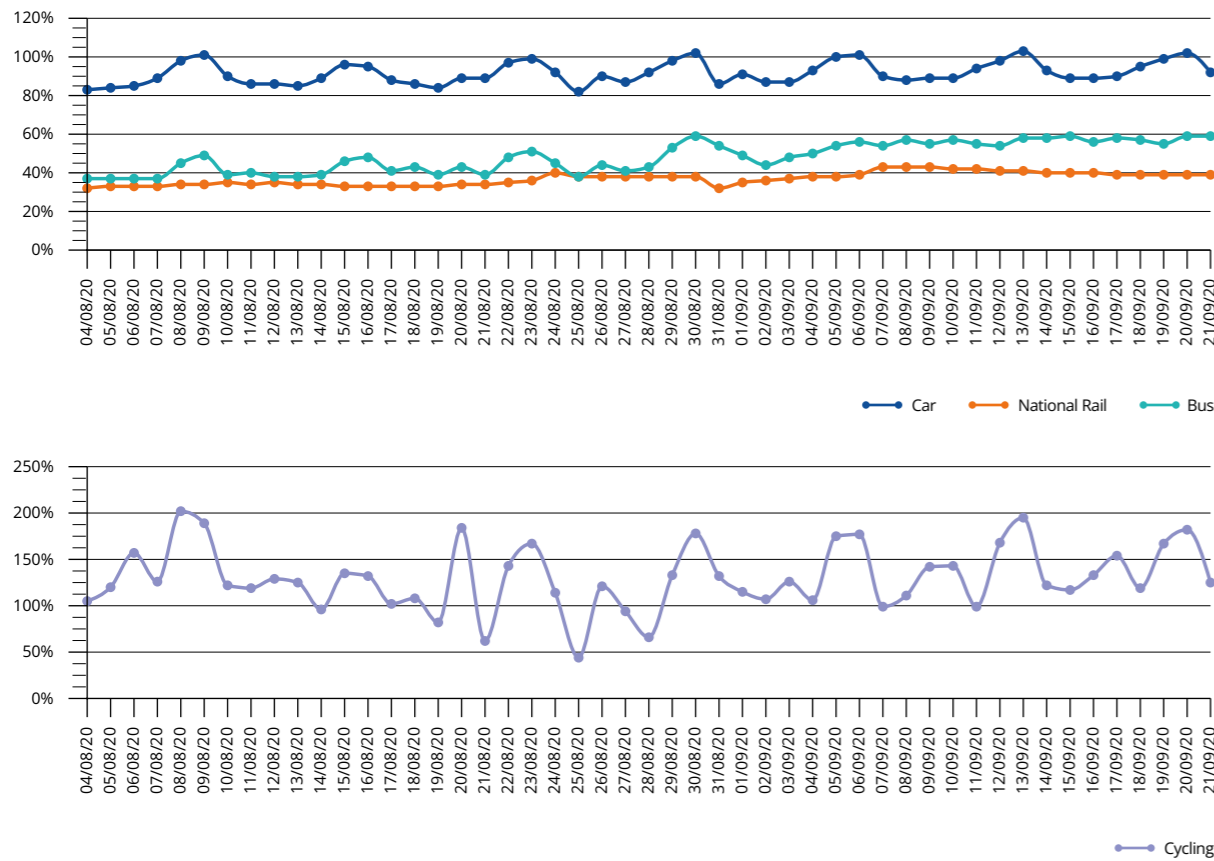
Key points

- PM announces a conditional plan for lifting lockdown and says that people who cannot work from home should return to work but avoid public transport.
- Phased re-opening of schools, 2nd June 2020.
- Non-essential shops re-open 15th June 2020.
- Slight increase in rail travel, from 5% to 15% of the norm for this time of year.
- Slight increase in bus travel, from 12% to 23% of the norm for this time of the year.
- Cycling journeys still considerably higher than normal, with peaks around the weekends, although the trendline suggests a reducing picture.
- Car use continues to climb, from 45% up to 74%.

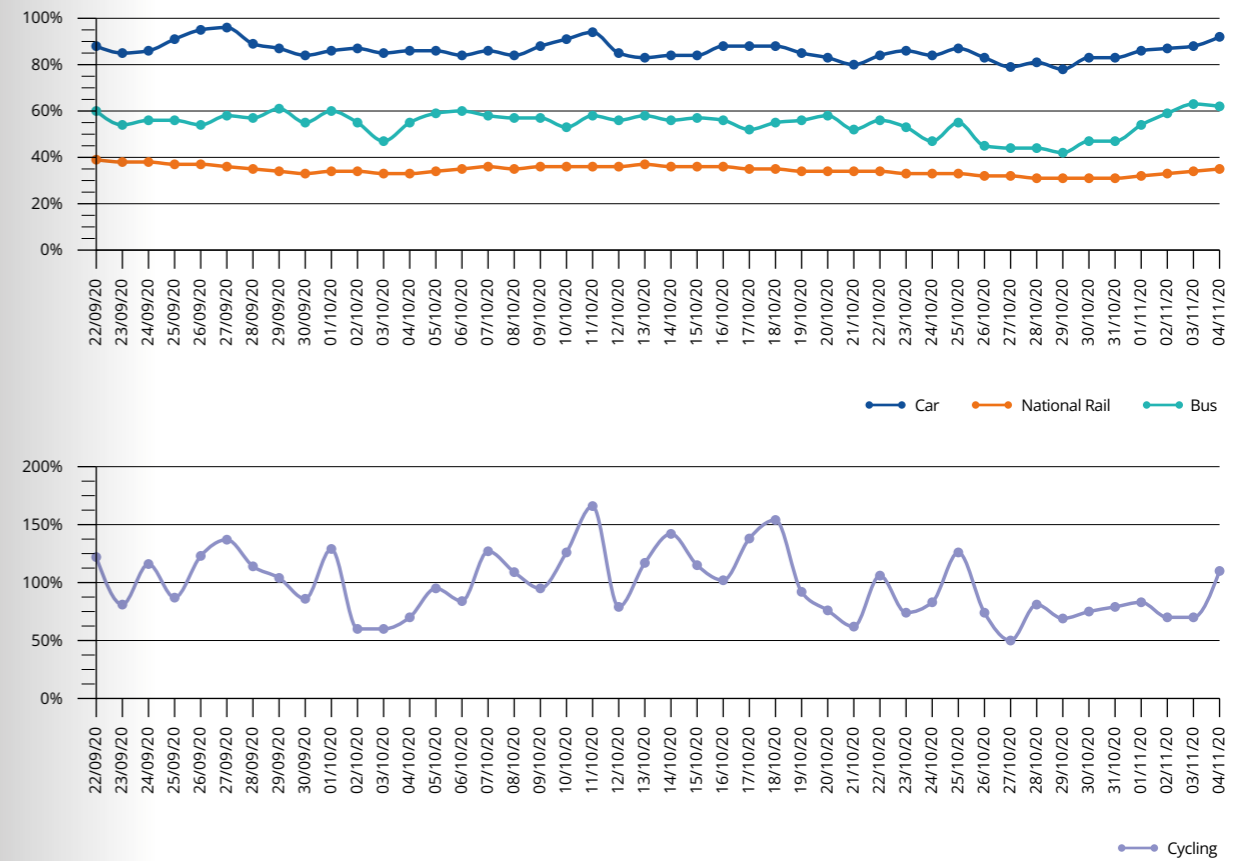
Key points

- PM says "national hibernation" coming to an end - announces relaxing of restrictions and 2m social distancing rule.
- More restrictions are eased including reopening of pubs, restaurants, hairdressers - 4th July 2020.
- 'Eat out to help out' scheme announced - 3rd August 2020.
- School holidays start.
- Car use continues to rise, returning consistently over 80% during the weeks, with higher peaks at weekends.
- Rail usage continues to rise, but still only to 32% of normal passenger usage.
- Bus usage also continues to rise (mid 30%) especially at weekends.
- Cycling continues to perform well above the norm, averaging about 50% above normal levels.

4th August to 21st September 2020



22nd September to the 4th November 2020



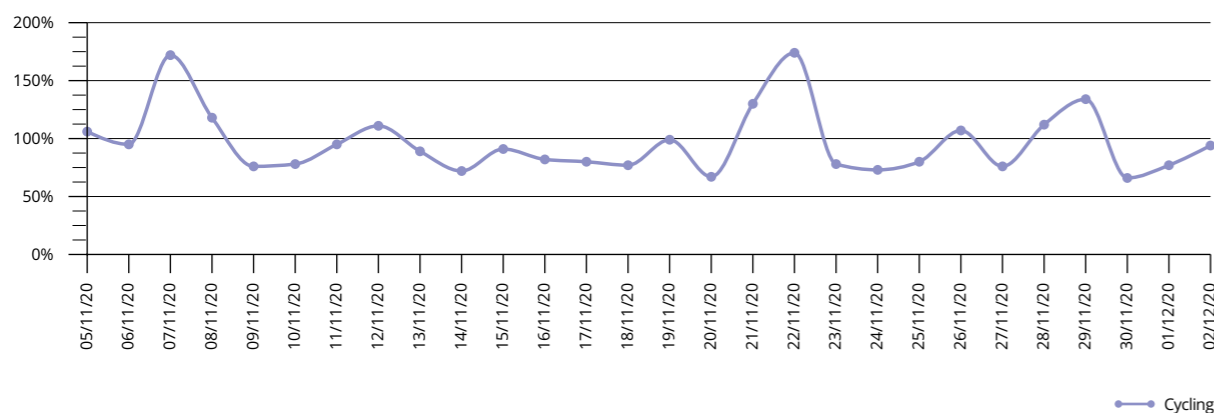
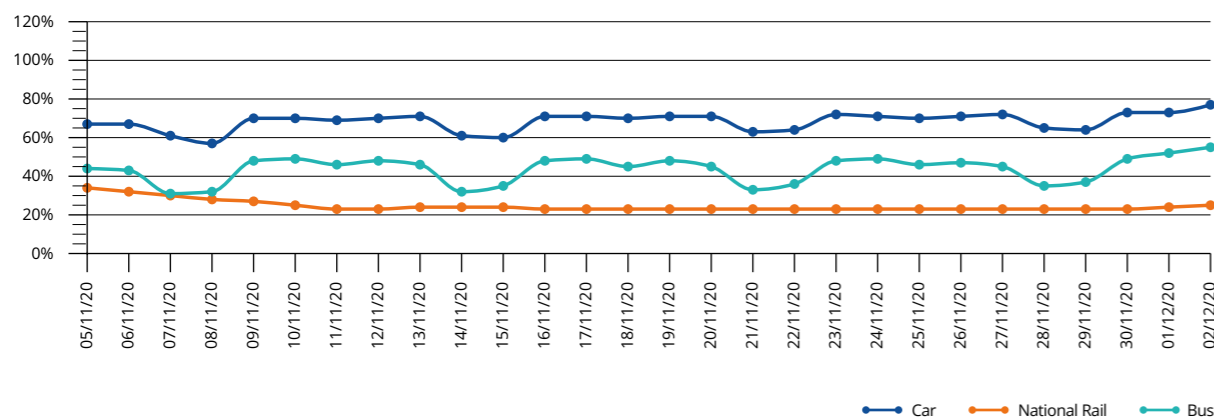
Key points

- Lockdown restrictions eased further including reopening indoor theatres, bowling alleys and soft play – 14th August 2020.
- School holiday period.
- "Rule of Six" indoor and outdoor social gatherings above six banned in England.
- Car use continues to maintain the levels of the previous period at around the mid 80% figures during the week and over 100% at the weekends.
- Rail usage increases marginally to around 40%, perhaps representing a longer sense of distrust in travelling in close confines of other people.
- Bus usage continues to improve, although still well below the norm.
- Cycling maintains its high usage levels, perhaps due to the good weather, work patterns changing, school holidays and increase health awareness.

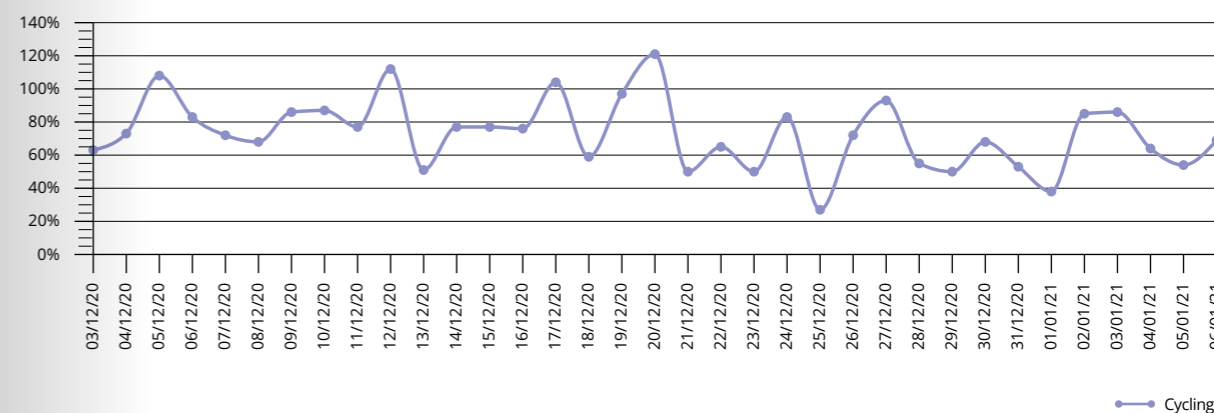
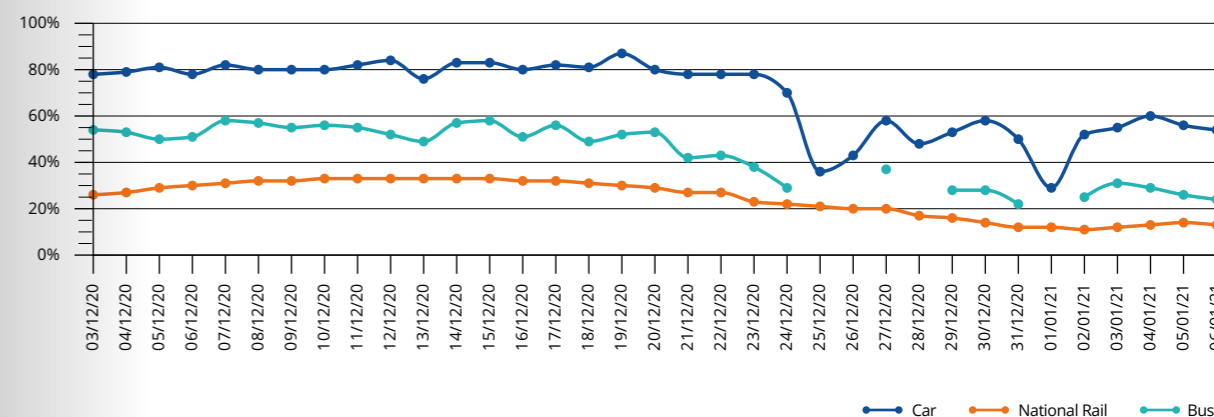
Key points

- Return to working from home and 10pm curfew for hospitality sector – 22nd September 2020.
- New three tier system of COVID-19 restrictions starts in England – 14th October 2020.
- Car usage levels continue to be maintained, with a slight drop off in late October.
- Rail usage levels continue to maintain the same level, also with a slight drop-off during October.
- Bus usage remains consistent, around mid-to-high 50% against the normal expected level.
- Cycling levels return to more normal levels, perhaps indicating the fact that children return to home school, good weather, and return to work after the summer break.

5th November to 2nd December 2020



3rd December to 6th January 2021



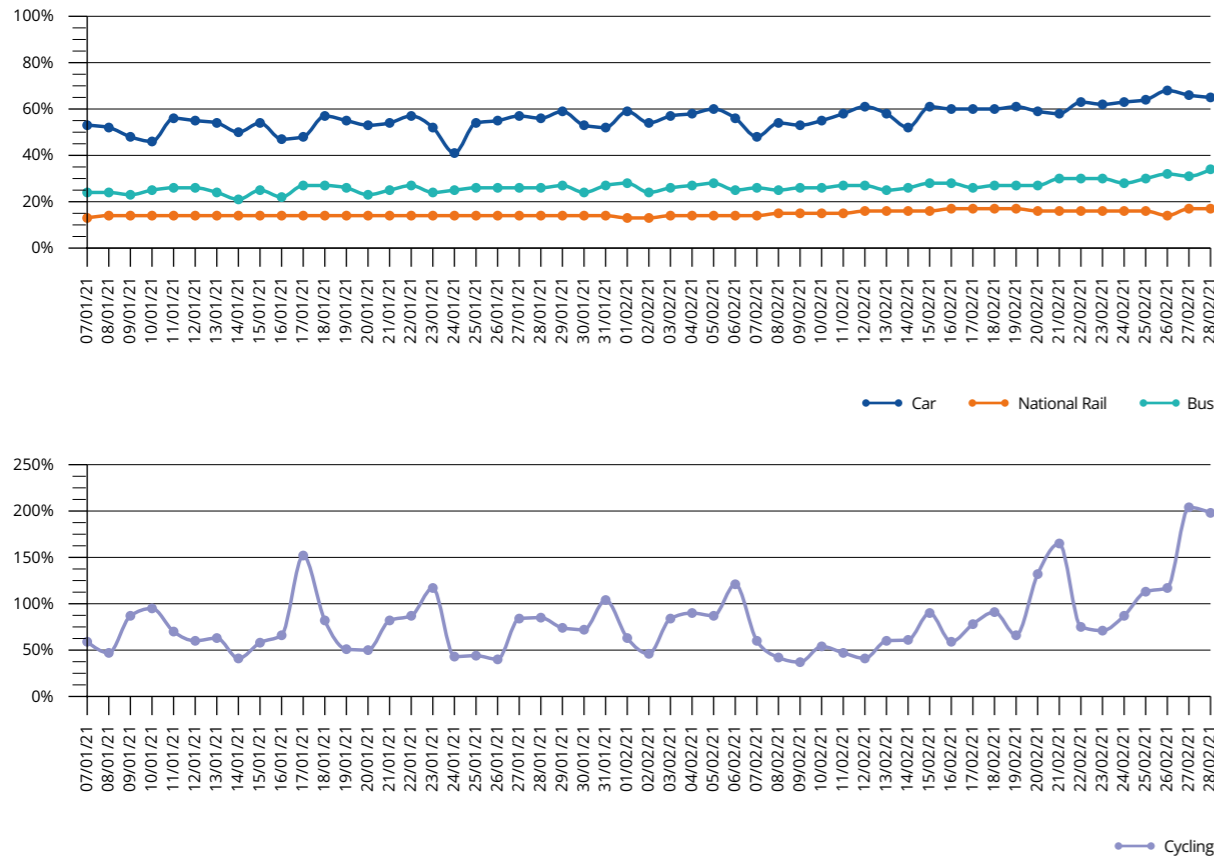
Key points

- Second National lockdown comes into force in England.
- Car usage levels reduce to around 70% during the week with further reductions over the weekends.
- It is perhaps significant that usage is considerably higher than in lockdown one.
- Rail usage drops again to around 20%.
- Bus usage remains at about 50% with reductions at the weekends – mid 30%.
- Cycling levels continue to remain at the same level.

Key points

- PM says Christmas rules may still be relaxed but urges public to keep celebrations "short" and "small" – 15th December 2020.
- New restrictions for Southeast England with a new Tier 4 "Stay at Home" alert level.
- Christmas mixing rules tightened – 19th December 2020.
- Tier 4 restrictions come into force in the Southeast – 21st December 2020.
- More areas of England enter tier 4 restrictions – 26th December 2020
- Children to return to school after Christmas break but restrictions in England get tougher.
- Car usage maintains previous levels up to Christmas when it drops to below 60%.
- Rail usage increases mid-December due to University students returning home for Christmas, and then to below 15% post-Christmas.
- Bus usage follow the same pattern with big reductions post-Christmas.
- Cycling usage continues to drop off, probably due to poor weather.

7th January to 28th February 2021



Key points

- England enters third national lockdown – 7th January 2021.
- PM expected to publish "roadmap" for lifting of lockdown.
- Car use started to rise again, peaking at the end of February to 68%.
- Rail usage continues to maintain its low level, indicating a continued wariness round social mixing.
- Bus usage increased very gradually over this period, ending the month at around 34%.

Conclusions

During this period we have seen a previously unheard change in travel patterns, with public transport particularly hardest hit, indicating the need for a comprehensive package of measures to help support the rail and bus industries to recover what has been a devastating reduction in usage and public confidence. An upsurge in the use of the bicycle has been very positive, but to maintain that enthusiasm, support to that mode of travel will need to be put in place, focusing on the overall health, wellbeing and environmental benefits to society and the health services, of a fitter more active populace. Car usage patterns will continue to be difficult to predict with many economic sectors, such as local government, finance and retail moving to more home-based working and increased use of delivery methods to customers in the retail market. Technological improvements, (including the increase in internet shopping and banking), around how we do our business and live our lives have created an opportunity to re-think our lifestyles in general, and what our expectations are around future employment models.

The COVID-19 challenge

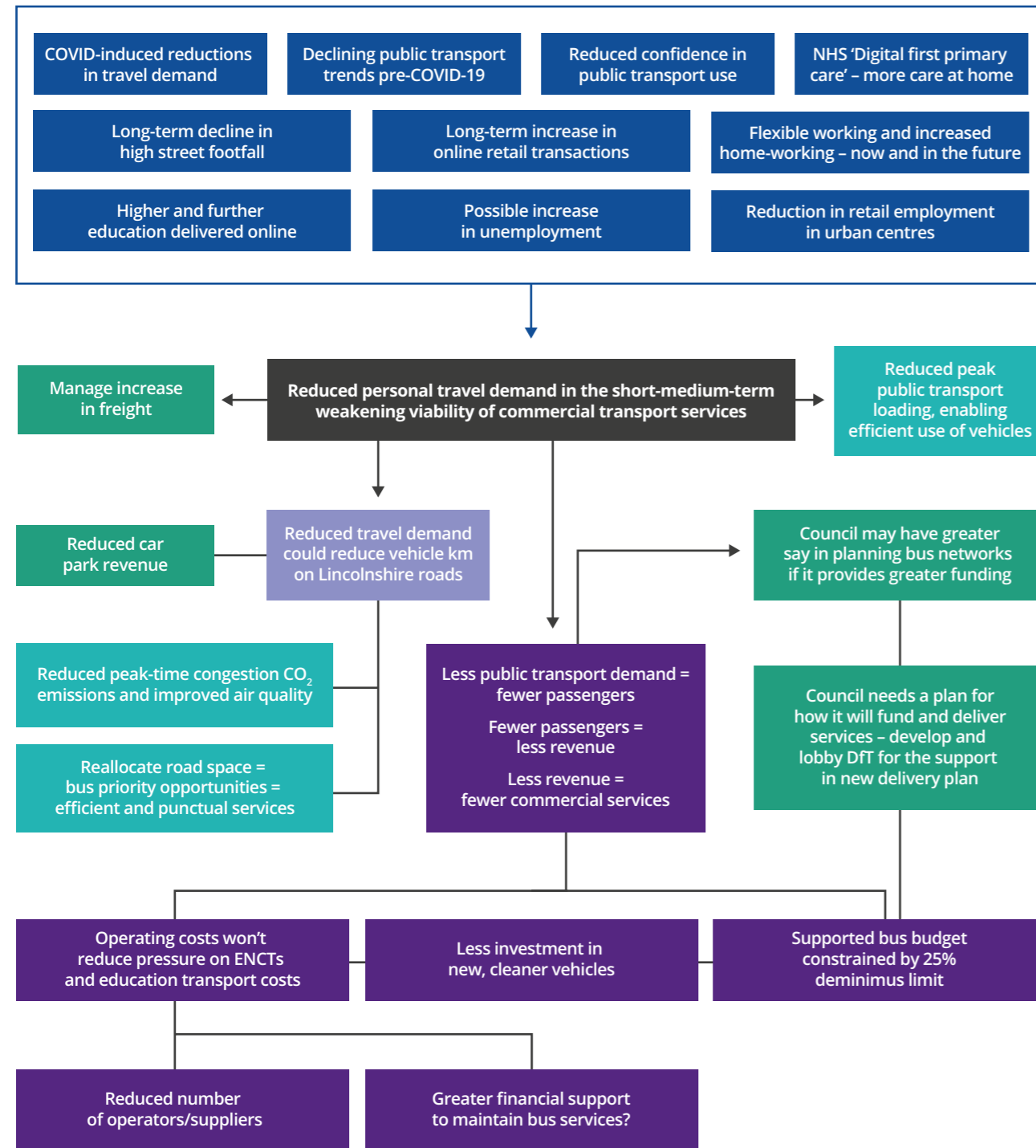
This section documents the short-term impacts of COVID-19 on mobility in Lincolnshire and considers the longer-term effects that the pandemic and the imposed mobility restrictions may have. It is evident that COVID-19 has had a significant impact on mobility and the transport network since March 2020. Notable impacts on a national level include:

- A sudden drop in the use of all modes in April and May 2020, although freight movements recovered quickly and now stand at over 100% of pre-COVID-19 levels. Car movements recovered to between 80% and 100% by August, however, bus and rail movements are significantly reduced and remain around half of pre-COVID-19 levels.
- Home-working has been encouraged for those who are able, leading to a short-term reduction in travel demand. This trend will likely continue as employers (including LCC) look to maintain hybrid working conditions in future.

- School movements reduced significantly immediately after the initial national lockdown, although partially recovered from September once schools were reopened. College and university movements, however, are significantly reduced and may continue to be reduced should education providers make online learning more commonplace in future.
- Online retail sales grew from 20.1% of all sales in February 2020 to 27.1% in September 2020. This shift coincided with a reduction in high street footfall of c.50%, and has accelerated longer-term trends as consumers continue their shift towards online shopping. This is likely to impact on future travel demand to urban centres.
- The NHS has a long-term plan to support the delivery of health services in the home and remotely. This is likely to impact on travel demand to access GPs and hospitals for some people.

The Government has responded to the pandemic and provided support in a number of different areas. Focussing on transport providers, the rail industry will move away from the franchise system with an immediate change in the contractual basis for rail operators introduced in March. The bus industry was provided with COVID-19 Bus Services Support Grant (CBSSG) which enabled operators to provide essential services but in a COVID-safe manner without facing a financial loss. Bus operators also continued to receive contract payments and ENCTS reimbursement, although they were not permitted to profit from the extraordinary financial support from national and local governments. Winding down this financial support will require careful consideration from the county council in order to avoid a 'cliff edge' scenario where services could be reduced or removed without adequate alternative options in place.

Impacts of COVID-19 on Lincolnshire's transport network



Transport in Lincolnshire

The following key facts and figures have been produced to give a snapshot of the current situation in Lincolnshire to inform the development of the LTP and put the following policy proposals into some context. Unlike the previous section that focused on the impacts from the pandemic, this section considers longer-term patterns.

In this section, we will look at a variety of transport related statistics both current and historical, looking at a variety of themes, including but not exclusive to, traffic growth, car ownership, walking and cycling statistics, bus patronage, rail passenger usage, port tonnages, licenced vehicles, licenced plug-in vehicles, mode of travel to work and road safety.

Growth of traffic

In order to monitor traffic growth nationally, the DfT carries out a variety of traffic surveys across the country to arrive at an estimate of the number of billion vehicle kilometres travelled each year on Britain's roads. Annual traffic estimates are based on some 8,000 12-hour manual counts carried out across the network, with the most important major roads counted annually. Elsewhere, other major roads are surveyed every 2 years, 4 years or 8 years depending on the level of traffic and its variability. Minor roads (B-class and below) are monitored using a representative sample, with some 4,500 sites surveyed each year.

In addition to the manual counts, the DfT have some 200 automatic traffic counter sites monitoring flows continuously at sites across the country. By combining the manual and automatic count data, DfT produce an estimate of annual average daily flow at each site, which when combined with information about road lengths, gives an estimate of the total number of kilometres travelled each year.

This information is also released by the DfT at local authority level. However, they do highlight issues around the reliability of the data at this level due to the relatively low levels of minor road sample points in some authorities. Hence the local authority traffic estimates are not recognised as a 'National Statistic' set.

The following table shows the data for Lincolnshire, the East Midlands, and England whilst the graph below this shows the information from 1993.

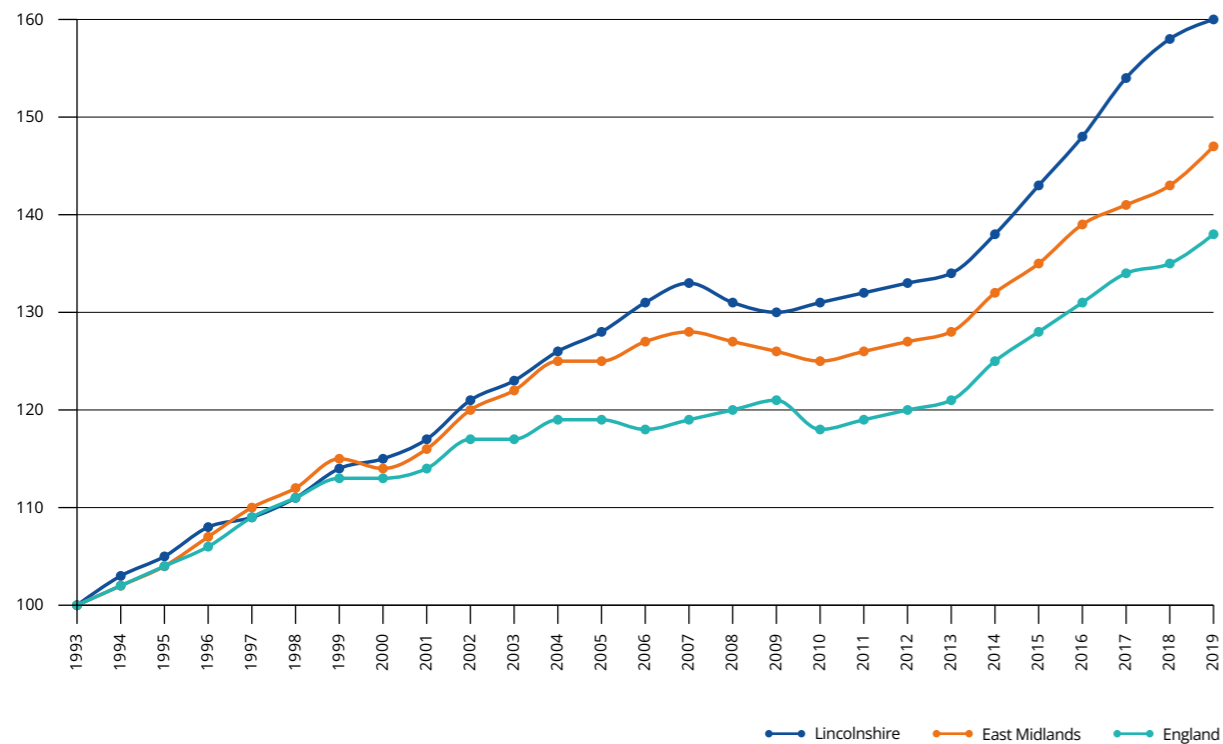
This data will be updated following the results of the 2021 Census, however, this may take up to a year for the data to be published.

Traffic estimates for Lincolnshire, East Midlands and England

Year	Lincolnshire	East Midlands	England
1993	4,487	32,658	355,306
1995	4,725	34,116	370,167
2000	5,199	37,477	402,031
2005	5,760	40,917	424,376
2010	5,880	41,082	421,703
2011	5,925	41,225	425,624
2012	5,932	41,512	426,710
2013	6,039	41,977	430,572
2014	6,229	43,195	444,964
2015	6,427	44,208	455,486
2016	6,665	45,407	467,144
2017	6,916	46,326	476,909
2018	7,083	46,941	483,025
2019	7,201	48,071	493,302

Data for 2021 will be published in July 2021

Local authority traffic estimates

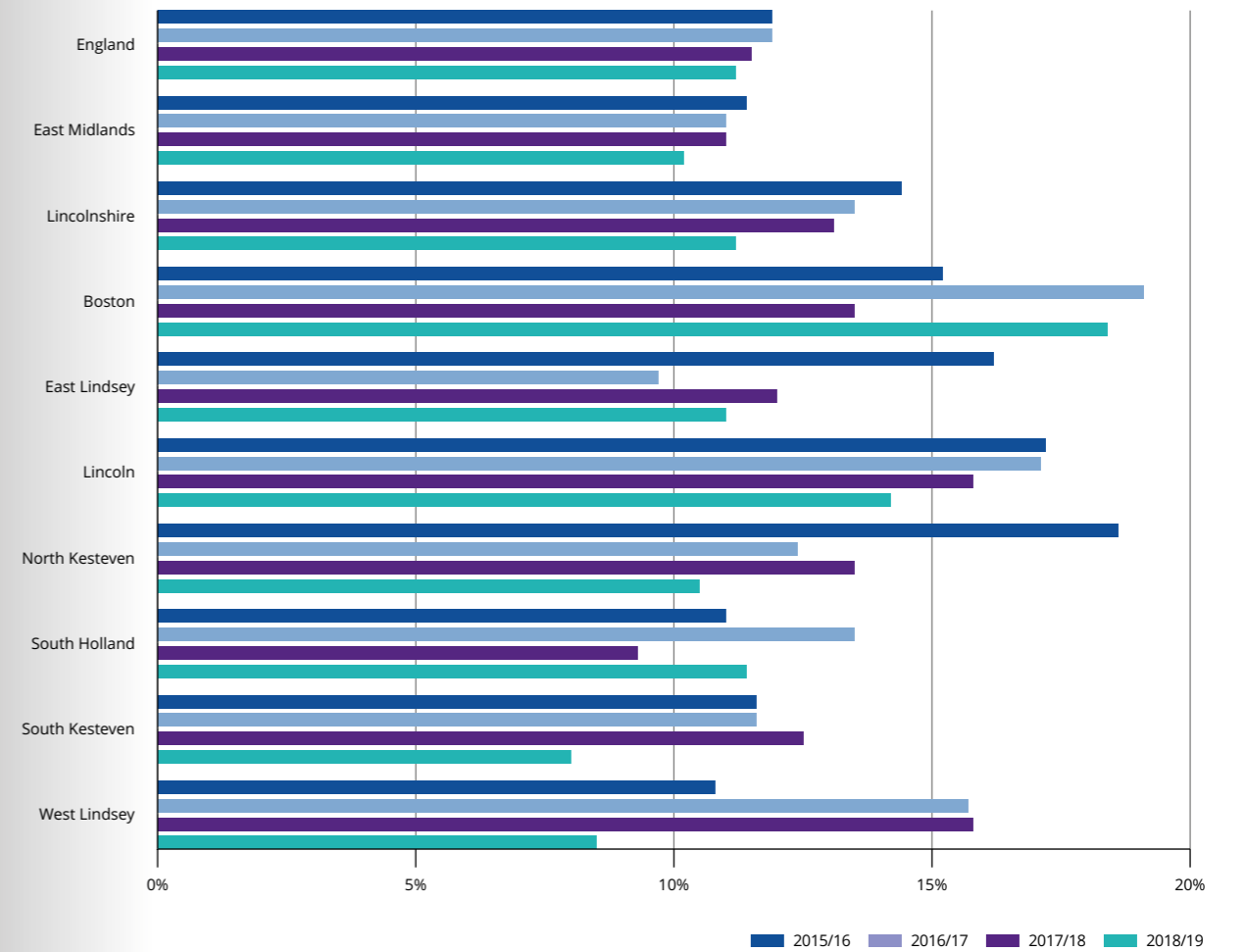


Local area walking and cycling statistics

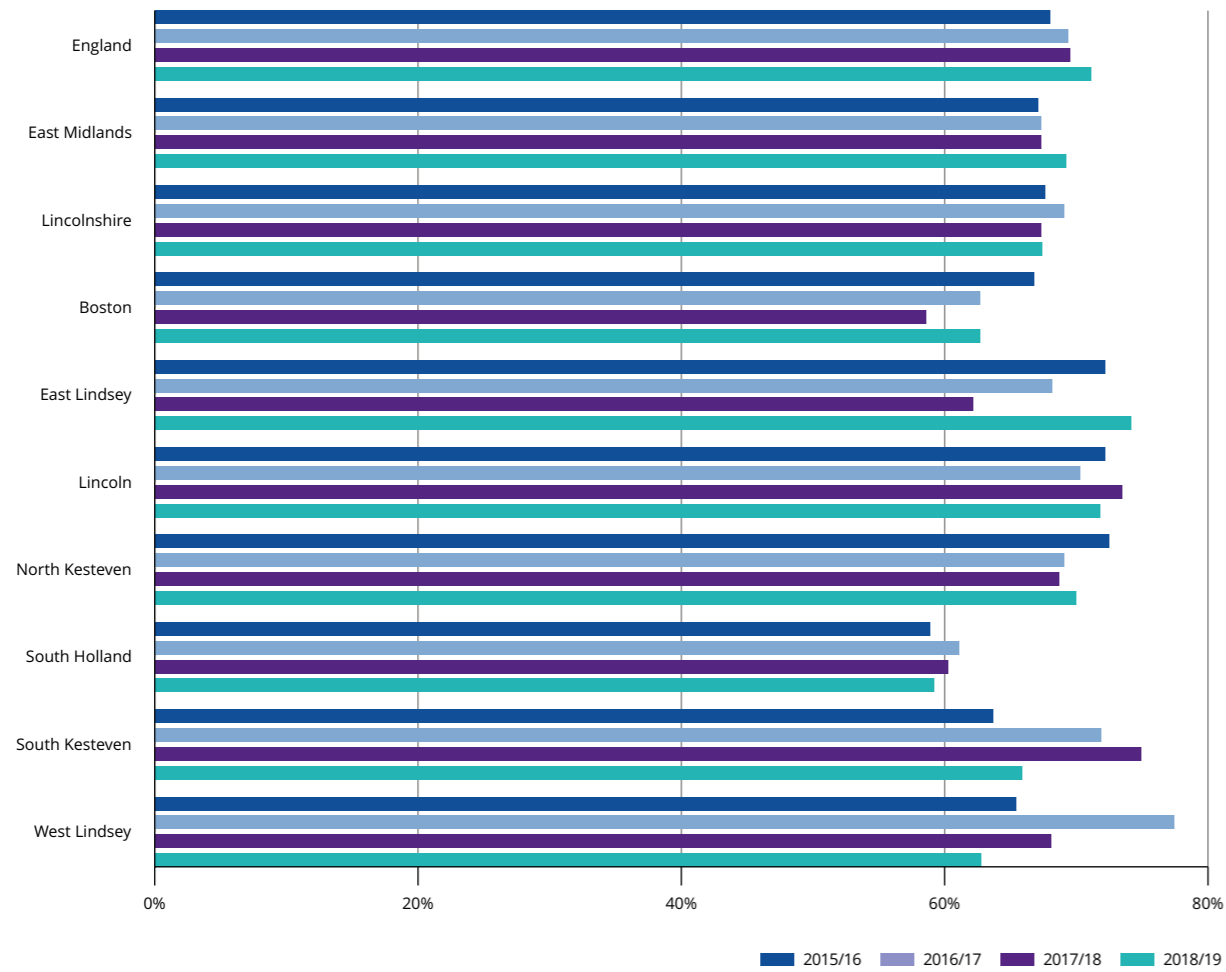
Since 2015/16, the DfT has carried out an annual Active Lives Survey in support of the Government's 'Sporting Future: A New Strategy for an Active Nation' and Sport England's 'Towards an Active Nation' strategies. This survey is aimed at measuring participation in sport and active recreation and includes questions on cycling and walking for both recreational and general travel purposes.

Data for 2015/16 – 2018/19 from the Active Lives Survey relating to the proportion of people cycling and walking once a week are shown below.

Percentage cycling once per week

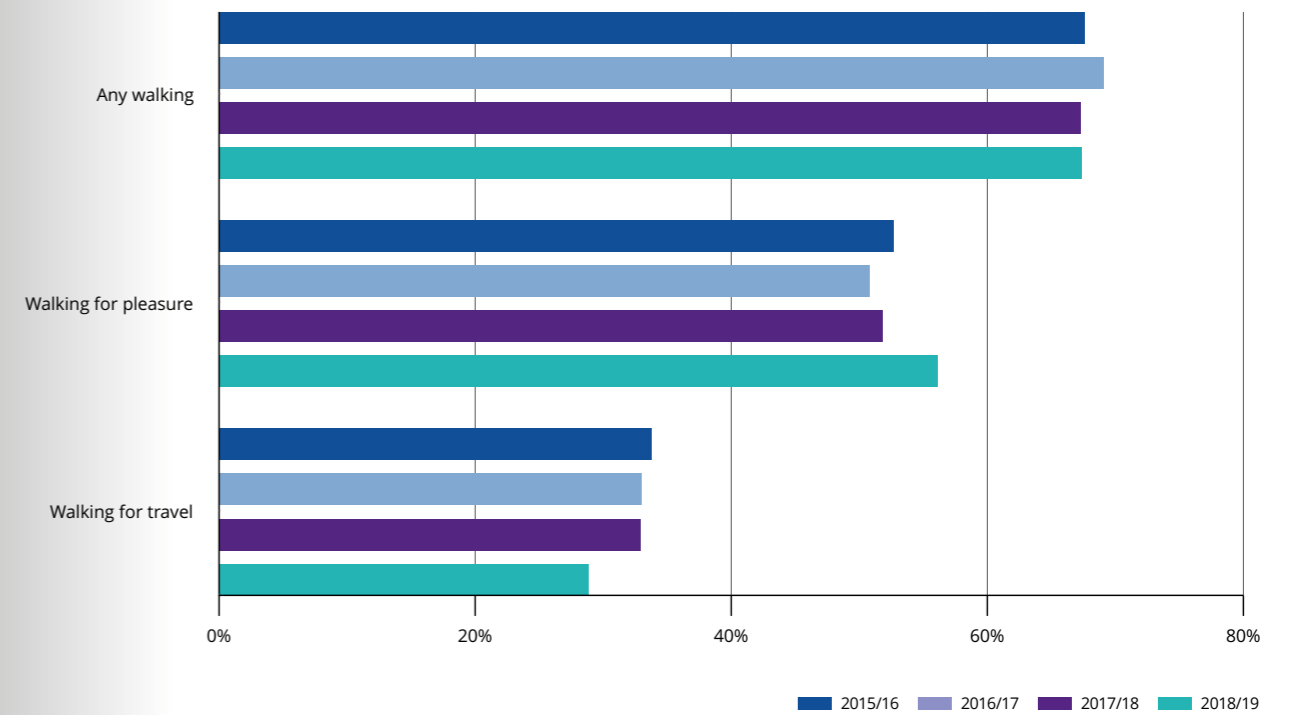


Percentage walking once per week



Purpose of journey

As an example of the data available, the below graph displays a breakdown of the figures to show any walking, walking for pleasure and walking for travel in Lincolnshire.

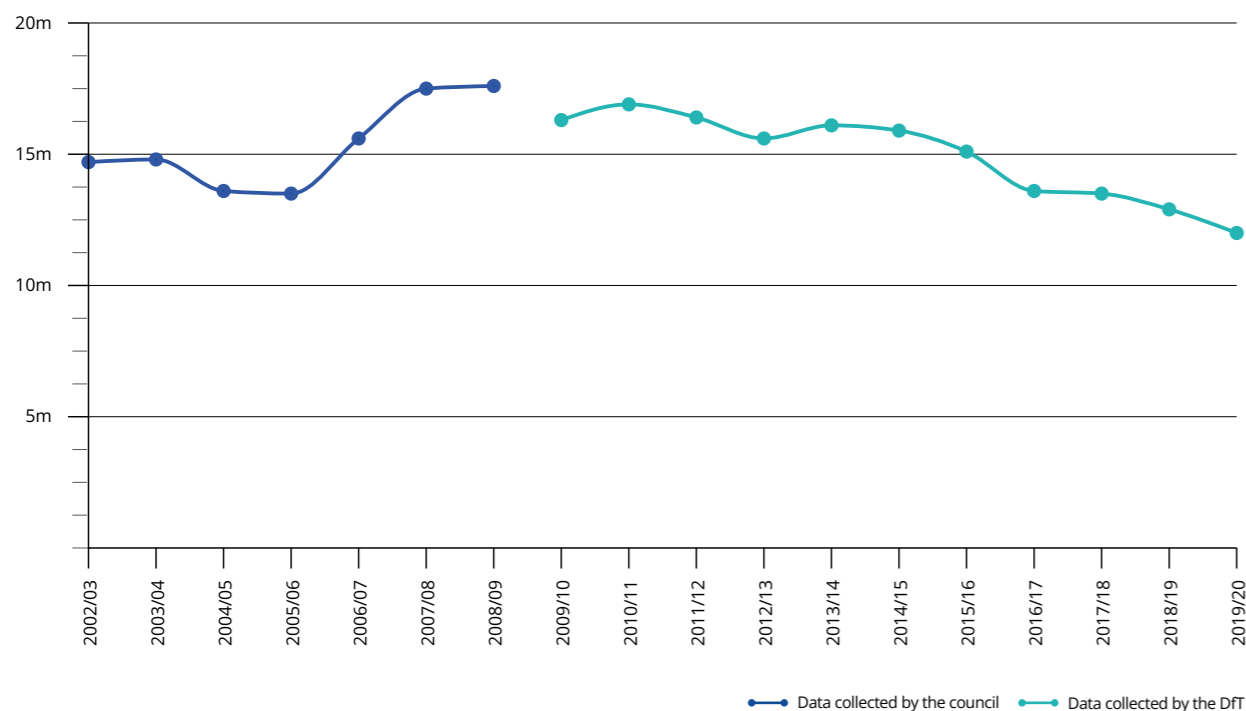


Key points

- The proportion of people cycling at least once a week in Lincolnshire is slightly higher than that in the East Midlands and the same as the rest England. There is considerable variation at the district level.
- The proportion of people making a walking trip in Lincolnshire is generally similar to that made at both the regional and national level.
- Journey purpose percentages have stayed fairly static over the last four years.

Bus patronage

Between 2002/03 and 2009/10, information on passenger numbers was collected directly from all operators by the council in line with guidance issued by DfT for monitoring the LTP. However, since 2009/10 this has been replaced by data collected by DfT using returns from operators. Hence, longer-term comparison for this period is not possible, but the overall trends hold true.



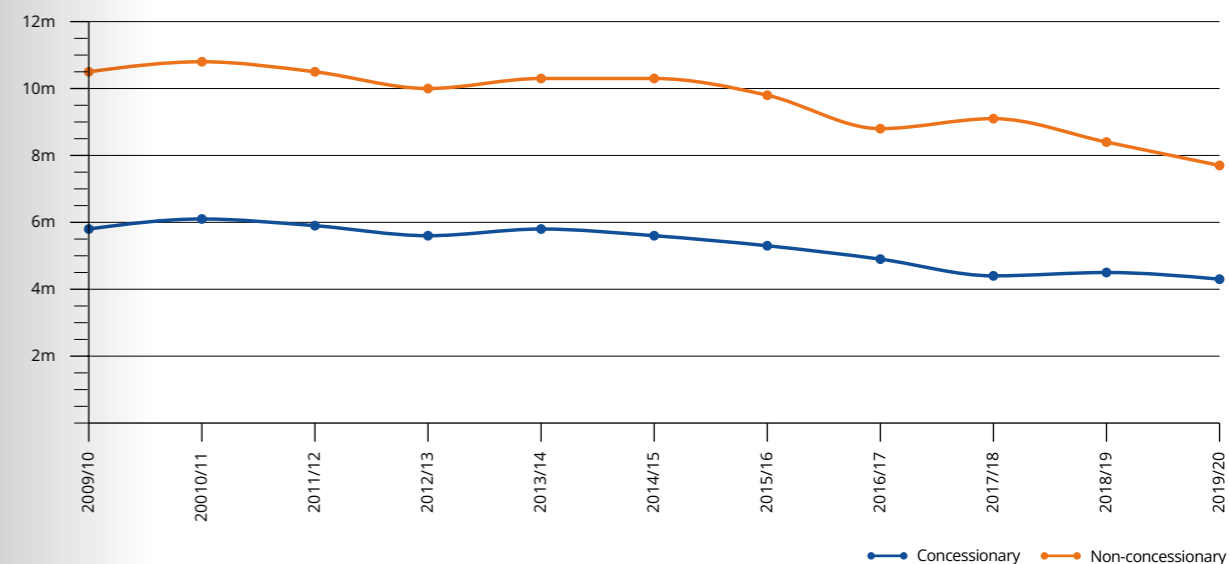
Key points

- The number of passenger journeys in Lincolnshire grew by almost 31% between 2005/06 and 2008/09. The growth in England over the same period was just 8%.
- An element of this growth was no doubt due to the introduction of the national concessionary fares scheme, but the extent of its impact is unclear.
- However, since 2010/11 there has been a 28.9% reduction in bus passenger journeys in Lincolnshire.

Concessionary bus patronage

The English National Concessionary Bus Travel Scheme is a national scheme managed by the DfT in conjunction with local authorities across England. Anyone reaching the State Pension age or have a relevant disability is eligible for free bus travel within Lincolnshire on the production of a valid pass; no restrictions are currently put on the time of travel.

On the 1st April 2011, LCC took over the administration of the National Concessionary Travel Scheme across Lincolnshire from the district councils. Annual statistics on the use of the scheme are published each year by the DfT. The graph below shows the split between Non-Concessionary and Concessionary journeys in Lincolnshire over recent years.



Key points

- For the first four years of the scheme, the number of concessionary journeys remained fairly constant at around 5.7 million. Since 2014/15, however, the numbers have reduced each year to 4.3 million in 2019/20, a reduction of just over 1.4 million passenger journeys in six years.
- It is worth noting, however, that the eligibility for the scheme has changed, bringing it in-line with the state pension age for women, meaning less people will be eligible.
- Concessionary fare journeys represent approximately 35.8% of all bus journeys in the county.

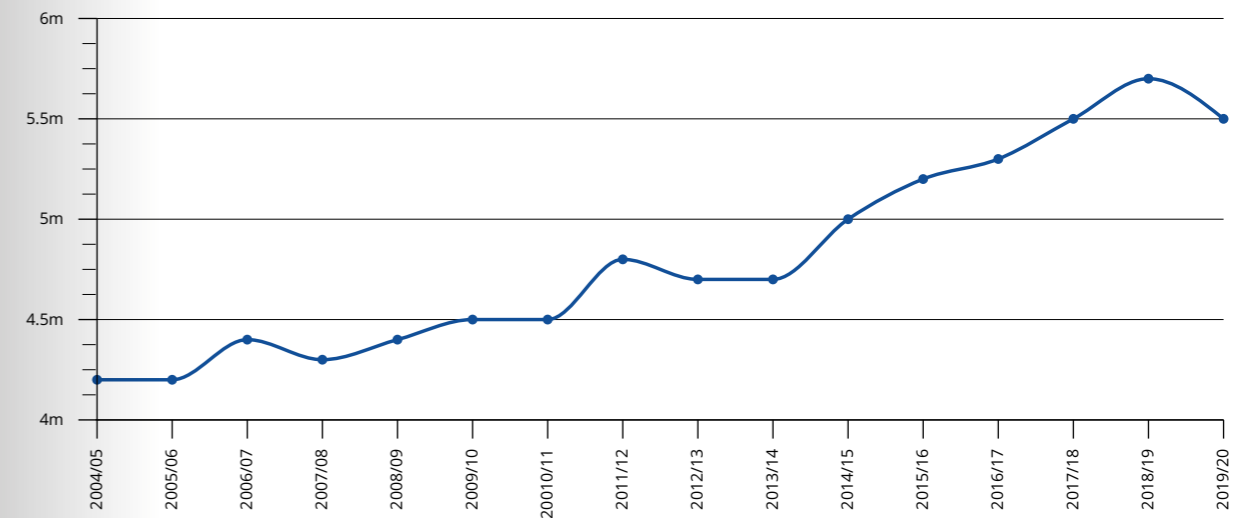
Rail passenger usage

Information relating to the number of people using stations in Lincolnshire is produced annual (by financial year) by the Office of Rail and Road (ORR). The table below shows the figures since 2013/14.

	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Lincoln Central	1,585,386	1,649,584	1,753,856	1,816,018	1,864,830	1,963,938	1,966,100
Grantham	1,198,197	1,259,632	1,308,536	1,369,610	1,364,650	1,413,006	1,390,648
Stamford	324,813	349,606	355,880	355,532	375,616	384,560	366,652
Skegness	322,796	351,134	354,070	349,008	357,428	350,864	323,202
Sleaford	301,349	312,888	321,288	316,570	309,326	310,906	298,572
Boston	206,994	209,618	207,368	211,824	217,872	226,940	210,854
Hykeham	40,064	49,972	71,056	107,614	143,482	176,244	183,026
Spalding	171,960	171,274	185,396	189,884	188,596	193,034	176,342
Gainsborough Lea Road	137,398	141,834	153,286	156,776	159,670	164,188	174,122
Metheringham	91,088	94,750	106,248	99,704	99,490	101,878	95,698
Ruskington	76,012	83,240	87,328	91,016	89,726	82,020	78,110
Saxilby	48,145	57,298	61,920	64,358	67,130	75,172	75,654
Market Rasen	60,572	60,486	62,908	66,398	64,264	69,840	69,008
Heckington	67,388	74,804	70,940	64,624	66,576	66,494	60,788
Wainfleet	56,554	58,578	53,838	46,326	47,216	42,160	38,752
Swinderby	21,134	15,022	11,034	14,462	17,616	18,026	17,912
Rauceby	1,898	2,420	5,584	10,948	9,714	10,256	9,234
Ancaster	8,878	9,910	7,356	7,162	6,572	5,904	5,006
Swineshead	3,294	3,886	3,800	3,686	3,406	3,508	2,648
Gainsborough Central	1,220	1,552	1,352	996	970	1,494	2,384
Hubberts Bridge	334	324	520	1,182	1,412	1,262	1,252
Thorpe Culvert	340	284	286	210	148	258	140
Havenhouse	278	166	162	106	172	158	84
Total	4,726,092	4,958,262	5,184,012	5,344,014	5,455,882	5,662,110	5,546,188

The above data from the ORR is based primarily on ticket sales. Some care is needed when looking at trends at individual smaller stations as there are believed to be some issues relating to "ticket splitting" where users purchase two tickets for their journey rather than one since this can work out cheaper (e.g. Nottingham - Swinderby, then Swinderby - Lincoln rather than Nottingham - Lincoln direct). However, county-wide the total journeys at the affected stations represent a very small proportion of all journeys, so will have minimal effect on the overall trend as shown below.

Lincolnshire station usage graph

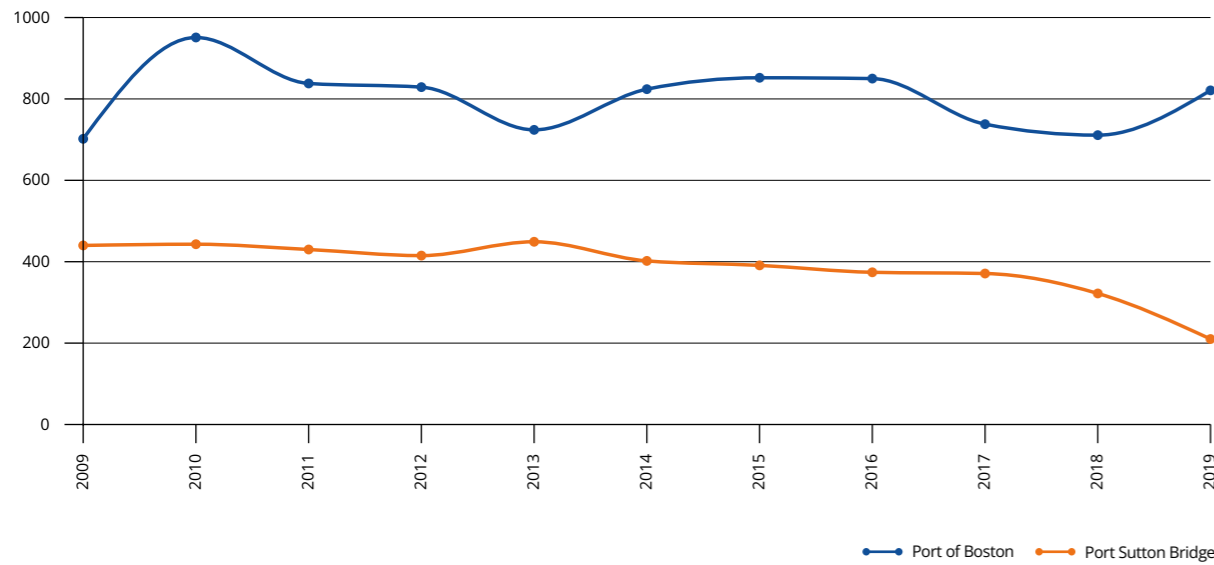


Key points

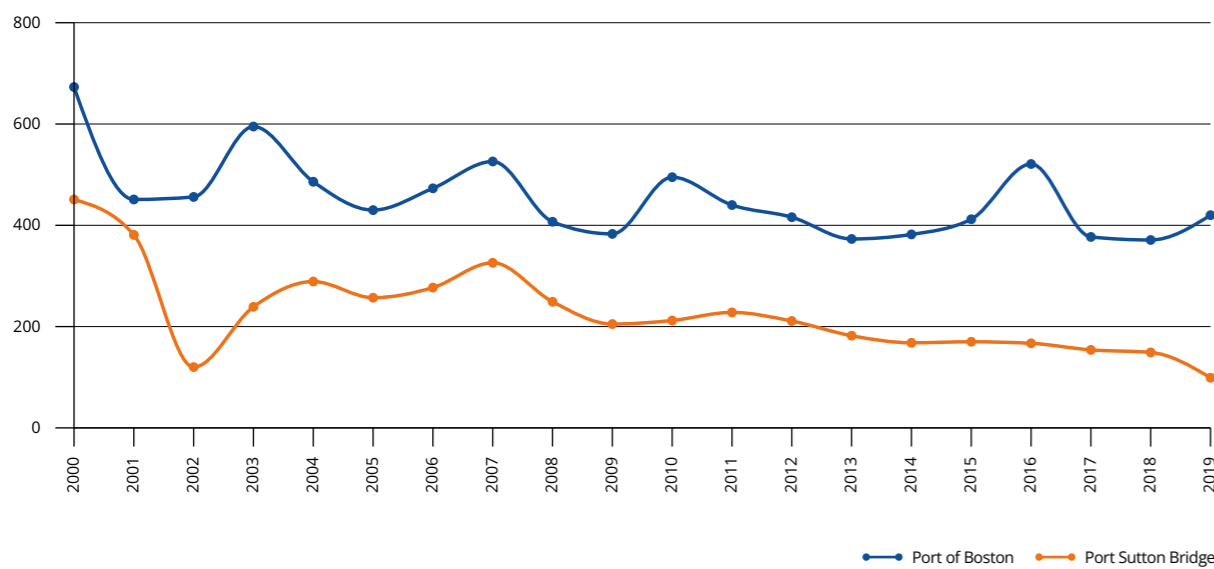
- The trend in the number of people using Lincolnshire's rail stations over recent years has been generally upwards.
- Based on the data available, passenger rail usage grew by some 36.3% between 2004/05 and 2018/19. However, the picture varies widely at individual stations.
- There has been a slight dip in the figures for 2019/20, largely due to the start of lockdown policies surrounding the COVID-19 outbreak, where use of public transport was massively reduced.

Port tonnages

Lincolnshire has the only ports in the East Midlands – the Port of Boston and Port Sutton Bridge. Information on the volume and type of cargo and number of vessels handled by the ports is published annually by DfT. The graphs below show recent trends at the two Lincolnshire ports.



Number of vessels – arrival yearly



Key points

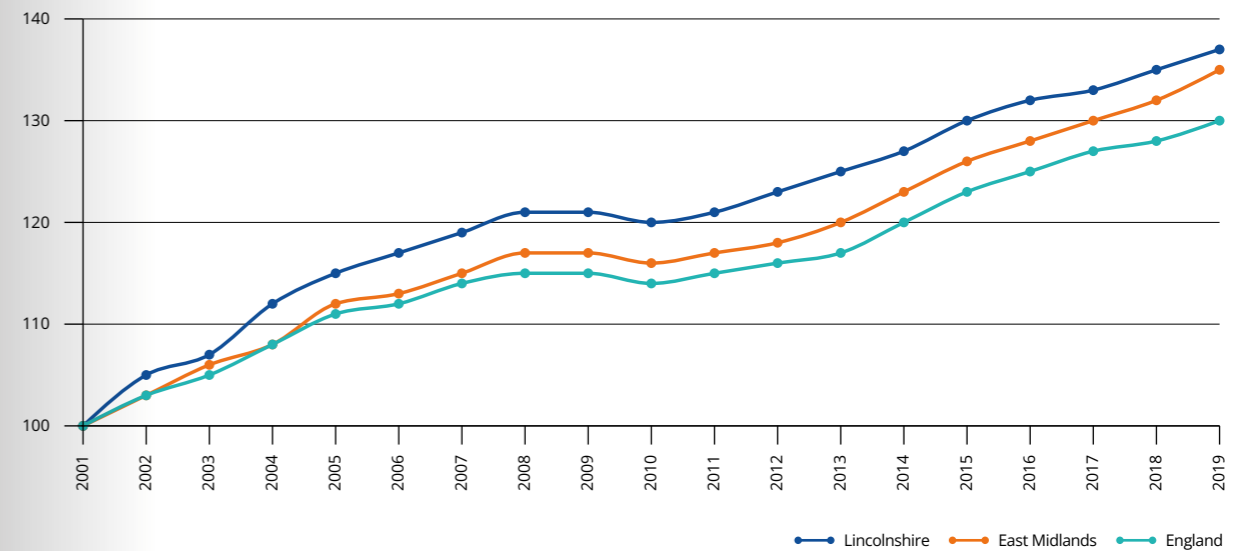
- The tonnages handled at both ports have generally fallen since 2000.
- At the Port of Boston during 2019, a total of 729,000 tonnes were imported and 93,000 tonnes were exported, with the port handling a total of 420 vessels.
- In 2019, the majority of products imported into Boston Port were Iron and Steel, 539,000 tonnes mainly from EU countries, and Lithuania, and Forestry products, 147,000 tonnes from Finland, the Netherlands and Sweden.
- As port Sutton Bridge is classed as a minor port, this level of data isn't available.
- Whilst the figures vary from year-to-year both ports have seen a general decline in business in the last 19 years.
- Provisional figures are published quarterly, and final annual statistics are published in August.

Vehicles licensed

Annual statistics on the number of vehicles licensed at the county level are produced by the DfT. The following table and graph show the recent trend in Lincolnshire.

	2001	2005	2006	2007	2008	2009	2010	2015	2016	2017	2018	2019
Lincolnshire	375	431	439	448	454	455	452	484	494	500	507	514
East Midlands	2,274	2,534	2,565	2,617	2,654	2,655	2,645	2,859	2,916	2,958	3,002	3,058
England	25,332	28,022	28,321	28,798	29,114	29,081	28,939	31,047	31,763	32,153	32,530	32,942

Annual statistics on the number of vehicles licensed



Key points

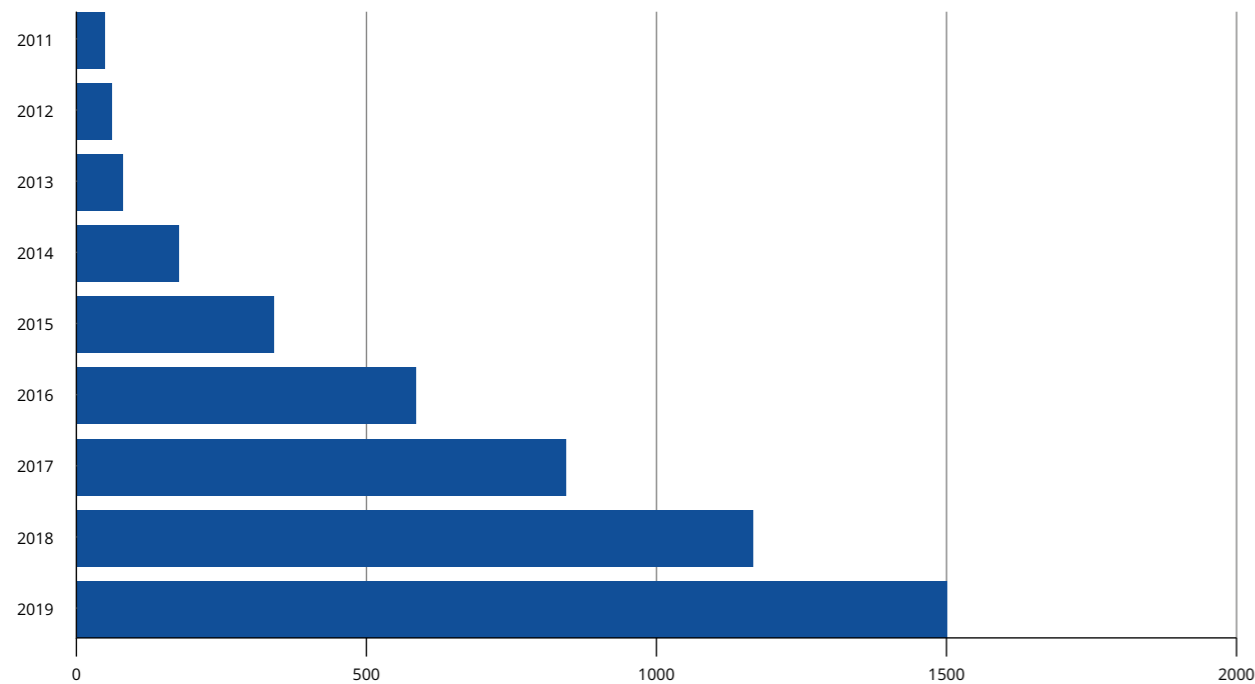
- Following a slight fall in the number of vehicles licensed in the county during 2010, strong growth has resumed in recent years.
- The number of vehicles licensed in the county has grown by 36.9% between 2001 and 2019. This is higher than that both nationally (30%) and in the East Midlands (34.5%).

Licensed ULEV cars and vans

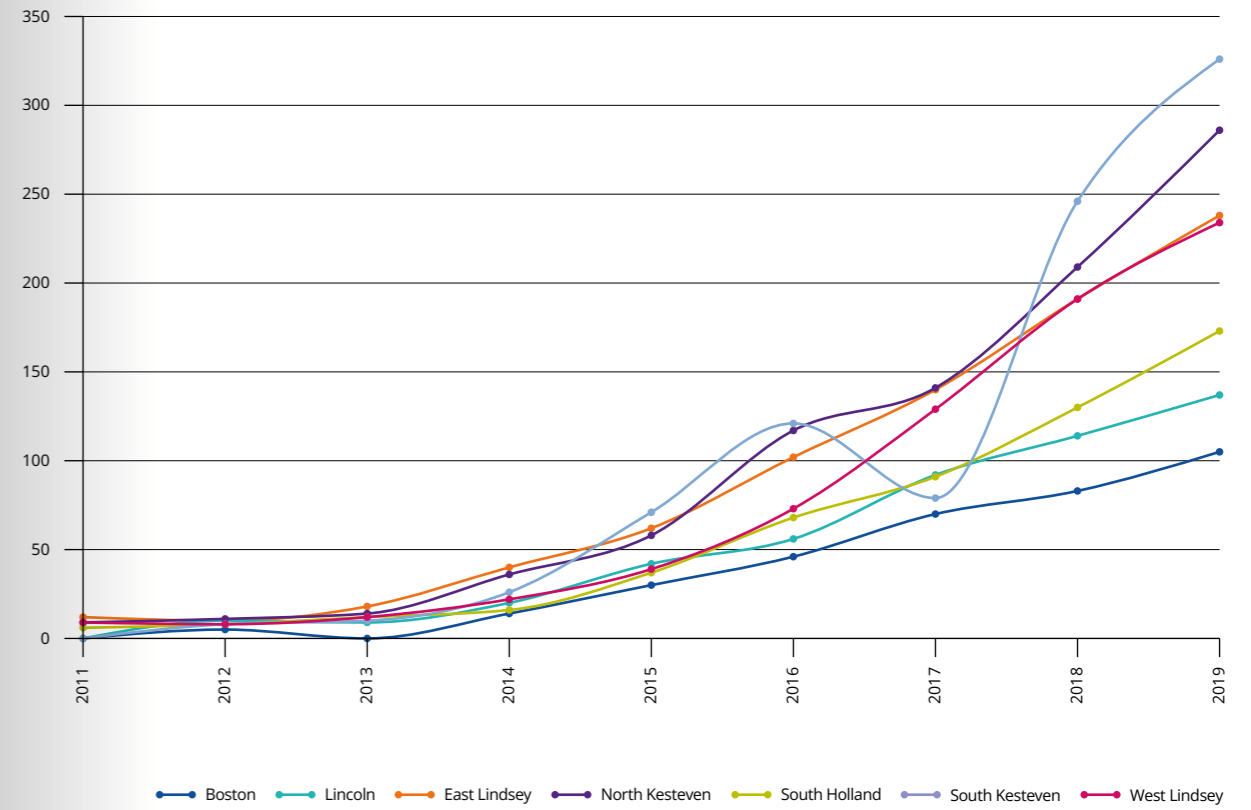
Transport accounts for around a quarter of UK greenhouse gas emissions and affects air quality at the roadside. To combat this, Governments promote the use of cleaner and low-carbon vehicles. Recent Government Initiatives have promoted the use of fully electric or hybrid vehicles (part fuel/part electric) through the plug-in car or van grant. Whilst still in its very early days, there have been increases in the purchase and use of this type of vehicle.

Statistics on the number of plug-in vehicles licensed are produced by DfT. The location of the registered keeper is based on the contact address held by DVLA and may not necessarily reflect where the vehicle is kept. Data relating to the ownership of this type of vehicle in Lincolnshire is shown below.

Number of ULEV vehicles



Number of ULEV vehicles in the wider area



Key points

- There have been significant increases in the purchase of plug-in/hybrid style vehicles over the last two years. However, this still represents a very small proportion of the total cars/vans licensed in the county (at around 0.2%).

Electric charging points

Alongside the increase in Electric/Hybrid vehicle increases is the need for the charging infrastructure to service that increase.

A charging device is a unit capable of charging the batteries of plug-in electric vehicles. Devices are classified by their power output, and each device may offer one or more connecting points. The term 'chargepoint' is also sometimes used, including in previous statistical publications from the DfT. This may refer to either a single device or a number of connectors on a device which can be used simultaneously.

There are three main types of EV charging – rapid, fast, and slow. These represent the power outputs, and therefore charging speeds, available to charge an electric vehicle.

Note that power is measured in kilowatts (kW). Rapid chargers are the fastest way to charge an electric vehicle, and predominantly cover DC charging. This can be split into two categories – ultra-rapid and rapid. Ultra-rapid points can charge at 100+ kW – often 150 kW – and up to 350 kW, and are DC only.

Conventional rapid points make up the majority of the UK's rapid charging infrastructure and charge at 50 kW DC, with 43 kW AC rapid charging often also available.

Fast chargers, include those which provide power from 7 kW to 22 kW, which typically fully charge an electric vehicle in 3-4 hours. The most common public chargepoint found in the UK is a 7 kW untethered Type-2 inlet, although tethered connectors are available for both Type-1 and Type-2.

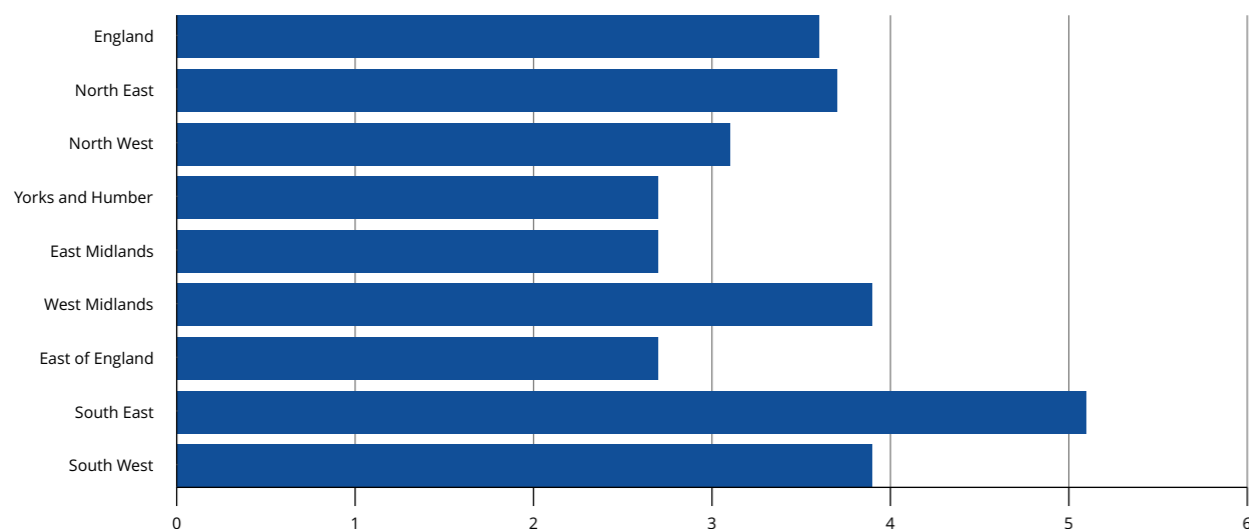
Slow units (up to 3 kW) are best used for overnight charging and usually take between 6-12 hours for a pure-EV, or 2-4 hours for a PHEV. Electric vehicles charge on slow devices using a cable which connects the vehicle to a 3-pin or Type-2 socket.

At the moment, only experimental statistics on the number of public charging devices are publicly available, and these are collected through the electric vehicle charging point platform, Zapmap.

At 1 October 2019, there were 15,116 public electric vehicle charging devices available in the UK. Of these, 2,495 were rapid devices.

The following graph and table highlight the national picture and details of the amount of units in Lincolnshire. There is additional analysis and further details on electric vehicles in the supporting Electric Vehicle and alternative fuels strategy available on the LCC's website.

Charging devices per 100k population

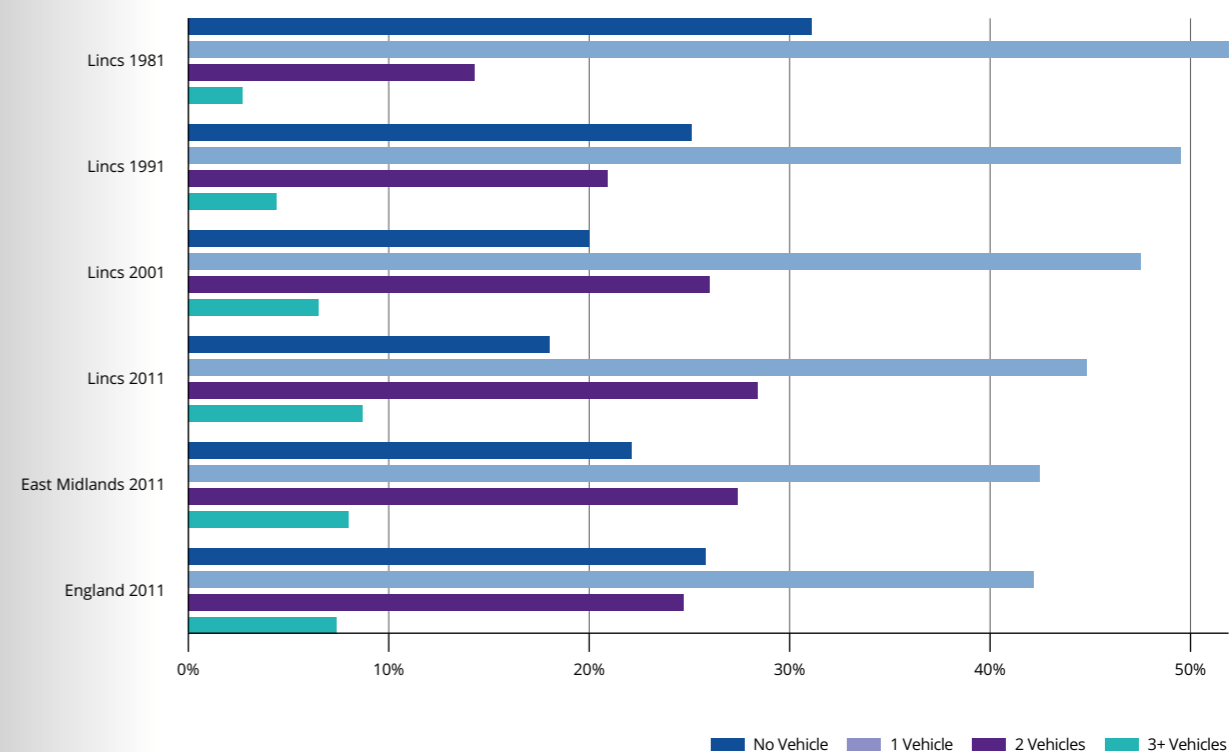


	Total public charging devices	Total public rapid charging devices	Charging devices per 100,000 population	Rapid devices per 100,000 population
Lincolnshire	116	29	15	3.8
Boston	6	1	9	1.4
East Lindsey	33	4	23	2.8
Lincoln	30	2	30	2.0
North Kesteven	9	-	8	-
South Holland	6	-	6	-
South Kesteven	20	15	14	10.6
West Lindsey	12	7	13	7.4

Car ownership

Information on car ownership rates is collected every 10 years by the Office of National Statistics as part of the National Census. The graph below summarise the data from the 1981, 1991, 2001 and 2011 censuses for Lincolnshire and the most recent data for the East Midlands and England.

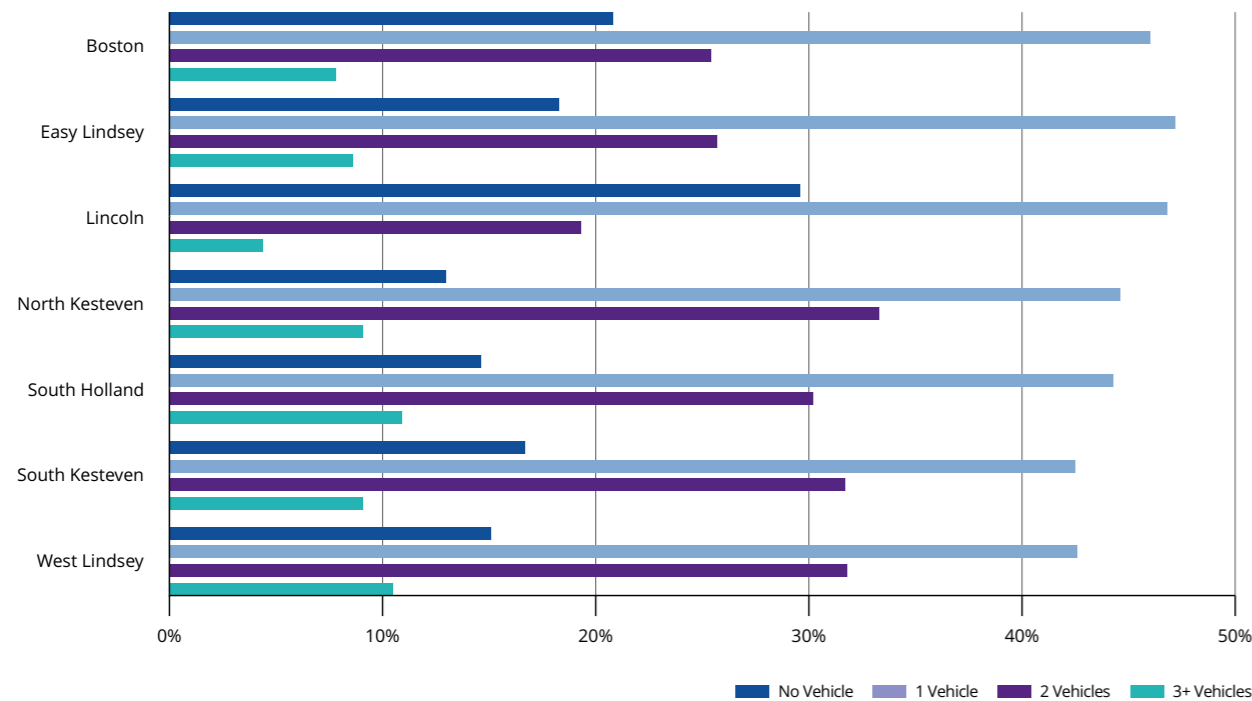
Lincolnshire car ownership rates



Key points

- The proportion of households in Lincolnshire without a car has fallen steadily from 31.1% in 1981 to 18% in 2011, with the proportion of one car households also falling from 51.9% to 44.8%.
- Over the same period, the proportion of households in the county with two cars almost doubled from 14.3% to 28.4%, whilst households with three or more cars rose from 2.7% to 8.7%.
- In 2011, the proportion of non-car households in Lincolnshire (18%) was lower than that in both the East Midlands (22.1%) and England (25.8%).
- Information is also made available at the district level and data for 2011 is shown below.

Car ownership by district



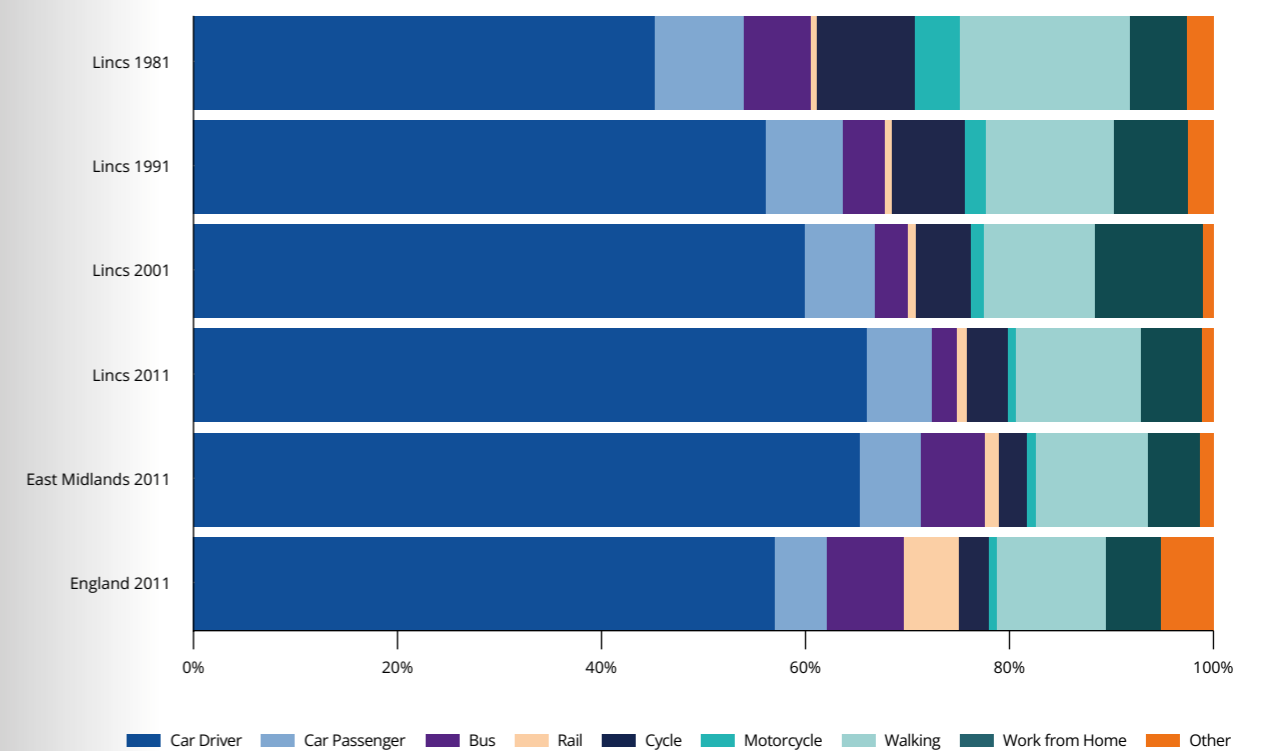
Key points

- The City of Lincoln has the highest proportion of non-car owning households at 29.6%, substantially higher than the average of 18%.
- The proportion of households with access to a single car is fairly constant, lying between 42% and 47%.

Mode of travel to work

Information on the normal mode of travel to work is also collected every 10 years by the Office for National Statistics as part of the National Census. The graph below show the data from the last four censuses for Lincolnshire as a whole, compared with the most recent data for the East Midlands and England.

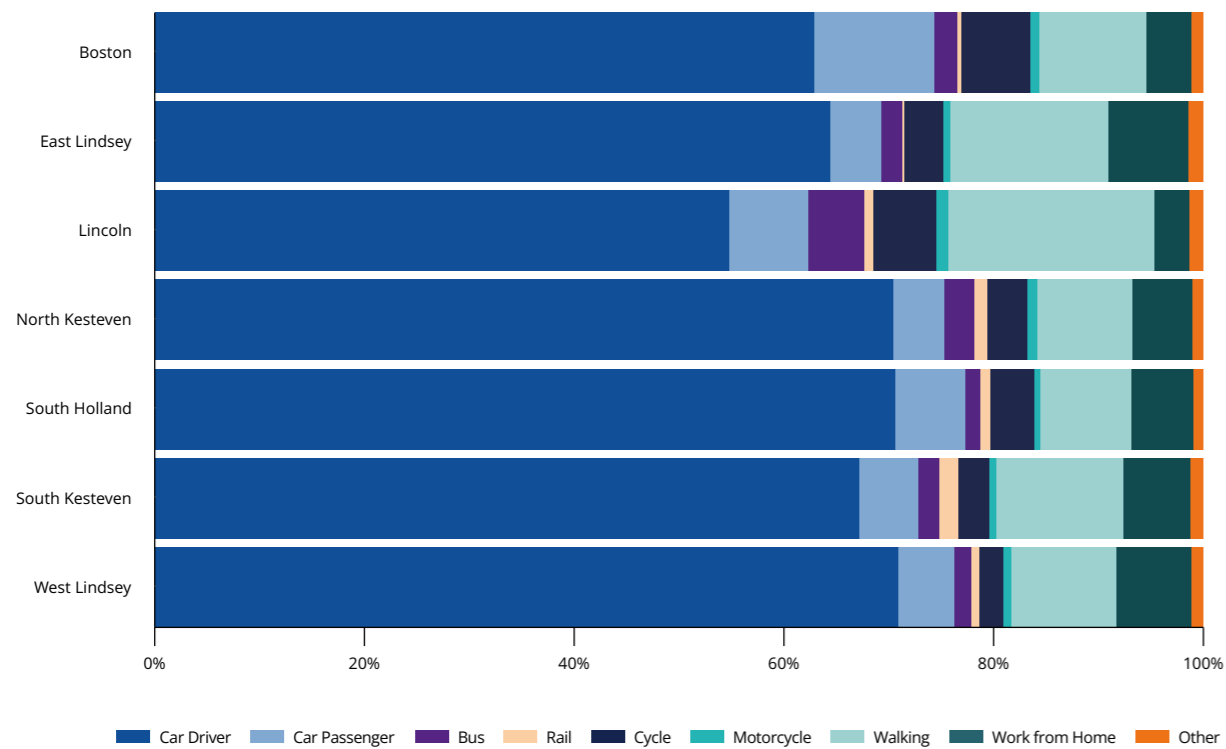
Mode of travel to work in Lincolnshire



Key points

- The proportion of people travelling to work by car (either as a driver or passenger) in Lincolnshire has risen from 54% in 1981 to 72.4% in 2011. This is slightly higher than the figure for the East Midlands (71.4%) and substantially above the figure for England (62.1%).
- At the same time, the percentage of people walking to work has fallen from 16.7% to 12.2% (although this latter figure is up slightly on the 2001 figure of 10.9%) and those cycling have fallen from 9.6% to 4.1%. Bus use has also declined steadily (from 6.6% to 2.5%).
- Data is also available at the district level.

Mode of travel to work by district



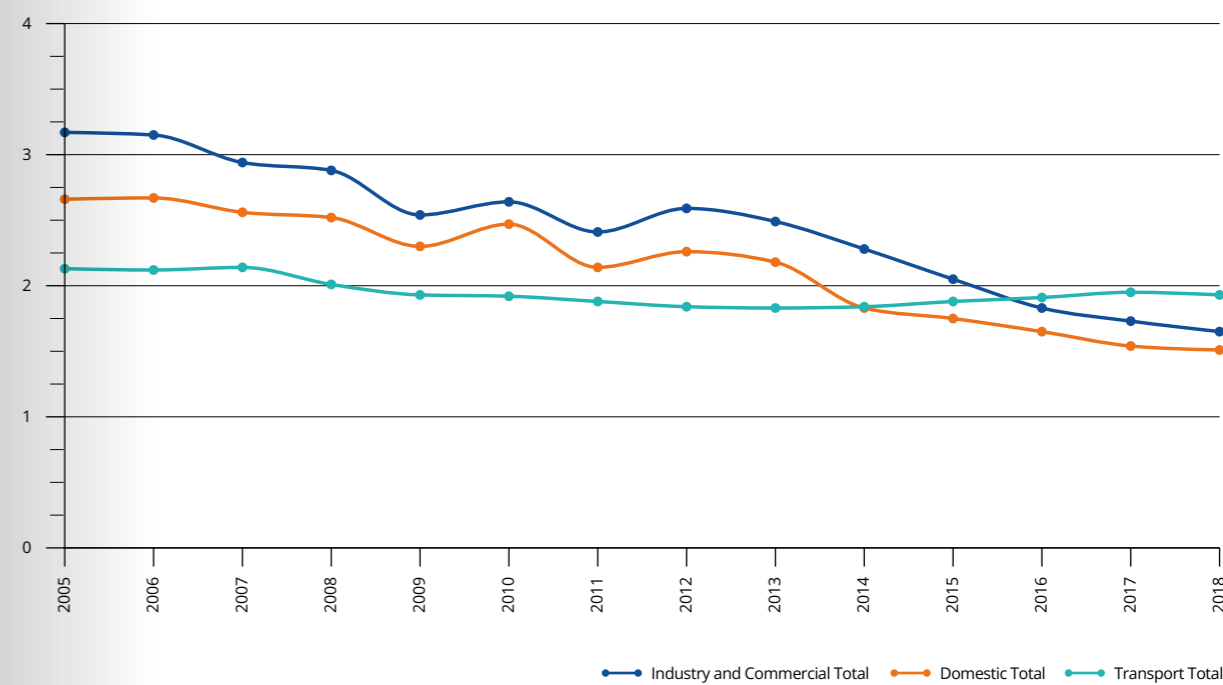
Key points

- Not surprisingly, Lincoln City shows the lowest car use at 62.3% compared with the county average of 72.4%. It also has the highest proportion of people walking to work (19.6%), but the lowest working from home (3.4%).

Transport related carbon emissions

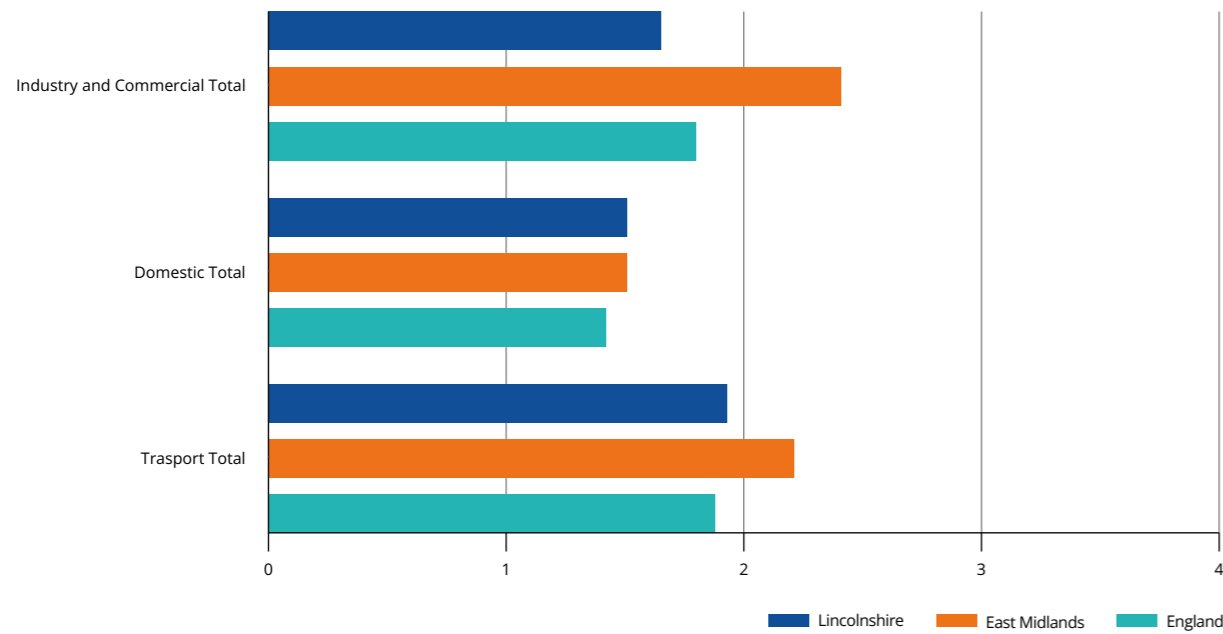
Since 2005, the Department of Energy and Climate Change (DECC) have produced estimates of carbon dioxide (CO₂) emissions at a local authority level. This includes an estimate of emissions due to road transport in the area. The graph below shows DECC estimates of CO₂ emissions for Lincolnshire since 2005 broken down into general categories.

Estimated CO₂ emissions for Lincolnshire (tonnes per capita)



The graph below compares 2018 CO₂ emissions for Lincolnshire with those for the East Midlands and England.

Comparison of 2018 CO₂ emissions (tonnes per capita)



Key points

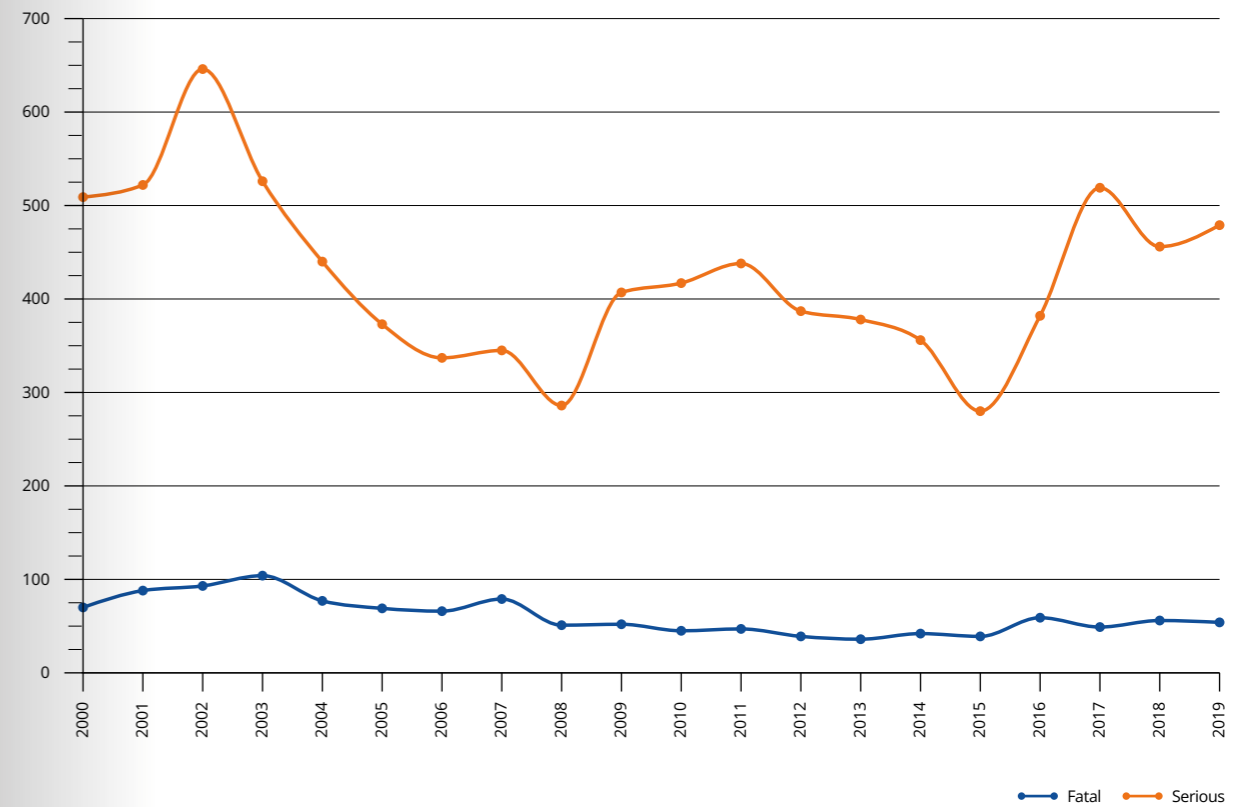
- Road transport emissions in Lincolnshire (per capita) have fallen slightly since 2005, mirroring the picture for total emissions.
- Transport emissions per capita in Lincolnshire (1.93 tonnes) are lower than those in the East Midlands (2.21) and are slightly higher than England (1.88).

Road safety

The number of road traffic casualties on Lincolnshire's roads is monitored by the Lincolnshire Road Safety Partnership and is a key part of their road safety role.

The graph below shows the number of fatal and serious casualties graphically since 2000.

Road traffic casualties in Lincolnshire



Key points

- Since 2003, when 104 people died on Lincolnshire roads, there has been a generally downward trend in the number of fatalities.
- 2017 saw a large rise in the number of serious casualties, although the overall number of casualties fell to just under 2,600, the lowest on record.

Opportunities

Decarbonisation

Achieving the target of net-zero carbon by 2050 is both essential and challenging. Transport has a significant role to play in achieving this target in as much as the fact that it is a currently a significant contributor to carbon emissions. In Lincolnshire, 38% of the total carbon dioxide emissions for the county are attributed to transportation.

Opportunity 1: Electric vehicles and alternative fuels

The sale of both new petrol and diesel cars is due to be banned in 2030 within the UK, so the creation of alternative fuels and methods of propulsion is on a steep upward trajectory. Electric car sales have risen significantly in the last few years as the range has improved as well as the infrastructure to support them.

Conceptual regional or local energy hub²⁰



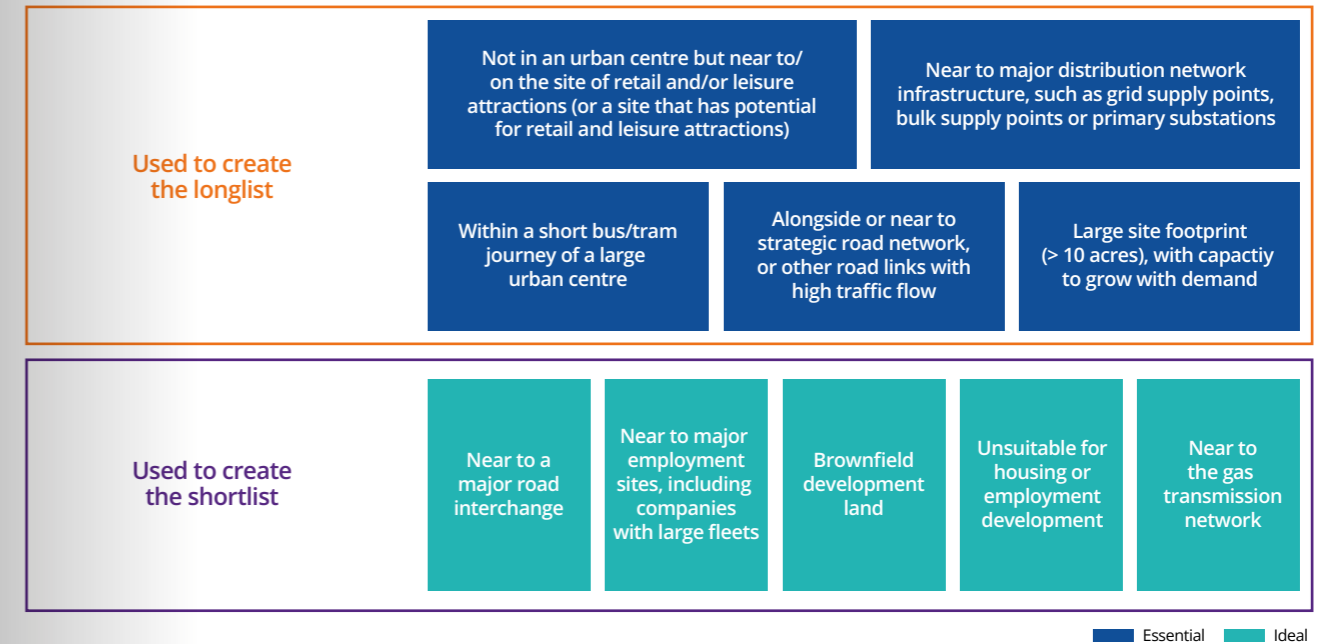
Across Greater Lincolnshire, the intention is to provide a choice of charging points with full details being outlined in the electric vehicle and alternative fuels strategy.

Alternative fuels are not just the preserve of private cars and public transport both buses and trains will need to consider alternative means of propulsion as will freight vehicles both vans and HGVs.

At the regional level, Midlands Connect have been leading on work to consider options for a regional network of energy hubs. This work is providing a steer for local authorities in terms of helping identify possibly locations for energy hubs that will enable the freight logistics industry to start a shift away from carbon based fuels.

The work utilised a multi-criteria assessment process to identify a long list of over 50 possible locations before further refinement shortened the list to 11. The process is shown below.

Criteria for identifying regional energy hubs²¹



Opportunity 2: Sustainable Urban Extensions (SUEs)

The spatial pattern of development across Lincolnshire is one predominantly centred on the creation and support of SUEs. These are identified areas that are defined as separate neighbourhoods that incorporate local centres, employment and other facilities, whilst being integrated with existing communities and built up areas, supporting the urban area as a whole.

Across Lincolnshire the spatial strategies identify the following SUEs:

- The Central Lincolnshire Local Plan includes the allocation of SUEs around Lincoln, Gainsborough and Sleaford.
- The Southeast Lincolnshire Local Plan, identifies SUEs around Boston, Spalding and Holbeach.

- In South Kesteven Local Plan SUEs are identified around Grantham and Stamford.

The spatial approach to adopting SUEs is one that provides an opportunity to support the decarbonisation agenda. By aligning new development alongside existing urban areas; connectivity can be developed in a more sustainable way. Journeys should be shorter and thus more suitable to be carried out on foot by bike or by public transport. Connections are into an existing network and can be provided into the pre-existing urban centres where services and facilities are already located. SUEs can also provide the link between the rural and urban by allowing for new infrastructure that provides direct, safe and reliable connectivity from the edges of the town inwards and equally importantly from existing centres outwards. This provides the local community with benefits as well as those occupying the new developments.

An additional area potentially identified for significant development is RAF Scampton which is due to be decommissioned within the lifetime of the LTP. Whilst not a SUE in the traditional sense, the proximity to Lincoln and the A15 means the site should be recognised as being of strategic significance and likely to require investment to improve connectivity to the city of Lincoln and beyond. Finance and funding and investment

Opportunity 3: Funding changes

The Government's spring budget committed to levelling up, across the United Kingdom, to ensure no community is left behind, particularly during the recovery from the impacts of COVID-19. Three funds were announced that present significant investment opportunities for Lincolnshire. These include:

- The Levelling Up Fund;
- The UK Community Renewal Fund; and,
- The Towns Fund.

These funds represent a major change in the way that the Government intends to support local economic growth going forward. This includes a direct relationship between the Government, local areas and a desire to move at pace to affect change through transformational investment in areas of greatest need.

UK Community Renewal Fund (UKCRF)

UKCRF seeks to invest £220m in 2021/22 across four investment priorities:

- a. skills;
- b. local business;
- c. communities and place; and,
- d. supporting people into employment.

This is a one-off fund to support pilots and innovative approaches to local economic growth ahead of the 2022 launch of the UK Shared Prosperity Fund (UKSPF). The funding is 90% revenue and allocates up to £3 million per pre-selected priority place based on an Index of Economic Resilience. In Lincolnshire, these places are; Boston, East Lindsey and Lincoln. However, all places are eligible to apply and/or collaborate with scope to counter-balance priority place scoring with impact, deliverability and strategic fit.

In April 2021, the county council as the lead authority launched a call for bids from a variety of project applicants including District Councils, voluntary and community sector organisations, local education providers and universities.

The Lincolnshire UKCRF "ask" is founded on key strategies that are in place to support the post-pandemic recovery and growth of the local economy. The GLLEP has co-ordinated an Economic Revival Plan and associated employment and skills work these among other key strategies will provide clear strategic direction for the shaping, delivery and outcomes sought for Lincolnshire through UKCRF.

Later this year, further information on the UK Shared Prosperity Fund (UKSPF) is expected. This is the direct replacement for the £1.5 billion of European Structural Investment Funds invested in the UK per annum (£20 million per annum in Lincolnshire). This will support:

1. People and Places – innovation and regeneration activities targeted at areas of need; and,
2. Bespoke employment and skills programmes tailored to meet local needs.

The Government has pledged to make the same levels of investment available, more on the spend schedules will be announced at the next spending review.

Levelling Up Fund (LUF)

A fundamental policy of the current government is to level up, across the United Kingdom, to ensure no community is left behind, particularly during the economic recovery from the impacts of COVID-19. The Government has announced it will publish a Levelling Up White Paper in 2021 which will, 'present an opportunity to reset the relationship between the central and local government and put councils at the heart of delivering the Government's ambitious programme to improve opportunities in all parts of the country'. The Department for Levelling Up, Housing and Communities (DLUHC) will lead this and further announcements are expected in the Spending Review (SR21) including the way forward on County Deals and UK Shared Prosperity Fund (UKSPF).

There are currently three funds supporting Levelling Up:

- The £4.8 billion capital Levelling Up Fund (Lincolnshire authorities have submitted five bids for nearly £100 million of investment – including transport and active travel opportunities);
- The UK Community Renewal Fund is a £220 million pilot ahead of UKSPF (Lincolnshire has bid for £9 million – this also includes active travel activities and digital investment); and,
- The Towns Fund (£86 million of investment has been confirmed in Lincoln, Boston, Mablethorpe and Skegness).

UKSPF is expected to represent a major investment opportunity for the county. This will be a direct replacement for the £1.5 billion of European Structural Investment Funds invested in the UK per annum (£20 million pa in Lincolnshire). This will reduce inequalities between communities through investment in:

- People and Places – innovation and regeneration activities targeted at areas of need; and,
- Bespoke employment and skills programmes tailored to meet local needs.

The Government has pledged to make the same levels of investment available although the delivery model and method of allocation is yet to be confirmed ahead of a projected launch in April 2022.

Nevertheless, all Lincolnshire activity will focus and integrate activities around economic growth, people and places, expanding existing and planned investments including 'game changer' projects such as the UK Food Valley and will build out from key strategies such as the Local Industrial Strategy, the COVID-19 Revival Plan and the Strategic Infrastructure Delivery Plan (SIDP 21). All projects will also be required to have net-zero alignment, complement existing funding streams and demonstrate public value and VFM.

The SIDP 21 will play a critical part in this. Currently in development, it will be considered, shaped and endorsed by the Lincolnshire local authority leaders and by the LEP board. The SIDP 21 focuses on all aspects of infrastructure including transport corridors, walking/cycling, digital, flood prevention and health as well as transport infrastructure.

Towns fund

Four towns in Lincolnshire have been allocated £86 million of funding from the Towns Fund, (£19 million for Boston, £19 million for Lincoln, £24 million for Mablethorpe and £24 million for Skegness). District Councils have now moved from programme design to supporting the detailed bidding process and attracting the necessary match funding.

Sub-regional economic priorities

As part of the development of the Local Industrial Strategy (LIS), the Greater Lincolnshire Local Enterprise Partnership identified six priority sectors which provide competitive advantage for the county and can offer real growth potential.

The development of LTP 5 has, amongst much other evidential data, utilised the evidence base prepared for the LIS to ensure a consistent approach in supporting the economic landscape of Lincolnshire. Additionally, LTP 5 has sought to develop logic chains that link the sector ambitions to the development of the transport strategy. Each of these logic chains is shown next.

These logic chains provide a clear link from the economic priority sectors to broad transport interventions and have aided in shaping the Integrated Transport Strategy in chapter 4.

LIS strategic opportunity: Agrifood

LIS ambition

To increase the international competitiveness of our Agrifood sector by championing automation and resource efficiency, to become the UK's Food Valley and contribute to reducing the UK's reliance on food imports.

Selected LIS commitments

- Develop a leading rural region for innovation in all parts of the Agrifood supply chain, focusing on skills, infrastructure and productivity gains.
- Maximise the value of the National Centre for Food Manufacturing, the Lincoln Institute for Agrifood Technology and the food clusters in the Food Enterprise Zones.
- Work to maximise the international trade and inward investment opportunities.

Spatial context

- Agrifood production and processing takes place throughout Lincolnshire, but with clustering in Southern Lincolnshire.
- Agrifood innovation assets at Holbeach, Riseholme, Food Enterprise Zones and Grimsby.

Outcomes

- Increased supply of the UK food by GL – both growing and processing.
- More Agrifood R&D undertaken at GL's research centres, universities and in business.
- Higher productivity and skilled workers required in the sector as automation increases.
- Increased exports from GL to international markets.

So what does this mean for transport?

- Demand for freight capacity likely to increase, including to rural areas.
- Commuting to and between the food R&D employment centres to increase.
- Unlikely to see much growth in sector job numbers as sector shifts to automation.
- Connectivity to international gateways in the ports and airports may need to be strengthened.
- Connectivity to the recently announced Freeport areas.

LIS strategic opportunity: Energy

LIS ambition

To pioneer industrial decarbonisation, creating a template for other areas, and to be a test bed for technologies in energy generation, storage and distribution.

Selected LIS commitments

- Support the expansion of the offshore wind supply chain and unlocking cluster development.
- Develop a 'Living Lab' Rural Innovation Testbed for Energy, linking generation from local hubs to overcome capacity constraints.
- Support regional aspirations for industrial decarbonisation, working towards net-zero.
- Work to develop the demand required to support hydrogen production and distribution.

Spatial context

- Offshore wind assets at Lincs Wind Farm offshore from Skegness, new growth at Triton Knoll offshore from Mablethorpe and the major Hornsea project offshore from Grimsby.
- The Humber Industrial Cluster sits on the south and north side of the Humber Estuary.

Outcomes

- A steady, local supply of energy for the region (and exported across the country).
- A transformation of the Humber Industrial Cluster shifting from fossil fuels to modern and greener forms of supply and emissions.
- Increased business presence on the Humber Estuary as a hub of hydrogen exports and a UK centre for clean energy.

So what does this mean for transport?

- Increase in electric and hydrogen transport as energy infrastructure expands.
- Demand for freight and commuter routes to offshore wind farms.
- Reduce fossil fuel freight between the Humber and Immingham.
- Economic activity may deconcentrate, from major single-site heavy industry employers to smaller renewable business.

LIS strategic opportunity: Ports and logistics

LIS ambition

To maximise the strategic advantages of our ports by leading their transformation into one of the most smart, clean and efficient port clusters in the world, leveraging greater value from the ports by handling increasing volumes of trade and attracting more value-add manufacturing activity.

Selected LIS commitments

- Open up more employment land for port-related commercial development.
- Work with landowners to explore barriers to development, including on port-related enterprise zones.
- Advancing discussion with the Government on a freeport.
- Accelerating the decarbonisation of the Humber's maritime cluster.
- Develop a proposal for a Centre for Food Logistics near Boston.

Spatial context

- The major ports of Grimsby and Immingham in Northern Lincolnshire are the focus of the Freeport proposals.
- Smaller ports include Boston, New Holland and Sutton Bridge.
- Other ports and logistics jobs are concentrated inland from ports, at Spalding, North Hykeham and Scunthorpe.

Outcomes

- Increase in manufacturing and logistics employment linked to ports and complementary service-based economy (e.g. legal and technical advice).
- More businesses relocating to the region for freeport benefits.
- Brownfield development under freeport planning laws.
- Increased business and employment activity at the smaller Lincolnshire ports.

So what does this mean for transport?

- Transport infrastructure required for Brownfield development.
- Increased commuting to port areas, especially freeport and Boston.
- A shift in the size and type of goods being imported and exported.
- An established and heavily used Midlands Engine Freight Network.
- Hydrogen and connected autonomous vehicles increasingly used for freight.

LIS strategic opportunity: Visitor economy

LIS ambition

To develop the tourism sector, levelling up and supporting some of the more deprived parts of the region by providing higher-quality and more reliable employment for workers in the sector.

Selected LIS commitments

- Work to address barriers in sector related skills, lifting residential access to jobs and earning potential.
- Support SMEs to adopt digital technologies and increase productivity and visitor numbers.
- Maximise benefits of natural environment by seeking expansion of the Lincolnshire Wolds Area of Outstanding Natural Beauty.
- Delivery the Tourism Action Plan, particularly walking and cycling, to extend the tourism season.

Spatial context

- Coastal visitor economy assets are concentrated in often relatively deprived seaside towns.
- Lincoln represents a heritage and visitor economy asset.
- The Lincolnshire Wolds AONB stretches across a large amount of Lincolnshire, but currently excludes some key natural assets.

Outcomes

- Prosperous and thriving coastal communities with increased economic activity related to tourism.
- Increased visitor numbers spending longer-times in the area undertaking multiple activities.
- A year round tourism offer.
- Increased productivity in the visitor economy sector, creating more permanent jobs for local residents.

So what does this mean for transport?

- Requirement for interregional connectivity with easy and clear travel routes between visitor economy assets.
- Growing demand on the transport system due to more jobs, businesses and visitors year round.
- Increased interregional connectivity for visitors, in particular linking coastal areas to other tourism spots.
- More active transport routes capitalising on green tourism.

LIS strategic opportunity: Defence

LIS ambition

To create a cluster of innovative focused defence companies, and ensure Greater Lincolnshire is a highly attractive, first-choice destination for defence-related industries, service leavers and their families.

Selected LIS commitments

- Exploring the potential for a defence cluster business park and workspace at the Lincoln Science and Innovation Park.
- A programme for RAF leavers to encourage them to stay and start business in the region.
- Understand the defence supply chain and trade potential to boost innovation and investment in the sector.
- Pursue opportunities for relocation of Ministry of Defence staff from Whitehall to Lincolnshire.

Spatial context

- RAF Scampton and Waddington are close to innovation assets in Lincoln, with the Red Arrows relocating to Waddington.
- RAF Digby, Coningsby and Cranwell sit further to the south.
- Nearby RAF Wittering in Northamptonshire and RAF Marham in Norfolk contribute to a cluster that includes around 40% of the RAF's assets.

Outcomes

- New sector clusters, likely close to existing military and/or innovation activity.
- Growth in defence sector jobs, especially high productivity jobs.
- More skilled defence sector workers retained in the region.
- More R&D undertaken at GL's Research Centres, universities and in businesses.

So what does this mean for transport?

- Novel demand for a new and growing economic sector with increased employment and businesses.
- More commuting between innovation assets in Lincoln and military bases.
- Increased commuting between Lincolnshire, National MoD hubs, and other centres of defence innovation such as Herefordshire.

LIS strategic opportunity: Health and care

LIS ambition

To develop new efficient and innovative models of care for a dispersed and ageing population, building a cluster of local businesses to support active ageing.

Selected LIS commitments

- Becoming an international centre for innovation in rural H&C solutions.
- Pilot 'Communities of the future' for ageing populations with improved physical and digital connectivity to local services.
- Develop a pharmaceuticals network based around the Lincoln Science and Innovation Park.

Spatial context

- Lincoln Country Hospital is the largest hospital.
- Health service in Lincoln includes the new University Medical School.
- Other hospital and health sector assets in coastal towns.
- Only 55% of rural residents within 8km of a hospital.
- Ageing population concentrated on the coast within the Lincolnshire Wolds.

Outcomes

- A healthier population across all of GL.
- Increases in population, with more old residents.
- More dispersed H&C activity with increased productivity and reliance on digital services.
- More pharmacy R&D undertaken at GL's research centres, universities and in businesses, focused around Lincoln.

So what does this mean for transport?

- Health related travel within rural areas may shift to digital but travel to regional hospital hubs may increase.
- Ageing populations will require accessible transport solutions to local services and retail centres.
- Support for economic agglomeration of health and care innovation assets around Lincoln.

Looking to the future

This LTP primarily focusses on the five-year short and ten-year medium-term aspirations for the county. Planning assumptions, technological developments, and social changes in the future beyond this ten-year period are difficult to predict. There is a need to consider what the most likely changes are so that decisions taken in the short- and medium-terms do not adversely affect the potential to respond to future innovations. The process of working through the most likely outcomes and considering how these could inform short- and medium-term decisions will enable Lincolnshire to be more flexible and agile in developing future policy options.

The fundamental principle underlying this process should be the need to ensure that current policy and investment decisions will be compatible with the most likely longer-term outcomes. The objective should be to future proof investment as much as possible. For example, it is extremely unlikely that road transport will cease to be vital to Lincolnshire. It is likely that new energy sources will power road vehicles. One of the policy decisions that flow from this is that the Council will need to continue to maintain and build high-quality roads. There will also be a need to consider how maintenance and construction will need to change in order to accommodate these new technologies. For example, the current need to ensure that petroleum fuel residues (which leak onto the highway) are separated in the drainage process may no longer be needed. Conversely, it may be found that when other sources of motive power are in widespread use they present other challenges. Electric vehicles use batteries which are acidic and contain numerous heavy metals. There will be circumstances, collisions for example, in which leakage will occur. Will this be more or less problematic for design and maintenance of the highway network?

Many of these issues will require the Government to take a lead on developing guidance and processes to ensure that there is clarity and consistency in driving the change to net-zero. The Government will also need to ensure that this process takes account of local circumstances. This should include the specific challenges of rural areas. The cost of developing new transport technology in rural areas is higher than in urban areas. In rural areas, the delivery of services and goods is more expensive than in urban areas. The low density of population and distance adds cost. This principle applies to road and rail transport. If there is to be equity of access to new technologies there will need to be specific Government support to ensure that rural areas are supported to overcome the cost disadvantages. This should be a key part of the "levelling up" agenda.

Lincolnshire's economy is primarily based on goods and services that cannot be delivered virtually. Food requires production and transport, care services are face-to-face, tourism requires visits. Whilst in the longer-term there will be more of these services and goods purchased online they will still require physical delivery and presence. The economic and housing developments planned over the next decade will not fundamentally change this need. Whilst a higher proportion of individuals are likely to use new technologies to reduce the number of times they are present at a workplace they will not cease to travel. They may also simply displace journeys. Not going to a central workplace may mean that purchases that are made in person are made online and then delivered to the home. In this instance, one journey is not made but another is taken by the courier.

It is important that consideration of future challenges is rooted in likely scenarios. Whilst there is value in considering unlikely outcomes at a more national strategic level the LTP should be rooted in the probable to ensure that current and future needs can be met.

The key policy questions for Lincolnshire are:

- Is the future beyond the next decade likely to look significantly different?
- What will the service needs be in the most likely scenarios?
- How will this impact on local transport?
- What should the county council do now in response?
- What does Lincolnshire expect the Government to do?
- How does the county council remain flexible and agile in responding to changes in transport technology.

This LTP cannot provide an answer to these questions but it does provide an opportunity to open the discussion around these issues and introduce a strategy that does not seek to prejudice any future responses.

Chapter 4: The Integrated Transport Strategy

The point of transport planning is to get people to places they want to go, so it makes sense that transport planning should start with place making.

Place Making

If you make the starting places the best that you can, then many of the existing longer journeys become non-essential as people realise that they can carry out many of the things they wanted to do either from home or close by. Great places reduce the need to travel and replace longer journeys with shorter ones; journeys that then can take place by foot, cycle or public transport. Great places allow us to do many things at once, often creating opportunities to achieve things that weren't expected or were unplanned.

This LTP sets out to alter the way transport planning is carried out in Lincolnshire and focuses far more on creating the communities and the streets rather than on the movement of vehicles and traffic. It also seeks to better integrate modes and focuses on connectivity, mobility and movement as a whole.

Achieving wider policy objectives such as improving health, reducing carbon emissions and supporting economic growth all form part of the broader agenda and this LTP sets out to achieve the creation of a new approach to benefit everyone.

Regional Policy

Midlands Connect exists to develop and maintain a long-term transport strategy for the region; setting clear advice from the Government on how to prioritise strategic transport investment in the Midlands. The Midlands Connect Partnership actively collaborates to: research, develop and prioritise major transport priorities for the Midlands, supported with strong evidence, in order to secure transport investment from the Government for the social and economic benefits of the region.

Lincolnshire County Council works with Midlands Connect to tackle emerging issues from economic recovery to alternative fuels and is a channel to help drive local investment and raise the profile of Lincolnshire's priorities nationally.

Policy Audit – Developing the Thematic Approach

As part of the preparation of this LTP a significant review of existing policy documentation, including all District Local Plans, Local Industrial Strategy, Green Master Plan, Joint Strategic Needs Assessment and many others has been carried out. This audit embeds the foundation of the LTP in the spatial, socio-economic, health and environmental objectives for the county from a range of partners as well as LCC itself.

Having summarised these policies, six main themes were identified and from those a series of strategic objectives were developed to help identify, prioritise and support the future delivery of transport across Lincolnshire.

The following section provides in more detail the reasoning for each objective, followed by the policy statement or statements that indicate what LCC, often with partners, will do to achieve the objectives. This in turn is followed by an indication as to the nature and types of interventions that are most likely to achieve the objective. This section, also provides a framework for the development of the supporting modal strategies that sit beneath the Integrated Transport Strategy.

Themes and strategic objectives

Theme 1 – Supporting economic growth

- Improve connectivity throughout Lincolnshire and to the East Midlands, the rest of the UK and beyond.
- Ensure a resilient and reliable transport system for the movement of people, goods and services.
- Support the vitality and viability of our town centres and rural communities.
- Improve connectivity to jobs and employment opportunities.
- Provide a transport system that supports the priority sectors identified in the LIS.

Theme 2 – Future ready, green transport

- Support the introduction of low-carbon technologies and thus reduce reliance on fossil fuels.
- Develop and support communities to flourish locally and thereby helping reduce the need to travel.
- Deliver sustainable development by ensuring that new developments are designed to reduce the need to travel, minimise car use and support the use of more sustainable modes.
- Ensure the transport network is made resilient to climate change.

Theme 3 – Promote thriving environments

- Develop opportunities to both protect and enhance the built and natural environment.
- Minimise waste and make the best use of available resources.
- Provide sustainable access to Lincolnshire's wonderful environment and heritage.

Theme 4 – Supporting safety, security and a healthy lifestyle

- Improve road safety.
- Increase confidence in a safer and more secure transport network.
- Reduce the impacts of air quality, noise and light pollution.
- Improve the health of our communities through the provision for active travel.

Theme 5 – Promoting high aspirations

- Improve connectivity and access to education, healthcare and leisure.
- Improve the accessibility of the transport system and in particular access onto public transport.
- Encourage wider community participation in developing and delivering transport services.

Theme 6 – Improve quality of life

- To deliver on the first five objectives above.
- To improve the quality of place and reduce the overall negative impacts of transport on people's lives.

Theme 1 – Supporting economic growth

Objective 1a – Improve connectivity throughout Lincolnshire and to the East Midlands, the rest of the UK and beyond.

Why is this important?

Wider connectivity supports economic prosperity by improving access for business, employment, education, training and tourism.

Policy EC1

LCC will work with national, regional and local funders to identify and deliver a better transport network and services to improve connectivity internally and externally to Lincolnshire. LCC alongside partners will work to improve the "gateways" to Lincolnshire particularly at strategic locations.

How will we do this?

We will lobby the Government, Highways England, Network Rail, TfEM, Midlands Connect and transport service operators to recognise the importance of transport links to the economy and social wellbeing. We will seek to ensure that both existing and proposed improvements to infrastructure and services are delivered.

Key interventions that we will support include:

- Champion the importance of economic corridors – the Trans Midlands Trade Corridor, the Food Valley and North-South connectivity are priorities for movement.
- Improvements on the A46 including the Newark bypass and North of Lincoln.
- Better rail services to London and the Midlands including links to the HS2 eastern extension.
- Improvements on the A1 including safety improvements and investigating an upgrade to motorway standard.

- Improvements on the A15, A16 and A17 to support the food security of the country.
- Improved rail links from the south of the county for both passenger and freight to Cambridgeshire and East Anglia.
- Improvements to the bus and rail network that improve punctuality and connectivity across and beyond Lincolnshire.
- Development of strategic long-distance walking and cycling routes.
- Identifying "gateway" locations such as major railway stations, public transport interchanges and other entry points and with partners strengthen their position as statements about arriving in Lincolnshire.

Objective 1b – A resilient and reliable transport system for the movement of people, goods and services.

Why is this important?

The way in which Lincolnshire has grown has resulted in a polycentric pattern of development with a highly dispersed range of settlements each with a wide rural hinterland. In some pockets, this results in very high levels of demand for transport and travel. The scattered nature of settlement and low population density has led to the majority of these journeys being undertaken by car.

An efficient transport system can connect people and settlements and enable access to jobs and products to be delivered. Congestion and unreliability can result in congestion and unreliable journey times. These delays have direct consequences in terms of additional costs on people and businesses, affecting productivity and efficiency and resulting in significant loss to our economic productivity.

Policy EC2

Improve the resilience, efficiency and effectiveness of the operation of the transport network and maintain our transport assets in a good state of repair. "Future proof" the network as part of our investment strategy.

How will we do this?

We will invest in our transport systems and services and seek to provide a high-quality network for all users, utilising whole life costing models and the principle of investing to save.

Key projects that we will support include:

- Delivery of our Asset Management Plan.
- Creation of Route Action Plans to identify and deliver timely intervention on the strategic road network.
- Ensure our bridges and culverts are maintained to an appropriate level and investigate replacement of life expired structures, including work on the Cross Keys Bridge.
- Identify and support a public transport network that provides a high quality alternative to the private car as identified through BSIP.
- Develop a high network of walking and cycling routes for local and longer distance trips – based on LCWIPs .
- Champion digital connectivity.

Objective 1c – Support the vitality and viability of our town centres and rural communities.

Why is this important?

Encouraging our local towns, villages and communities to thrive is crucial if we are to deliver on our wider ambitions of cutting carbon emissions whilst "levelling up" our local economies. By maximising both employment and services at a more local level we are then in a position to encourage people to live locally, support their local economies and sustain local and rural businesses.

Policy EC3

Create town centres, villages and rural areas that are accessible but not vehicle dominated.

How will we do this?

We will invest in local and smaller scale projects that meet local needs and promote local connections enabling efficient access to local services.

Key projects that we will support include:

- Delivery of our walking and cycling strategies.
- Development of local transport boards and local town transport strategies to identify and deliver schemes at the local level.
- Identify and support a public transport network that provides a high-quality alternative to the private car.

Objective 1d – Improve connectivity to jobs and employment opportunities.

Why is this important?

Employment patterns are changing, as are our societal expectations. Demand for digital connectivity is increasingly vital for many and digital connectivity is and will continue to replace the need for physical connectivity for certain activities. This in turn will lead to changes in travel demand and behaviour.

Being able to connect physically and virtually to a range of opportunities can raise skill levels and aspirations. In this plan, we aim to increase the accessibility of Lincolnshire and address some of the challenges a large rural county faces in terms of its employment accessibility requirements.

Policy EC4

We will identify and support a range of transport improvements to better connect our employment centres with their workforce and broaden the opportunities for those seeking employment to access an increasingly diverse range of opportunities.

How will we do this?

We will invest in transport connections that improve access between communities and centres of employment within Lincolnshire and also develop better links to the rest of the UK.

Key interventions that we will support include:

- To improve major road, public transport and rail connections between larger places in the county.
- To improve major road, public transport and rail connections to identified areas of growth as well as ports, airports and cities in the rest of the UK.

Objective 1e – Provide a transport system that supports the priority sectors identified in the LIS.**Why is this important?**

The Local Industrial Strategy identified six priority sectors which provide competitive advantage for the county with growth potential. The sectors are; Agrifood, Energy, Ports and Logistics, Visitor Economy, Defence and Health and care. Each sector requires specific transport support and interventions to continue to grow and prosper. Details of the priority sectors are included in chapter 3.

Policy EC5

We will support a range of transport improvements that underpin and priority sectors to develop and grow.

How will we do this?

By working with the GLLEP, we will identify transport investment and improvements that provide support to the six priority sectors.

Key interventions that we will support include:

For Agrifood

- Improve road and rail connections to support the growth in freight movements.
- Improve connectivity to the Food Enterprise Zone.
- Improve connectivity to ports and other international gateways.
- Make improvements to journey time reliability along the A16 and A17 corridors.
- Improve movement and connectivity around the towns of Boston and Spalding.

For energy

- Increase and improve the infrastructure for alternative energy sources.
- Improve access to the renewable energy growth points along the Humber and along the east coast.
- Drive a shift from fossil fuels for both passenger and freight movements.

For ports and logistics

- Deliver a county-wide freight strategy that integrates with the emerging regional freight strategy and plan.
- Improve connectivity to ports and other international gateways.
- Support the regional energy hub work.

For visitor economy

- Improve interregional connectivity to the coast and other key inland visitor assets.
- Support the extension of the visitor season by increasing public transport connectivity at weekends and into the off season.

- Improve connectivity along the coast between resorts and attractions particularly around Skegness.

- Develop improved active travel networks to support the growth of green tourism.

For defence

- Recognise the importance of connectivity between military bases and the supporting industry hubs both internally and externally to Lincolnshire.

- Improve connectivity to the other centres of defence industry excellence.

For health and care

- Improve connectivity to both local and regional care centres.
- Support the innovation of shifting to digital care.
- Provide connections between health centres of excellence across Lincolnshire.

Theme 2 – Future ready, green transport**Objective 2a – Support the introduction of low-carbon technologies and thus reduce reliance on fossil fuels****Why is this important?**

In May 2019, Lincolnshire County Council determined that it wished to achieve net-zero carbon by 2050, or sooner, in line with national and international objectives. This is reflected in the current Corporate and Green Master Plans. Subsequent government initiatives have further developed this agenda nationally, including a Ten-Point Plan for a green industrial revolution, with the aspiration to create 250,000 jobs and the Transport Decarbonisation Plan. The zero-carbon proposals from the Government respond to the Climate Change Act 2008 and the Paris Agreement of 2015.

Transport is a significant contributor to the UK's greenhouse gas emissions, which leads to climate change. In 2019, land-based transport accounted for 34% of all carbon dioxide emissions in the UK. In Lincolnshire the situation is worse with 38% of the total carbon dioxide emissions being attributed to transportation.

The Government has introduced specific transport policies to address the high-level of transport emissions – such as the proposed ban on the sale of petrol and diesel vehicles from 2030 and further detail is emerging through the Transport Decarbonisation Plan. It is clear that the pace of change must increase significantly if targets are to be achieved.

Policy GREEN1

We will work with partners and take the necessary steps at a local level to reduce emissions from road-based transport and contribute towards the net-zero carbon target by 2050 as required by the 2008 Climate Change Act.

Policy GREEN2

This TLP supports the aims of the Green Master Plan and its commitments to achieve net-zero alongside a thriving natural environment.

How will we do this?

We will increase the number of sustainable journeys made and we will implement a roadmap to electric and low-carbon vehicles. We will also develop our future transport options and champion innovation in-line with the commitments set out in the Green Master Plan.

Key projects that we will support include:

- Working with rail partners to deliver better local rail services and improve accessibility to and from local stations.

- Develop a Bus Strategy to identify the improvements required to support a network that delivers local connectivity.
- Work with partners in the public transport industry and develop an enhanced quality bus partnership.
- Utilise the local transport boards to develop and introduce improvements to local walking and cycling networks
- Deliver a "roadmap" to encourage the uptake of electric and alternative fuelled vehicles.

Objective 2b – Develop and support communities to flourish locally and thereby helping reduce the need to travel.

Why is this important?

Local access to services supports stronger communities where people can work, socialise, source their food and access employment, education and health services close to home. Enabling people to support their communities' means they can contribute to the local economy, live more sustainably and help to reduce their carbon impact. National trends, which are delivered locally, such as 20 minute neighbourhoods, are delivering strong results and will be appropriate for some communities in Lincolnshire.

However, Lincolnshire is a large and varied place: characterised by a dispersed settlement pattern with approximately with 42% of the population living in settlements of less than 5,000 people. As such, many people are reliant on the private car in their day-to-day lives.

Policy GREEN3

Through our Local Transport Boards, other Council policies and the Development Plan process we will support the provision of local facilities and services to enable people to live locally and lower their carbon footprint by reducing travel distances.

How will we do this?

Encourage provision of local facilities and services in communities. Improve virtual connectivity as well as physical connectivity to enable people to have real choices about where they live and work and promote the benefits to business that a genuine local focus can have. Support local communities who wish to explore local solutions that will address this agenda.

Key projects that we will support include:

- Through the emerging freight strategy, work freight and logistic sector to reduce their carbon footprint.
- Utilise the local transport boards to drive improvements to local walking and cycling networks.
- Investigate the role of local community hubs and the role they could play in supporting people living and working locally.
- Champion digital infrastructure.

Objective 2c – Deliver sustainable development by ensuring that new developments are designed to reduce the need to travel, minimise car use and support the use of more sustainable modes.

Why is this important?

Influencing travel behaviour is easier at key points in people's lives and moving house is one of those critical times. Utilising good quality planning and ensuring that new development is designed and delivered with sustainable travel in mind will make a significant contribution to reducing carbon emissions moving forward.

These same issues can be applied to new commercial development and the creation of more sustainable travel patterns for both employees, visitors and deliveries needs to be considered as part of new offices, shops and factories too.

Policy GREEN4

We will use the local and strategic development management processes to ensure that development is planned, delivered and managed to reduce the need to travel and support the delivery of sustainable transport modes. We will support the provision of improved walking, cycling and public transport services and facilities as part of new developments and actively encourage innovative solutions such as car clubs, mobility hubs, active travel plans and other sustainable solutions as opposed to single occupancy car use.

How will we do this?

Influence the planning system as a statutory consultee to adopt and implement sustainable transport policies. We will seek improvements to new developments to ensure that adequate and appropriate provision is made to both reduce the need to travel and support measures that encourage active travel and public transport when travel is required.

Key projects that we will support include:

- Provision of comprehensive, high-quality, safe and direct networks for walking, cycling and public transport that includes priority for cyclists and public transport.
- Creation of walkable neighbourhoods, so that a range of services and facilities are within easy walking distance and access to them is unimpeded and straightforward.
- Provision of high-quality interchanges to improve connectivity between transport modes including local mobility hubs that have facilities to enabling EV recharging, reverse park and ride, car clubs and other innovative solutions.
- Implementation and monitoring of travel plans.

Objective 2d – Ensure the transport network is made resilient to climate change.

Why is this important?

Much of Lincolnshire's existing transport network has been developed, designed and built for the local climate and weather conditions that we have seen historically. In the future, infrastructure must be designed to adapt to climate change. The impacts to our networks and services could be considerable and we need to prepare for the worst to ensure reliability and resilience in the system.

The UK Climate Change Risk Assessment identified a number of threats and opportunities for transport from climate change. These included:

- Increased frequency of intense precipitation events – leading to increased flooding of road/rail infrastructure.
- Increased heavy rainfall leading to an increase in earthworks failures, increased landslides and undercutting and bridge scour.
- Sea level rise and storm surges – leading to flooding/damage of coastal roads/railways.
- Drier summers – more opportunities for walking and cycling.
- Increased number of hot days – leading to increased thermal loading on road surfaces.
- Decreased number of cold days – reduced costs for gritting and winter maintenance.
- Increased frequency and intensity of storms – leading to damage to transport infrastructure.

Policy GREEN5

We will seek to improve the reliability and resilience of the transport network and transport services across Lincolnshire and seek to protect it from the worst extremes of climate change.

How will we do this?

We will work with organisations across the transport world and beyond to identify which parts of the transport network and which services would be at the greatest threat from the effects of climate change. We will monitor the impacts of climate change on our transport network and develop assessment tools to help us understand where and at what point we need to intervene.

During maintenance and construction, we will endeavour to use materials that are resilient to the impacts of climate change. We will seek to source them in ways that do not exacerbate the climate change problem using a circular economy and whole life cycle costing where possible.

We will continue to work closely with the Environment Agency to ensure that drainage schemes are prioritised on an appropriate basis and seek to ensure the transport network remains resilient to flooding events. New transport and highways schemes will need to take account of Sustainable Urban Drainage programmes and should include means of reducing run off using permeable paving materials when suitable.

Theme 3 – Promoting thriving environments**Objective 3a – Develop opportunities to both protect and enhance the built and natural environment.****Why is this important?**

Lincolnshire has a diverse natural environment and valued heritage landscape with a significant number of protected areas in Lincolnshire .

Of particular note are the Lincolnshire Wolds, a cherished landscape of some 558 square kilometres (216 square miles) which was designated as a nationally protected Area of Outstanding Natural Beauty (AONB) in 1973.

Transport can adversely impact on the environment through noise and light pollution, contamination from engines and tyres can make its way into water courses and of course pollutants from burning fossil fuels will end up in the air that we all breath.

Policy ENV1

We will put in place procedures during construction, surfacing and maintenance works that will minimise and mitigate their environmental impacts.

Policy ENV2

We will incorporate improvements into transport schemes and highway maintenance so that they aid in the creation, preservation and enhancement of high quality and vibrant environments with unique and distinctive character. This includes taking opportunities to protect and improve habitats for both flora and fauna, protect and enhance historic features, landscapes and townscapes.

How will we do this?

The transport network provides excellent opportunities to help aid the emerging Greater Lincolnshire Nature Recovery Strategy and the accompanying Local Nature Recovery Strategies through the protection and improvement of adjacent habitats. Preserving roadside verges, a number of which are protected as Local Wildlife Sites and the network of interconnecting hedgerows can provide important links for often isolated habitats. A balance needs to be struck with maintenance regimes for safeguarding crucial sight lines to maintain road safety.

We will look to review of on-going maintenance regimes to consider how best to deal with the challenges of the potential harmful impacts from the winter salting, ground compaction from vehicle encroachments and also the large volumes of discarded litter, which then often gets cut up into ever small pieces of residue.

Key approaches that we will support include:

- Focus on improving the sense of "place" by designing for people not traffic.
- Decluttering of signage and street furniture.
- Applying highway design standards appropriately and seeking to avoid over engineered solutions.

- Using locally sourced traditional materials for both sustainability and design value and helping to blend infrastructure into the local landscape.
- Consider reduced specification requirements in areas with local environmental sensitivity.

Objective 3b – Minimise waste and make the best the use of available resources.**Why is this important?**

The construction of new transport infrastructure is expensive and can often require significant amounts of natural resources in the form of aggregates and also land take. New and maintenance schemes both generate waste, which if we cannot recycle it will end up in landfill. Careful planning can reduce waste and make sure that minimal amounts of resources are used to deliver the project. This is good for both the economy and the environment.

Policy ENV3

In the planning, designing and delivery of our transport infrastructure and services we will seek to minimise the use of natural resources and minimise waste.

Policy ENV4

We will make use of our existing transport infrastructure and services and prioritise the maintenance and management of it over the building of new infrastructure.

How will we do this?

Where possible we will seek to utilise recycled materials during maintenance and construction and look to recycle any waste generated by transport schemes.

Investment will be prioritised to maintain and adjust the existing transport network rather than focussing on new building particularly in reference to the highway network. We will make the best use of our existing capacity and seek to improve connectivity and mobility within the constraints of what exists rather than expanding capacity.

Key approaches that we will support include:

- Promoting the benefits of using locally sourced and recycled products in the delivery of our transport projects.
- Look towards innovation and trial new materials on appropriate schemes.
- Seek to reduce the distances that materials are transported by sourcing them locally.

In order to maximise the capacity of existing road corridors we will:

- Champion active travel, public transport improvements and wider management measures as alternatives to road building in areas with congestion and where alternative modes are a viable option.
- Maximise the capacity of existing infrastructure and services with greater use of intelligent transport systems and other evolving new technologies.
- Deliver sustainable transport solutions through our modal strategies.

Objective 3c – Provide sustainable access to Lincolnshire's wonderful environment and heritage.**Why is this important?**

One of the priority growth sectors identified in the LIS is the visitor economy and the desire to extend the visitor season. Improving sustainable access to our environmental and heritage assets would help support this sector of our economy.

The heritage sector alone is estimated to be worth £16.4 billion pounds nationally²² with many visitors coming to Lincolnshire to visit our castles, museums, cathedral and churches. Ensuring access to these assets is vital but we need to balance the detrimental impact that too many car borne journeys can have on the very places and environments that attract so many visitors.

In some areas the very high numbers of walkers, cyclists and equestrians can also cause damage to routes and adjacent land and access needs to be controlled to protect both our built and natural attractions.

Policy ENV5

We will support, promote and provide sustainable access to our sensitive built and natural environments.

How will we do this?

We will work with the tourism and visitor economy to develop and promote more sustainable transport options for both residents and visitors to our sensitive environmental areas. We will encourage attractions to offer incentives to access by means other than the private car and support initiatives such as visitor travel plans, shared ticketing and the greater use of mobility hubs to enable a switch between modes.

Key approaches that we will support include:

- Provision of comprehensive, high-quality, safe and direct networks and facilities for walking, cycling and public transport that includes priority for cyclists and public transport.
- Provision of high-quality interchanges to improve connectivity between transport modes including local mobility hubs that have facilities to enabling EV recharging, reverse park and ride, car clubs and other innovative solutions.
- Implementation and monitoring of visitor travel plans.
- Provide information to visitors on ways to visit Lincolnshire's environment without using a car through their holiday accommodation, tourist information centres, online and at visitor attractions.

Theme 4 – Supporting safety, security and a healthy lifestyle

Objective 4a – Improve road safety.

Why is this important?

Reducing the numbers of deaths and serious injuries on our roads is both morally and statutorily the right thing to do. Although, the number of deaths and injuries on our roads has fallen over the last 10-years, it is still vitally important to continue to see these numbers fall further.

Policy SH1

We will seek to make Lincolnshire's roads safer for all and to make significant year-on-year reductions in those killed or injured on Lincolnshire's roads through a sustainable, co-located road safety partnership delivering targeted interventions focussed on education, engineering, and enforcement.

How will we do this?

We will continue to support the Lincolnshire Road Safety Partnership (LRSP), formed in 2000. The partnership was the first of its kind in the Country and co-locates forensic collision investigators and casualty reduction officers from Lincolnshire Police with the county council's Accident Investigation and Road Safety teams to form a multi-agency centralised road safety unit. Lincolnshire Fire and Rescue also have staff based with the LRSP who co-ordinate all fire and rescue road safety related activity. Additionally, the deployment and maintenance of safety cameras is managed within the LRSP. Consequently, the entire core functions of road safety, namely engineering, education and enforcement are coordinated from this centre.

As a Partnership, the LRSP implements actions that involve working with individuals and organisations to improve road safety. Some of the key parties are:

- Schools, academies, colleges and universities.
- Road safety organisations and groups (IAM, RoSPA, Brake).
- Cycling and walking groups.
- NHS.
- Employers.
- Military camps.
- Motoring organisations/road users.

Key approaches that we will support include:

- **Education, training and publicity.** Working with partners and communities, we will proactively target those most at risk on Lincolnshire's roads; we will employ creative and innovative solutions to ensure our engagement is effective and demonstrates value for money; we will work to influence and change the behaviour of poor road users through comprehensive education programmes.
- **Engineering.** We will employ our specialist knowledge and skills to maximise our resources for the benefit of Lincolnshire's road users; we will seek, through an evidenced approach, to eradicate repeat accident locations and to proactively design-in safe road systems.

- **Enforcement.** LRSP will, in an ethical and fair way, enforce road safety legislation with a focus on the "fatal four"; speeding, drink driving, use of mobile phones, and seat belts. We will focus our enforcement on locations that present significant risk to our public and areas which cause concern to our community.
- **Evaluation.** LRSP will continually improve and develop our intelligence and evidence-based approach to road safety ensuring that resources are effectively deployed. We will aim to deliver "value for money" for the people of Lincolnshire at all times.

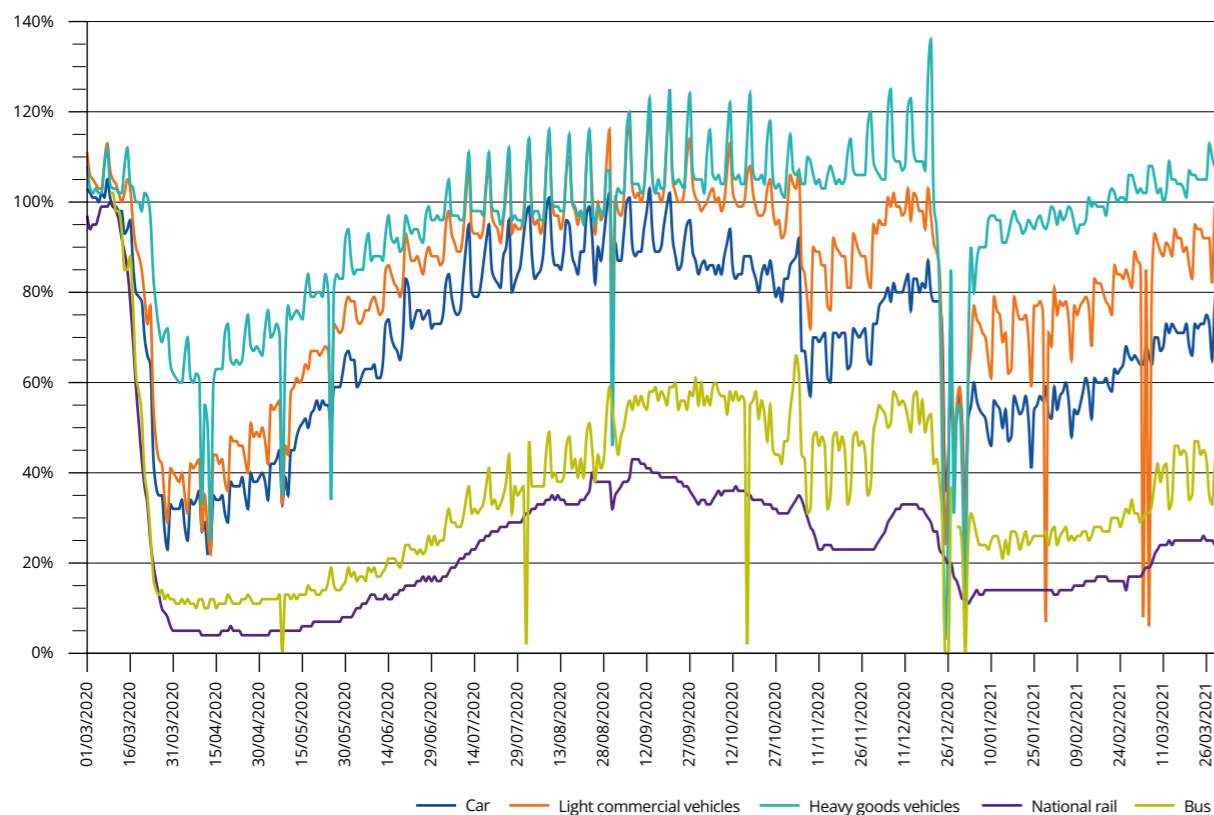
Objective 4b – Increase confidence in a safer and more secure transport network.

Why is this important?

The last few years have seen two significant areas of concern regarding the safety and security of using the transport network and services. The first relates to terrorist threats and the targeting of transport hubs and services and the second to the global COVID-19 pandemic. There are also concerns around incidents of crime and anti-social behaviour related to transport.

The COVID-19 pandemic saw passenger numbers on both bus and train plummet as shown in the following chart.

Use of Transport Modes in Great Britain since March 2020²³



Evidence from Transport Focus²⁴ suggests that nearly a third of passengers will not return to public transport for any reason until they feel safe. Ensuring this feeling of safety will be a priority once lockdown is lifted.

Policy SH2

In partnership with the police, transport operators and others we will seek to reduce the rate of crime, the fear of crime and issues relating to antisocial behaviour related to transport.

Policy SH3

Working with transport operators, we will seek to restore confidence in the use of public transport following the COVID-19 pandemic and restore passenger numbers to pre-COVID-19 levels.

How will we do this?

We will work with the planning process to ensure that crime prevention and fear of crime are taken into account in new developments.

We will promote appropriate designed space in town centres and urban areas that focuses on creating environments that provide a feeling of safety and security at all times of the day and night.

We will work with partners in crime prevention and in the transport industry to identify and report concerns and be data and intelligence led in our approaches to dealing with crime.

We will support and develop key messages in the post-pandemic world to encourage and reconnect passengers with public transport services.

Key approaches that we will support include:

- Ensure natural surveillance by ensuring streets, pedestrian and cycling facilities are overlooked.
- Ensure that walking and cycling routes are connected to the existing network.
- Ensure on street parking is overlooked or has natural surveillance and that designated parking areas are secure.
- Supporting appropriate crime prevention interventions in and around the transport network.
- Supporting transport operators to restore confidence in public transport with marketing and promotional campaigns.

Objective 4c - Reduce the impacts of air quality and noise and light pollution.

Why is this important?

Exposure to air pollution caused by traffic can have a long-term negative impacts on health, including heart, lung and respiratory problems. Road vehicles with internal combustion engines are a significant contributor to air pollution problems. Progress has been made in reducing emissions of some pollutants from road vehicles as engine standards have improved. Emissions of nitrogen oxides, the main component of acid rain precursor emissions, have fallen by 77% between 1990 and 2017. Similarly, emissions of small scale particulates have fallen by around 45% over the same period. Despite these falls in emissions, there are still hot spot areas where air quality is a significant issue. In addition, there are emissions from tyre wear, brake wear and road abrasion. These emissions are strongly linked to traffic levels and are not as tightly controlled by legislation.

Additionally, most major urban air pollutants are also known to have some harmful effects at low levels on vegetation including many arable crops. The World Health Organisation has identified sulphur dioxide, nitrogen oxide and ozone, a secondary pollution from road traffic, as having especially significant adverse effects on plants and ecosystems in concentrations below those known to have a direct impact on human health.

Traffic noise and excessive light pollution has been linked to increases in stress and associated impacts on people's mental and physical health. This negative impact of transport on peoples' wellbeing should not be underestimated and effective mitigation should be considered when appropriate. It is worth noting that most urban light pollution actually comes from private security lighting as that does not meet the same cut off requirements that public street lighting is required to achieve.

Policy SH4

Working in partnership we will seek to reduce air, light and noise pollution created by the transport system. The focus will be in areas with designated Air Quality Management areas and where impacts are felt by significant populations.

How will we do this?

In new developments, we will seek to design out issues related to air, noise and light pollution using suitable materials and infrastructure to reduce the negative impacts of transport

We will work with partners in areas with AQMAs to identify potential reductions in air quality problems.

Through the strategic development management process seek the reduction in transport caused air, noise and light pollution by seeking suitable mitigation including through the use of travel plans to support more active travel.

Key approaches that we will support include:

- Greater efficiency in allocating road space.
- Using traffic management techniques to smooth flows in congested areas.
- Reduce or remove traffic from particularly sensitive areas and focus on creating physical environments that minimise air, noise and light pollution.
- Champion the shift to zero-emission vehicles using our "roadmap" to support EV and alternative fuels.

- Identify areas where using noise reducing surfacing in maintenance schemes would bring about significant benefit.
- Continuing to replace street lighting with LEDs.

Objective 4d – Improve the health of our communities through the provision for active travel.

Why is this important?

The Joint Strategic Needs Assessment (JSNA) for Lincolnshire has identified that 24.6% of reception year children in 2016/17 were overweight or obese (England average 22.6%). In the same time frame, the JSNA showed that 63.7% of adults were overweight or obese, the highest average in the East Midlands and above the national average of 61.3%.

As well as obesity, the risk of inactive lifestyles can double the risk of coronary heart disease, lead to higher risks of certain cancers, increased risk of type-2 diabetes and be detrimental to long-term mental health.

The overall reduction in active travel over the last 30 years and the growth in car use have contributed to this health problem and has also led to some of the wider environmental and congestion issues we currently face. Higher levels of walking and cycling will have multiple benefits from health to the wider socio-economic and environmental benefits.

Policy SH5

We will champion greater use of active travel modes and provide the infrastructure and services that encourages a shift towards them.

Policy SH6

In partnership with others, we will promote the benefits of active travel and support initiatives that encourage and promote a healthier lifestyle by people changing their travel behaviours.

How will we do this?

We will seek to deliver a series of integrated active travel networks, with a focus on enabling critical local trips and providing infrastructure to plug gaps in these networks enabling seamless access between rural and urban centres. We will also support longer-distance routes that promote active and healthier lifestyles and link these routes into the visitor economy providing the very highest-quality routes for residents and visitors alike.

As highlighted in policy GREEN4, we will utilise our role in the planning process to ensure new development is better connected into the existing transport network enabling more journeys to be undertaken by active modes.

We will work with local partners in health, education, environment, planning, etc to develop comprehensive, high-quality town-wide walking and cycling networks.

We will follow the DfT's Local Cycling & Walking Infrastructure Plan (LCWIP) process to provide a detailed and prioritised plan for investment in our active travel infrastructure. All eight of LCC's transport strategy board areas will have a bespoke LCWIP, providing a basis for investment in cycling and walking infrastructure, and opening the door for accessing active travel funding from a range of government departments.

We will work to design our urban cycling and walking infrastructure in accordance with the standards set out in LTN1/20, embedding active modes as the natural choice for shorter trips for all our residents.

Key interventions that we will support include:

- Creating direct and safe routes linking main residential areas and SUEs to the key destinations in the city and town centres.
- Identifying and removing barriers to networks such as missing connections, road crossings and pinch points.
- Better links to existing and future public transport services, notably bus stops and interchanges and railway stations and future mobility hubs.

- Provision of secure cycle storage for bikes at key destinations in urban centres and at interchange points.
- Greater priority to pedestrians and cyclists in urban areas built up areas.
- Support for cycle hire facilities at key gateways and in areas with significant tourism presence.

Theme 5 – Promoting high aspirations

Objective 5a – Improve connectivity and access to education, healthcare and leisure.

Why is this important?

As highlighted under Objective 2b, Lincolnshire's geography and demography requires a mix of support for access to local services and facilities; improved digital provision and physical connectivity. The most obvious of priority connection examples are education, particularly higher and further education, healthcare and leisure.

Delivering on achieving high aspirations means enabling and supporting people to do more. Critical to this is the ability to engage with education and improve skills and understanding. For many young people living in rural or isolated areas aspiration becomes limited by an inability to access education and training or other basic services. This is also true for those who cannot or choose not to have a car. Overcoming this accessibility barrier requires investment in both virtual and physical connectivity and in particular providing transport services that allows access for all to a range of services that support and develop engagement and aspiration.

Policy HA1

Improve access to education healthcare, leisure and other essential services by supporting improvements to the transport network and services. Support innovation and alternative provision of services such as virtual options and mobile services that bring services to people rather than people to services.

How will we do this?

We will ensure that accessibility and connectivity are central to our thinking and planning and that council provided and supported services give due consideration to accessibility and connectivity.

Through the planning process, we will ensure that improved access is a key consideration of all new development and that suitable access is provided to local services.

Key interventions that we will support include:

- Local road improvements that aid in accessing local services and in particular support improved access from deprived areas to education, health and other key services.
- Innovative and creative approaches to transport services potentially including:
 - Fixed route taxi-buses.
 - Rural car clubs.
 - Community buses.
 - Wheels to work/learn schemes.
 - Voluntary car schemes.
 - Links to non-emergency transport.
 - Total transport solutions.
 - Virtual connectivity.

Objective 5b – Improve the accessibility of the transport system and in particular access onto public transport.

Why is this important?

The inability to access the transport system can mean that it fails to deliver to those who would actually depend on it the most.

Some people with disabilities are dependent on public transport or active travel as driving is not an option to them. This is also true of the older sections of society who may no longer be in a position to drive or have access to a vehicle. With life expectancy growing and the number of older people in Lincolnshire also growing, a fully accessible transport network is going to become increasingly important.

Policy HA2

We will seek to increase accessibility for everyone by promoting measures to improve accessibility to the transport network.

How will we do this?

By working with partners including Aging Better and transport providers – we will seek to improve the physical access to the transport network by ensuring adequate provision is made at interchange points and as part of the highway fabric. We will promote the use of clear and easy to understand signage and information including timetabling provision.

We will use the planning process to ensure new developments provide suitable accessibility provision as part of its construction and that through the use of travel plans ensures that promotions and marketing are adequate to meet the needs of all members of society.

Key interventions that we will support include:

- Improvements at public transport interchanges, rail stations and bus stops.
- Improving crossing facilities and the public realm to make it user friendly for the whole of society.

- Undertake audits to identify barriers to access and working with partners develop approaches to rectify or remove them.

Objective 5c – Encourage wider community participation in developing and delivering transport services.

Why is this important?

Engagement with local people increases community ownership and provides an understanding local issues and needs. The significance of the "sense of place" that sits at the heart of this LTP means that transport needs to adapt and put people at the centre of solutions and not vehicles.

We believe that empowering local groups and individuals to actively participate in the development and delivery of transport interventions provides for greater ownership and this leads to improved independence and wellbeing for the whole community, this ultimately delivers better places to live.

Policy HA3

Using the existing Local Transport Boards (LTBs) we will continue to encourage and support the local communities to contribute to the on-going development of transport solutions across Lincolnshire.

How will we do this?

The LTBs are at the heart of local delivery and enable partners to consider and develop interventions and schemes that reflect the locality and are founded upon a sound evidence base. They are also able to integrate schemes into local programmes and packages enabling greater efficiencies and the ability to make significant improvements across all modes and against a wide-range of objectives. Within the framework of the LTP and the modal strategies the LTBs develop a local strategy that sets out what the local authority intends to achieve in the area and how it will go about it, presenting the authority's proposals for improving the transport network over time.

Our key approach is to:

- Continue support of the local transport boards in:
 - Boston;
 - Gainsborough;
 - Grantham;
 - Lincoln;
 - Skegness and Mablethorpe;
 - Stamford;
 - Sleaford; and,
 - Spalding and Holbeach.

Theme 6 – Improve quality of life

Objective 6a – To improve the quality of place and reduce the overall negative impacts of transport on people's lives

Why is this important?

The better a place looks, feels and works will have a greater positive impact on the people who live and visit it. The starting point for this LTP is that greater focus should be placed on the sense of place and that transport has a significant role to play in this. It could be improvements to gateways, or the removal of traffic from certain areas but whatever the intervention putting the community and people ahead of traffic and vehicles can lead to a significant improvement in the quality of life for all.

For all the benefits that connectivity and the use of the car brings there are also significant negative impacts, many outlined in this and previous chapters, including dangerous levels of carbon emissions, reduced air quality, pollution, road traffic accidents and deaths, congestion and wasted time the list goes on.

This LTP acknowledges and accepts that increasing connectivity and mobility are vital to support economic growth, sustain social wellbeing and allow for personal development and aspiration but that this comes at a price and that where possible these connectivity and mobility improvements should be managed in a way that makes them sustainable and reduces the negative impacts.

Policy QL1

We will deliver improvements to the transport network and services that support sustainable growth and balance the needs of improved connectivity and mobility against the negative impacts transport can have.

How will we do this?

By setting out an LTP with a county-wide integrated transport strategy that takes account of the six themes identified through our analysis of current spatial, economic, health and environmental agendas we believe we can deliver a sustainable transport system for the future.

Key approaches that we will support include:

- Delivering a transport system that is led by evidence based planning.
- Producing and adopting an integrated transport strategy that takes account of all aspects of transport.
- Continually adapting and improving our approaches to transport delivery through our modal strategies and area transport boards.

Objective 6b – To deliver on the first five objectives above

Why is this important?

The delivery of a truly integrated transport strategy that delivers on its objectives requires a balanced approach that provides investment across a range of interventions and supports the multiple complexities that a county as large and diverse as Lincolnshire needs. To focus on one or two of the objectives above whilst undoubtedly bringing benefits, would fail to provide the transformational improvements to the quality of life for all coming to live, work or visit Lincolnshire.

Policy QL2

We will endeavour to deliver transport improvements that transform mobility and accessibility across Lincolnshire and make provide a significant uplift in the quality of life for all residents and visitors to Lincolnshire.

How will we do this?

We will work with our partners to deliver the contents of this LTP and carry on the development and progression of the modal strategies and area transport boards and seek to continuously improve the transport network and transport services across Lincolnshire.

Key approaches that we will support include:

- We will continue to be guided by the best practice on transport and highway planning and take a lead in innovation to deliver the latest advances for our transport network and services.

Chapter 5: Implementation Plan

In line with LTP guidance produced by the DfT, the LTP should include two identifiable sections, the first being the strategy, the second an Implementation Plan. This section of LTP 5 is the draft Implementation Plan.

The Implementation Plan consists of elements for all modes as well as the Route Action Plans, Local Area Transport Strategies (LATS) and HIAMP.

The modal Implementation Plans form a series of frameworks that will inform future development of the LATS and RAPS as well as providing actions for the county as a whole.

In line with the National Bus Strategy, the bus Implementation Plan will take the form of the Bus Service Improvement Plan and will be delivered in the main through the Enhanced Quality Partnership. Details of this will be reported on in future LTP documents and updates.

This Implementation Plan will inevitably develop and change in line with funding streams and the ability for the Council to bid for projects. It is hoped that longer-term funding arrangements in some areas notably active travel and public transport will be subject to longer-term financial settlements and enable clearer timetables delivery plans to be drawn up.

Walking Implementation Plan – Infrastructure

Policies	Working with
Develop cycling and walking network plans for every local transport strategy area along the lines of the DfT Local Cycling and Walking Infrastructure Plan (LCWIP) guidance.	<ul style="list-style-type: none"> • Planning authorities
Use LCWIPs where available to identify and implement infrastructure improvements to facilitate walking trips to key destinations, such as schools, town/village centres, employment sites and transport interchanges.	<ul style="list-style-type: none"> • Planning authorities
Work collaboratively with partners to maximise funding opportunities for walking infrastructure from every available source, including Section 106 and competitive bidding.	<ul style="list-style-type: none"> • Planning authorities
Work with planning authorities, parish councils, and other bodies to identify and mitigate physical barriers to walking, such as the crossing of roads, railways and waterways, particularly those identified as key links and where the current and proposed Public Rights of Way (PRoW) network intersects.	<ul style="list-style-type: none"> • Planning authorities • Parish councils
Improve the pedestrian environments in urban centres by promoting infrastructure changes and traffic management measures as part of place making and creating spaces where people want to walk, dwell and carry out linked trips through schemes such as streetscape planting and urban realm enhancements.	<ul style="list-style-type: none"> • Planning authorities
Ensure that all infrastructure changes associated with new or improved walking routes to include comprehensive wayfinding and safety features such as lighting where appropriate.	<ul style="list-style-type: none"> • Planning authorities
Expand the 'School Living Streets' programme across Lincolnshire based on the initial trial in Lincoln.	<ul style="list-style-type: none"> • Schools • Living streets
Develop an updated Rights of Way Improvement Plan (ROWIP) that includes plans to enhance the existing PRoW network and develop new connections.	<ul style="list-style-type: none"> • Planning authorities • Parish councils

Walking Implementation Plan – Network and connectivity

Policies	Working with
Review and audit wayfinding signage to identify where improvements are needed (particularly in areas with high visitor numbers) and implement improvements.	<ul style="list-style-type: none"> • Planning authorities
Improve the connectivity between walking and other modes of travel as part of a sustainable door-to-door journey and enabling people to reduce dependency on cars for more journeys.	<ul style="list-style-type: none"> • Public transport operators
Develop an updated Rights of Way Improvement Plan (ROWIP) that includes plans to enhance the existing Public Rights of Way (PRoW) network and develop new connections.	<ul style="list-style-type: none"> • Planning authorities • Parish councils
Work with public transport operators to promote and facilitate multi-modal journeys that include walking.	<ul style="list-style-type: none"> • Public transport operators
Use the local cycling and walking network plans that have been developed for the urban areas of the county to identify and implement walking infrastructure schemes and develop public realm and place centred initiatives – securing funding that becomes available for these interventions.	<ul style="list-style-type: none"> • Planning authorities
Develop a consistent signage and way finding strategy.	<ul style="list-style-type: none"> • Planning authorities
Establish a branded county PRoW network with associated signage and mapping.	<ul style="list-style-type: none"> • Planning authorities
Revamp our mapping, ensuring digital and paper coverage of maps for active travel journeys.	

Walking Implementation Plan – Leisure and tourism

Policies	Working with
Work with partners to develop a co-ordinated walking tourism offer as part of Brand Lincolnshire.	<ul style="list-style-type: none"> • Planning authorities
Work with partners to promote walking routes and destinations, such as the Wolds, the Viking Way and the Coast, as part of Lincolnshire's tourism offer.	<ul style="list-style-type: none"> • Planning authorities
Identify and enhance where needed the key highway and PRoW routes that offer opportunities for people to access local green space, particularly those in urban areas.	<ul style="list-style-type: none"> • Planning authorities
Build on the increase in local leisure walking during the lockdown periods by promoting local routes and green spaces.	<ul style="list-style-type: none"> • Planning authorities • Active Lincolnshire
Continue to support and promote events that celebrate walking, such as local Walking Festivals.	<ul style="list-style-type: none"> • Event organisers

Walking Implementation Plan – Encouraging and enabling

Policies	Working with
Identify population segments that have a higher propensity for walking and develop targeted approaches to encouraging and facilitating walking among these segments.	<ul style="list-style-type: none"> • Planning authorities • Event organisers
Continue engagement with schools to support them in encouraging and facilitating more students to walk to school or walk as part of the journey.	<ul style="list-style-type: none"> • Schools • Living Streets
Promote walking as an accessible and enjoyable part of a healthy lifestyle with physical and mental health benefits, working across teams and with partners to develop active travel campaigns.	<ul style="list-style-type: none"> • Active Lincolnshire
Work with the Lincolnshire Road Safety Partnership to reduce the number and severity of pedestrian casualties.	<ul style="list-style-type: none"> • Lincolnshire Road Safety Partnership
Work with partners, such as Ageing Better to support the aging population in adopting and maintaining active lifestyles through walking.	<ul style="list-style-type: none"> • Ageing Better
Encourage, enable and promote people to walk (or use walking as part of a multi-modal journey) to events.	<ul style="list-style-type: none"> • Event organisers

Cycling Implementation Plan – Infrastructure

Policies	Working with
Ensure all new infrastructure is developed according to national standards (for example LTN 1/20 and the Manual for Streets) and ensure cycling is considered in new Highways projects.	<ul style="list-style-type: none"> • Planning Authorities
Examine opportunities to retrofit existing infrastructure to improve quality and ideally according to LTN 1/20.	<ul style="list-style-type: none"> • Planning Authorities
Work with planning authorities, parish councils, and other bodies to identify potential non Highways areas for improvement including bridleways and dedicated private land routes.	<ul style="list-style-type: none"> • District and Parish Councils
Work with planning authorities, parish councils, and other bodies to identify and mitigate physical barriers to walking, such as the crossing of roads, railways and waterways, particularly those identified as key links and where the current and proposed PRoW network intersects.	<ul style="list-style-type: none"> • District and Parish Councils
Work collaboratively with partners and enforce travel plans where relevant as part of the planning process to maximise funding opportunities for walking infrastructure from every available source, including Section 106 and competitive bidding.	<ul style="list-style-type: none"> • District Councils
Develop and review cycling and walking network plans for every local transport strategy area along the lines of the DfT's LCWIP process.	<ul style="list-style-type: none"> • Planning authorities

Cycling Implementation Plan – Cycling for health

Policies	Working with
Work with the health sector to consider prescription cycling.	<ul style="list-style-type: none"> • Lincolnshire CCG
Promote and advocate cycling as a public health benefit, working across teams and with partners to develop cycling campaigns.	<ul style="list-style-type: none"> • Lincolnshire CCG • Sustrans • Active Lincolnshire
Continue our support of Bikeability in the county to develop confident cyclists at the earliest possible age. Work with the DfT to establish Lincolnshire as a rural 'beacon' authority for Bikeability training.	<ul style="list-style-type: none"> • DfT
Continue to prioritise softer, behavioural change campaigns by targeting residents at key points in their lives to establish active travel as a natural transport choice.	<ul style="list-style-type: none"> • Planning authorities • Schools
Work with the Lincolnshire Road Safety Partnership to reduce the number and severity of cycle user casualties, working towards vision zero in terms of deaths and serious injuries.	<ul style="list-style-type: none"> • Lincolnshire Road Safety Partnership

Cycling Implementation Plan – Leisure and tourism

Policies	Working with
Develop (alongside partners) a consistent signage and way finding strategy. Enabling cyclists to easily identify routes.	<ul style="list-style-type: none"> • Planning authorities
Work with partners to develop and promote a 'Cycle Lincolnshire' brand, building on the success of the Cycle England project.	<ul style="list-style-type: none"> • Planning authorities • Sustrans • Active Lincolnshire
Revamp our mapping, ensuring digital and paper coverage of maps for all types of cyclists.	
Continue to support cycling events such as Lincoln Grand Prix Sportive and others throughout the year to establish Lincoln as a destination for amateur cyclists.	<ul style="list-style-type: none"> • Event organisers
Developing community cycling champions around the county and engaging with local cycling groups.	<ul style="list-style-type: none"> • Planning authorities • Parish councils • Cycling clubs/groups

Cycling Implementation Plan – Cycling for the economy

Policies	Working with
Continue our support of the Hirebike scheme in Lincoln and examine opportunities for bike share in other areas.	<ul style="list-style-type: none"> • Bike share operators • LCC • Planning authorities
Work collaboratively with planning authorities to enable access to non-highways funding – e.g. Future high streets fund.	<ul style="list-style-type: none"> • Planning authorities
Engage with businesses and business groups to maximise employee cycling potential.	<ul style="list-style-type: none"> • Business groups • Individual businesses • Planning authorities
Ensure parking is considered in network planning to enable residents to dwell and shop via bike.	<ul style="list-style-type: none"> • Planning Authorities
Encourage commuter, and low goods 'last mile' delivery cycling, reducing the economic burden and costs of congestion.	<ul style="list-style-type: none"> • Planning Authorities • Businesses

Cycling Implementation Plan – Evidence, data, KPIs and reporting

Policies	Working with
Gather data along with partners to monitor cycle modal share and CO ₂ reduction around the county. Using this as an evidence base for future funding bids and infrastructure investment.	
Develop a 'State of the county' annual cycling report, highlighting new developments over the previous year.	
Arrange district level cycle advocacy groups (or working with existing groups) to provide a forum for cycle advocacy at a local level.	
Use modern data capture methods.	
Consult on a range of cycling KPIs for the county to consider.	

Bus Implementation Plan – Reducing carbon emissions

Aims	Sub-aims	Outputs
		Fast, frequent services with priority over cars.
		Integration of the network between modes to enable seamless interchange.
		Integration of ticketing and payment between operators and modes – MaaS.
		Consistent branding and marketing and easy access to information.
Encourage bus operators to reduce CO ₂ emissions.	Encourage bus operators to use zero- or ultra-low emission vehicles.	Roll out of ultra-low emission vehicles, including charging and refuelling infrastructure.
Embrace new and emerging vehicle, fuel and mobility technologies to encourage more efficient journeys made using low- or zero-emission vehicles.	Use the most efficient fuel technology available to fuel the services required in Lincolnshire to minimise CO ₂ emissions.	Roll out of ultra-low emission vehicles across the county taking account of costs (and earning potential), performance and emission reductions.
	Maximise opportunities for electric vehicles to generate additional revenues through vehicle to grid or data services.	Develop charging infrastructure and include bus batteries as part of an energy storage facility for the national grid.

Bus Implementation Plan – Economic growth

Policies	Working with	
Improve bus connectivity throughout Lincolnshire, the East Midlands and beyond.	Improve connections between bus and rail stations.	Bus routes serving rail stations, providing effective interchange.
		Bus timetables co-ordinated with rail timetables.
		Integrated ticketing between modes.
Ensure a resilient and reliable bus system for people.	Ensuring financially sustainable bus services by making them more attractive.	Fast and frequent services with priority over private cars.
Support the vitality and integrity of our town centres and rural communities.	Access to all town centres with direct interurban, urban and rural bus services.	Effective bus priority in urban areas.
Improve connectivity to jobs and employment opportunities.		Bus services providing access to employment sites – ensuring connections between hubs and major employment sites and trip attractors.
		Early implementation of bus services within new residential developments.

Bus Implementation Plan – Thriving environments

Policies		Working with
Provide sustainable access to Lincolnshire's environment and heritage.	Strengthen the core bus network, making services more financially sustainable.	Reduce operating costs by minimising journey times in towns, and reducing fuel costs in all areas. Increasing patronage and fare revenues by encouraging greater use of the bus network.

Bus Implementation Plan – Supporting safety, security and a healthy lifestyle

Policies		Working with
Increase confidence in a safer and more secure bus network.		Newer buses with improved safety features.
Reduce the impacts of air quality and noise.	Encourage bus operators to use zero- or ultra-low emission vehicles.	Roll out of ultra-low emission vehicles, including charging and refuelling infrastructure.
	Modal shift to reduce volume of vehicles.	Fast, frequent and prioritised bus services.
Improve the health of our communities through provision for active travel.	Ensure bus stops are accessible from all local areas.	Raised kerbs, improved bus shelters and waiting environments.

Bus Implementation Plan – Promoting high aspirations

Policies		Working with
Improve connectivity and access to employment, education, healthcare and leisure.	Make bus services more attractive.	Fast and frequent services with priority over private cars. More efficient routes serving key trip attractors with services at times people need to use them.
	Ensure bus stops are accessible for all.	Raised kerbs, improved bus shelters and waiting environments.
Improve access onto public transport.	Improve awareness of available bus services.	Improved information at bus stops including RTI. Improved information through online services including mobile apps.
	Encourage community participation in shaping and delivering transport services	Development of a partnership model – possible an Enhanced Partnership – to better understand the needs of the community and deliver key mobility improvements

Bus Implementation Plan – Improving quality of life

Policies		Working with
	Reduce congestion.	Improved bus services in urban areas with effective bus priority.
Reduce the negative impacts of transport on people's lives.	Improve air quality, reduce CO ₂ emissions.	Roll out of ultra-low emission vehicles, including charging and refuelling infrastructure. Encourage modal shift – improve bus services.
	Reduce social inequality.	Ensuring equal access to employment opportunities, education and essential goods and services through a comprehensive and reliable public transport network.

Rail Implementation Plan – Infrastructure

Priorities	Working with
Work with the rail industry and partners to ensure signal boxes are staffed such that they allow 7-day, early to late train services to be operated.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and Regional Transport Bodies (RTB's)
Work with the rail industry and partners to investigate and where practical secure faster train services on lines where services do not have car competitive journey times, and where the speed potential of rolling stock is not capitalised upon.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and RTB's
Work with the rail industry and partners to develop deliverable infrastructure solutions to unlock the capacity bottlenecks at Newark Flat Crossing and Grantham Station.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and RTB's
With Rail partners, monitor station capacity performance at Lincoln and Nottingham Station's to ensure station capacity does not prevent other service improvements being realised.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and RTB's
Work with the rail industry and partners to develop and deliver infrastructure solutions to ensure excellent connectivity between Lincolnshire and HS2 at Toton.	Lead – Midlands Connect and Transport for East Midlands Support – LCC, DfT, TOC's and HS2

Rail Implementation Plan – Network and connectivity

Priorities	Working with
Work with the rail industry and partners to introduce train services which operate 7-days, early to late.	Lead – TOC's Support – LCC and RTB's
Work with the rail industry and partners ensure the committed service improvements are provided in line with franchise commitments. Work with partners to move more lines from Good to Best.	Lead – TOC's Support – LCC and RTB's
Work with industry partners to ensure services are provided with adequate capacity on board trains.	Lead – TOC's Support – LCC and RTB's
Monitor train service performance and challenge areas where trains are not punctual or reliable.	Lead – TOC's Support – LCC and EMC
Keep abreast of service changes that may adversely impact on Lincolnshire and make evidence based representations where threats become apparent.	Lead – TOC's Support – LCC and EMC/TfN

Rail Implementation Plan – Communities and new developments

Policies	Working with
Work with district planning authorities to ensure that access to rail stations is prioritised through effective planning and design of new developments, including bus, cycle and walking access.	Planning Authorities
Ensure the stations themselves and access routes to the stations are accessible and of a standard and condition which is people consider to be safe and attractive when accessing the station or waiting for a train.	LCC and planning authorities
Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	LCC and planning authorities
Work with district planning authorities to ensure travel plans that encourage and facilitate rail travel are developed and implemented	LCC and planning authorities
Bring underused station buildings into community use.	Lead – TOC's and CRP's Support – LCC, DfT, planning authorities and RTBs

Rail Implementation Plan – Communities and new developments

Policies	Working with
Bring underused station buildings into community use.	Lead – TOC's and CRP's Support – LCC, DfT, planning authorities and RTBs
Support station adopters and community rail partnerships to unlock the full potential of the existing rail services and promote rail use within their local community.	Lead – CRP's Support – LCC, TOC's and RTB's
Planning for the future – working with communities and rail partners to explore the case for new/reopened rail lines and stations.	Lead – LCC Support – DfT, NR/GBR, TOC's and RTB's

Rail implementation Plan – Leisure and tourism

Policies	Working with
Influence partners to secure year round hourly train service to Skegness	Lead – EMR Support – LCC and NR/GBR
Ensure the train services to Skegness have adequate capacity to meet passenger demand.	Lead – EMR Support – LCC and NR/GBR
Work with partners to combine the benefits of Bus and Train integration, in particular the opportunities arising from the Rail White Paper and Bus Enhanced Partnerships, including better integration, and well-priced cross ticketing.	Lead – LCC Support – TOC's, Bus operators, NR/GBR

Rail Implementation Plan – Encouraging and enabling

Priorities	Working with
Work with district planning authorities to promote rail use as part of an accessible, enjoyable and healthy lifestyle working across teams and with partners to develop active travel campaigns.	Lead – LCC Support – Planning authorities, CRP's, TOCs
Promote, educate and market people about the rail network, demonstrating the travel opportunities beyond the car.	Lead – LCC Support – Planning authorities, CRP's, TOCs
Work with partners to combine the benefits of bus and train integration, in particular the opportunities arising from the Rail White Paper and Bus Enhanced Partnerships, including better integration, and well-priced cross ticketing.	Lead – LCC Support – Planning authorities, CRP's, TOCs, bus operators
Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	Lead – LCC Support – Planning authorities
Work with district planning authorities to ensure travel plans that encourage and facilitate rail travel are developed and implemented.	Lead – LCC Support – Planning authorities

EV Implementation Plan

Recommendation/action	Aims	Role	Action by	Timescale
Accelerate chargepoint deployment to promote EV uptake.	Adopt targets to work towards delivering the mid-range scenario (3,394 EVCPs by 2030 across Greater Lincolnshire) as the central estimate for planning purposes.	Lead	All authorities	By 2030
Focus on establishing good chargepoint coverage and plugging gaps.	Prioritise car park sites on the basis of forecast demand and where gaps in private sector provision are anticipated.	Lead	All authorities	Within 12 months
	Feasibility studies and further analysis for preferred sites.	Lead	All authorities	Within 12 months
	Introduce charging solutions to cater for areas without access to off-street parking.	Lead	Highway authorities	Within 3 years

EV Implementation Plan

Recommendation/action	Aims	Role	Action by	Timescale
Deliver the right solution for the right location.	For most car parks a number of standard/fast chargers (7-22kW), capable of smart charging and load management, with Rapids (50-150kW) deployed where dwell times are shorter.	Require	All authorities	On-going
	Standard/ fast chargers, these should be delivered in clusters where possible.	Require	All authorities	On-going
	Rapid chargepoints should be future proofed to support higher charge rates in the future, preferably at least 150kW.	Encourage	All authorities	On-going
	Passive provision for additional chargers should always be considered as part of the initial installation.	Require	All authorities	On-going
Make the most of available funding opportunities.	Take the opportunities to secure grant funding where available.	Explore	All authorities	On-going
	Identify a Chargepoint Operator (CPO) prior to any ORCs funding bid submission.	Lead	All authorities	Within 12 months
	Prepare a strategic outline business case(s) for future funding rounds to deliver a forward programme of deployments.	Lead	All authorities	Within 12 months
Take a balanced approach to delivering charging infrastructure, inviting private investment but retaining control.	Attract public sector grant funding, alongside private sector investment to expand the local charging network.	Lead	All authorities	Within 12 months
	A concessionary scheme is likely to be the best fit for Greater Lincolnshire.	Explore	All authorities	On-going
	A soft market testing exercise with CPOs.	Lead	LCC	Within 12 months
Let the private sector take the strain and carry the risk where possible.	Allow the private sector to take the strain in providing EV infrastructure where they are willing to do so.	Enable	Private sector	On-going
	A balance of private and public sector EVCP operation should be maintained, with more attractive EVCP sites being parcelled up with less attractive sites.	Lead	All authorities in conjunction with the private sector	On-going
	Engage with private sector suppliers to deliver on-route rapid chargepoints along key routes where there is forecast high-demand.	Lead	All authorities in conjunction with the private sector	Within 12 months

EV Implementation Plan				
Recommendation/action	Aims	Role	Action by	Timescale
Collaborative working across Greater Lincolnshire with key stakeholders.	Consider running an area-wide procurement exercise to identify a single supplier, or potentially a small number of suppliers.	Lead	County and unitary authorities	Within 12 months
	Establish an EV forum through which officers and representatives could come together to discuss EVCPs. Regular engagement and close working/information sharing with the DNOs is essential.	Lead	All authorities	Within 12 months
	We recommend the Lincolnshire group engage with the Midlands Connect team to make use of materials prepared by Midlands Connect and ensure that if Midlands Connect are applying for funding that Lincolnshire can benefit from additional funding that Midlands Connect can secure.	Explore	LCC	Within 12 months
Promotional activities and awareness raising.	Promote the OZEV Workplace Charging Scheme and Electric Vehicle Homecharge Scheme to residents of Greater Lincolnshire.	Lead	All authorities	On-going
	Establish a webpage or include features in newsletters highlighting local chargepoints and the available grants, which could also direct them to a webpage register interest in an EVCP.	Lead	All authorities	On-going
	Engage with wider stakeholders to deliver EV chargepoints at other key destinations including supermarkets and train stations.	Lead	All authorities	Within 12 months
	Engage with tourist destinations and explore tourism opportunities associated with EV.	Lead	All authorities	Within 12 months
	Ensure policy documents make the strategic case for supporting EV uptake and commit to targets and standards for EVCP provision.	Explore	All authorities	When policy renews
Increase EV prominence in local policy.	Review the fleets of each authority to identify opportunities to electrify the fleet.	Lead	All authorities	Within 12 months
	Future proof new developments with EV parking standards and requirements for developers to incorporate EVCPs or passive provision.	Require	Developers	On-going
	Review the scope of introducing emissions linked parking charges.	Explore	Unitary and district authorities	Within 12 months
	Monitor market developments and look out for funding opportunities.	Lead	All authorities	On-going

EV Implementation Plan				
Recommendation/action	Aims	Role	Action by	Timescale
Promotional activities and awareness raising.	Promote the OZEV Workplace Charging Scheme and Electric Vehicle Homecharge Scheme to residents of Greater Lincolnshire.	Lead	All authorities	On-going
	Establish a webpage or include features in newsletters highlighting local chargepoints and the available grants, which could also direct them to a webpage register interest in an EVCP.	Lead	All authorities	On-going
	Engage with wider stakeholders to deliver EV chargepoints at other key destinations including supermarkets and train stations.	Lead	All authorities	Within 12 months
	Engage with tourist destinations and explore tourism opportunities associated with EV.	Lead	All authorities	Within 12 months
Increase EV prominence in local policy.	Ensure policy documents make the strategic case for supporting EV uptake and commit to targets and standards for EVCP provision.	Explore	All authorities	When policy renews
	Review the fleets of each authority to identify opportunities to electrify the fleet.	Lead	All authorities	Within 12 months
	Future proof new developments with EV parking standards and requirements for developers to incorporate EVCPs or passive provision.	Require	Developers	On-going
Decarbonisation of freight and agriculture.	Review the scope of introducing emissions linked parking charges.	Explore	Unitary and district authorities	Within 12 months
	Monitor market developments and look out for funding opportunities.	Lead	All authorities	On-going
	Engage with local operators and other key stakeholders (DNOs etc) to establish a smetc. local interest group and position for future trials/ schemes.	Lead	All authorities	Within 3 years
Decarbonisation of buses and taxis.	Undertake a feasibility study to investigate the potential for e-buses across the Greater Lincolnshire area.	Lead	County and unitary authorities	Within 12 months
	Engage with bus operators, taxi companies and other key stakeholders to understand appetite for electrification.	Lead	All authorities	Within 12 months
	Engage with taxi operators to ensure there is sufficient charging provision for taxis and private hire vehicles.	Lead	All authorities	Within 12 months

Freight Implementation Plan	
Policy	Working with
Ensure the highway network supports the freight sector 8 by providing journey time reliability and resilience.	<ul style="list-style-type: none"> Highways England
Strengthen cross border links for transport infrastructure improvements such as those corridors serving key demand/supply clusters and international gateways.	<ul style="list-style-type: none"> Neighbouring authorities Highways England
Encourage modal shift for freight from road to more sustainable modes such as rail and water freight by supporting new and improved infrastructure to address capacity issues.	<ul style="list-style-type: none"> Highways England
Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	<ul style="list-style-type: none"> Network Rail Great British Railways Canal and River Trust Port of Boston CRO Ports
Investigate factors influencing incidents involving freight vehicles in the county and deliver a safer network for all road users.	<ul style="list-style-type: none"> Highways England
Encourage initiatives which support collaboration in the freight sector, enhancing efficiencies and reducing negative impacts.	<ul style="list-style-type: none"> Wider freight sector
Support regional and national efforts to encourage innovation in the sector, such as autonomous vehicles, platooning and drones.	<ul style="list-style-type: none"> Midlands Connect DfT
Work with the sector to develop strong links between it and training and education providers.	<ul style="list-style-type: none"> Local Education Authority Road Haulage Association Logistics UK
Support initiatives to encourage uptake of alternatives fuels, such as charging infrastructure .	<ul style="list-style-type: none"> Midlands Connect DfT
Work with planners to promote developments that encourage sustainable freight and promote the development of delivery and servicing plans and construction logistics plans.	<ul style="list-style-type: none"> District authorities

Highways Asset Management Plan		
Policy	Action Plan	Action by
Asset Management Policy and Strategy Update	Begin engagement for the update of these documents in line with the Council Vision and emerging Corporate Plan and in response to the Government funding changes. To update for 2022.	April 2022
Review Footways	Consider footway hierarchies, defects, response times and maintenance strategy.	October 2021
Cycleway Focus	Identify cycleway locations; consider establishing unique asset identification and review defect categories/response times.	April 2022
Response Times Development	Continually monitor suitability of current response times and deal with any requests for change.	On-going
Boundary Alignment	LCC will continue to engage with all neighbouring authorities to ensure all surrounding authorities are aware of the boundary roads and each other's response times.	On-going
Drainage Asset Capture – develop targeted approach	Develop criteria for a more targeted approach to drainage and gully cleansing with contingency for flooding or prolonged periods of rain.	April 2022
Winter Service Plan – route based forecasting	Review the 2020/21 service. Consider the effectiveness of the reduction in rate of spread of treated salt and reduction in temperature intervention threshold. Review national guidance and benchmarking with other authorities.	October 2021
HIAMP 'lite'	Provide smaller information booklet for officers for ease of use on site or through tablet viewing.	April 2022
Standards and Enforcement Plan	Continue to develop a Standards and Enforcement Plan.	April 2022
Safety/Service Inspections	Monitor effectiveness of real time risk assessment and works ordering through hand-held devices both for inspectors and contractor side.	April 2022
Develop a Data Management Strategy	Develop a robust evidenced plan of how the service manages data in terms of security and what the Highways Service utilises all data for.	April 2022
Annual Review of Asset Management	Publish the 1st of the annual reviews of Highways Asset Management for Lincolnshire.	June 2021

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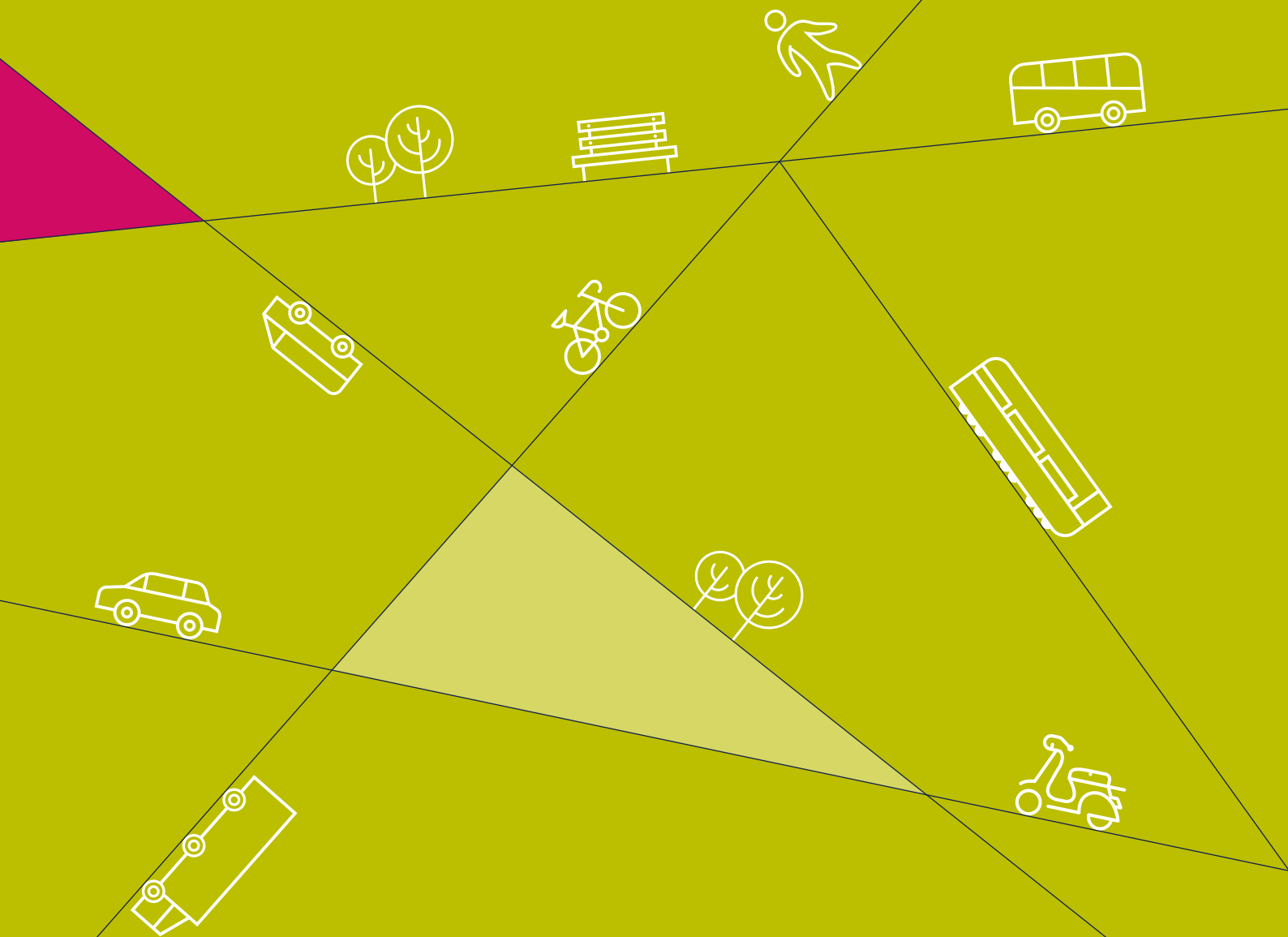
Glossary

CRP	Community Rail Partnership. A group of local people, mostly volunteers, who promote and undertake small scale works at local stations of lines.	LTB	Local Transport Boards.
DfT	Department for Transport – the Government body who buy most train services and fund Network Rail.	RAP	Route Action Plan.
ECML	East Coast Mainline, line accommodating fast services between the north and London passing through Doncaster and terminating at London Kings Cross.	HIAMP	Highways Infrastructure Asset Management Plan.
EMR	East Midlands Railways – local and regional services across the East Midlands and Long-distance high speed services to London along the Midland Mainline.	SEA	Strategic Environmental Assessment.
GBR	Great British Railway – the proposed future organisation to run England Railway, taking over from Network Rail, DfT and TOCs. See Rail White Paper.	SA	Sustainability Appraisal .
LCC	Lincolnshire County Council.	GVA	Gross Value Added.
LNER	London North Eastern Railway. Operate Long-distance high-speed services to London along the East Coast Mainline.	TfL	Transport for London.
LTP 5	The Lincolnshire County Council's 5th Local Transport Plans (lasting 5 years to 2028/29).	LENNON	Latest Earnings Networked Nationally Overnight.
MML	Midland Mainline, line accommodating fast services between Yorkshire and London, starting at Sheffield and Nottingham/Lincoln and travelling to London St. Pancras via Leicester.	ATC	Automatic Traffic Count.
Northern	Northern Trains – local and regional train company operating services across the north of England.	EV	Electric Vehicle.
ORR	Office of Rail Regulation who oversee Network Rail's performance and report back to DfT.	DECC	Department of Energy and Climate Change.
RTB's	Regional Transport Bodies, including Transport for East Midlands/East Midlands Councils (TfEM/EMC), Midlands Connect, Transport for the North (TfN).	SUEs	Sustainable Urban Extensions.
TOC	Train Operating Company.	UKCRF	UK Community Renewal Fund.
TPD	Trains per day.	UKSPF	UK Shared Prosperity Fund.
TPX	Transpennine Express – inter-regional train company operating services across the north of England and into Scotland.	LUF	Levelling Up Fund.
XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.

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Local Transport Plan 5

Prospectus





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Rising to Today's Transport Challenges and Opportunities

Lincolnshire's fifth Local Transport Plan has been produced under highly unusual circumstances – a period of rapid change and upheaval that is presenting us with significant challenges but also exciting opportunities.

To be ready for the future we need to clearly identify the challenges we face, so we can respond to them intelligently, effectively and flexibly. But we also need to take advantage of changes in technologies and lifestyles, influenced by factors including the recent pandemic and growing environmental awareness. By doing so we can create a better, more sustainable transport system that will contribute to the health, prosperity and wellbeing of everyone in Lincolnshire.

Delivering sustainability and Net Zero emissions

Because transport is a significant contributor to the UK's emissions, reducing them is a fundamental part of our Local Transport Plan. The UK Government has committed, by law, to achieve Net Zero emissions by 2050, and its plan includes a ban on the sale of new petrol and diesel vehicles from 2030. As well as helping us hit the Zero Carbon deadline, lowering emissions is a starting point for creating a healthy, pleasant and clean environment for everyone with better air quality and more peaceful outdoor spaces.

Identifying positives from changes after Covid-19

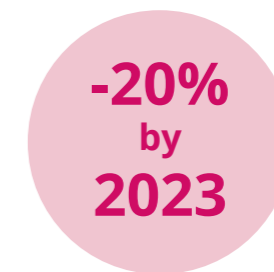
Covid-19 disrupted our lives, communities and economy, and the transport system was no exception. Bus and rail services were hit hard and will need support to recover. However, lockdown also produced some changes that could have beneficial effects for our health and the environment if they continue. For example, during summer 2020, the number of journeys taken by bicycle were 50% above normal levels. Between February and September 2020, online retail grew from 20.1% of all sales to 27.1%, a trend which is a concern for our high streets but could reduce traffic congestion and pollution.



UK Government Decarbonisation Targets



Planned date for ban on new petrol & diesel vehicle sales

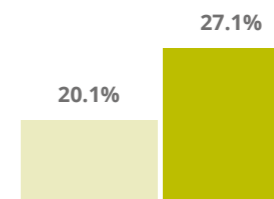


Lincolnshire's carbon emissions reduction target

Changes in Behaviour Resulting from 'Lockdown'



Increase in bicycle journeys during summer 2020 (lockdown)



Increase in online retail (% of total) – Feb-Sept 2020

Increasing prosperity, sustainably

Transport has a role to play in improving economic growth and development for everyone. With an estimated 25% of Lincolnshire's population earning below the real living wage (as calculated by the Living Wage Foundation), we need a strong transport infrastructure that supports new businesses – and more jobs – in our region. So far, 950 hectares of land has been allocated for employment and business growth, and 100,000 new homes are planned across Greater Lincolnshire. Our transport plan will help us create more sustainable developments while reducing the impact of extra journeys created by growth in employment, trade and housing.

A Transport Plan that's right for Lincolnshire

Lincolnshire is the UK's second-largest county, and it's more geographically diverse than many people think. We have urban, agricultural and industrial landscapes, from the City of Lincoln to our market towns and coastlines. All these places have different transport needs – there's no 'one size fits all'. For example, reducing vehicle use benefits health and the environment, but in rural areas cars are still essential for many. We take a 'place-based approach', which means transport plans that are right for each place and community, integrated with how things already work locally.



Benefiting from increased digital connectivity

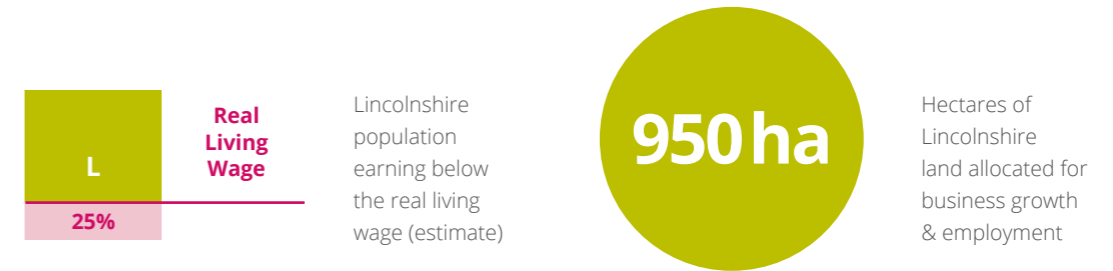
Covid-19 has accelerated new trends and has dramatically changed how we work, travel and communicate. Things are still in flux, but we anticipate that flexible and home working are here to stay. The same goes for increases in online shopping and online access to services like education and health. A more digital lifestyle could mean positive effects on traffic congestion and pollution, especially if we integrate digital and physical connections through tools like online journey planning and app-based bookings.

Flexible, future-proof planning

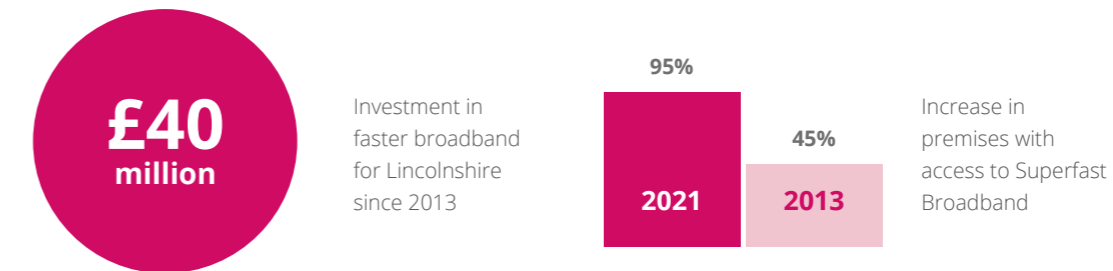
Things can change quickly. Our plan tries to anticipate the most likely long-term changes, so the decisions we make in the short to medium term don't prevent us from adapting to future innovations. By planning for the future we can deliver better value for money, reduce waste, and enable sustainable travel. For example, roads will always be important for transporting goods, connecting rural communities and providing healthcare. But to keep up with change, they should be designed for different modes of transport, like cycling, and new infrastructure like EV charging points.



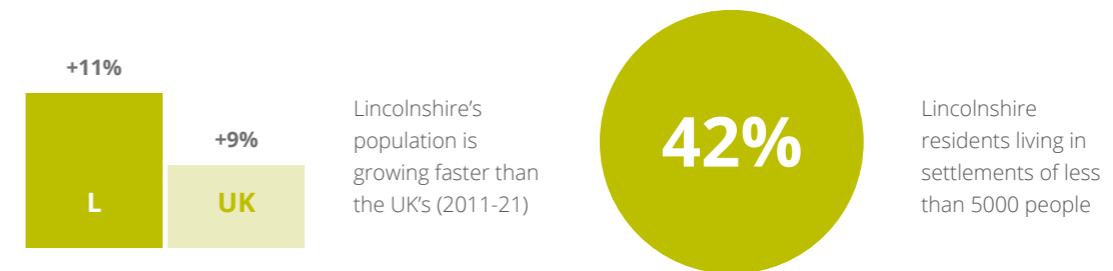
Levelling Up in Lincolnshire



Increased Digital Connectivity



Lincolnshire's Unique Characteristics

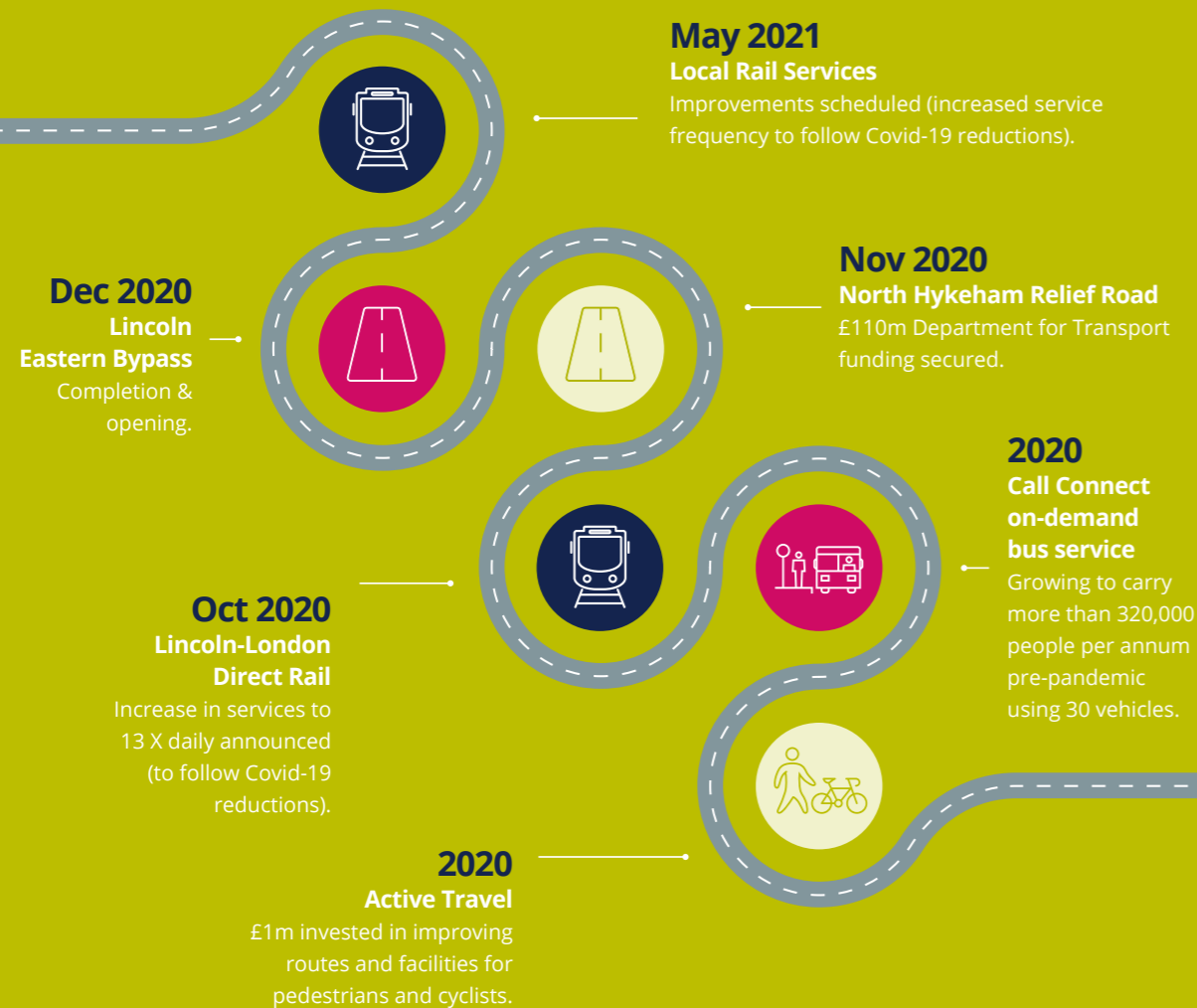


A Transport Plan That's Flexible and Future-Proof



Building on Recent Achievements

This transport plan builds on significant recent progress and achievements in developing Lincolnshire's transport system, including:



Supporting Our Priority Industry Sectors

Lincolnshire's six priority industry sectors have the potential to help us grow our economy and maintain a competitive advantage. Our transport plan includes specific support for each of them.



For **agrifood** we plan to:

- Improve road and rail connections, journey time and urban connectivity
- Enhance access to the Food Enterprise Zones
- Increase connections to ports and other international gateways



For **energy** we plan to:

- Strengthen our infrastructure for alternative energy sources
- Improve access to Humber and east coast renewable energy growth points
- Support the shift away from fossil fuels for passenger and freight journeys



For **ports & logistics** we plan to:

- Develop a Lincolnshire freight plan that's integrated with regional strategies
- Improve transport connections to ports and other international gateways
- Support the work of the regional energy hub



For the **visitor economy** we plan to:

- Enhance access to our coast and to heritage sites, resorts and attractions
- Support a longer visitor season by increasing public transport capabilities
- Develop better active travel networks to promote green tourism



For **defence** we plan to:

- Develop transport links between military bases and supporting industry hubs
- Improve connections to other centres of excellence in the defence industry



For **healthcare** we plan to:

- Improve connections to local and regional care centres
- Support innovations towards more digital care
- Build connections between health centres of excellence across Lincolnshire

Supporting Economic Growth

A healthy economy requires strong connections. By investing in physical and digital links between Lincolnshire and the rest of the UK, as well as between the towns, cities and villages of our county, we will create better opportunities for businesses and people now and in the future.

Improving connectivity ~ Objective 1a

The more we connect, the more we thrive.

A better transport network will improve connectivity, boosting the economy by improving access for business, employment, education, and tourism. We'll work with industry and government to strengthen connectivity within our region and with the rest of the UK and beyond. That means focusing on gateways to the region, like railway stations, and UK-wide transport links like HS2 and the A1.



Future-proofing our transport network ~ Objective 1b

A reliable and resilient transport system.

Because of the way towns and villages in Lincolnshire are spread out, there is uneven demand on the transport system and car travel is often the easier option. Problems like congestion and delays affect businesses and communities. We want to improve the transport system's resilience and efficiency so that public transport, walking and cycling offer a real alternative to driving.

Supporting our town centres and rural communities ~ Objective 1c

Levelling up local economies and cutting down carbon emissions.

Thriving town and village centres have many benefits. Employment closer to home means shorter commutes and more opportunities. Locally available services and leisure activities cut down car journeys. And better digital connectivity makes rural living possible for more working people. We will invest in local and smaller scale projects that provide efficient access to services and help local centres flourish.



Connecting people to employment opportunities ~ Objective 1d

Improving rail, road and public transport for employees.

Work has changed, and travel patterns are changing with it. Digital connections are now essential for many jobs and where we work is more varied than ever. We will strengthen digital and physical links between workplaces, major centres and communities, and connections with the rest of the UK, so that people in Lincolnshire can raise their skill levels and their aspirations.



Championing 6 priority industry sectors ~ Objective 1e

We're standing behind local businesses.

We've identified 6 sectors that have the potential to bring strong growth and competitive advantage to our region. They are:

- Agrifood
- Energy
- Ports and logistics
- Visitor economy
- Defence
- Health care



Each one has its own transport needs, which we'll invest in and improve in the coming months and years.

Future-ready Green Transport

Reducing emissions is a major goal for transport in Britain, and an important part of our defence against climate change. In line with the government's commitment to a net-zero carbon future, we will make transport in Lincolnshire greener and cleaner, and at the same time create a better, healthier transport experience for everyone. Here's how.

Investment in low-carbon travel

~ Objective 2a

More sustainable transport will reduce CO2 emissions, improve our environment and benefit our health.

Right now, 38% of Lincolnshire's CO2 emissions come from land-based transport. To help tackle this, we're investing in our rail and bus networks, making them the go-to choice for accessible travel. We're improving footpaths and cycle paths so you can make carbon-neutral journeys while getting outdoors. Finally, we're helping Lincolnshire make the transition from fossil fuels to electric and low-carbon transport.



Making communities more self-sufficient

~ Objective 2b

Flourishing local communities will reduce the need to travel and CO2 emissions.

Why travel long distances when everything you need is on the doorstep? We can reduce travel emissions by helping local communities thrive. From businesses and services to leisure and healthcare, we will make more of the important things in life locally accessible. We're also strengthening digital infrastructure so people can live and work where they choose, lowering their carbon footprints.



Planning sustainable development

~ Objective 2c

Good planning and design will make new developments more sustainable.

We want to make sure that new business, industrial, leisure and residential developments in Lincolnshire have greener travel in their DNA. From car clubs and mobility hubs to walkable neighbourhoods and transport interchanges, we will work with developers to plan and deliver projects that help make the county's daily commutes, delivery routes and local journeys as green as possible.

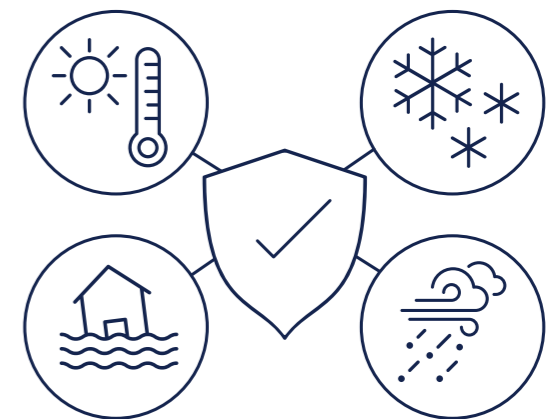


Making transport climate change resistant

~ Objective 2d

We must make our transport network resilient to climate change.

In the future, we'll need transport that's resilient and adaptable so that potential climate change won't slow us down. We will work with experts to identify which parts of our transport network are most vulnerable to things like heat, storms and flooding, and prioritise improvements. Where we build or maintain things, we will use sustainable materials that are resilient to climate change.



Promoting Thriving Environments

We enjoy a diverse and beautiful landscape, from our inspiring coastline to the Lincolnshire Wolds and ancient heritage sites. Without careful thought, transport can affect our surroundings through noise, light and air pollution, and the contamination of our waterways. Our priority is a transport system that will enhance, not endanger, the local environment.

Respecting and protecting our built and natural environment

~ Objective 3a

Balancing efficiency, economy and ecology.

We will help protect and improve our environment for people and nature, minimising the visual and physical impact of transport infrastructure and using locally sourced materials. The transport system itself includes important habitats like hedgerows and verges, and we will manage them carefully. We will review maintenance work that can impact the environment, such as salting, gritting and litter treatment.

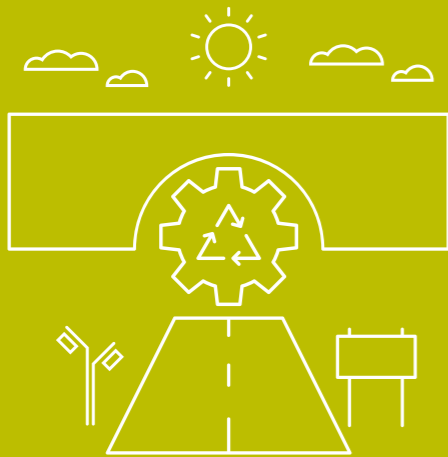


Minimising waste, maximising resources

~ Objective 3b

We'll repair and adapt, not just replace.

New transport infrastructure is expensive, creates waste and uses up natural resources. So we'll always try to improve and maintain existing transport systems instead of building new. That might mean recycling materials and waste, sourcing locally, and using technology to minimise congestion and maximise capacity. Active travel like walking and cycling will save wear and tear on the transport system.

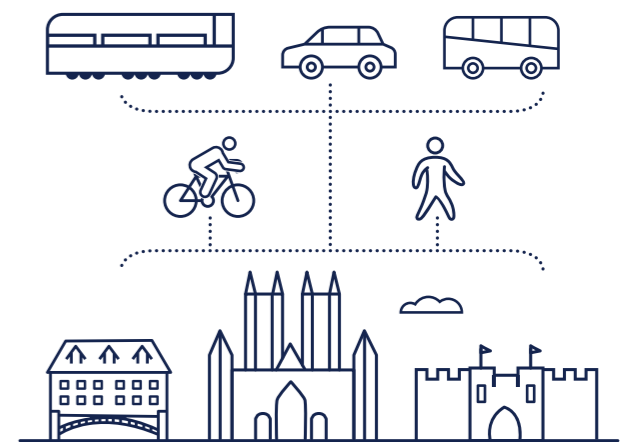


Creating access to heritage and nature for everyone

~ Objective 3c

Welcoming visitors with sustainable transport options.

Our economy benefits when people visit Lincolnshire. So it makes sense to improve access to attractions like castles, museums and cathedrals, as well as natural beauty spots. We'll do this without compromising the environment with too much traffic and footfall. We'll support easier access via more sustainable kinds of transport and initiatives to reward visitors who don't travel by car.



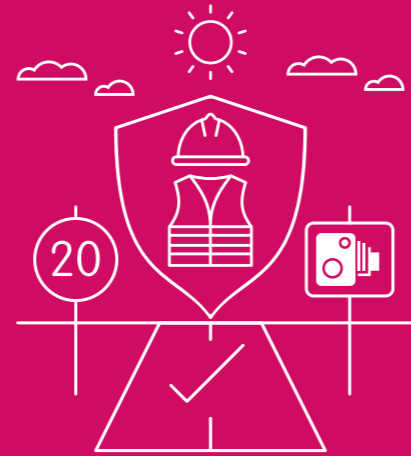
Ensuring Safety and Health

The transport system belongs to everyone, so it should be safe, reliable and responsibly managed, reflecting everybody's needs. We believe travel can benefit individual health and strengthen community connections, while minimising the environmental impacts of pollution, noise and congestion.

Improving road safety ~ Objective 4a

A multi-disciplinary safety approach.

Although road death and injury numbers have fallen, we still need to work hard to keep everyone safe. Our road safety partnership links the police, council and other safety professionals including fire and rescue. Together, this team improves safety through education, engineering, enforcement and community outreach. They handle everything from accident risk-spots to drink-driving to speed cameras.



Making sure people feel safe when they travel ~ Objective 4b

Healthy, safe and peaceful journeys.

Between security worries and Covid-19, many people are reluctant to travel, especially on public transport. We want to make sure everyone feels confident making their journeys. Thoughtful design and management of public spaces and crime reduction on the transport network will help achieve this. We'll also make sure public spaces are open and welcoming, and car parking is secure, night and day.



Fighting the effects of air, noise and light pollution ~ Objective 4c

Minimising health and environmental damage.

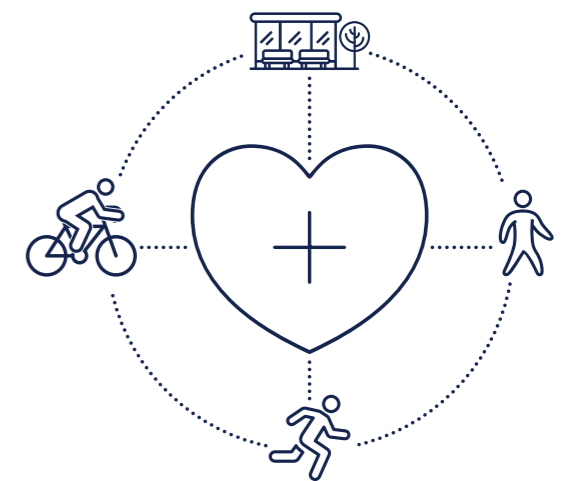
Traffic pollution, especially from petrol and diesel engines, can cause serious health problems and environmental damage. Noise and light pollution from transport also take a toll on our mental and physical health. To combat this, we'll factor pollution reduction into maintenance work and new development planning, especially in the densely populated areas that are worst affected by air pollution.



Boosting health through active travel ~ Objective 4d

Making active transport the natural choice.

Over the last 30 years, car use has increased and physical activity has decreased, leading to more sedentary lifestyles, road congestion and emissions. Active transport like walking, running and cycling can benefit health and the local environment. To support this, we'll make sure walking and cycle paths are well-connected to the wider transport network, and that they continue to be an investment priority.



Promoting High Aspirations

Education, training, support and services should be accessible to everybody, and transport infrastructure can help make that happen. By making travel as inclusive as possible to people who live in remote areas or have disability and health issues, and improving digital connectivity, we will help everyone access the resources they need to succeed.

Connecting people to healthcare, leisure and education ~ Objective 5a

Bringing services to people, and people to services.

Geographical isolation can limit opportunities in life, especially for younger people and those who do not drive. Better physical and digital connectivity means everyone has access to the services, skills and support they need to maximise their potential. We will support new approaches like digital programmes and apps, fixed taxi-bus routes, car clubs and community buses.



Improving the accessibility of public transport ~ Objective 5b

Disability should not be a barrier to travel.

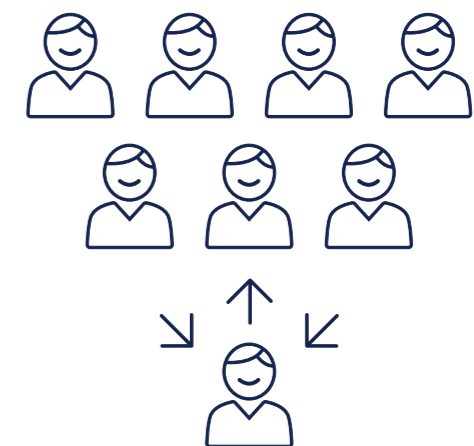
People with disabilities or health conditions that stop them driving may be unable to access the transport system, despite being among those who need it most. As our population ages, we need to make sure the transport network is accessible to everybody. Accessibility along routes and at interchange points, including crossings, signs and information, will support this goal.

Enabling community involvement in transport ~ Objective 5c

~ Objective 5c

We will keep listening to what people need

The more we work together, the better the transport system will serve the community. We will put people, not vehicles, at the heart of transport, with the goal of making Lincolnshire a better place to live. We will connect with communities and groups to make sure our plans and projects reflect the lives of the people who live here.



Improving Quality of Life

Our transport strategy is built on the principles of making places better and lives more enjoyable and fulfilled. We see the transport system as an asset that links places and people together and creates opportunities, while contributing to an attractive environment, healthy lifestyles, and a sustainable future.

Making better places ~ Objective 6a

Going beyond just getting from A to B.

Through all our planning, maintenance and investments, we will work towards making the transport system a positive influence on the places we live. Whether it means pedestrianising more areas, improving interchanges, or using sustainable, locally sourced materials, we will balance the practicalities of transport with the wider goal of making our county a healthy, happy environment for everyone.



Delivering on all our objectives ~ Objective 6b

~ Objective 6b

The whole is greater than the sum of its parts.

We've described several objectives across social, environmental, economic and future sustainability themes. When we work on them in a coordinated way, we'll see the transformation of our transport system and the people and places it connects. We will work with our partners and communities and take a lead on innovations that will help us achieve all our goals, to build an effective, sustainable transport system for the future.



Delivering Transport Investments

Delivering the Local Transport Plan will mean investing across many different areas and persuading government and the private sector to help with that investment. Through this prospectus, we've tried to share our ideas and objectives, and their potential benefits.

The following are some of our ideas for specific investments, but things aren't yet set in stone - we'd like your input to help finalise our plans. Please share your own ideas by taking part in our short survey.

Take the survey at www.letstalk.lincolnshire.gov.uk/local-transport-plan

What We Will Do	Challenges Addressed & Benefits	Supporting					
		Theme	Objectives				
ACTIVE TRAVEL							
In smaller market towns, promote: <ul style="list-style-type: none"> Active travel and local centres 20-minute neighbourhoods Low traffic areas Mini mobility hubs 	<ul style="list-style-type: none"> ✓ Address traffic-dominated environments ✓ Improve air quality ✓ Support the local economy ✓ Promote place making 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
Develop long-distance walking and cycling routes: <ul style="list-style-type: none"> Including the Danelaw / Rutland Water cycle link 	<ul style="list-style-type: none"> ✓ Address traffic-dominated environments ✓ Improve air quality ✓ Support the local economy ✓ Promote place making 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			

What We Will Do	Challenges Addressed & Benefits	Supporting					
		Theme	Objectives				
BUS TRANSPORT							
Make Boston and/or Grantham 'Electric Bus Towns'	✓ Reduce carbon emissions	1	a	b	c	d	e
	✓ Improve air quality	2	a	b	c	d	
	✓ Support the local economy	3	a	b	c	d	
	✓ Reduce rural isolation	4	a	b	c	d	
	✓ Promote place making	5	a	b	c		
		6	a	b			
Make bus infrastructure and corridor improvements: • To support the Bus Service Improvement Plan with a minimum standard promise	✓ Support regional and local connectivity	1	a	b	c	d	e
	✓ Improve journey time reliability	2	a	b	c	d	
	✓ Reduce carbon emissions	3	a	b	c	d	
	✓ Support the local economy	4	a	b	c	d	
		5	a	b	c		
		6	a	b			
Improve bus services – to run from 7am to 7pm: • On key interconnect and vital urban services	✓ Support regional and local connectivity	1	a	b	c	d	e
	✓ Improve journey time reliability	2	a	b	c	d	
	✓ Reduce carbon emissions	3	a	b	c	d	
	✓ Support the local economy	4	a	b	c	d	
	✓ Reduce rural isolation	5	a	b	c	d	
		6	a	b			
TRANSPORT INTERCHANGE & INTEGRATION							
Plan or develop: • Larger scale mobility hubs on the coast and in larger towns. • Smaller interchange points along key corridors. • Mini hubs in rural localities • A stronger role for rural rail stations	✓ Support regional and local connectivity	1	a	b	c	d	e
	✓ Improve journey time reliability	2	a	b	c	d	
	✓ Reduce carbon emissions	3	a	b	c	d	
	✓ Support the visitor and local economies	4	a	b	c	d	
	✓ Reduce rural isolation	5	a	b	c		
		6	a	b			

What We Will Do	Challenges Addressed & Benefits	Supporting					
		Theme	Objectives				
PERSONAL TRANSPORT							
Develop an EV charging network: • with a focus on support for the visitor economy plus an on street pilot in a market town	✓ Reduce carbon emissions	1	a	b	c	d	e
	✓ Improve connectivity	2	a	b	c	d	
	✓ Support the visitor and local economies	3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
PERSONAL & PUBLIC TRANSPORT							
Seek changes to the regulatory regime: • To support innovation in personal travel (Uber style travel)	✓ Improve connectivity	1	a	b	c	d	e
	✓ Reduce rural isolation	2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
RAIL TRANSPORT							
East Coast Mainline: • Improvements to track and services including Newark flat crossing removal	✓ Support national and regional rail connectivity	1	a	b	c	d	e
	✓ Improve journey time reliability	2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
Nottingham – Lincoln Line: • Speed improvement	✓ Support regional and local rail connectivity	1	a	b	c	d	e
	✓ Improve journey time reliability	2	a	b	c	d	
	✓ Support priority economic sectors	3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			

What We Will Do	Challenges Addressed & Benefits	Supporting					
		Theme	Objectives				
Lincoln Station: <ul style="list-style-type: none"> Capacity improvements and upgrade 	<ul style="list-style-type: none"> Support regional and local rail connectivity Improve journey time reliability Support priority economic sectors Reduce rural isolation 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
FREIGHT & PASSENGER TRANSPORT							
Support driver training around the county: <ul style="list-style-type: none"> For HGV and PSV 	<ul style="list-style-type: none"> Support priority economic sectors 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
FREIGHT TRANSPORT							
Investigate possible pilot automation route: <ul style="list-style-type: none"> To support UK Food Valley 	<ul style="list-style-type: none"> Support priority economic sectors Improve journey time reliability Reduce carbon emissions 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
FREIGHT, RAIL & HIGHWAY TRANSPORT							
Improve access to ports, UK Food Valley and logistics hubs for both road and rail: <ul style="list-style-type: none"> Strategic road network improvements on A15, A16 and A17 	<ul style="list-style-type: none"> Support national and regional connectivity Improve journey time reliability Support priority economic sectors Improve air quality 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			

What We Will Do	Challenges Addressed & Benefits	Supporting					
		Theme	Objectives				
HIGHWAY TRANSPORT							
A1 upgrade: <ul style="list-style-type: none"> Support national connectivity Improve journey time reliability Improve road safety 		1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
A46 Trans Midland Trade Corridor: <ul style="list-style-type: none"> Junctions North of Lincoln (RIS4) 	<ul style="list-style-type: none"> Support national connectivity Improve journey time reliability Support priority economic sectors 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
Cross Keys Bridge full replacement: <ul style="list-style-type: none"> Replacement of operating system and other improvements 	<ul style="list-style-type: none"> Support national connectivity Improve journey time reliability Support priority economic sectors 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			
North Hykeham Relief Road: <ul style="list-style-type: none"> Support national and regional connectivity Improve journey time reliability Support priority economic sectors 	<ul style="list-style-type: none"> Support national and regional connectivity Improve journey time reliability Support priority economic sectors 	1	a	b	c	d	e
		2	a	b	c	d	
		3	a	b	c	d	
		4	a	b	c	d	
		5	a	b	c		
		6	a	b			

Supporting Different Transport Modes

Our Modal Strategies

As part of the Local Transport Plan, we've developed a series of Modal Strategies. These are detailed plans of how we will support travel by different transport methods:

- Walking
- Cycling
- Bus
- Passenger Rail
- Rail Infrastructure
- Electric Vehicles (& other low carbon fuels)
- Freight

You can read and comment on our modal strategies at: www.letstalk.lincolnshire.gov.uk/local-transport-plan

Get Involved with The Consultation

Developing a plan for local transport involves listening and learning from a wide range of sources. We've looked at the existing Local Development Plans, data from the current transport system, and lots of other strategies and plans from across Lincolnshire. What we've found has helped us identify the six major themes you'll find in this prospectus, which tackle environmental, economic and future sustainability goals and challenges. We believe working on these themes in a coordinated way will help us transform our transport system and the people and places it serves. To bring the plans to their final stage, we need input from the communities and businesses who will use the transport system.

What do you think of the ideas we've proposed? Do you have suggestions or ideas to add? To view the full consultation draft of the Local Transport Plan and all the supporting documents, and to take the survey, go to: www.letstalk.lincolnshire.gov.uk/local-transport-plan

Contact
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Lincolnshire
COUNTY COUNCIL
Working for a better future

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Appendix C LTP Substantive Comments and Recommendations

Consultee	Comment Summary	LCC Response	Recommendation
WLDC	The plan is very aspirational and covers key themes	Noted	No change
	Reliance on the local transport boards for delivery could be considered reasonable, however there are to date no published terms of reference for these Boards nor transparency beyond limited member involvement. Equally the boards only cover a small geographical area and do not cover the rural areas, of which there are many across Lincolnshire. The question would therefore be, if there is greater reliance on these Boards for delivery, how will the decision process be administered, including accountability, and transparency and also how do projects which relate primarily or wholly to rural areas gain traction?	This is an issue around governance and delivery of the Local Transport Boards rather than a specific LTP issue. However, longer term new LTP guidance is expected and emphasis on local engagement is likely to be key to the production of revisions to future LTPs.	<p>Consideration or review of the roles and responsibilities of the Local Transport Boards and the need to develop a more delivery focused emphasis.</p> <p>Creation of Terms of Reference and Membership requirements.</p> <p>Consideration is given to the creation of Wider Reference Groups for the area Transport Boards to enable active engagement with local interest groups.</p>
	Many of the actions are attributed to the LPA and whilst it is acknowledged this shouldn't be in isolation, it is not clear how these themes feed into/clearly align with planning policy. The importance of understanding how this works in practice is twofold, any additional requirements in development must be required through planning policy and where that occurs, there must be an assessment in terms of cost. It is not appropriate to continue to load requirements on to developers which may ultimately impact on the deliverability of development. Understand the relationship and expectations is key to	<p>It is not the intention to load additional requirement onto development but to ensure that where evidenced adequate investment is made in transport provision.</p> <p>Ensuring clear linkages between LTP and Development Plans is critical to this particularly for future delivery of both development and supporting transport investment.</p>	<p>Review of language around LPAs.</p>

	ensure meaningful delivery going forward.		
	Concern that LTP5 fails to recognise that RAF Scampton will become of strategic importance as the site is decommissioned. The entrance to the base is accessed via the A15 which is identified as one of the Route Action Plans for the County, rightly so, but the interdependency between this and the changing status of RAF Scampton and this designation is missing	Noted	Include additional text identifying RAF Scampton as a strategic development site.
	The shift of focus from just connectivity within Lincolnshire to recognising the importance of Gateways and connectivity to other economic centres beyond the administrative boundary is heartily welcomed and does begin to provide support for key projects. However, the gateways principle is still very light on enough detail to understand how this will be facilitated through partnership working and how potential projects will be supported and scoped. Moreover, the focus of gateways is in relation to rail and ports, in order for this concept to deliver the expected economic benefits all key gateways into the County should be included.	Noted	Additional text is added to highlight the importance of gateways including access points by road as well as rail. Policy can be strengthened in this context.
	Digital connectivity Understand that the strategy relates specifically to transport, however the interrelationship between access, inclusivity and rural communities is extremely important and as such there is a need to recognise this interdependency and explore more innovative opportunities to facilitate 'access' to services in the context of transport and	Objective 1d does cover this issue but it could be strengthened.	Additional text to improve references to digital connectivity

	digital connectivity. In a post covid world these themes are not mutually exclusive.		
	Welcome the emphasis on active travel, recognising the health and wellbeing strand that runs through key objectives, including ensuring access to health facilities.	Noted	No change
	Limited reference to car parking although there is a strand in relation to supporting the local economy.	Consider this an issue to be picked up under the Area Transport Strategies as a county wide policy on car parking sits outside of our remit.	To pick up issue under local transport boards.
	Welcome references to climate change and acknowledge that many solutions are urban based and fail to recognise the difficulties facing rural communities.	Agree with the sentiment in this comment and LTP attempts to articulate the difficulties faced in a geographically diverse and mainly rural area.	No change
NKDC	The authority supports the priorities and ideas set out in the document, but notes the difficulty and challenges of delivering them	Noted	No change
	Achieving thriving and sustainable communities is an important outcome, but the challenge of dispersed and smaller communities delivering a range of services to reduce the need for movement is a significant one if populations are not sufficient to sustain schooling, shops etc and as such the need for transportation options will remain.	Noted	No change
	Considering the future ready green transportation priority, whilst understanding the importance of freight movement for economic vitality of the area it is suggested that the overall	It is acknowledged that even if significant volumes of freight can be shifted to rail, road haulage will still be the dominant mode.	No change

	volume of movement should be considered within the context of whether improving rail connectivity is a real alternative to increasing the number of freight movements on the existing road network.	The freight strategy recognises this and a balanced approach to supporting freight movement is proposed.	
	Would like to see more action on EV	EV strategy sets out an action plan to deliver EV infrastructure.	No change, ongoing work on identifying pilot areas for on street charging
	Connectivity for tourism is too focussed on the coastal resorts and doesn't significantly recognise the heritage and historic tourism offer	There are references to tourism in general.	Additional paragraph to reference tourism offer beyond coastal resorts.
	It would assist in future planning if there was further expansion and greater clarification of the function of transport interchanges and the anticipated size /form etc of this provision	The LTP cannot identify specific locations at this time in part because of the potential blight it might create but mainly due to the need for significant work to identify locations and scale of interchanges,	No change, work is ongoing on identifying possible locations for interchanges.
	It is assumed the reference to district councils /local planning authorities in the implementation plan are deliberate reflecting where a specific planning issue /collaboration with planning is required rather than the wider district council.	In part although delivery of the broader concepts in the active travel areas may require support from the leisure sectors.	No change
	The draft document implementation plan will need some editing as column headings do not always reflect content.	Noted	Amendments will be made to reflect the errors identified
	Overall, this is a comprehensive document with an extensive range of evidence and supporting strategies behind its development. As such it is noted that there will be significant challenges going forward to deliver the extent of aims within the collective	Noted	No change

	documents. As such the continued need to work in partnership and to lobby effectively for external resourcing is paramount to success.		
Lincoln City Council	Endorses the overall approach within the LTP and with particular emphasis towards the promotion and development of sustainable modes of transport and the need for close partnership working to deliver an integrated transport network which is vital for an urban area such as Lincoln.	Noted	No change
	The Council would be interested in taking part in any future EV charging pilot schemes to explore how the barriers to on-street EV charging could be overcome. The roll-out and uptake of electric buses and taxis needs encouragement and support.	Noted, the EV strategy will require a range of partners to be effectively delivered moving forward.	No change
	While the rationale for having separate documents and strategies within the LTP is understood from a practical perspective, in areas like Lincoln it is critically important to have fully integrated transport systems in place e.g. bus/cycle/rail/walking to ensure maximum benefits can be achieved.	The creation of the Local Area Transport Boards provides for this requirement and shows our strong support for the integrated approach identified. The need for individual modal strategies is an attempt to highlight and demonstrate the specific requirements for each mode and provide suggested approaches to be adopted within the Local Area Strategies	No change
	Improvements to increase the uptake of cycling should be encouraged and investment made to make cycling a safer and attractive alternative e.g. need to provide secure cycle parking and cycle paths/routes.	As highlighted above the Cycling strategy provides policy and approaches in support of exactly that.	

	<p>The relationship between the implementation of the measures outlined in the LTP and the role the Local Transport Boards play in delivery of those measures needs careful consideration and integration</p>	<p>This is an issue around governance and delivery of the Local Transport Boards rather than a specific LTP issue. However, longer term new LTP guidance is expected and emphasis on local engagement is likely to be key to the production of revisions to future LTPs.</p>	<p>Consideration or review of the roles and responsibilities of the Local Transport Boards and the need to develop a more delivery focused emphasis.</p> <p>Creation of Terms of Reference and Membership requirements.</p> <p>Consideration is given to the creation of Wider Reference Groups for the area Transport Boards to enable active engagement with local interest groups.</p>
<p>S&ELP (BBC, ELDC & SHDC)</p>	<p>Support the framework defined within themes that outline how LCC will respond to the social, economic, health and environmental, challenges LTP5 response for South & East Lincolnshire Partnership that Lincolnshire faces. However, to be effective LTP5, needs to more closely connect to and reference the key subregional projects within these themes.</p>	<p>Noted</p>	<p>No change</p>
	<p>The Introduction section is overly verbose in describing the contents of each chapter/section, and to keep an external audience engaged it could benefit from highlighting key content to come.</p> <p>It is therefore vital that within the introduction chapter, LCC seek to instil early confidence that LTP5 and all other LCC statutory documents are aligned with the local</p>	<p>The LTP has been produced in line with current DfT guidance and the 6 page introduction (which includes 2 pages of maps) is not considered to be overly long.</p> <p>Chapter 4 sets out the basis of the Integrated Transport Strategy and identifies the clear</p>	<p>Revisions to introduction with some elements of chapter 4 being pulled forward</p>

	development, transport, and economic plans of its district authorities, whilst being clear about the headline LCC and district authority total budget requirements committed to deliver key infrastructure projects.	linkages and alignment across the suite of strategic documentation	
	A key omission in the introduction of the draft LTP5 is that the document does not define the A17 as a 'major road' within a Lincolnshire context. The SELCP partners feel that this omission needs to be addressed, given the vital importance of the A17 in a local, regional and national context.	The A17 is shown on the Strategic Highway Routes on the map in the introduction. There are several references in LTP 5 to improvements on the A17 to support economic growth and in particular the food valley. The freight strategy also identifies the A17 as a key corridor for investment.	No change
	Request addition of top line financial numbers defining investments required, LCC and subregional available funds and the strategy to meet any shortfalls	At the time of writing LTP 5 the ability to identify scheme costs and potential budgets has not been completed. There is ongoing work to identify and fill some of these gaps and this will be fed into a revised LTP 5 implementation Plan when available.	Ongoing scheme development and costing work will help identify some of this missing information.
	Request a reference in the early text to, and create an appendix section where subregional authorities can supply spreadsheet tables defining their key costed projects set against actual short-, medium- and longterm timelines	In addition to costings there would need to be identified evidence of justification and need, how schemes would support the key LTP objectives and deliverability. Have schemes a SOBC developed? It is not the role of LTP 5 to create a	Development of the forthcoming implementation should address this issue.

		“wish list” of schemes lacking strategic evidence.	
	Insert within the chapter how LCC plans to physically deliver projects with its private sector partners. Give examples of past successes delivered on time and budget timelines, current procurement processes etc.	LTP 5 has been developed in line with DfT guidance. The Implementation Plan has been developed up to a current level of detail in line with existing information and understanding. The role of the LTP is to provide a strategic framework within which schemes can be identified and then delivered. At this time, it is for individual bids to identify the likelihood of successful delivery.	Implementation will be updated moving forward.
	In chapter 2 a series of appropriate themed diagrams within a Transport Plan should come together as an overlay in a final key diagram to both identify and justify where priority projects within a region are needed. SELCP are concerned that this final co-ordinated diagram and the text that should accompany it is missing from this section.	Content to include additional diagrams covering deprivation and other areas requested but would be better placed in Chapter 3.	Develop and include additional diagrams and text.
	Ensure datasets being used to determine the future of transport infrastructure in LCC is varied and goes beyond timelines of recent covid impacts	The evidence base gathered and utilised is considered both consistent and varied. Much of the evidence has been gathered from GLLEP work, existing development plans and LCCs own historic data. Whilst COVID impacts are yet to be fully understood it would seem inappropriate	No change

		to ignore the existing impact on the transport system. It is also inappropriate to assume that travel and traffic will return to pre COVID conditions. We consider the balance of both short term and historic evidence to be balanced and appropriate.	
	Where SUE's are being proposed introduce a funding mechanism built into the planning consents to develop and support sustainable access for a defined area of rural hinterland adjacent to that development.	Section 106 funding is already available so not clear what in addition this comment is seeking	Clarify with consultee but this doesn't fall under LTP remit.
	Engage to commence work now on the long-term infrastructure projects that SELCP and other districts/councils have in mind, and to support enabling funding applications as required to agencies like Homes England to support feasibility and scheme development work.	Agreed, work of this nature is being developed as part of Local Transport Strategies	No change.
	Ensure that all street/place-based schemes going forward have a significant degree of urban greening. Include a requirement for a SUDs programme to introduced which on existing or as part of new schemes requires as a minimum, permeable paving materials to use in pedestrian areas.	Agreed	Include relevant section in policy wording.
	Create a standard template for the modal implementation tables and revise all tables to match. Avoid using the term policy for proposed aims, but where relevant refer to the policies set out in the previous chapter.	Agreed	Rework of tables to improve consistency.

	Boston should be promoted in the LTP5 as a location for an E-Bus trial	The technical work identifies Boston as a leading contender for the development of Ebus technology. This is reflected in a number of places throughout the suite of LTP documents. Additional development work is now required to develop SOBC for the project.	No change required in LTP.
SKDC	South Kesteven District Council welcomes the continued support of the Grantham and Stamford Local Transport Boards, and the associated policy HA3 (pages 6,7 & 8). Whilst we note that maps are shown for the boards which have developed full strategies, maps of the other boards such as Grantham and Stamford would be useful.	Noted	Once area transport boards are fully developed maps can be added to later iterations
	A list of 'major roads' is included on page 11. It is considered that the A17, linking Lincolnshire to Norfolk, should also be listed.	Agreed	Added to list
	We welcome the Electric Vehicle and Alternative Fuel Strategy and we note it contains further detail and analysis on electric vehicles and alternative fuels. Provision on a local scale and future proofing should be considered.	Noted and agreed. EV strategy includes references to future proofing.	
	We note the inclusion of the Local Plan SUEs around Grantham and Stamford and welcome that the SUEs are considered 'opportunities' (page 57). Please note that Spitalgate Heath, to the south of Grantham, now has official Garden Village status.	Noted.	No change

	<p>The Local Transport Strategy, which is designed to support Local Plans, does not refer to the towns of Bourne and Market Deeping. The Local Plan directs growth towards South Kesteven's most sustainable locations, including Bourne and Market Deeping. The Local Transport Plan should acknowledge the smaller towns which are set to see housing and employment growth over the plan period.</p>	<p>The development of local transport boards would be considered a suitable way forward as these smaller towns develop and a lack of specific reference at this point does not preclude LTP support. The role of the modal strategies is designed to take account of all communities across the county.</p>	
	<p>Page 68 of the Local Transport Strategy identifies place making as a key theme. To ensure robustness, place making could be included as a policy within the Local Transport Strategy. Manual for Streets details place making (and the forthcoming Manual for Streets 3). Theme 6 of the Local Transport Plan is well placed to cover place making more comprehensively.</p>	<p>Noted</p>	<p>No change</p>
	<p>Pedestrians and cyclists should be prioritised in residential development, emphasising strong placemaking and low movement. This could include segregated cycle routes (from vehicles and pedestrians) within and then also beyond new development schemes. The recent changes to the Highway Code should be referenced, particularly in respect of the strengthened road use hierarchy.</p>	<p>Both the cycling and walking strategies reference segregation of facilities. Following both national law and guidance is taken as read and not felt necessary to reiterate within the LTP.</p>	<p>No change</p>
	<p>Wording in Objective 2c – Policy GREEN 4 should be strengthened in terms of development in unsustainable locations. Bus services, including frequency,</p>	<p>It is considered that the policy and supporting text adequately covers this issue.</p>	<p>Continue to work with DCs on integration between LTP and Local Plans.</p>

	and Public Transport Accessibility Level (PTAL) assessments could be used when assessing development sites. Walking distances to key services and facilities could also be considered.		
	Objective 4d could be amended accordingly to take into account Active Travel England and its aims and vision. Sustainable Travel Plans to encourage walking, cycling or use of public transport to get to work should be encouraged.	Noted, Policy GREEN 4 and its supporting text deals with this issue.	No change
	We welcome future engagement with strategies such as the Local Walking & Cycling Infrastructure Plan and relevant town centre transport strategies to enable the securement of additional funding via S106.	Noted	No change
Transport for East Midlands	Support for overall approach adopted in the plan	Noted	No change
	The priorities identified for Lincolnshire in the draft LTP appear consistent with the strategic priorities TfEM has established and shared with industry partners across modes.	Noted	No change
	In respect to rail, it is right that the draft LTP recognizes that the TfEM/DfT Collaboration agreement provides a clear mechanism for promoting collective regionwide rail priorities and responding to industry reforms.	Noted	No change
	Continued partnership working and aligned objectives will be key to reversing long term trends of low Government transport investment in the East Midlands.	Noted	No change

North East Lincolnshire Council	Very supportive of our references to wider connectivity including broad band and the fact we are not just focussed on physical connectivity. Also supportive of accessing ports, the A1 improvements and the wider freight strategy.	Noted	No change
	Would lie a reference to Cleethorpes to London rail service	Noted, this is referenced in rail strategy	No change
North Lincolnshire Council	Agree with the principles identified within the Plan and welcome the inclusion of the A15 (between the A46 and Junction 4 of the M180) for future improvements and the recognition of its importance as a strategic economic corridor, particularly with the emergence of the Humber Freeport.	Noted	No change
	Would like to highlight that the A46 Trans-Midlands Trade Corridor Study also includes the A15 north from Riseholme roundabout.	Noted	No change
Thurlby Parish	Acceptance that traditional farming and agricultural tractors and similar machinery will continue with unrestricted access. We would, however, wish to see restrictions on HGV and other large commercial vehicles in transit, when there are alternative and convenient main highway routing options.	The freight strategy acknowledges both the importance of HGV movements to the economy but also recognises that HGVs can cause intrusion in some localities. It proposes supporting modal shift from road to rail, focussing highway improvements that encourage HGVs to use the most suitable roads and routes and to improve driving training.	No change
	Requirement for designated safe lanes for walking and cycling and we would wish to	LTP highlights the need to Both walking and cycling strategies highlight the need for	No change

	see funding made available for this.	safe and direct routes for active travel. LTP	
	We are presently investing in equipment to help enforce speed limits. Any support from Plan 5 for additional controls and restrictions would be welcome.	The road safety partnership has its own strategy that has been cross referenced in the LTP. Supporting road safety is a key LTP 5 objective.	Share the response with Lincolnshire Road Safety partnership.
PEDALS Spalding Cycling Group	Broadly welcomes all the objectives in the plan promoting active travel and is pleased to note that the plan recognizes the health and environmental benefits of cycling.	Noted	No change
	Supportive of actions identified in the cycling strategy	Noted	No change
	Raise concerns that the Area Transport Boards do not fully represent the locality and feels wider representation is necessary	This is an issue around governance and delivery of the Local Transport Boards rather than a specific LTP issue. However, longer term new LTP guidance is expected and emphasis on local engagement is likely to be key to the production of revisions to future LTPs.	Consideration is given to the creation of Wider Reference Groups for the area Transport Boards to enable active engagement with local interest groups or a review of the roles of the Local Area Transport Boards.
	Page 4 of the Prospectus comments that "in rural areas cars are still essential for many". This is reflected in Objective 1b on page 10. This statement may be applied to many of the villages and isolated dwellings in South Holland's countryside. However, the town of Spalding and its immediate surroundings should not be described in this way. Facilitating more active travel in the town will not only benefit those who want to	The LTP recognises Spalding as a market town and not open countryside and as such it has an area transport strategy that seeks to improve connectivity from its hinterland by active modes.	No change but comment to be passed to Area Transport Board.

	travel actively, but will also potentially free up road space and parking space for those who have no alternative to using motor vehicles.		
	A plea for ongoing and more active consultation and local engagement	The LTP consultation has conformed to guidance on the production of such a document.	Consideration is given to the creation of Wider Reference Groups for the area Transport Boards to enable active engagement with local interest groups or a review of the roles of the Local Area Transport Boards.
	Would welcome and support county wide information for and the promotion of cycling	LTP provides significant policy support for the benefits of active travel and both the walking and cycling strategies identify a need to further develop and promote the benefits of active travel including promotional activity.	No change
	In the absence of a Local Cycling and Walking Infrastructure Plan for South Holland PEDALS suggests that development should be through consultation with local users.	LCWIPS have been produced for the major towns including Spalding. Further work is being developed for the smaller towns and communities not covered by the Area Transport Boards.	No change
	Would like to see reference made to increasing cycle capacity on trains in the rail strategy	Noted.	To add a reference in rail strategy and include with any conversations with TOCs moving forward.
Deepings Neighbourhood Plan Group	The LTP doesn't sufficiently recognise the role of The Deepings area.	As a high level document the LTP cannot identify and list every community and its role. The focus on identifying	No change.

		the major settlements based on District Local Plan definitions has been used.	
	Lack of reference to Neighbourhood Plans	As referenced above the LTP cannot reference every town and parish neighbourhood plan.	No change
	Feel that references to case studies are undeveloped and suggest a local project be included.	Acknowledge that the LTP is light on case studies	Consider inclusion of Deepings project as a case study within the walking or cycling strategies.
	Feels LTP lacks a detailed and costed programme.	Work is ongoing to further develop a more detailed set of costed interventions and projects.	Ongoing work will develop programme.
North Notts & Lincs Community Rail Partnership	The plan, a great improvement on LTP4, is one we wholeheartedly support .	Noted	No change
	Would welcome involvement with the Gainsborough Area Transport Board	This is an issue around governance and delivery of the Local Transport Boards rather than a specific LTP issue. However, longer term new LTP guidance is expected and emphasis on local engagement is likely to be key to the production of revisions to future LTPs.	Consideration is given to the creation of Wider Reference Groups for the area Transport Boards to enable active engagement with local interest groups or a review of the roles of the Local Area Transport Boards.
	Feel that the A631 is not given sufficient weight as a key east west link.	The A631 has not been identified as a route for RAP work and this is indicated in the LTP	Consideration be given to investigating the A631 route as part of any future phase of RAP identification and inclusion in LTP of evidence supporting routes that are included.

	Inclusion of a second crossing of the Tent in Gainsborough.	An issue for the Local Area Transport Board	Comments to be passed to Transport Board
Orby Parish Council	Request that the LTP lists a bypass for Orby.	The LTP recognises the need to improve connectivity to the East Coast, however at present there is insufficient evidence to identify a specific scheme at Orby. Work is ongoing to look at options for improving coastal connectivity and a bypass for Orby is included within that work	Pass comments onto project team.
Mr Stevens (resident Deeping St James)	General support for LTP themes and objectives	Noted	No change
	Very supportive of approach to walking and in particular integration with public transport	Noted	No change
	Requirement of cycle facilities to be continuous and removal of severance.	LTP highlights need to reduce severance for all active modes and identifies the need to create safe networks of routes that are well connected.	No change
	Supportive of approach towards buses. Would like to see better information provision and greater use of technology.	LTP supports expansion of bus investment in line with the BSIP response to government.	No change
	Supportive of a reopened station at Littleworth.	LTP identifies the possible need for new stations in Lincolnshire and commits to working with Network Rail to investigate where suitable sites might be.	No change

	Specific references to junction improvements in the Deepings.	LTP's role is not to list all minor highway improvements.	No change but response to be forwarded to highways.
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Lincolnshire Walking Strategy



Strategy overview

The Lincolnshire County Council (LCC) has commissioned WSP to develop a Lincolnshire Walking Strategy (LWS), sets out how the potential for increasing walking for all trip purposes can be realised for the county.

The LWS is a supporting strategy to the core LTP 5 and sits alongside other policies and strategies such as the Lincolnshire Cycling Strategy and other modal strategies.

The LWS has been developed with reference to the six LTP themes including:

- Economic growth;
- Greening of transport and climate change;
- Creating a thriving environment;
- Supporting safety, security and a healthy lifestyle;
- Promoting high aspirations; and,
- Quality of life.

The LWS has been developed using an extensive evidence base and has been informed by stakeholder input, where people were invited to review and identify relevant challenges and opportunities and define the strategy vision, objectives and policies.

Lincolnshire walking strategy

Introducing our strategy for active traveling Lincolnshire.

LCC recognises the role that walking and cycling (active travel) can play in improving the health and wellbeing of our residents, how it can support the economy and contribute towards our commitments to combating climate change.

Active travel will, increasingly, form a key part of how Lincolnshire residents move around the county. As a form of tackling congestion, reducing our carbon footprint, and improving our health, walking and cycling must play an important role.

Walking and cycling can also play a part in other, non-transport, issues. Our high streets and towns are changing, we rise to this challenge by adapting to what the high street will look like in the future and making our towns and villages more 'people friendly'. We will encourage economic growth and support the vitality of towns and villages as places where people dwell and where the principle focus of the town is not to facilitate the through movement of motor traffic. The development of Walking and Cycling Strategies is a key step in our approach to increase all forms of walking and cycling activity in Lincolnshire, from people travelling to work to those enjoying a walk or jog in their local area or a weekend cycle ride.

While cycling and walking both contribute towards similar objectives to improve health, benefit the environment and support the economy, we have taken the approach to develop separate parallel strategies for each. This approach has been adopted to recognise the differences between the two modes of travel, both in terms of their characteristics and the way that people consider them as way of getting around.

Our vision is to make Lincolnshire a place where walking is a natural choice for everyday journeys, for leisure and for enjoyment and where walking is seen as accessible, inclusive and attractive for all.

Benefits of walking

Walking for all sorts of purposes offers the potential to help people of all ages live happier, healthier and more active lives while contributing towards improving the environment, boosting the economy and enhancing the communities we live in.

The case for investing in walking is strong¹ due to the range of benefits that it provides and the contribution to wider policy objectives around health, climate change and a sustainable economy.

Health and wellbeing

Many people are not physically active enough and this is contributing to poor physical and mental health². The direct and indirect costs of physical inactivity on the UK economy equates to £7.4 billion each year^{2,3}.

UK Physical Activity Guidelines recommend that adults should do at least 2.5 hours of moderate activity every week⁴.

Walking provides an easy way in which people of all ages can build physical activity into their daily lives, for example, a half hour walk, five days of the week. This could be done as part of a journey to work or school or by taking the dog for walk.

For children, it is recommended that they do at least an hour of physical activity every day, with active travel a way in which they can achieve this and minimise the amount of time spent sedentary⁴. Being active plays a key role in brain development in early childhood and supports longer-term educational attainment².

Loneliness is an increasingly common issue faced in the community, with one in four elderly people having no-one they can rely on⁵. Walking can facilitate social connections⁶, helping to reduce loneliness and improve the health and wellbeing of the community.

Environment

More people walking for more of their journeys rather than using the car will benefit the environment through reductions in air pollution, emissions and congestion.

Along with being a sustainable method of allowing people to get to the places they need to go, walking is also a low-carbon leisure activity. It does not require any specialist equipment and for many people it is accessible from where they live.

Economy

Increasing the number of people walking can contribute towards vibrant places and boost the economy, making streets feel more welcoming and providing opportunities for social interaction and enjoyment of the outdoor environment⁷.

Attractive, accessible and high-quality pedestrian environments support economic vitality, attracting visitors and investment to boost the local economy⁸.

Walking tourism is an increasingly common form of tourism that allows people to engage and explore different areas and enrich their experiences through interactions with the local people, nature and culture⁹. Economically, it is estimated that walkers spend over £6 billion per year in the English countryside¹⁰, highlighting the significant contribution that walking tourism makes to counties like Lincolnshire.

A popular tourist destination can benefit economically by having a connected, safe and attractive walking network providing opportunities to hotels and other establishments that accommodate the tourists, thus providing a boost to the local economy.

The health and wellbeing benefits of walking also result in economic benefits, for example, if everyone in a town of 150,000 people walked just 10 minutes more a day, 31 lives a year would be saved with a value of £30 million¹¹.

Challenges and opportunities

Through the compilation of an appropriate evidence base and stakeholder input, the following challenges and opportunities for walking have been identified for Lincolnshire.

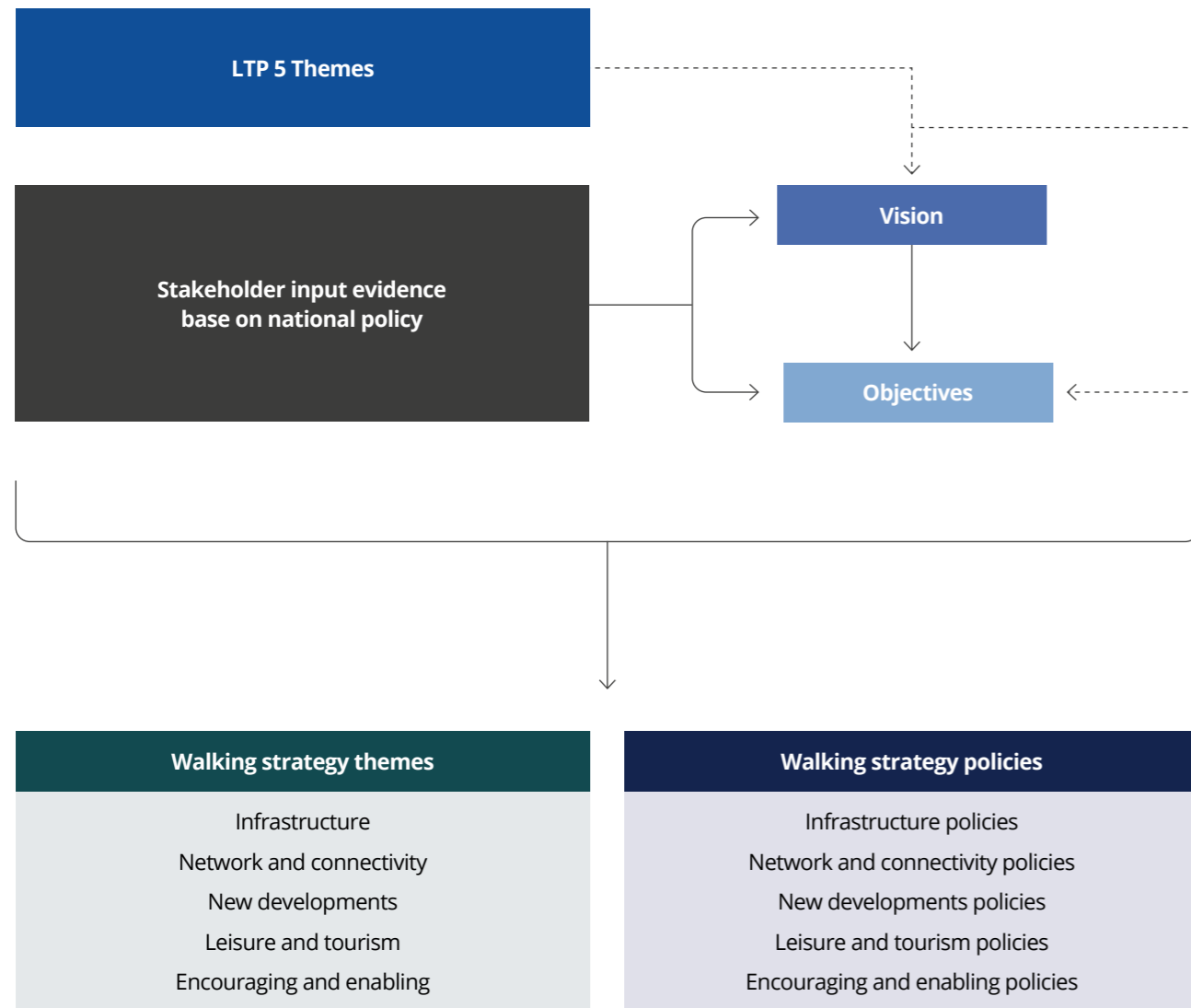
Challenge	Opportunity
Even the most gradual slope can be a barrier to walking.	Lincolnshire has a largely level topography, making walking less taxing in most areas. Hillier areas like the Wolds are popular destinations for leisure walking.
Parts of the transport network can create barriers to walking. In both urban and rural areas busy roads can be unattractive to walk alongside and cross. Waterways and railways can also present barriers to walking due to a lack of crossing points. There are also more localised barriers, such as vehicles parked on footways.	The highway and waterway network provide walking connectivity and the potential for improvements. The public transport network offers potential for wider connectivity for journeys that begin or end on foot.
Lincolnshire, like the rest of the UK, is undergoing a massive age shift. Lincolnshire is one of many rural and coastal areas already reflecting the kind of demographics we expect to see nationally in 2080 (44% aged over 50) with 43.4% of the population already aged over 50 and 27% aged between 50 and 69.	Walking can play a role in more active lifestyles, improving health and wellbeing and increasing disability-free life expectancy.
Parts of the county suffer from high-levels of deprivation, particularly related to health and disability.	Improved walking routes can also reduce social exclusion.
48% of the population live in rural areas where many amenities are not within walking distance.	Many rural residents are close to the rural Public Rights of Way Network, offering leisure walking opportunities.
The urban population may have a lack of access to open space and rural walking routes.	The population that live in urban areas are closer to many amenities, offering potential for walking for everyday journeys.

Challenge	Opportunity
Tourism generates a significant amount of traffic congestion where activity is concentrated, such as the coast and particularly during the busy summer season.	There are opportunities to increase walking among visitors to the area, both as a mode of transport and a holiday activity. Lincolnshire has much to offer for people looking for walking holidays, such as the coast, the Wolds and miles of open countryside.
Over 80% of households have access to a car or van, with over 66% of travel to work trips in Lincolnshire being made by these modes of transport.	Those with no access to a car or van are mostly located in urban areas and are a key demographic to promote and facilitate journeys on foot. The high proportion of households with car access provides potential for people to reach wider destinations for leisure walking. Lincolnshire has an extensive Public Rights of Way network and there is potential to improve and expand it to make it inclusive to all and reduce the proportion of trips by car for all purposes.
The proportion of people that walk for everyday travel purposes has reduced in recent years and is lower in comparison to the rest of the country.	A greater proportion of people in Lincolnshire walk for leisure purposes than the rest of the country.
There has been an increase in the proportion of road user casualties that are pedestrians since 2016.	An effective walking strategy can support a reverse the proportion of pedestrian road casualties by improving pedestrian safety.
Many existing developments are designed predominantly for access by car.	New land use developments offer potential to create sustainable communities from the outset, with walking playing a key role.
Personal barriers to walking include ill-health, concerns over security and safety and household characteristics.	Safer routes and well-maintained infrastructure would encourage people to walk more.

Strategy overview and approach

This Walking Strategy has been developed to support the overarching objectives of the LTP 5.

The Strategy has been developed using an evidence-based approach, drawing on a range of data and informed by stakeholder input as well as national and local policy.



The previous figure presents the approach that has been undertaken to developing the strategy vision, objectives, themes and policies.

The Lincolnshire Walking Strategy vision presented in the Introduction section will be realised through the following four objectives:

- Improve the quality and usability of the walking environment to ensure it is safe and inclusive for all.
- Make walking a part of Lincolnshire residents' everyday travel choices to improve physical and mental health wellbeing.
- Enhance walking within Lincolnshire's leisure and tourism offer to support the economy.
- Increase pedestrian safety and make walking feel like a safe and accessible method of travel for all.

The objectives will be achieved through the implementation of a range of policies.

These policies have been categorised into five themes:

- Infrastructure;
- Networks and connectivity;
- New developments;
- Leisure and tourism; and,
- Encouraging and enabling.

The strategy policies sit within one of the themes and contribute to one or more of the four objectives.

The vision, objectives, themes and policies have been informed by the extensive evidence base, stakeholder engagement and policy review.

Policies

The Walking Strategy objectives will be achieved through policies that are arranged into the five themes.

The policies are introduced and presented in the following sections, which also provide a description of the five themes.

The table of policies within each theme references how each of the policies contribute towards one or more the strategy objectives.

Theme 1: Infrastructure

Providing the appropriate infrastructure to enable walking journeys.

In many parts of the county, the walking infrastructure connects people with the places that they want to reach on foot or allows them to connect with other forms of transport for an onward journey.

However, there is a lack of consistency in infrastructure, with many parts of the county lacking the appropriate infrastructure to support walking journeys, many of which are local trips within peoples' neighbourhoods.

The lack of appropriate infrastructure is a key barrier to more people walking for more of their journeys or as a leisure activity.

The Infrastructure policies in this Walking Strategy seek to identify where there are gaps in infrastructure or where the existing provision needs renewal.

Our approach will be strategic where necessary, following the DfT Local Cycling and Walking Infrastructure Plan (LCWIP) approach to identify and prioritise where walking infrastructure improvements are needed.

We will also work collaboratively and at a local level, with planning authorities, parish councils and other stakeholders to identify areas for improvement and to seek funding from different sources to deliver the interventions.

Theme 2: Networks and connectivity

Enhancing walking's role in connecting people to the places they want to reach.

Walking allows people to make door-to-door journeys and can be an independent, reliable, accessible and low-cost form of travel.

However, the potential for the role of walking when it comes to connecting people and place is often hindered by a lack of connectivity and incoherent networks.

The policies in this Networks and connectivity theme aim to address the existing barriers that make it difficult to walk for part or all of a particular journey.

Walking supports the use of public transport, which will play a key role in a low-carbon transport future. The better integration of walking and public transport will allow the benefits of greater use of both modes to be realised, enhancing accessibility and connectivity across Lincolnshire.

Other emerging forms of sustainable transport that are likely to become mainstream in the future, such as shared mobility (e.g. bike sharing), will need integration with walking to fulfil their potential. The early identification of opportunities to integrate walking with other sustainable forms of transport will be key to facilitating increased levels of walking.

The Public Rights of Way (PRoW) network includes over 2,500 miles of routes for walking and in some cases cycling and horse-riding. The PRoW network provides a valuable resource to support walking trips for all purposes and the enhancement of the network is vitally important to supporting this Walking Strategy.

The road network uses an approach to signage and wayfinding for drivers that makes it understandable and consistent across Lincolnshire and beyond, regardless of the type of road. An effective and legible walking network needs the equivalent approach, whether using a footway adjacent to a road, a waterway path or a public footpath.

The Walking Strategy aims to address how the countywide walking network is presented to users, both when planning a journey and when using wayfinding information whilst making a journey.

Linking to the Leisure and tourism theme (theme 4), the legibility of Lincolnshire's walking network is important in supporting the visitor economy, ensuring people less familiar with their surroundings can make the most of walking routes as part of their excursion.

Theme 3: New developments

Opportunities to create sustainable communities with active travel at the centre.

There are four Local Plans that provide the land use planning framework for Lincolnshire over the next few decades:

- Central Lincolnshire Local Plan (City of Lincoln, West Lindsey and North Kesteven).
- East Lindsey Local Plan.
- Southeast Lincolnshire Local Plan (Boston Borough and South Holland).
- South Kesteven Local Plan.

The Local Plans include the provision of over 80,000 additional homes in Lincolnshire by 2036, approximately one-third of which will be in Sustainable Urban Extensions developed alongside the existing urban areas such as Lincoln and Boston.

These new developments provide a significant opportunity to embed sustainable behaviours from the outset and as such, a new developments theme forms part of this Walking Strategy.

The policies within the new developments theme seek to capitalise on the opportunity to put walking (and cycling) at the forefront of the transport hierarchy within major new development sites.

This is not just about enabling people to travel around easier on foot, it is also about creating walkable neighbourhoods that are shown to enhance social and community engagement³³, helping to create happier and more healthy communities.

The policies seek to work with our partners in the planning authorities to ensure effective planning and design of the development sites.

There is also a focus on maximising funding opportunities to deliver infrastructure and secure a revenue stream to implement effective travel planning, supporting new residents with the means to travel sustainably and use walking as part of their everyday travel choices.

Theme 4: Leisure and tourism

As a popular leisure and tourism activity, walking improves physical and mental health, can boost community spirit and supports a key part of the economy.

Many people in Lincolnshire walk for leisure several times a week, making it one of the most popular ways that people keep active.

It is also apparent that the COVID-19 pandemic saw more people walk more frequently than they did before¹³, which included exploring their local areas as wider travel was restricted and many places and activities were closed.

For many people this has increased the importance of being able to access green space and walking routes from home, without always needing to travel further afield to undertake this activity.

However, many people are still inactive and not meeting the minimum Government guidelines for activity per week with Lincolnshire's adult population identified as one of the most inactive in England¹⁴.

The Walking Strategy will aim to build on the increase in people walking in their local area and seek to engage more people walking at least once a week as part of a health and active lifestyle.

Lincolnshire has a significant leisure and tourism offer for residents and visitors alike, with walking routes through the picturesque countryside and along the scenic coastline. Our historic towns and the City of Lincoln are key attractions but are also compact and walkable.

More people exploring these locations on foot or combining walking with other sustainable modes will benefit the economy, while providing health and wellbeing benefits to people and contributing to our wider sustainability agenda.

It is likely that more people will take days out and holidays within the UK in the immediate future and Lincolnshire has much to offer, such as scenic walking routes and destinations, both inland and along the coast.

The flat topography in many areas, particularly the coastal resort towns, provide opportunities for walking to play a greater role in how people get around once they have arrived at their holiday accommodation.

More people walking as part of a leisure and tourism activity, whether they are residents or visitors, also provides an opportunity to boost the economy and support local businesses due to an increase in footfall. This is particularly important at present as many local businesses hope for a continued emergence from the COVID-19 lockdown restrictions.

Theme 5: Encouraging and enabling

Influencing behaviour and removing barriers.

We understand that walking is often not a viable option for many people due to accessibility issues. Even for those who are able to walk, not every journey is walkable due to distance, household characteristics or time constraints. There are also barriers that reduce the amount of walking for leisure purposes, such as access to open spaces and leisure routes.

The issue of pedestrian safety on our roads is an area we will continue to address, working with partner organisations in the process. Our approach will involve continuing existing programmes, such as the Community Speed Watch Scheme and identifying new initiatives that will contribute towards vision zero in terms of deaths and serious injuries.

We also recognise that the perception of safety and security can be a barrier to walking for many people. Accordingly, we want to better understand the obstacles that people face, recognising that this step is essential for implementing appropriate measures to increase walking.

The strategy is inclusive, supporting people of all ages to include walking as part of maintaining an active lifestyle, such as engaging with schools in addition to the ageing population.

The Strategy will also aim to encourage and enable walking by focusing on the segments of the population that have the highest propensity for increasing their walking levels. This will facilitate a tailored approach to enabling and encouraging walking based around people, the places they want to access and the activities they want to undertake.

Promoting walking as a way that people can build physical activity into their daily lives will be a key focus of the strategy. We will work with partners to achieve this, supporting mutual objectives related to creating a more active and healthier Lincolnshire.

<p>To achieve theme 1</p> <p>The Lincolnshire Walking Strategy objectives in relation to the infrastructure theme will:</p>	<p>Improve the quality and usability of the walking environment to ensure it is safe and inclusive for all.</p>	<p>Make walking a part of Lincolnshire residents' everyday travel choices to improve physical and mental.</p>	<p>Enhance walking within Lincolnshire's leisure and tourism offer to support the economy.</p>	<p>Increase pedestrian safety and make walking feel like a safe and accessible method of travel for all.</p>
<p>Develop and review cycling and walking infrastructure plans for every local transport strategy area in-line with the DfT LCWIP guidance.</p>	●	●		●
<p>Use LCWIPs where available to identify and implement infrastructure improvements to facilitate walking trips to key destinations, such as schools, town/village centres, employment sites and transport interchanges.</p>	●	●	●	●
<p>Work collaboratively with partners and enforce travel plans where relevant as part of the planning process to maximise funding opportunities for walking infrastructure from every available source, including Section 106 and competitive bidding.</p>	●			
<p>Work with planning authorities, parish councils, and other bodies to identify and mitigate physical barriers to walking, such as the crossing of roads, railways and waterways, particularly those identified as key links and where the current and proposed PRow network intersects.</p>	●	●		●
<p>Improve the pedestrian environments in urban centres by promoting infrastructure changes and traffic management measures as part of placemaking and creating spaces where people want to walk, dwell and carry out linked trips through schemes such as streetscape planting and urban realm enhancements.</p>	●	●	●	●
<p>Ensure that all infrastructure changes associated with new or improved walking routes to include comprehensive wayfinding and safety features such as lighting where appropriate.</p>	●		●	●
<p>Expand the 'School Living Streets' programme across Lincolnshire based on initial trial in Lincoln.</p>	●	●		●
<p>Develop an updated Rights of Way Improvement Plan (ROWIP) that includes plans to enhance the existing PRow network and develop new connections.</p>	●		●	●

<p>To achieve theme 2</p> <p>The Lincolnshire Walking Strategy objectives in relation to the networks and connectivity theme will:</p>	<p>Improve the quality and usability of the walking environment to ensure it is safe and inclusive for all.</p>	<p>Make walking a part of Lincolnshire residents' everyday travel choices to improve physical and mental.</p>	<p>Enhance walking within Lincolnshire's leisure and tourism offer to support the economy.</p>	<p>Increase pedestrian safety and make walking feel like a safe and accessible method of travel for all.</p>
<p>Review and audit wayfinding signage to identify where improvements are needed (particularly in areas with high visitor numbers) and implement improvements.</p>	●	●		●
<p>Improve the connectivity between walking and other sustainable modes of travel as part of enabling people to reduce dependency on cars for more journeys.</p>	●	●	●	●
<p>Develop an updated Rights of Way Improvement Plan (ROWIP) that includes plans to enhance the existing PRoW network and develop new connections.</p>	●		●	●
<p>Work with public transport operators to promote and facilitate multi-modal journeys that include walking.</p>		●	●	
<p>Use the local cycling and walking network plans that have been developed for the urban areas of the county to identify and implement walking infrastructure schemes and develop public realm and place centred initiatives – securing funding that becomes available for these interventions.</p>	●	●	●	●
<p>Develop (alongside partners) a consistent signage and way finding strategy.</p>	●		●	●
<p>Establish a branded county PRoW network with associated signage and mapping.</p>	●		●	●
<p>Revamp our mapping, ensuring digital and paper coverage of maps for active travel journeys.</p>		●	●	●
<p>Integrate walking with other modes of travel as part of a sustainable door-to-door journey.</p>		●		●

<p>To achieve theme 3</p> <p>The Lincolnshire Walking Strategy objectives in relation to the new developments theme will:</p>	<p>Improve the quality and usability of the walking environment to ensure it is safe and inclusive for all.</p>	<p>Make walking a part of Lincolnshire residents' everyday travel choices to improve physical and mental.</p>	<p>Enhance walking within Lincolnshire's leisure and tourism offer to support the economy.</p>	<p>Increase pedestrian safety and make walking feel like a safe and accessible method of travel for all.</p>
<p>Work with planning authorities to ensure that walking is prioritised through effective planning and design of new developments.</p>	●	●	●	●
<p>Work with planning authorities to prioritise development that provides mixed land use creating neighbourhoods that are walkable and well connected.</p>	●	●	●	●
<p>Enhance existing PRoW and identify opportunities for additions to the PRoW network in relation to new developments.</p>	●	●		●
<p>Work with planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.</p>	●	●	●	●
<p>Work with planning authorities to ensure travel plans that encourage and facilitate walking are developed and implemented.</p>		●		

<p>To achieve theme 4</p> <p>The Lincolnshire Walking Strategy objectives in relation to the leisure and tourism theme will:</p>	<p>Improve the quality and usability of the walking environment to ensure it is safe and inclusive for all.</p>	<p>Make walking a part of Lincolnshire residents' everyday travel choices to improve physical and mental.</p>	<p>Enhance walking within Lincolnshire's leisure and tourism offer to support the economy.</p>	<p>Increase pedestrian safety and make walking feel like a safe and accessible method of travel for all.</p>
<p>Work with partners to develop a co-ordinated walking tourism offer as part of Brand Lincolnshire.</p>			●	
<p>Work with partners to promote walking routes and destinations, such as the Wolds, the Viking Way and the Coast, as part of Lincolnshire's tourism offer.</p>			●	
<p>Identify and enhance where needed the key highway and PRoW routes that offer opportunities for people to access local green space, particularly those in urban areas.</p>	●	●	●	●
<p>Build on the increase in local leisure walking during the lockdown periods by promoting local routes and green spaces.</p>		●	●	
<p>Continue to support and promote events that celebrate walking, such as local Walking Festivals.</p>			●	

<p>To achieve theme 5</p> <p>The Lincolnshire Walking Strategy objectives in relation to the encouraging and enabling theme will:</p>	<p>Improve the quality and usability of the walking environment to ensure it is safe and inclusive for all.</p>	<p>Make walking a part of Lincolnshire residents' everyday travel choices to improve physical and mental.</p>	<p>Enhance walking within Lincolnshire's leisure and tourism offer to support the economy.</p>	<p>Increase pedestrian safety and make walking feel like a safe and accessible method of travel for all.</p>
<p>Identify population segments that have a higher propensity for walking and develop targeted approaches to encouraging and facilitating walking among these segments.</p>		●		
<p>Continue engagement with schools to support them in encouraging and facilitating more students to walk to school or walk as part of the journey.</p>		●		
<p>Promote walking as an accessible and enjoyable part of a healthy lifestyle with physical and mental health benefits, working across teams and with partners to develop active travel campaigns.</p>		●	●	
<p>Work with the Lincolnshire Road Safety Partnership to reduce the number and severity of pedestrian casualties, working towards vision zero in terms of deaths and serious injuries.</p>		●		●
<p>Work with partners, such as Ageing Better to support the ageing population in adopting and maintaining active lifestyles through walking.</p>		●		
<p>Encourage, enable and promote people to walk (or use walking as part of a multi-modal journey) to events.</p>		●	●	

Delivery

The delivery of the LTP 5 and its sub-strategies, such as this Walking Strategy, are primarily the responsibility of LCC.

The key mechanisms for delivering this strategy will be through the LTP Project Board and the Local Transport Boards.

Some of the policies included in the Walking Strategy are solely the responsibility of LCC and will be delivered collaboratively by various teams within the Council.

However, to enable the effective delivery of the Strategy and fully realise the Council's vision for increasing walking, we will need to work in collaboration with partner organisations to successfully deliver many of the policies. We will seek to draw on our partners' experience, knowledge and authority in the delivery of the policies and the ultimate achievement of our walking strategy objectives.

To drive forward this Walking Strategy and the new Cycling Strategy, we will establish an Active Travel Delivery Group that will bring together key partners involved in the delivery of walking and cycling policies.

The Active Travel Delivery Group will set out SMART actions (Specific, Measurable, Achievable, Realistic, and Time-based) aligned to each of the policies to form an implementation plan for bringing forward the contents of the Walking Strategy.

The Active Travel Delivery Group will allow for collaboration between different organisations that share mutual aims of increasing walking and cycling in Lincolnshire. The Group will also facilitate alignment with existing strategies, such as Active Lincolnshire's Let's Move Lincolnshire¹⁵ physical activity blueprint.

Our key delivery partners are set out against each of the Walking Strategy Policies under each of the five overarching themes in the following table.

Infrastructure	
Policies	Working with
Develop cycling and walking network plans for every local transport strategy area along the lines of the DfT LCWIP guidance.	<ul style="list-style-type: none"> • Planning authorities
Use LCWIPs where available to identify and implement infrastructure improvements to facilitate walking trips to key destinations, such as schools, town/village centres, employment sites and transport interchanges.	<ul style="list-style-type: none"> • Planning authorities
Work collaboratively with partners to maximise funding opportunities for walking infrastructure from every available source, including Section 106 and competitive bidding.	<ul style="list-style-type: none"> • Planning authorities
Work with planning authorities, parish councils, and other bodies to identify and mitigate physical barriers to walking, such as the crossing of roads, railways and waterways, particularly those identified as key links and where the current and proposed Public Rights of Way (PRoW) network intersects.	<ul style="list-style-type: none"> • Planning authorities • Parish councils
Improve the pedestrian environments in urban centres by promoting infrastructure changes and traffic management measures as part of placemaking and creating spaces where people want to walk, dwell and carry out linked trips through schemes such as streetscape planting and urban realm enhancements.	<ul style="list-style-type: none"> • Planning authorities
Ensure that all infrastructure changes associated with new or improved walking routes to include comprehensive wayfinding and safety features such as lighting where appropriate.	<ul style="list-style-type: none"> • Planning authorities
Expand the 'School Living Streets' programme across Lincolnshire based on the initial trial in Lincoln.	<ul style="list-style-type: none"> • Schools • Living Streets
Develop an updated Rights of Way Improvement Plan (ROWIP) that includes plans to enhance the existing PRoW network and develop new connections.	<ul style="list-style-type: none"> • Planning authorities • Parish councils

Network and connectivity	
Policies	Working with
Review and audit wayfinding signage to identify where improvements are needed (particularly in areas with high visitor numbers) and implement improvements.	<ul style="list-style-type: none"> • Planning authorities
Improve the connectivity between walking and other modes of travel as part of a sustainable door-to-door journey and enabling people to reduce dependency on cars for more journeys.	<ul style="list-style-type: none"> • Public transport operators
Develop an updated Rights of Way Improvement Plan (ROWIP) that includes plans to enhance the existing Public Rights of Way (PRoW) network and develop new connections.	<ul style="list-style-type: none"> • Planning authorities • Parish councils
Work with public transport operators to promote and facilitate multi-modal journeys that include walking.	<ul style="list-style-type: none"> • Public transport operators
Use the local cycling and walking network plans that have been developed for the urban areas of the county to identify and implement walking infrastructure schemes and develop public realm and place centred initiatives – securing funding that becomes available for these interventions.	<ul style="list-style-type: none"> • Planning authorities
Develop a consistent signage and way finding strategy.	<ul style="list-style-type: none"> • Planning authorities
Establish a branded county Public Rights of Way (PRoW) network with associated signage and mapping.	<ul style="list-style-type: none"> • Planning authorities
Revamp our mapping, ensuring digital and paper coverage of maps for active travel journeys.	

New developments	
Policies	Working with
Work with Planning Authorities to ensure that walking is prioritised through effective planning and design of new developments.	<ul style="list-style-type: none"> • Planning authorities
Work with Planning Authorities to prioritise development that provides mixed land use creating neighbourhoods that are walkable and well connected.	<ul style="list-style-type: none"> • Planning authorities
Enhance existing Public Rights of Way (PRoW) and identify opportunities for additions to the PRoW network in relation to new developments.	<ul style="list-style-type: none"> • Planning authorities
Work with Planning Authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	<ul style="list-style-type: none"> • Planning authorities
Work with Planning Authorities to ensure Travel Plans that encourage and facilitate walking are developed and implemented.	<ul style="list-style-type: none"> • Planning authorities

Leisure and tourism	
Policies	Working with
Work with partners to develop a co-ordinated walking tourism offer as part of Brand Lincolnshire.	<ul style="list-style-type: none"> • Planning authorities
Work with partners to promote walking routes and destinations, such as the Wolds, the Viking Way and the Coast, as part of Lincolnshire's tourism offer.	<ul style="list-style-type: none"> • Planning authorities
Identify and enhance where needed the key highway and Public Rights of Way (PRoW) routes that offer opportunities for people to access local green space, particularly those in urban areas.	<ul style="list-style-type: none"> • Planning authorities
Build on the increase in local leisure walking during the lockdown periods by promoting local routes and green spaces.	<ul style="list-style-type: none"> • Planning authorities • Active Lincolnshire
Continue to support and promote events that celebrate walking, such as local Walking Festivals.	<ul style="list-style-type: none"> • Event organisers

Encouraging and enabling	
Policies	Working with
Identify population segments that have a higher propensity for walking and develop targeted approaches to encouraging and facilitating walking among these segments.	<ul style="list-style-type: none"> • Planning authorities • Event organisers
Continue engagement with schools to support them in encouraging and facilitating more students to walk to school or walk as part of the journey.	<ul style="list-style-type: none"> • Schools • Living Streets
Promote walking as an accessible and enjoyable part of a healthy lifestyle with physical and mental health benefits, working across teams and with partners to develop active travel campaigns.	<ul style="list-style-type: none"> • Active Lincolnshire
Work with the Lincolnshire Road Safety Partnership to reduce the number and severity of pedestrian casualties.	<ul style="list-style-type: none"> • Lincolnshire Road Safety Partnership
Work with partners, such as Ageing Better to support the aging population in adopting and maintaining active lifestyles through walking.	<ul style="list-style-type: none"> • Ageing Better
Encourage, enable and promote people to walk (or use walking as part of a multi-modal journey) to events.	<ul style="list-style-type: none"> • Event organisers

Monitoring and measuring success

To ensure that our walking and cycling strategies are effective we will monitor performance and review the strategies on a regular basis. To monitor and measure success of these strategies we will:

- Review and report on our performance every year.
- Develop our thinking and approach based on performance, changing technology and other opportunities for innovation.
- Be open to challenge from partners and stakeholders.
- Actively monitor published data sources; and,
- Identify appropriate technology and data sources to collect our own data across Lincolnshire.

Our approach to data

Robust data gathering and reporting is crucial to making our work a success. Holding sufficient, and suitable data allows us to spot changes and pinpoint weaknesses. It allows us to be proactive by seeing our actions are changing the way we travel and which of our residents and communities need support.

Some of the sources are published data that we will access, and others will be generated specifically to support the monitoring of this Strategy. We will also work with partner organisations who already undertake a range of data analysis, such as the Lincolnshire Road Safety Partnership, to gain key insights.

Solid evidence base is also essential for ensuring Lincolnshire has the best possible chance of the Government funding. Government funding rounds are very competitive and although the county has seen several successes so far, we must have modern and high-quality data capture to demonstrate our case.

Underpinning all this must be recognition that modern technology requires modern data capture. We will work with IT and app providers to access high-quality trip data can give us detailed and accurate insights into areas for improvement.

We will seek out additional data sources that may be identified through the course of the active travel strategies and be open to technological and methodological innovations to support our monitoring approach.

We cannot do this alone; we will work with local active travel groups and support new ones to provide that constructive feedback that shows us how developments affect you. Through this we will seek to capture the evidence to support the developments you need to make cycling and walking a viable choice. We will also invite consultation on a range of active travel KPIs for the county to consider.

Monitoring framework

The following framework presents how we will monitor the strategy against each of the Objectives. The framework is based on several indicators of change in walking behaviours and the sources that we will use to analyse these indicators.

The Walking Strategy and developed indicators will be included as part of the monitoring of the LTP 5.

Objective	Indicator	Source
Improve the quality and usability of the walking environment to ensure it is safe and inclusive for all.	Audit scores	<ul style="list-style-type: none"> • Audits • Public feedback
	Mode share of walking for journeys to work	<ul style="list-style-type: none"> • Census data • Travel plan data
Make walking a part of Lincolnshire residents' everyday travel choices to improve physical and mental health and wellbeing.	Mode share of walking for school trips	<ul style="list-style-type: none"> • School travel surveys • Living Streets travel tracker data
	Frequency of walking for travel	<ul style="list-style-type: none"> • Active lives data • DfT walking and cycling statistics • Travel plan data
	Frequency of leisure walking	<ul style="list-style-type: none"> • Active lives data • DfT walking and cycling statistics • Travel plan data
Enhance walking within Lincolnshire's leisure and tourism offer to support the economy.	Footfall near to leisure and tourism attractions	<ul style="list-style-type: none"> • Counts
	Mode of travel to reach leisure and tourism destinations	<ul style="list-style-type: none"> • Surveys
	Usage of leisure walking routes	<ul style="list-style-type: none"> • Surveys • Counts
Increase pedestrian safety and make walking feel like a safe and accessible method of travel for all.	Number of collisions involving pedestrians	<ul style="list-style-type: none"> • STATS19 data
	Level of concern about safety and security when walking	<ul style="list-style-type: none"> • Surveys • Travel plan data • Engagement with schools, the pupils and parents

Case studies

Development of local cycling and walking infrastructure plans.

An evidence-based approach to developing networks and improving infrastructure.

LCC has an ongoing programme of developing LCWIPs for each of the largest urban areas in the county. The programme follows the DfT methodology for developing LCWIPs, utilising an evidence-based approach to identifying where investment in walking and cycling infrastructure will deliver the greatest benefits.

The development of the LCWIPs has been a collaborative process, engaging with key stakeholders to inform the plans and identify the priority routes for further development. The LCWIPs provide LCC with a series of priority schemes that can be rapidly developed in response to funding opportunities. The LCWIP networks also support the securing of funding through the planning process, providing clear plans of where infrastructure needs improving in relation to land use developments.

Visit Lincolnshire website walking information.

A comprehensive source of information on leisure walking in Lincolnshire.

Visit Lincolnshire is LCC's brand to promote Lincolnshire as a place for holidays and tourism for visitors and residents alike. The Visit Lincolnshire website includes comprehensive information on 'perfect places for walking' within the county, such as the Coast, the Wolds or in the county's historic towns and city.

Featuring an attractive presentation and detailed information on walking routes and destinations, the website supports walking tourism the wider promotion of Lincolnshire as a premier tourism destination.

The website also provides information on related activities, such as cycling, equestrianism and how walking can be used to access popular tourist destinations as well as being a leisure activity in itself.

Abbey Academies and Living Streets.

A multi academy trust approach to WOW, the walk to school challenge.

Bourne Elsea Park and Bourne Abbey earned their Green Flag Eco school status in 2018 and in 2020 they started to focus on transport initiatives. That's where Living Streets and WOW – the walk to school challenge came in. Pupils who take part in WOW record how they travel to school using the interactive WOW Travel Tracker. Pupils who travel actively at least once a week for a month are awarded monthly collectable WOW badges.

After a successful WOW launch at Bourne Elsea Park Church of England Academy supported by Living Streets' School Coordinator, Jessie, Alex Worrall, Eco Schools Lead at the Abbey Academies Trust (comprising of three settings) identified the opportunity for a Trust-wide approach, which has had a huge positive impact. With pupils and classes competing against each other, engagement figures were up across the three settings, and consistently the highest in Lincolnshire.

The number of active trips has increased between 28% and 36%, with 91% of pupils at Colsterworth, 89% of pupils at Bourne Abbey and 80% of pupils at Bourne Elsea Park now walking, cycling or scooting to school.

WOW has helped the schools develop a community feel, with many families supporting this amazing work during lockdown and beyond.

'I always asked my Grandad for lifts to school even though it is a five- or ten-minute walk, but when WOW launched, I started walking all the time so I could make myself proud when I earned a badge.'
Year 6 pupil.

'It was a really motivating scheme as everyone wanted to walk to school to earn their badges and you could tell that lots of people had stopped driving in their cars as there were less on the road.'

Year 6 pupil.

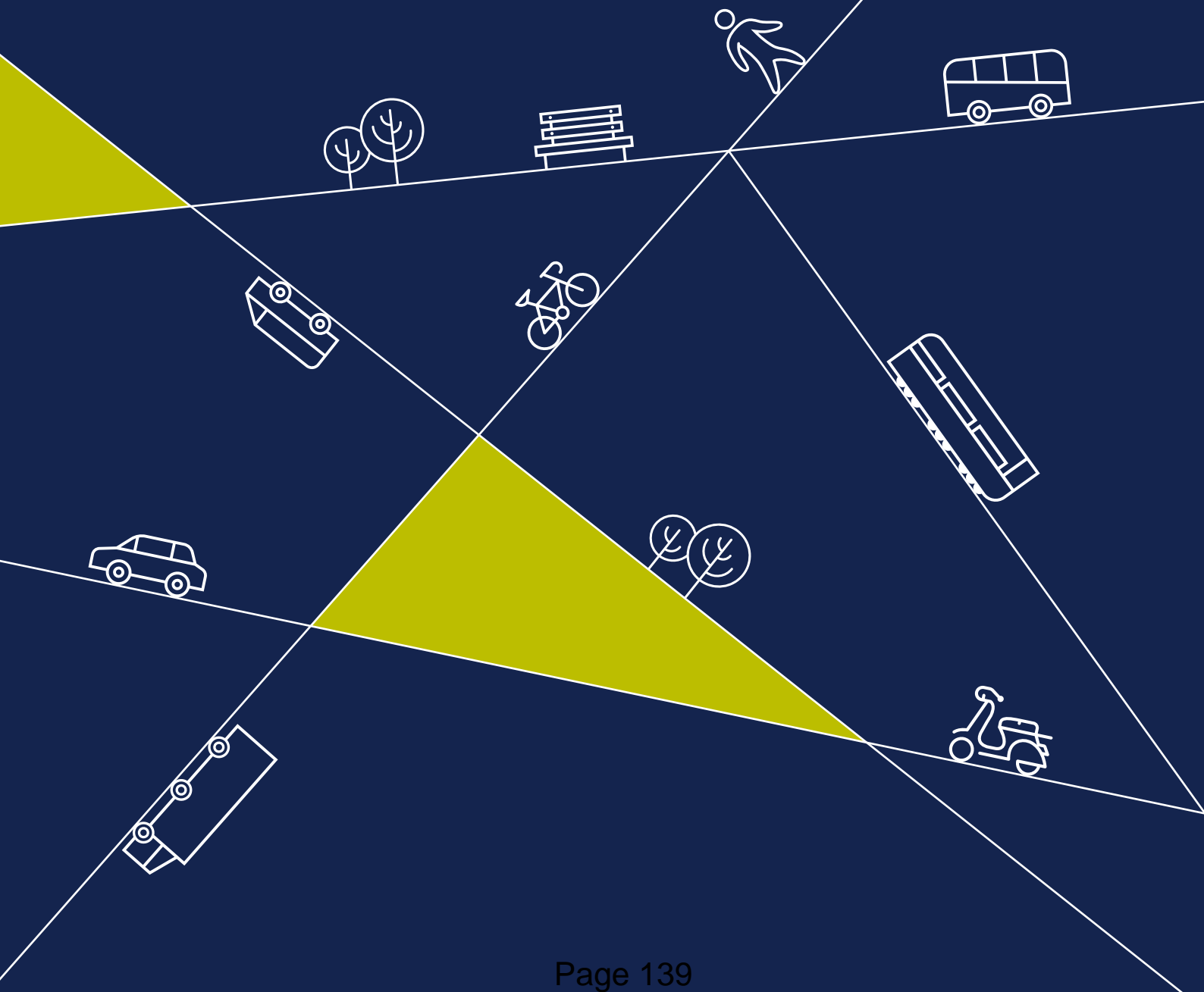
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Glossary

CRP	Community Rail Partnership. A group of local people, mostly volunteers, who promote and undertake small scale works at local stations of lines.	LTB	Local Transport Boards.
DFT	Department for Transport – the Government body who buy most train services and fund Network Rail.	RAP	Route Action Plan.
ECML	East Coast Mainline, line accommodating fast services between the north and London passing through Doncaster and terminating at London Kings Cross.	HIAMP	Highways Infrastructure Asset Management Plan.
EMR	East Midlands Railways – local and regional services across the East Midlands and Long-distance high speed services to London along the Midland Mainline.	SEA	Strategic Environmental Assessment.
GBR	Great British Railway – the proposed future organisation to run England Railway, taking over from Network Rail, DfT and TOCs. See Rail White Paper.	SA	Sustainability Appraisal .
LCC	Lincolnshire County Council.	GVA	Gross Value Added.
LNER	London North Eastern Railway. Operate Long-distance high-speed services to London along the East Coast Mainline.	TfL	Transport for London.
LTP 5	The Lincolnshire County Council's 5th Local Transport Plans (lasting 5 years to 2028/29).	LENNON	Latest Earnings Networked Nationally Overnight.
MML	Midland Mainline, line accommodating fast services between Yorkshire and London, starting at Sheffield and Nottingham/Lincoln and travelling to London St. Pancras via Leicester.	ATC	Automatic Traffic Count.
Northern	Northern Trains – local and regional train company operating services across the north of England.	EV	Electric Vehicle.
ORR	Office of Rail Regulation who oversee Network Rail's performance and report back to DfT.	DECC	Department of Energy and Climate Change.
RTB's	Regional Transport Bodies, including Transport for East Midlands/East Midlands Councils (TfEM/EMC), Midlands Connect, Transport for the North (TfN).	SUEs	Sustainable Urban Extensions.
TOC	Train Operating Company.	UKCRF	UK Community Renewal Fund.
TPD	Trains per day.	UKSPF	UK Shared Prosperity Fund.
TPX	Transpennine Express – inter-regional train company operating services across the north of England and into Scotland.	LUF	Levelling Up Fund.
XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.

Lincolnshire Cycling Strategy



Strategy overview

Lincolnshire County Council (LCC) recognises the role that walking and cycling (active travel) can play in improving the health and wellbeing of our residents, how it can support the economy and contribute towards our commitments to combating climate change.

Active travel will, increasingly, form a key part of how Lincolnshire residents move around the county. As a form of tackling congestion, reducing our carbon footprint, and improving our health, walking and cycling must play an important role.

Walking and cycling can also play a part in other, non-transport, issues. Our high streets and towns are changing, we rise to this challenge by adapting to what the high street will look like in the future and making our towns and villages more 'people friendly'. We will encourage economic growth and support the vitality of towns and villages as places where people dwell and where the principle focus of the town is not to facilitate the through movement of motor traffic.

The development of walking and cycling strategies is a key step in our approach to increase all forms of walking and cycling activity in Lincolnshire, from people travelling to work to those enjoying a walk or jog in their local area or a weekend cycle ride.

While cycling and walking both contribute towards similar objectives to improve health, benefit the environment and support the economy, we have taken the approach to develop separate parallel strategies for each. This approach has been adopted to recognise the differences between the two modes of travel, both in terms of their characteristics and the way that people consider them as way of getting around.

Introducing our Cycling Strategy

Our Cycling Strategy sets out how LCC will support cycling in the long-term to improve cycling provision and increase the number of people who cycle on a regular basis. We clearly present our vision and objectives to allow us to plan for the future and lay out our direction for how we take cycling forward in Lincolnshire.

The Cycling Strategy supports the overarching (draft) objectives of the Lincolnshire LTP 5, as follows:

- Economic growth;
- Greening of transport and climate change;
- Creating a thriving environment;
- Supporting safety, security and a healthy lifestyle;
- Promoting high aspirations; and,
- Quality of life.

Along with other sub-strategies of LTP 5, such as the Walking Strategy, this strategy presents how LCC will, through collaboration with partners, deliver policies to facilitate and encourage more cycling by more people across Lincolnshire.

We are ambitious in our aims to increase cycling participation rates and improve the quality of cycling provision in our county. This Strategy brings together the key themes that will enable us to advance that ambition and ensure we have a whole council approach to taking cycling forward in a positive direction.

This strategy will not work in isolation; we are developing our Local Transport Strategies which aim to rebalance travel towards active and sustainable travel options. Supporting this vital work are our cycling and walking network plans, providing a vision for the future of cycling across the county and giving us that foundation for future funding bids.

We are also looking to take advantage of the fantastic leisure cycling market within our county; from the big skies of our fenlands to the rolling hills of the Lincolnshire Wolds the county has something to offer every type of current or potential cycle user. The National Cycle Network Route 1 runs the length of the county, taking in some of the best traffic free riding in the country and taking visitors to some of our finest tourist attractions.

We believe that Lincolnshire can be an example of a rural county leading the way in delivering sustainable travel options. Through this Strategy we hope to realise that ambition and make Lincolnshire a cycling county for all.

Benefits of cycling

Cycling in any form offers the potential to benefit the health of Lincolnshire's residents, boost the economy, improve the environment and enhance the communities we live in. It offers great potential as a low-cost form of transport for short journeys as well as an enjoyable way to spend our leisure time.

The case for investing in cycling is strong¹ due to the range of benefits that it provides and the contribution to wider policy objectives around health, climate change and a sustainable economy.

Health and wellbeing

Many people are not physically active enough and this is contributing to poor physical and mental health². The direct and indirect costs of physical inactivity on the UK economy equates to £7.4 billion each year^{2,3}. UK Physical Activity Guidelines recommend that adults should undertake at least 2.5 hours of moderate activity every week⁴.

Regular exercise for just 20 minutes per day can reduce the risk of heart disease, type-2 diabetes, and stroke⁵. Just 20 minutes of cycling is approximately a three-mile trip by bike and over 50% of the trips people make in Lincolnshire are under three miles, highlighting the opportunity for people to fit this level of exercise into their daily routines.

A more active population means a healthier population with physically active people taking 27% fewer sick days than their colleagues⁶. Those who cycle regularly to work take 1.3 fewer sick days per year on average – saving our NHS £128 million annually⁷.

Cycling has also been shown to benefit mental health, particularly with regards to the journey to work, which is a common cause of stress. Active travel has been shown to reduce levels of stress, helping to support improvements to mental health^{8,9}.

Our vision is to make Lincolnshire one of the best rural counties for cycling in the UK, taking advantage of our natural environment to encourage leisure cycling and making cycling the natural and accessible choice for shorter utility trips for all abilities and ages.

Environment

The health of our planet is an issue of importance like never before, the way we travel is one of the key ways we can all play our part in reducing our emissions and our carbon footprint. A total of 27% of the UKs total emissions come from transport, with 91% of this being from road transport vehicles¹⁰. Meanwhile, 56% of motor vehicle trips are less than 5 miles, and almost 20% are less than one mile¹¹. People who drive to make these trips every day could reduce their motor emissions by a fifth by choosing cycling as a commute for only one day per week.

More people cycling for more of their journeys rather than using the car will benefit the environment through reductions in air pollution, emissions and congestion. Noise and air pollution, particularly in our urban areas, is cause for concern and has links to poor health, such as heart disease and lung cancer⁷. Shifting just 10% of short urban trips from cars to cycling in urban areas in England could save over 100 premature deaths annually¹².

Economy

Nationally, it is estimated that cycling contributes £5.4 billion a year to the economy, the majority of this coming from improved health, reduction in loss of life and reduced pollution and congestion¹⁷.

Locally, cycling helps to support the economy with people travelling by bicycle making more frequent visits and spending more in local shops on average than those that arrive by car¹⁴ while cycle parking delivers five times more retail spend per square metre than the same area of car parking¹³. However, retailers often over-estimate the contribution of car drivers compared to those arriving by sustainable modes¹⁴.

Locations with segregated cycle facilities saw an increase in retail sales by 24% more than comparative locations¹⁵, while public realm improvements connected with active travel can increase retail sales up to 30%¹⁶. It is evident that local high streets shaped around active travel will help deliver economic benefits, while making for more pleasant and desirable places to visit.

The UK cycling industry contributes £2.9 billion to the economy through the sale of bikes, equipment and cycling employment⁷. Cycling also plays a significant role in the UK tourism economy, with £520 million of tourism spend attributed to cycling and mountain biking and over 35,000 jobs directly related to the cycle tourism industry¹⁷.

Employers will benefit from an increased focus on cycling too. Congestion costs the City of Lincoln £127 million per year with drivers spending 36 hours annually in stationary traffic¹⁸. As our urban areas grow the associated demand for travel will increase and we cannot continue to build our way out of congestion through new highway infrastructure.

Challenges and opportunities

Through the compilation of an appropriate evidence base and stakeholder input, the following challenges and opportunities for cycling have been identified for Lincolnshire.

Challenge	Opportunity
Parts of the county suffer from high-levels of deprivation, particularly related to health and disability. This can create a barrier to people cycling.	Cycling offers a way of fitting in the regular exercise people need into their daily routine.
Half of the population live in rural areas where many amenities are not within cycling distance. The dispersed population makes it difficult to reach many residents with measures to promote and facilitate cycle use.	Rural areas are more challenging for creating more utility cycling but offer opportunities for more leisure cycling. The population that live in urban areas are closer to many amenities, offering potential for cycling for everyday journeys.
Across the county, 80% of households have access to a car or van, with over 66% of travel to work trips in Lincolnshire being made by these modes of transport.	In urban areas between 30% and 50% of households do not have access to a car or van. Cycling can provide a flexible and affordable way for people to reach amenities in their local area.
Many existing developments are designed predominantly for access by car.	New land use developments offer potential to create sustainable communities from the outset, with cycling being a key mode of travel.
Cycle infrastructure in many parts of the county (in particular urban areas) is non-existent or not fit for purpose, particularly with regards to the latest national guidance (LTN 1/20). The lack of infrastructure and concerns about safety are the main barriers to cycling for many people.	
Personal barriers to cycling include ill-health, concerns over security and safety and household characteristics.	

Challenge	Opportunity
Natural and man-made barriers to cycling are present in many urban areas, such as waterways, highways and railways. These barriers are compounded by a lack of crossing points, restricting accessibility.	
Parts of the county suffer from high-levels of deprivation, particularly related to health and disability. This can create a barrier to people cycling.	The county as a whole has a flat topography which is favourable for cycling by people of all levels of fitness, ability and confidence.
	The topography not only makes cycling feasible on daily basis for utility trips, it makes Lincolnshire a popular destination for tourists who want to cycle as part of their holiday or potentially the primary reason for their holiday in the county.
	There are many popular cycle routes across the county, such as the Water Railway, offering opportunities for leisure cycling.
	Lincolnshire has a proud cycling heritage and reputation for hosting major cycling events, such as the Lincoln Grand Prix. This can be built on to promote further cycle use and attract visitors to the county.

Strategy overview and approach

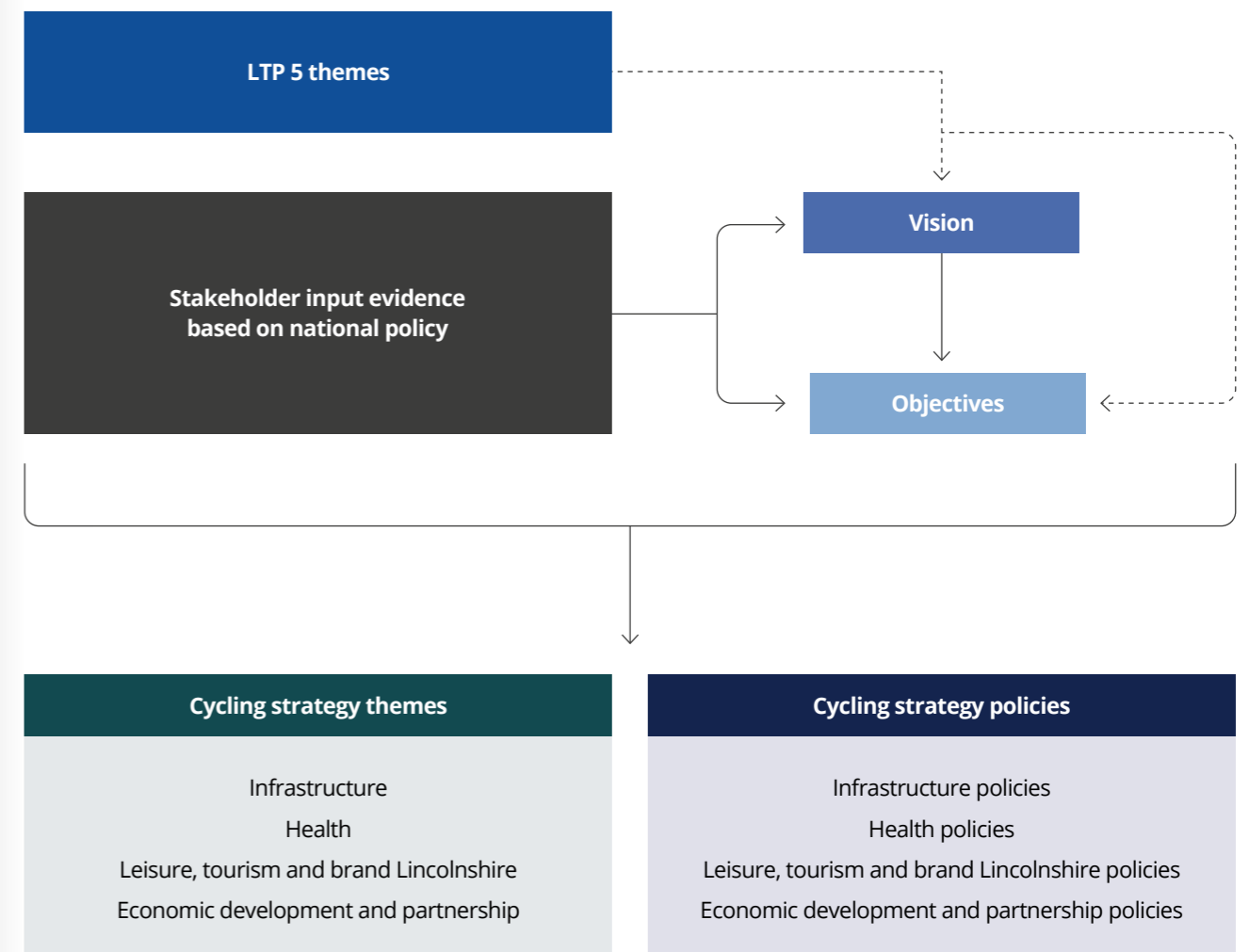
This cycling strategy has been developed to support the overarching objectives of the Lincolnshire LTP 5.

The strategy has been developed using an evidence-based approach, drawing on a range of data and informed by stakeholder input as well as national and local policy.

The figure below presents the approach that has been undertaken to developing the strategy vision, objectives, themes and policies.

The Lincolnshire cycling strategy vision presented in the Introduction section will be realised through the following four Objectives:

- Widen participation in cycling to make it a natural choice for all residents.
- Develop our leisure and tourism offer promoting cycling in the county.
- Improve safety for cycle users and the perception of safety.
- Implement appropriate and effective cycle infrastructure that is safe and inclusive for all.



The objectives will be achieved through the implementation of a range of Policies.

These policies have been categorised into four themes:

- Infrastructure;
- Health;
- Leisure, tourism and brand Lincolnshire; and,
- Economic development and partnerships

The strategy policies sit within one of the themes and contribute to one or more of the four objectives.

The vision, objectives, themes and Policies have been informed by the extensive evidence base, stakeholder engagement and policy review.

Policies

The Cycling Strategy objectives will be achieved through policies that are arranged into the five themes.

The policies are introduced and presented in the following sections, which also provide a description of the four themes.

The table of policies within each theme references how each of the policies contribute towards one or more the strategy objectives.

Theme 1: Infrastructure

Improving cycle Infrastructure to enable more people to cycle more often.

Safe cycling infrastructure is vital to ensuring people feel able to cycle. The 'feeling' of safety is most often cited as a barrier to cycling with 62% of adults aged 18+ in England agreeing that "it is too dangerous for me to cycle on the roads"¹⁹. Although cycling is inherently a safe activity and is more likely to prolong life than shorten it²⁰ if our residents perceive it as an unsafe activity due to the lack of appropriate infrastructure, they are less likely to embrace it.

We have some fantastic cycling routes, but these routes are only as strong as the weakest link. As an authority, we will ensure that new routes connect between the places people want to go to and from, providing 'total routes' for communities and not cutting out where it proves too difficult. Many of these routes will target families and those less confident, providing the incentive to cycle that wasn't there before.

As an authority, we are committed to rebalancing our city, towns, and villages away from motor traffic and towards people. Creating an environment for all our residents to cycle (and walk) in safety around their communities.

Finally, safe cycle through-routes are not enough. We will explore the provision of safe and accessible cycle storage in our towns and villages, encouraging people to dwell, shop, and enjoy their communities sustainably.

Theme 2: Health

Cycling for the health of people and planet.

The physical and mental health challenges that we face in Lincolnshire will continue and potentially get worse unless we fundamentally change how active we are. Cycling offers great potential for people to improve their physical and mental health while allowing them to get to the places they need to reach. It is also an enjoyable leisure activity and a low-impact form of exercise that supports a healthy lifestyle.

We will work to embed cycling at an early age by ensuring as many children as possible are able to access Bikeability cycle training. By helping to establish travel habits and confidence, cycling can last a lifetime. We will also work to make cycling safe for all so that they feel comfortable in being able to use this excellent form of exercise.

The benefits of active travel for both our physical and environmental health are an untapped resource that together we can exploit.

Theme 3: Leisure, tourism and brand Lincolnshire

Cycling for leisure and tourism and building the brand "Cycle Lincolnshire".

Lincolnshire has some of the best cycling country in the United Kingdom. From the big skies and flat roads of our fenlands to the undulating hills of the Lincolnshire Wolds the county has something to offer everyone.

Nationally, the county is renowned for its cycling; from Les Fensom, the Fenland Flyer, to Rebecca Durrell. Lincoln hosts the much-respected Lincoln Grand Prix, with its fearsome Michaelgate cobbled climb, and, for those yet to turn professional, over 1,000 people participate in the Lincoln Grand Prix Sportive alone. Our county boasts a proud cycling heritage that we will build upon.

The early success of the Cycle England project with our partners at Visit Lincoln has shown the potential for cycle tourists to visit our county.

In 2019, TUI Nederland marketed Lincolnshire routes to their Dutch market. We want to take this forward, building a brand to promote cycling around the county taking advantage of our environment and to access our visitor sites from Gainsborough Old Hall to Ayscoughfee Hall.

We also want to encourage our own residents to cycle to enjoy and explore their county. In England, 42% of people aged over five own a bicycle. Amongst adults, bike ownership peaks at ages 40-49 years with 49% owning or having use of a bicycle¹¹. Cycling UK estimate that over 80% of adults have access to a bicycle, yet the amount of adults cycling in Lincolnshire once per month for leisure is only 14.8%¹¹. The potential is there, we must harness it.

We will work with our communities to identify leisure cycling routes and obstacles to getting people on their bikes, ensuring your voice is heard in taking the future of cycling in our county forward.

Theme 4: Economic development and partnership

Cycling for the economy, revitalising the high street and supporting access to economic opportunities.

The lack of access to key economic opportunities such as employment and education, is a particular challenge across the county. Cycling offers the potential for a low-cost and accessible means of travel for people to reach these opportunities, particularly in our urban areas. By providing the appropriate infrastructure and access to a bicycle, we can facilitate more people to cycle for some of their journeys.

As the high street changes, the streetscape and road function need to change with it. Residents and visitors will expect a high street to be more of an experience with the balance between traditional retail and leisure altering. A pedestrian and cycle friendly environment will help to encourage those residents into our market towns.

As mentioned in a previous section; employees who cycle to work take fewer sick days and when surveyed state that their productivity is raised. We will work with businesses to continue our work on behaviour change and to encourage employees to cycle to work.

<p>To achieve theme 1</p> <p>The Lincolnshire cycling strategy objectives in relation to the infrastructure theme will:</p>	Widen participation in cycling to make it a natural choice for all residents.	Develop our leisure and tourism offer promoting cycling in the county.	Improve safety for cycle users and the perception of safety.	Implement appropriate and effective cycle infrastructure that is safe and inclusive for all.
Ensure all new infrastructure is developed according to national standards (for example LTN 1/20 and the Manual for Streets) and ensure cycling is considered in new major infrastructure projects.	●	●	●	●
Examine opportunities to retrofit existing infrastructure to improve quality and ideally according to LTN 1/20.	●	●	●	●
Work with planning authorities, parish councils, and other bodies to identify potential non-highways areas for improvement including bridleways and dedicated private land routes.	●	●		●
Work with planning authorities, parish councils, and other bodies to identify and mitigate physical barriers to cycling, such as the crossing of roads, railways and waterways, particularly those identified as key links and where the current and proposed PRoW network intersects.	●	●		●
Work collaboratively with partners and enforce travel plans where relevant as part of the planning process to maximise funding opportunities for cycling infrastructure from every available source, including Section 106 and competitive bidding.	●		●	●
Develop and review cycling and walking network plans for every local transport strategy area along the lines of the DfT's LCWIP process.	●			●
Expand the 'School Living Streets' programme across Lincolnshire based on initial trial in Lincoln.	●		●	●

<p>To achieve theme 2</p> <p>The Lincolnshire cycling strategy objectives in relation to the health theme will:</p>	Widen participation in cycling to make it a natural choice for all residents.	Develop our leisure and tourism offer promoting cycling in the county.	Improve safety for cycle users and the perception of safety.	Implement appropriate and effective cycle infrastructure that is safe and inclusive for all.
Work with the health sector to propose prescription cycling.	●			
Promote and advocate cycling as a public health benefit, working across teams and with partners to develop cycling campaigns.	●	●		
Continue our support of Bikeability in the county to develop confident cyclists at the earliest possible age. Work with the DfT to establish Lincolnshire as a rural 'beacon' authority for Bikeability training.	●		●	
Continue to prioritise, behavioural change campaigns by targeting residents at key points in their lives to establish active travel as a natural transport choice.	●		●	
Work with the Lincolnshire Road Safety Partnership to reduce the number and severity of cycle user casualties, working towards vision zero in terms of deaths and serious injuries.	●		●	

<p>To achieve theme 3</p> <p>The Lincolnshire cycling strategy objectives in relation to the leisure, tourism and brand Lincolnshire theme will:</p>	Widen participation in cycling to make it a natural choice for all residents.	Develop our leisure and tourism offer promoting cycling in the county.	Improve safety for cycle users and the perception of safety.	Implement appropriate and effective cycle infrastructure that is safe and inclusive for all.
Develop (alongside partners) a consistent signage and way finding strategy enabling cycle users to easily identify routes.	●	●		●
Work with partners to develop and promote a 'Cycle Lincolnshire' brand, building on the success of the Cycle England project.		●		
Revamp our mapping, ensuring digital and paper coverage of maps for all types of cycle users.	●	●		
Continue to support cycling events such as Lincoln Grand Prix Sportive and others throughout the year to establish Lincoln as a destination for amateur cyclists.		●		
Developing community cycling champions around the county and engaging with local cycling groups.	●	●	●	

<p>To achieve theme 4</p> <p>The Lincolnshire cycling strategy objectives in relation to economic development and partnership theme will:</p>	Widen participation in cycling to make it a natural choice for all residents.	Develop our leisure and tourism offer promoting cycling in the county.	Improve safety for cycle users and the perception of safety.	Implement appropriate and effective cycle infrastructure that is safe and inclusive for all.
Continue our support of the Hirebike scheme in Lincoln and examine opportunities for bike share in other areas.	●	●		●
Work collaboratively with planning authorities to enable access to non-highways funding, for example, the Future High Streets Fund.				●
Engage with businesses and business groups to maximise employee cycling potential.	●		●	
Ensure parking is considered in network planning to enable residents to dwell and shop via bike.	●	●		●
Encourage and facilitate the use of cycling for 'first mile and last mile' trips in urban areas for both people and freight, reducing the economic burden and costs of congestion.	●	●		●

Delivery

The delivery of the LTP 5 and its sub-strategies, such as this Cycling Strategy, are primarily the responsibility of the LCC.

The key mechanisms for delivering this Strategy will be through the LTP Project Board and the Local Transport Boards.

Some of the policies included in the Cycling Strategy are solely the responsibility of LCC and will be delivered collaboratively by various teams within the Council.

However, to enable the effective delivery of the strategy and fully realise the Council's vision for increasing cycling, we will need to work in collaboration with partner organisations to successfully deliver many of the policies. We will seek to draw on our partners' experience, knowledge and authority in the delivery of the policies and the ultimate achievement of our Cycling Strategy objectives.

To drive forward this Cycling Strategy and the Walking Strategy, we will establish an Active Travel Delivery Group that will bring together key partners involved in the delivery of walking and cycling policies.

The Active Travel Delivery Group will set out SMART actions (Specific, Measurable, Achievable, Realistic, and Time-based) aligned to each of the policies to form an implementation plan for bringing forward the contents of the Cycling Strategy.

The Active Travel Delivery Group will allow for collaboration between different organisations that share mutual aims of increasing walking and cycling in Lincolnshire. The Group will also facilitate alignment with existing strategies, such as Active Lincolnshire's Let's Move Lincolnshire⁵⁷ physical activity blueprint.

Our key delivery partners are set out against each of the Cycling Strategy policies under each of the five overarching themes in the following table.

Infrastructure	
Policies	Working with
Ensure all new infrastructure is developed according to national standards (for example LTN 1/20 and the Manual for Streets) and ensure cycling is considered in new Highways projects.	<ul style="list-style-type: none"> • Planning authorities
Examine opportunities to retrofit existing infrastructure to improve quality and ideally according to LTN 1/20.	<ul style="list-style-type: none"> • Planning authorities
Work with planning authorities, parish councils, and other bodies to identify potential non Highways areas for improvement including bridleways and dedicated private land routes.	<ul style="list-style-type: none"> • Planning authorities • Parish councils
Work with planning authorities, parish councils, and other bodies to identify and mitigate physical barriers to walking, such as the crossing of roads, railways and waterways, particularly those identified as key links and where the current and proposed PRoW network intersects.	<ul style="list-style-type: none"> • Planning authorities • Parish councils
Work collaboratively with partners and enforce travel plans where relevant as part of the planning process to maximise funding opportunities for walking infrastructure from every available source, including Section 106 and competitive bidding.	<ul style="list-style-type: none"> • Planning authorities
Develop and review cycling and walking network plans for every local transport strategy area along the lines of the DfT's LCWIP process.	<ul style="list-style-type: none"> • Planning authorities

Cycling for health	
Policies	Working with
Work with the health sector to consider prescription cycling.	<ul style="list-style-type: none"> • Lincolnshire CCG
Promote and advocate cycling as a public health benefit, working across teams and with partners to develop cycling campaigns.	<ul style="list-style-type: none"> • Lincolnshire CCG • Sustrans • Active Lincolnshire
Continue our support of Bikeability in the county to develop confident cyclists at the earliest possible age. Work with the DfT to establish Lincolnshire as a rural 'beacon' authority for Bikeability training.	<ul style="list-style-type: none"> • DfT
Continue to prioritise, softer, behavioural change campaigns by targeting residents at key points in their lives to establish active travel as a natural transport choice.	<ul style="list-style-type: none"> • Planning authorities • Schools
Work with the Lincolnshire Road Safety Partnership to reduce the number and severity of cycle user casualties, working towards vision zero in terms of deaths and serious injuries.	<ul style="list-style-type: none"> • Lincolnshire Road Safety Partnership

Leisure, tourism and brand Lincolnshire

Policies	Working with
Develop (alongside partners) a consistent signage and way finding strategy. Enabling cyclists to easily identify routes.	<ul style="list-style-type: none"> • Planning authorities
Work with partners to develop and promote a 'Cycle Lincolnshire' brand, building on the success of the Cycle England project.	<ul style="list-style-type: none"> • Planning authorities • Sustrans • Active Lincolnshire
Revamp our mapping, ensuring digital and paper coverage of maps for all types of cyclists.	
Continue to support cycling events such as Lincoln Grand Prix Sportive and others throughout the year to establish Lincoln as a destination for amateur cyclists.	<ul style="list-style-type: none"> • Event organisers
Developing community cycling champions around the county and engaging with local cycling groups.	<ul style="list-style-type: none"> • Planning authorities • Parish councils • Cycling clubs/groups

Economic development and partnership

Policies	Working with
Continue our support of the Hirebike scheme in Lincoln and examine opportunities for bike share in other areas.	<ul style="list-style-type: none"> • Bike share operators • Lincoln city council • Planning authorities
Work collaboratively with planning authorities to enable access to non-highways funding, for example, the Future High Streets Fund.	<ul style="list-style-type: none"> • Planning authorities
Engage with businesses and business groups to maximise employee cycling potential.	<ul style="list-style-type: none"> • Business groups • Individual businesses • Planning authorities
Ensure parking is considered in network planning to enable residents to dwell and shop via bike.	<ul style="list-style-type: none"> • Planning authorities
Encourage commuter, and low goods 'last mile' delivery cycling, reducing the economic burden and costs of congestion.	<ul style="list-style-type: none"> • Planning authorities • Businesses

Monitoring and measuring success

To ensure that our walking and cycling strategies are effective, we will monitor performance and review the strategies on a regular basis. To monitor and measure success of these strategies we will:

- Review and report on our performance every year;
- Develop our thinking and approach based on performance, changing technology and other opportunities for innovation;
- Be open to challenge from partners and stakeholders;
- Actively monitor published data sources; and,
- Identify appropriate technology and data sources to collect our own data across Lincolnshire.

Our approach to data

Robust data gathering and reporting is crucial to making our work a success. Holding sufficient, and suitable, data allows us to spot changes and pinpoint weaknesses. It allows us to be proactive by seeing our actions are changing the way we travel and which of our residents and communities need support.

Some of the sources are published data that we will access, and others will be generated specifically to support the monitoring of this strategy. We will also work with partner organisations who already undertake a range of data analysis, such as the Lincolnshire Road Safety Partnership, to gain key insights.

A solid evidence base is also essential for ensuring Lincolnshire has the best possible chance of the Government funding. Government funding rounds are very competitive and although the county has seen several successes so far, we must have modern and high-quality data capture to demonstrate our case.

Underpinning all this must be recognition that modern technology requires modern data capture. We will work with IT and app providers to access high quality trip data can give us detailed and accurate insights into areas for improvement.

We will seek out additional data sources that may be identified through the course of the active travel strategies and be open to technological and methodological innovations to support our monitoring approach.

We cannot do this alone; we will work with local active travel groups and support new ones to provide that constructive feedback that shows us how developments affect you. Through this we will seek to capture the evidence to support the developments you need to make cycling and walking a viable choice. We will also invite consultation on a range of active travel KPIs for the county to consider.

Monitoring framework

The following monitoring framework presents how we will monitor the strategy against each of the objectives. The framework is based on several indicators of change in walking and cycling behaviours and the sources that we will use to analyse these indicators.

The Cycling and Walking Strategy along with developed indicators will be included as part of the monitoring of the LTP.

Objective	Indicator	Source
Implement appropriate and effective cycle infrastructure that is safe and inclusive for all.	Audit scores	<ul style="list-style-type: none"> • Audits • Public feedback
Widen participation in cycling to make it a natural choice for all residents.	Mode share of cycling for journeys to work	<ul style="list-style-type: none"> • Census data • Travel plan data
	Mode share of walking for school trips	<ul style="list-style-type: none"> • School travel surveys • Living Streets travel tracker data
	Frequency of cycling for travel	<ul style="list-style-type: none"> • Active Lives data • DfT walking and cycling statistics • Travel Plan data
Develop our leisure and tourism offer promoting cycling in the county.	Frequency of leisure cycling	<ul style="list-style-type: none"> • Active lives data • DfT walking and cycling statistics • Travel plan data
	Cycle use near to leisure and tourism attractions	<ul style="list-style-type: none"> • Counts
	Mode of travel to reach leisure and tourism destinations	<ul style="list-style-type: none"> • Surveys
Improve safety for cycle users and the perception of safety.	Usage of leisure cycling routes	<ul style="list-style-type: none"> • Surveys • Counts
	Number of collisions involving cycle users	<ul style="list-style-type: none"> • STATS19 data
	Level of concern about safety and security when cycling	<ul style="list-style-type: none"> • Surveys • Travel plan data • Public feedback • DfT cycling statistics

Case studies

Development of local cycling and walking infrastructure plans.

An evidence-based approach to developing networks and improving infrastructure.

LCC has an ongoing programme of developing LCWIPs for each of the largest urban areas in the county. The programme follows the DfT methodology for developing LCWIPs, utilising an evidence-based approach to identifying where investment in walking and cycling infrastructure will deliver the greatest benefits.

The development of the LCWIPs has been a collaborative process, engaging with key stakeholders to inform the plans and identify the priority routes for further development. The LCWIPs provide LCC with a series of priority schemes that can be rapidly developed in response to funding opportunities. The LCWIP networks also support the securing of funding through the planning process, providing clear plans of where infrastructure needs improving in relation to land use developments.

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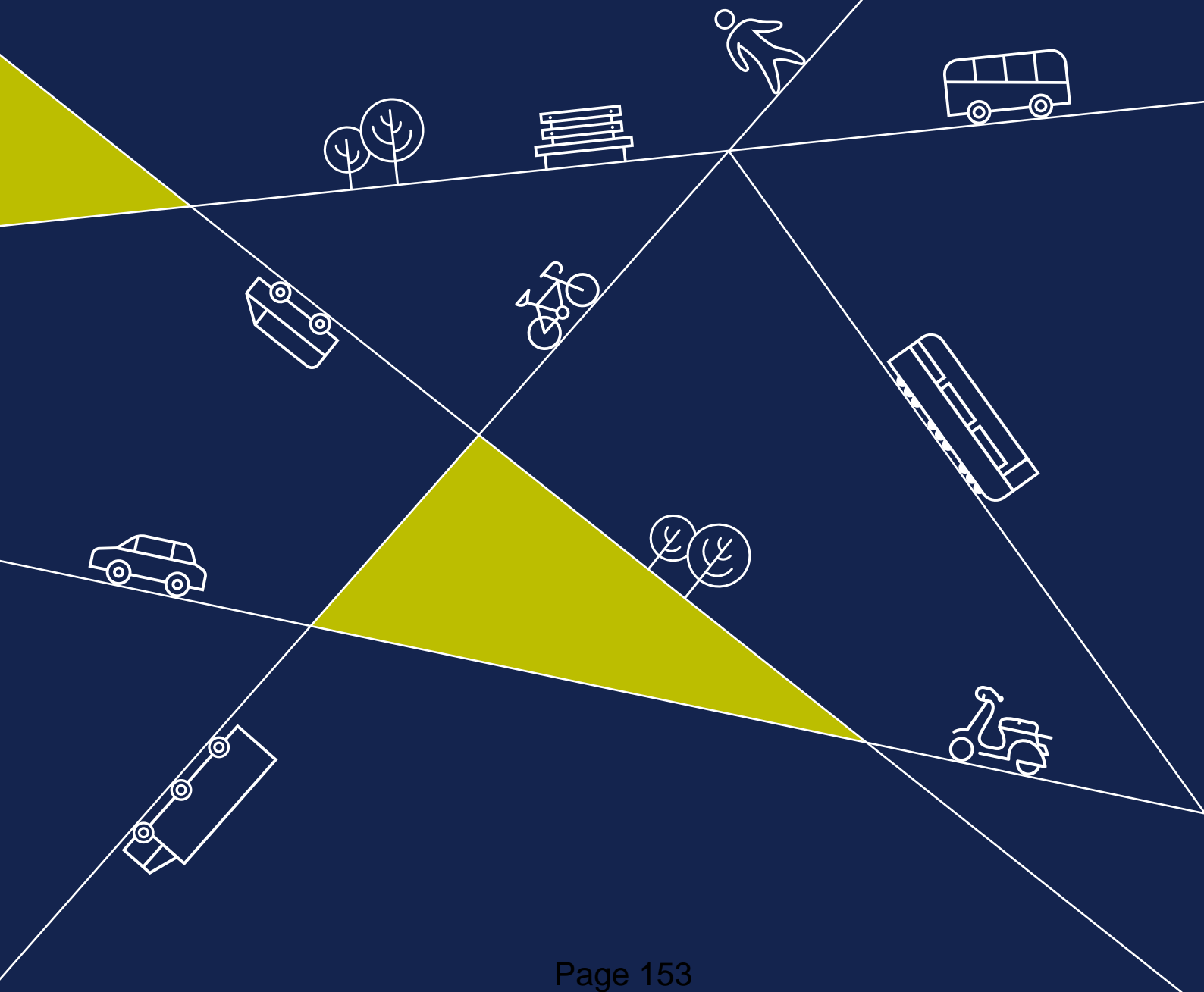
Glossary

CRP	Community Rail Partnership. A group of local people, mostly volunteers, who promote and undertake small scale works at local stations of lines.	LTB	Local Transport Boards.
DFT	Department for Transport – the Government body who buy most train services and fund Network Rail.	RAP	Route Action Plan.
ECML	East Coast Mainline, line accommodating fast services between the north and London passing through Doncaster and terminating at London Kings Cross.	HIAMP	Highways Infrastructure Asset Management Plan.
EMR	East Midlands Railways – local and regional services across the East Midlands and Long-distance high speed services to London along the Midland Mainline.	SEA	Strategic Environmental Assessment.
GBR	Great British Railway – the proposed future organisation to run England Railway, taking over from Network Rail, DfT and TOCs. See Rail White Paper.	SA	Sustainability Appraisal .
LCC	Lincolnshire County Council.	GVA	Gross Value Added.
LNER	London North Eastern Railway. Operate Long-distance high-speed services to London along the East Coast Mainline.	TfL	Transport for London.
LTP 5	The Lincolnshire County Council's 5th Local Transport Plans (lasting 5 years to 2028/29).	LENNON	Latest Earnings Networked Nationally Overnight.
MML	Midland Mainline, line accommodating fast services between Yorkshire and London, starting at Sheffield and Nottingham/Lincoln and travelling to London St. Pancras via Leicester.	ATC	Automatic Traffic Count.
Northern	Northern Trains – local and regional train company operating services across the north of England.	EV	Electric Vehicle.
ORR	Office of Rail Regulation who oversee Network Rail's performance and report back to DfT.	DECC	Department of Energy and Climate Change.
RTB's	Regional Transport Bodies, including Transport for East Midlands/East Midlands Councils (TfEM/EMC), Midlands Connect, Transport for the North (TfN).	SUEs	Sustainable Urban Extensions.
TOC	Train Operating Company.	UKCRF	UK Community Renewal Fund.
TPD	Trains per day.	UKSPF	UK Shared Prosperity Fund.
TPX	Transpennine Express – inter-regional train company operating services across the north of England and into Scotland.	LUF	Levelling Up Fund.
XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.



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Lincolnshire Local Bus Strategy



Strategy overview

This strategy builds on previous work carried out on behalf of the county council, including:

- A consideration of the impacts of COVID-19 on the bus industry and how COVID-19 could influence bus policy nationally and across Lincolnshire in during the term of LTP 5.
- An appraisal of local transport strategies across the county and nationally.
- A review of the Bus Services Act 2017 to understand the powers that the Council has to deliver bus services.
- An assessment of mobility aspirations in Lincolnshire.

This strategy initially considers the current passenger offer, examining existing bus services, networks and operators. It then examines the challenges faced by operators and the county council in providing bus services in Lincolnshire. The next step is to document the core strategic objectives and start to identify areas for intervention to enhance the bus offer and the sustainability of bus provision. Interventions and schemes are then identified and appraised before measurable outcomes are identified to assess the success (or otherwise) of this bus strategy in meeting the Council's strategic objectives.

The current bus offer

This section considers the current bus offer across Lincolnshire before examining bus usage and the demand for bus travel. This provides the context against which this Lincolnshire Bus Strategy can overcome the challenges faced and transform rural mobility and connect all areas of the county to jobs, education, health and leisure services.

Bus supply

A key part of the last countywide Bus Strategy in Lincolnshire was to develop a clear hierarchical structure for local bus services to meet the differing needs of users in different areas. This has led to the following structure that remains in place today:

- Commercial urban bus services.
- Supported urban bus services – including into town services which were provided with initial support to encourage them to become commercially viable over time.
- Interconnect (interurban) services to create a frequent (hourly) service between all towns across the county and to towns and cities near the county's boundaries.
- CallConnect services to provide a dependable service to all rural areas of the county without an alternative service.

Complementing the above services, the county council is responsible for providing transport for different groups – some being statutory responsibilities while others are decisions taken by the Council. Additional services funded by the Council include:

- Home to school transport;
- Special educational needs transport; and,
- Adult social care transport.

When considering home to school transport, the Council aims to support the commercial bus network by encouraging scholars to travel on that network where there are suitable services, with travel funded by the county council. Where there no suitable services, the Council funds dedicated school bus services, many of which are integrated into the commercial bus network before and after providing the school service. This helps to provide an efficient use of vehicles and the cost of supporting the school bus then helps to underpin the commercial viability of services.

There are 276 live local bus service registrations, operated by 29 different operators, as presented in the table below. The largest operator is Lincolnshire Road Car (Stagecoach East Midlands) with 81 registered services, although this underestimates the total number of actual services as some registrations include more than one service, for example, the registration for service 7 between Lincoln and Ermine Estates includes service 8. P C Coaches, Transport Connect and Brylaine Travel all have between 20 and 30 registrations, while F Hunt, Centrebus North, Sleaford Taxi Co and T C Mini coaches have between 10 and 20 local bus registrations. 21 of the 29 operators have 8 or fewer registered services. This highlights that while there is a broad operator base across the county, the majority of registered bus services are provided by a small number of operators.

Operator	Services	Operator	Services
Lincolnshire Road Car	81	Marshall's of Sutton-on-Trent	3
P C Coaches of Lincoln	28	Phil Haines Coaches	3
Transport Connect	26	Gem Mini Travel	2
Brylaine Travel	24	GHP Trading	2
Sleaford Taxi Co	17	Kettlewell (Retford)	2
Centrebus North	16	Robert Dent & Linda Horstwood	2
F Hunt	13	Travel Wright	2
T C Mini Coaches	11	Amvale	1
Delaine Buses	8	Eyms	1
Grayscroft	8	GDS 2016	1
Mark Bland Travel	5	Mark James Curley	1
W H Fowler & Sons	5	Nigel Dickson & Julie Overton	1
Cambus	4	Stuart & Jane Oakland	1
National Express	4	Vectare	1
Go West Travel	3		

Of these registrations:

- 77 receive de minimis support from the county council to a total annual value of approximately £1.2 million.
- 45 local bus services are tendered by the county council, with an annual cost of approximately £1.3 million – some of these are tendered school services.
- 26 services are CallConnect contracts, with an annual cost of £2.9 million.

Interconnect

The following services are designated Inter Connect services providing connections between the urban areas of Lincolnshire:

- 1 Grantham – Lincoln (Stagecoach)
- 37 Peterborough – Spalding (Stagecoach)
- 51 Grimsby – Louth (Stagecoach)
- 53 Grimsby – Lincoln (Stagecoach)
- 56 Lincoln – Skegness (Stagecoach)
- 57 Skegness – Spalding (Stagecoach)
- 59 Mablethorpe – Skegness (Stagecoach)
- 100 Lincoln – Scunthorpe (Stagecoach)
- 505 Kings Lynn – Spalding (Stagecoach)
- IC5 Boston – Lincoln (Brylaine)
- IC7 Boston – Skegness (Brylaine)
- X57 Skegness – Boston (Stagecoach)

While not branded as an Interconnect service, Delaine Buses operates interurban services between Bourne and Peterborough with 30-minute headways on service 101, and between Bourne, Spalding and Stamford at hourly headways.

Within the 2006 Bus Strategy, the target for interconnect services was to provide a minimum of an hourly service between the towns of Lincolnshire. At the time of writing, all of these services are being operated at a maximum of 60-minute headways, although morning, evening and weekend service provision can vary.

Headways on Interconnect services have typically deteriorated over recent years as operators have reduced service frequencies. Service 51, for example, previously operated at 30-minute headways, but reverted to hourly headways in 2012. Equally, Service 505 between Kings Lynn and Spalding operated at 30-minute headways when operated by Norfolk Green, but has again been downgraded to an hourly frequency service in the past few years.

Into Town

There are Into Town services in the following towns towards the south of the county:

- Grantham (Centrebus) – 2 services typically operating at 30-minute headways between 07:00 and 18:00 Monday to Saturday (at the time of writing in February 2021).
- Spalding (Brylaine) – 2 services operating between 07:45am and 17:30pm Monday to Saturday.
- Sleaford (Sleafordian) – 3 services that operate on an hourly headway between 09:00 and 13:00 Monday to Saturday.
- Boston (Brylaine) – 4 services (IT1, IT2, IT5, IT6) operating on an hourly headway between 08:00 and 17:30 Monday to Saturday.

In addition, the Louth Nipper (P C Coaches) service provides a similar level of service to Into Town in and around Louth with one service operating at hourly headways between 07:00 and 17:45. Of these five services, three continue to receive support from the county council.

CallConnect

There are 39 CallConnect services providing access to essential goods and services for all those living in rural Lincolnshire without access to other local bus services. The whole of Lincolnshire is served by CallConnect, except for the City of Lincoln which has sufficient coverage of local bus services to provide local residents with the access they require to essential goods and services.

Geographic provision

Lincolnshire is wholly covered by local bus service provision, as illustrated below. Urban, Into Town and Interconnect services provide comprehensive coverage across the county within and between the larger settlements. Away from these fixed route bus services, CallConnect provides a local bus service for residents that require a service to be able to access essential goods and services. In summary, the local bus offer provides a minimum level of local bus provision to all Lincolnshire residents.

Temporal provision

While the geographic coverage of bus services is complete, the hours and days that local bus services operate is key to whether there are services at the times people want to use them. In Lincolnshire, the temporal provision of bus services can vary greatly, and varies by service and by operator. The following analysis was carried out in February 2020 before any COVID-19 travel restrictions were lifted, thus some timetables may reflect winter service levels as opposed to summer levels (impacting on Skegness and the east-coast towns more than others), while COVID-19 timetables may also reflect lower service levels on some services.

Within urban areas, bus services typically operate longer hours and over more days of the week. As shown in the following table, services in Lincoln, Skegness and Grantham have frequent services of half hourly or better, particularly in Lincoln. These services operate every day of the week in Lincoln, although Sunday frequencies are reduced for most services, while outside of Lincoln urban services do not typically operate on Sundays. Urban services in Lincoln operate into the evening, with the last buses departing Lincoln on services 6, 9 and 15/16 being after 21:00. Outside of Lincoln, the last service of the day is before 18:00 during weekdays.

Interurban services, most of which operate in Lincolnshire under the Interconnect brand, typically operate at hourly headways. All services commence before 0800 during weekdays (except the IC7) while there is a mixed picture during evenings. The last departure on service 56 between Lincoln and Skegness is later in the evening (21:00) but for most other services, the last service of the day is before 19:00.

Away from fixed route bus services, CallConnect services operate from 07:00 until 19:00, six days a week.

Selection of core bus services in Lincolnshire

Operator	Description	Services	Headway	Start	Finish	Days
Stagecoach	Lincoln – Leadenham	1	30 mins	05:20	18:15	7
Stagecoach	Lincoln – Branston	2	30 mins	06:45	18:45	7
Stagecoach	Lincoln – Birchwood & county Hospital	6 / X6	10 mins	05:20	21:30	7
Stagecoach	Lincoln – Birchwood	9	20 mins	05:40	21:00	7
Stagecoach	Lincoln – North Hykeham	15 / 16	10 mins	05:50	21:30	7
Stagecoach	Lincoln – Louth	50	2 hours	05:55	17:15	6
Stagecoach	Lincoln – Market Rasen	53	1 hour	06:40	18:20	6
Stagecoach	Lincoln – Skegness	56	1 hour	06:00	21:00	6
Stagecoach	Lincoln – Gainsborough	100	1 hour	07:35	18:05	6
Stagecoach	Louth – Grimsby	51	1 hour	05:50	18:15	6
Stagecoach	Skegness – Chapel	1 / 3	30 mins	06:25	19:05	7
Stagecoach	Skegness – Boston	57	1 hour	06:20	18:15	6
Brylaine Travel	Lincoln – Boston	IC5	1 hour	07:50	18:00	6
Brylaine Travel	Boston – Skegness	IC7	1 hour	09:10	16:40	6
Brylaine Travel	Spalding Town	IT1 / IT2	1 hour	07:45	15:00	6
Brylaine Travel	Boston Town	IT1 – IT6	1 hour	08:04	17:04	6
Delaine Buses	Bourne – Peterborough	101 / 102	30 mins	06:10	19:30	7
Delaine Buses	Spalding – Stamford	301 / 302	1 hour	07:35	17:15	7
Centrebus	Grantham – Alma Park	1	30 mins	06:25	18:05	6
Centrebus	Grantham – Earlsfield	1	30 mins	07:00	17:35	6
Centrebus	Grantham – Barrowby Gate	3	1 hour	08:00	17:45	5
P C Coaches	Lincoln – Saxilby	777	6 svcs/day	06:45	17:45	6
Hunts Coaches	Skegness – Alford	7	6 svcs/day	06:45	16:05	6

Inter-urban services Urban and suburban services

Bus fleet

The county council does not keep a formal record of the age of all buses plying services across Lincolnshire. However, according to ukbuses.co.uk, the average age of buses operating from Stagecoach East Midlands' Lincolnshire depots (Lincoln, Gainsborough, Long Sutton and Skegness) is between 13 and 13.5 years. The average age of buses operated by Brylaine Travel, according to Bus Times.org, is around 16 years per bus, while Delaine Buses has an average fleet age of between 10 and 11 years across all of its current registered buses, according to its own website. Across the three operators, which account for more than 75% of all local bus mileage in Lincolnshire, the average age of buses in service at the current time is between 13 and 14 years.

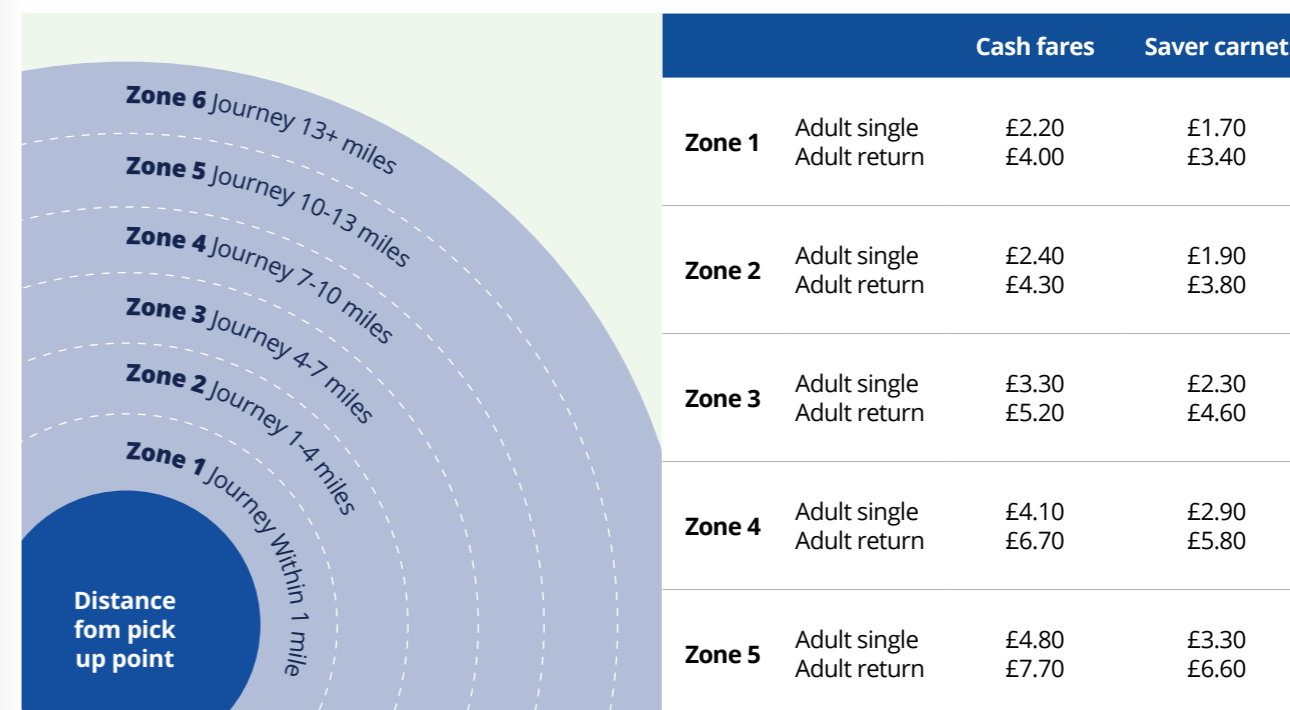
In 2019/20, the average age of the bus fleet in England was 8.8 years old'. Therefore, the bus fleet in Lincolnshire is significantly older than buses used elsewhere in the country. This is likely to contribute to higher levels of CO₂ emissions from the bus fleet directly, while older buses may also contribute to poor air quality in some parts of the county.

Bus fares

As much of the fixed route bus network is commercial or supported through a minimum subsidy tender, operators have full control over control bus fares and products. Fares scales for all operators are graduated, so passengers are charged a higher fare the longer distance they travel. All local bus operators offer single and return tickets, while day, carnet and longer period tickets are typically offered by only the 'largest' operators. All operators typically have fare products for adults and children, while have their own commercial scholar products.

In the case of CallConnect services, the county council determines the price of fares using a distance-based zonal structure. Cash single fares range from £2.20 (2021 prices) to £4.80 for a journey between 10 and 13 miles. Discounts are offered for those purchasing a return ticket – typically between 21% and 30% compared to the equivalent cash fare - while a further discount is offered to those willing to purchase a 10-trip carnet product. This latter discount ranges from 11% to 15% when compared to the equivalent cash fare.

CallConnect Fare Zones (at February 2021)



While operators have their own fare products, there are few examples of integrated fares across multiple operators. When using CallConnect, passengers can connect onto commercial services using the ticket purchased on CallConnect, and vice versa. This arrangement is a 'knock for knock' agreement where there is an acceptance of tickets on CallConnect and other local bus services but no exchange of fare revenue between operators. Other than CallConnect, all fare products provided by operators are for those individual operator's services only, and there are no integrated fares or multi-operator ticketing schemes in place at the present time.

The price of bus travel to the passenger is an important contributory factor to bus use across the county. The county council does not retain historic fares data for Lincolnshire bus operators, but it does retain the average bus fare across all operators that are part of the Lincolnshire English National Concessionary Travel Scheme.

Change in average ENCTS scheme bus fares in Lincolnshire

Year	Scheme avg.fare	Change	CPT cost index	RPI
2012/13	£1.727			
2013/14	£1.790	3.6%	2.2%	3.0%
2014/15	£2.084	20.7%	4.9%	5.5%
2015/16	£2.105	21.9%	5.8%	6.5%
2016/17	£2.162	25.2%	5.8%	8.4%
2017/18	£2.294	32.8%	8.0%	12.3%
2018/19	£2.379	37.8%	11.4%	16.0%
2019/20	£2.460	42.5%	15.8%	19.0%

The table below shows the average fare for the Lincolnshire ENCT scheme since 2012/13. This shows that fares increased by approximately 42.5% between 2012/13 and 2019/20. During this same period, RPI increased by approximately 19% while operating costs for bus operators in 'the Midlands' increased by 15.8% according to the Confederation of Passenger Transport.

It appears that bus fares have increased by more than inflation and by more than operating costs, although Lincolnshire may not be typical of the broader 'Midlands' region which may include numerous large urban areas where operating costs may be substantially different. There could be a variety of reasons for the proportional change in bus fares over this period and it is important to explore these reasons in greater detail so that any interventions by the county council can be targeted where they would have the greatest impact.

Bus ticketing

All local bus operators have their own ticket offer, with cash options available on all operator services. Some operators provide their own proprietary smart cards to customers, notably Stagecoach and Brylaine Travel. Mobile ticketing is available on Centrebus and Stagecoach services, while contactless C.EMV options are available across many operators including Delaine Buses, Stagecoach and several others, including on CallConnect services.

Contactless C.EMV payment options in Lincolnshire are typically 'model 1' in nature. Model 1 is a single-tap, fixed price pay as you go model for on-bus ticketing, akin to the purchase of a product from a retailer. For the sale of single, return, day or other period tickets, the transaction is carried out once and a paper ticket issued which is used for any subsequent journeys. Model 2 is an aggregated pay as you go model where C.EMV card taps are aggregated at the end of the day per period and the optimal fare is determined. At the present time, this model has not been introduced in the county as there have been technology limitations to allow for graduated fare scales. Technology does now exist to enable a 'tap-in and tap-out' model for bus operators, but none have adopted this technology at the time of writing.

The Lincolnshire ETM loan scheme

During 2020, the county council implemented the 'Lincolnshire ETM loan scheme' that enabled bus operators across the county to acquire modern electronic ticket machines (ETM) and other ticketing equipment through the scheme. The loan scheme, funded by the county council, allows smaller operators who would typically not be able to afford a modern ETM and back office system to acquire this equipment and pay a loan fee each year for a period of five years.

Due to COVID-19, the loan scheme did not initially intend to include C.EMV readers on the ETMs, but due to the need to minimise cash handling, the loan scheme was enhanced to allow operators to acquire C.EMV readers through the scheme. At the time of writing, three bus operators have acquired ETMs and offer C.EMV payments, while many more are in the process of signing up to the scheme.

Bus demand

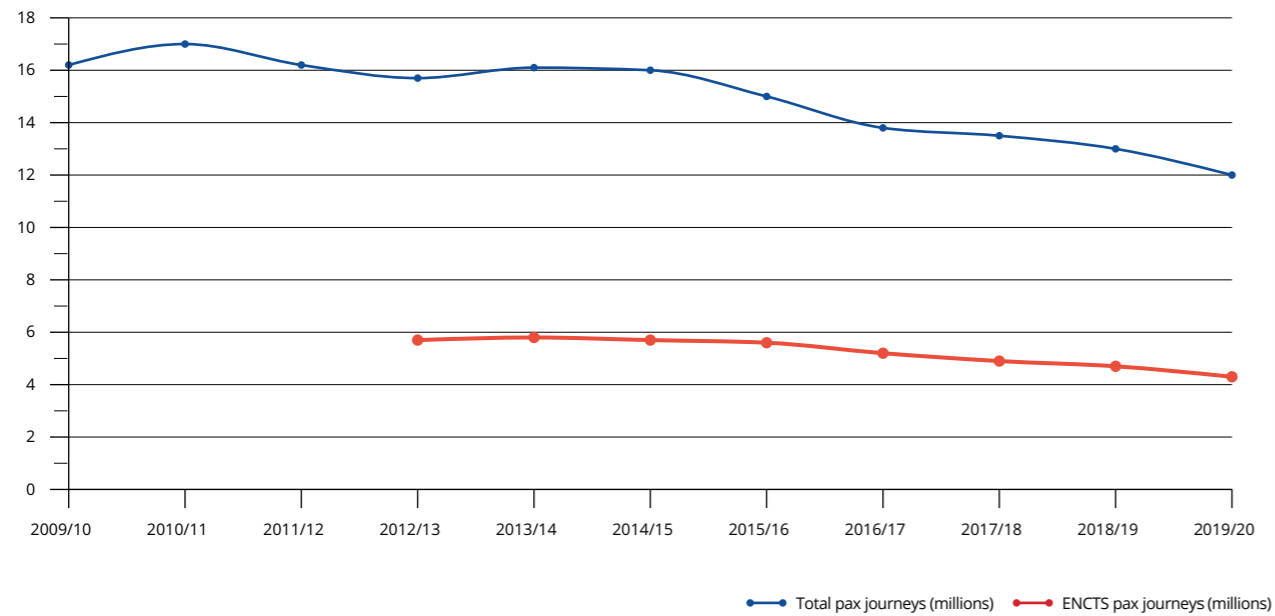
As discussed, Lincolnshire has had in place a structured local bus network for more than a decade. During this time, passenger journeys have been typically in decline. Between 2010/11 and 2019/20, total bus passenger numbers in Lincolnshire declined by 28.8%. Much of that decline occurred between 2013/14 and 2019/20 as total bus passenger journeys reduced from 16.09 million to 12.03 million journeys. At the same time, concessionary passenger trips declined by 20.6%, suggesting that there has been a greater reduction in local bus use amongst commercial and other non-concessionary passengers.

ENCTS passengers account for around 37.5% of all passengers using local bus services. This highlights the importance of concessionary reimbursement to operator revenues, and appears to substantiate operator claims in recent years that concessionary reimbursement underpins the commercial network across the county.

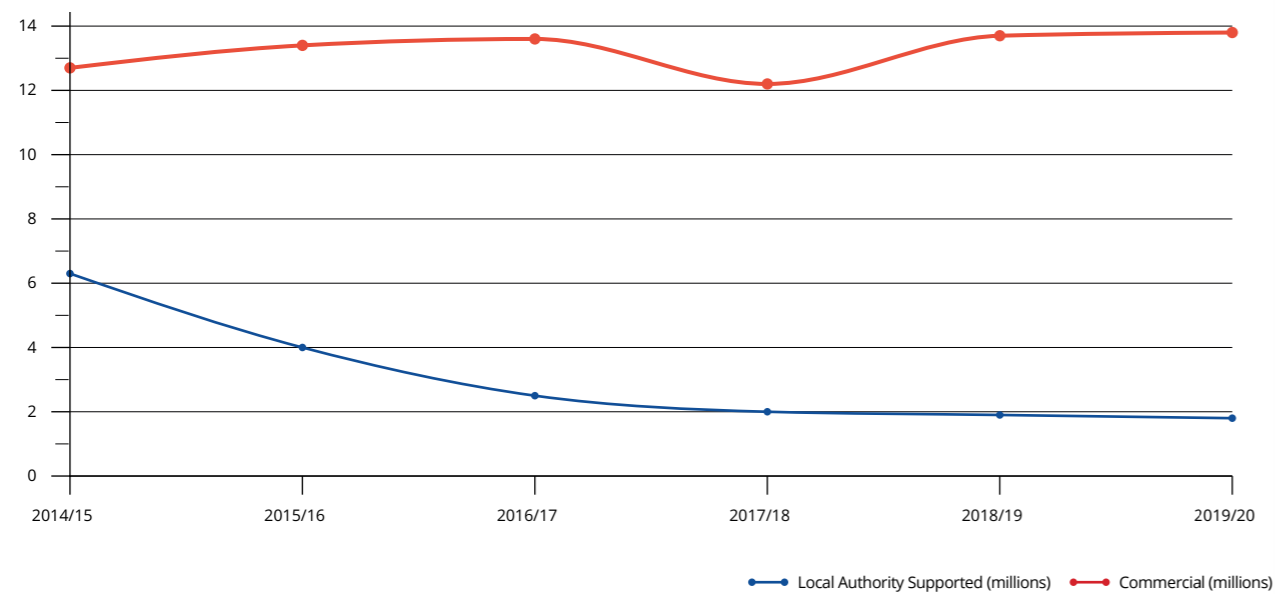
Comparing passenger numbers to changes in bus mileage help to explain why there are fewer passengers on bus services across the county. Since 2014/15, local authority funded kilometrage in Lincolnshire has declined around 70% from nearly 6.5 million km to 1.92 million km per year. Compared to the wider East Midlands, bus kilometrage reduced by 57% compared to 70% in Lincolnshire. During the same period, commercial kilometrage in Lincolnshire increased from 12.7 million km to 13.67 million km while total local bus kilometrage reduced by 18.7%. During this time, total passenger numbers declined 24.6% suggesting that the reductions in mileage have had a disproportionately negative impact on bus patronage.

Bus user satisfaction was last surveyed in Lincolnshire in 2018. 89% of customers were satisfied with the overall journey, compared to 88% nationally. Considering fare payers only however, the overall journey satisfaction rating was 85% compared to 85% nationally amongst fare payers. However, beneath those headline statistics are additional metrics that provide greater detail of passenger opinions. Journey times in Lincolnshire are rated at 88% compared to 85% nationally, while punctuality (71%) is below the national average of 74% and value for money in Lincolnshire is 56% compared to 64% nationally. This suggests that punctuality and value for money are two areas that Lincolnshire bus operators could improve upon compared to other parts of England.

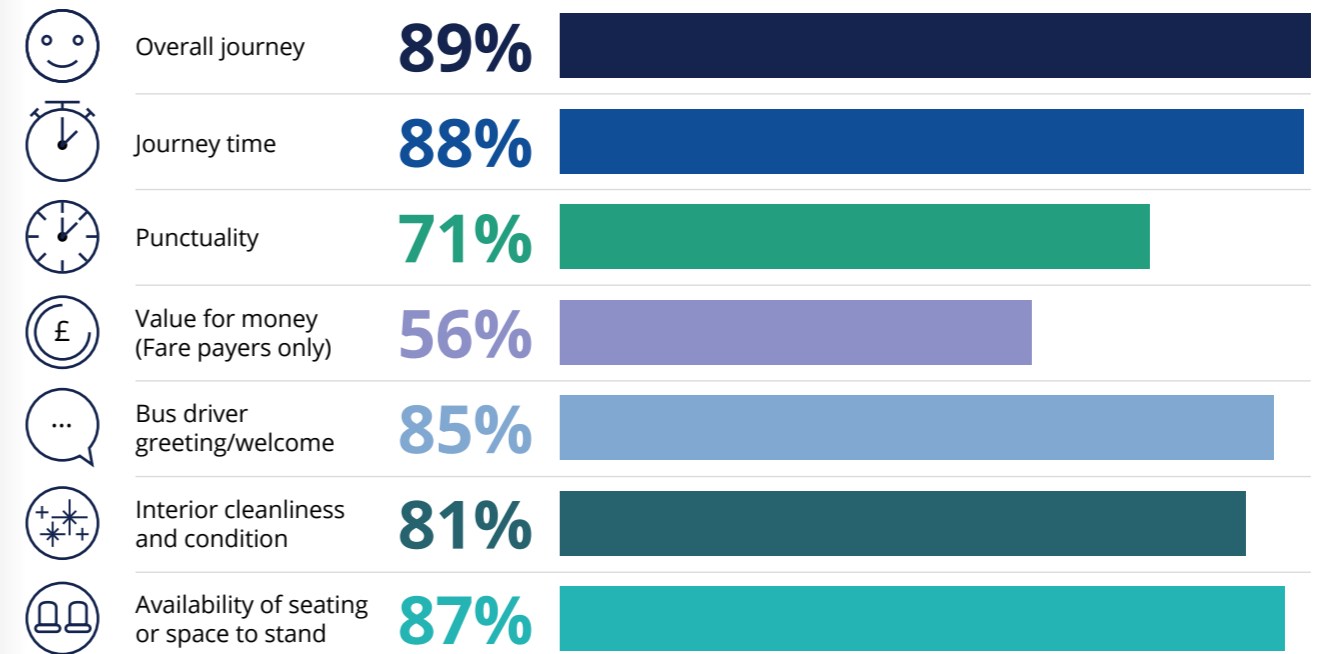
Local bus passenger journeys in Lincolnshire



Live kilometres travelled by commercial and local authority supported services



Extract from Passenger Focus 2018 Bus Passenger Survey



Country: England (excludes London) Local Transport Authority area: Lincolnshire Year: 2018

Consideration

Despite the deregulated local bus market, the county council plays a fundamental role in the planning and delivery of local bus services across the county. The 2006 Bus Strategy developed a formal hierarchical structure to local bus services with urban, interurban and CallConnect services ensuring every Lincolnshire resident can be mobile and have access to essential goods and services.

Where viable and safe, the council provides free travel for eligible scholars on the commercial network, and where this is not possible the council provides dedicated school bus services – the cost of which is significant. Alongside this direct support, the council also funds the English National Concessionary Travel Scheme which accounts for around one third of all trips made on the local bus network.

The council's policy to take on the financial risk of CallConnect services provides a minimum level of mobility for all, overcoming the challenge of the rural nature of much of the county. Alongside CallConnect, the council also supports the local bus network directly through minimum subsidy contracts, home to school, special educational needs and adult social care contracts.

The provision of local bus services varies across the county. Lincoln has a reasonable supply of morning, evening and weekend bus services, but outside of Lincoln there are few early morning, evening and Sunday services. In rural areas, local bus services are often provided to fit around school services, suggesting an efficient use of vehicles, but shows that the contracts provided by the Council for school services underpin the commerciality of large swathes of the local bus network.

Lincolnshire has a broad range of local bus and school bus operators, with a good geographic spread of operators across the county. This is healthy for competition for tendered services whilst it prevents monopolistic behaviour that is present in other local authority areas where there are a small number of operators. It is essential that Lincolnshire maintains this broad spread of operators for the future health of bus service provision.

There is no formal integrated ticketing in Lincolnshire and very few integrated fares. Only CallConnect tickets enable interchange with other bus services on a knock for knock basis and with no apportionment of sharing of revenue. The roll out of 'model 1' contactless payments on most bus operators in Lincolnshire provides a single electronic payment mechanism, but without any integrated fares to provide any form of capping or discounting when travelling on multiple operator services. While demand for multi-operator fare products would likely be low across the county, the lack of integrated multi-operator fare products may be a potential barrier for some users.

Bus fares appear to have increased by well above inflation and above the change in operating costs. This coincides with a reduction in bus passenger journeys and a reduction in live mileage on supported services. This might suggest that operators have increased fares to compensate for the reduction in patronage and the reduction in financial support provided by the Council, which itself highlights the role that council funding plays in ensuring the provision of local bus services, but also limiting fare increases.

Increasing bus fares, while impacting on fare payers, also has an impact on council budgets. An increase in fares has a direct impact on ENCTS reimbursement and on home to school travel costs (where eligible scholars travel on the commercial network), thus council's budgets come under increased pressure the more fares increase. This in turn makes operator revenues increasingly reliant on council funds.

The most recent user satisfaction surveys in Lincolnshire suggest that both punctuality and value for money are areas that Lincolnshire operators perform poorly compared to elsewhere. This corresponds with the above inflation increase in fares since 2012 and helps to highlight a way forward for this local Bus Strategy to better meet the needs of users.

Overall, it is evident that the council plays an essential role in ensuring the mobility of residents, but the council also plays a fundamental role in financing the local bus network. This highlights the opportunities and risks for the council. The key risk is that operators become increasingly reliant on funding from the council, although this also represents an opportunity to have a greater control over the local bus network and a greater say in how it is managed. Understanding the challenges faced by operators would help to highlight areas that this Bus Strategy could overcome whilst meeting the longer-term aspirations and objectives of the council. This will be considered in the next section.

Challenges of operating buses in Lincolnshire

There are many challenges that face the bus industry in Lincolnshire. This section identifies some of the key issues that this Bus Strategy should consider carefully in order to make the Lincolnshire bus network more attractive, comprehensive and financially sustainable.

Low population density makes practical and affordable public transport difficult to provide in these areas.

– Campaign for Better Transport, 2018

Population density

With a population of approximately 1,082,000 and a land area of 6,975km², Lincolnshire has a population density of around 155 people per km². This is one of the lowest population densities in England, and more sparsely populated than Norfolk, Cornwall and Devon.

As documented by the Campaign for Better Transport in their 2018 publication 'The future of rural bus services in the UK', the challenge with a sparse population and a large area is that buses must travel longer distances and have fewer passengers to transport compared to more densely populated areas. Relative to more densely populated areas, bus operating costs are greater while passenger revenues are reduced.

This in turn results in higher fares that passengers must pay to travel by bus, and therefore the relative cost of bus travel versus alternative modes will be a significant factor in travel choices.

The nature of rural Lincolnshire is that there are many settlements with small populations, and many that are not on direct links between the larger more urban settlements. This means that fixed route local bus services may miss large swathes of people without diverting off main corridors. This reduces the potential customer base which adds more pressure for operators to cover operating costs from those passengers who live along the route and who choose to use the bus. CallConnect DRT services have helped to solve this particular issue as flexible routings are based on passenger demand, but this does not support the core commercial bus network.

A consequence of a commercially challenging operating area is that bus operators typically have little spare revenue to invest in new vehicles. As discussed earlier, the average age of the Lincolnshire bus fleet is between 13 and 14 years old (based on a sample of three of the larger operators in Lincolnshire) which is greater than the average aged bus fleet in non-metropolitan areas of England (8.8 years in 2019/20). With few new vehicles operating in Lincolnshire, there is little investment in low or zero-emission vehicles, while the only incentive to limit vehicle emissions is the requirement to have a minimum of Euro 3 engines for county council contracts.

There are several areas in which the county council can help overcome – or at least mitigate – some of these challenges, including:

Reduce operating costs – Various aspects go into determining operating costs, though two of the more dominant costs incurred are fuel costs and driver costs. Bus drivers are not typically highly paid across Lincolnshire, thus there is little in the way of cost savings that could be made until driverless vehicles become commonplace. There may be opportunities for reducing fuel costs, however, if there is a shift to cheaper sources of power. Biogas is significantly cheaper than diesel, while the cost of electricity per km travelled is cheaper still. These are areas in which this Bus Strategy could help to support the reduction in operating costs and therefore make services more financially viable.

Increase fare revenues – the previous section highlighted that operators have increased fares by more than the increase in both inflation and operating costs over recent years. Thus, operators appear to have sought to make up any lost revenues by increasing fares for existing users. While increasing fares can increase revenues, it is also likely to result in fewer fare payers travelling.

Another way to increase fare revenues is to encourage more fare payers to use existing services. This is not a straight-forward problem to solve as there may be numerous factors that discourage people from using bus services. A key element of this strategy is to examine the potential for an enhanced partnership scheme, and this should identify what interventions and schemes would encourage fare paying passengers to use bus services more frequently.

Increase non-fare revenues

While fare revenues account for a significant proportion of operator revenues, they still account for a minority of overall revenues. Other revenue sources include:

- ENCTS reimbursement;
- Supported bus service payments;
- Scholar tickets funded by the local authority;
- BSOG and uplifts for providing ITSO smart ticketing and AVL technology; and,
- On-bus advertising.

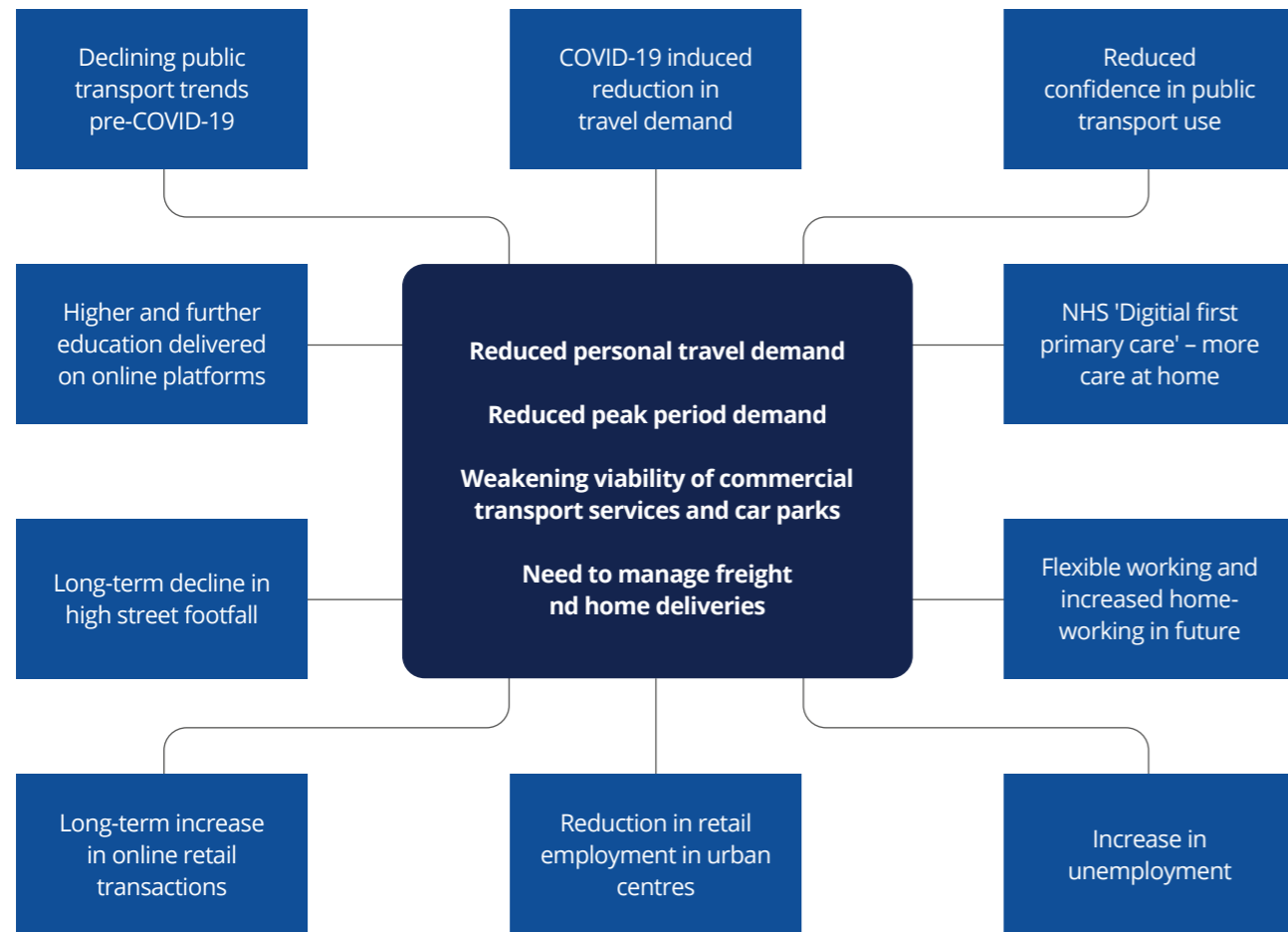
The county council has a direct influence on several of these revenue sources, although simply increasing revenue from the local authority isn't a long-term viable solution. However, there may be the potential for other sources of revenue and these should be explored further. For example, Vehicle-to-Grid services for electric vehicles in one such source of revenue, where electric bus batteries can be used to store excess energy at times of high-supply, or donate energy back to the National Grid at times of high-demand. This is an approach that has been adopted in London across several depots and also at Coventry as part of an Electric Bus Town project. National Grid pays the owners of the battery storage a fee for providing energy or storage, thus potentially generating additional revenues for operators.

Overall, the population density of Lincolnshire and the disparate nature of settlements makes commercially viable bus services very difficult to operate. Such services therefore require additional revenue sources other than on-bus fares in order to make them viable. This strategy focusses on how to reduce operating costs as well as increasing operator revenues to support the long-term self-sustainability of services and meet the council's broader objectives.

COVID-19

The Council has carried out an in-depth review of the short- and medium-term impacts of COVID-19. This identified a variety of unrelated factors that have, or are likely to, impact on bus patronage in the coming years – as presented below. The outcome of the numerous factors on the operating of bus services is that there is likely to be reduced personal travel demand and reduced peak-period demand, thus weakening the commercial viability of bus services.

Illustration of changes to travel demand and likely impacts



The county council has supported local bus operators both financially and operationally throughout the period impacted by COVID-19. Since March 2020, it has amongst other things:

- Maintained ENCTS reimbursement payments at pre-COVID-19 levels;
- Maintained supported bus contract payments;
- Provided CBSSG revenue for lost on-bus revenue on supported bus services; and,
- Supported emergency bus registration changes.

While this council support has overcome some of the short-term challenges, overcoming the longer-term challenges of COVID-19 requires a co-ordinated recovery strategy. An agreed strategy between bus operators, the county council and National Government should convey a co-ordinated message that buses are safe. Without encouraging people back onto buses, the county council might find rather quickly that for those services that are not commercially viable, either they will require additional financial support or operators will choose not to operate those services. As identified in the previous work carried out by the county council, "It is important that the council has a strategy for how it will, or won't, support rural bus services in coming months and years. This will require a plan for what a core network should look like – routings, peak and off-peak frequencies etc – so that decisions can be taken by council officers that provide essential services to meet the needs of residents. It will also need to consider how CallConnect can support the core network and 'fill in any gaps'".

As part of the recovery strategy, the county council should consider what it can do to mitigate any negative effects of changes to bus supply, and careful consideration could be given to the role of Transport Connect – the county council's Teckal company to ensure an essential level of service should market conditions deteriorate. Owning its own transport provider puts the council in a strong position to ensure that competition amongst bus operators is maintained throughout the county and that services can be delivered. At a time when other local authorities are suffering from a reduction in competition amongst operators (notably Cornwall), Lincolnshire can develop a unique solution to maintaining high-levels of mobility and access for its residents.

Beyond the recovery strategy however, there will be a step-change in how bus services are provided in Lincolnshire to ensure their long-term viability and maintain or improve levels of mobility and access to essential goods and services for all residents. This Bus Strategy provides the short-term recovery strategy as well as the medium-term strategy to bring about this step change in local bus provision and patronage.

Congestion in urban areas

While much of Lincolnshire is rural and has no issues with congestion, this is not the case in some of Lincolnshire's more urban areas. In Lincoln, and during the summer in Skegness, traffic congestion becomes a challenge for bus operators to maintain headways, resulting in an increased level of resource i.e. more vehicles and drivers, in order to provide the service in-line with the timetable.

In Lincoln, Stagecoach has previously reported challenges it has with congestion, and these challenges have resulted in additional vehicles being used to maintain a 10-minute headway on services like those serving Birchwood (6, 9 and X6). Post-COVID-19, should there be a shift towards more car travel and away from buses, operators may find congestion is even more of a challenge as it impacts on the punctuality and reliability of bus services, while fare revenues are reduced compared to pre-COVID-19 levels.

There are numerous tools available to the county council to reduce the impact of congestion for bus services, although the main tool is likely to be the provision of effective bus priority measures. In areas where there are known congestion issues, it would be prudent to investigate opportunities to implement bus priority measures to speed up bus journeys and make them more attractive to users. In Lincoln, there is an opportunity to implement bus priority measures at a time when the Eastern by-pass has been completed and the North Hykeham relief road is under construction to provide a complete ring road around the city. As cars and other road users are shifted towards the orbital route, the reallocation of road space or redefinition of priority measures for buses (and other sustainable modes) become a viable consideration to help the long-term functioning and viability of the city's transport network.

The opportunity for solving the congestion issue for bus operators is that it could reduce operating costs, particularly on high frequency routes. If it is possible to save 10 minutes over an entire round trip on a 10-minute headway service, this would reduce the number of vehicles required to operate the service, and thus reduce the need for a vehicle, fuel and the driver. In terms of prioritising bus priority measures, it would be sensible to focus on those areas where operating costs can be reduced to the greatest extent in order to maximise the value of the infrastructure that is introduced.

Bus priority measures therefore form a key part of this Bus Strategy in order to make buses more attractive relative to private cars and vans.

Regulatory changes

While local buses are provided in a deregulated bus market, there are a variety of regulations that operators must adhere to in order to provide local bus services. In addition to holding a PSV (Public Service Vehicle) licence and registering a local bus service with the Traffic Commissioner, there are other regulatory requirements imposed on bus operators, with two recent or imminent regulatory changes impacting on operators in Lincolnshire.

PSVAR – Public Service Vehicle Accessibility Regulations – requires all local bus operators to provide fully accessible vehicles. This includes coach operators who, by 1st January 2020, should have ensured that their vehicles were fully accessible in order to provide local bus and school services. In Lincolnshire, many operators use coaches for school bus contracts and then re-use those vehicles during the day for private hire or perhaps other local bus services.

These PSVAR regulations have caused challenges for Lincolnshire operators and have required them to look to invest in new vehicles. COVID-19 hit at the point in which these decisions needed to be taken which provided some respite, but the need to provide PSVAR compliant vehicles for all local bus services including school bus services where members of the public can travel remains in place. The challenge for the county council is that operators who provide these services are typically small and operate on low profit margins. They often lack the ability to invest in new, PSVAR compliant vehicles. Should PSVAR or other regulations require this investment, some operators

may choose to no longer operate. This could reduce the pool of suppliers in the county – or in certain parts of the county – and could then result in higher tender prices due to reduced competition in future.

A further regulatory change introduced in the Bus Services Act 2017 included 'Bus Open Data'. This requires all local bus operators to provide open, accurate and up-to-date data relating to timetables, fares and vehicle location to populate real-time systems. Operators were required to provide timetable data from the 31st December 2020, while vehicle location and basic fares data was to be provided by 7th January 2021. By 7th January 2023, operators will be required to provide complex fares and ticket data to the Bus Open Data Service so that technology providers can use it to create comprehensive tools to share bus information with members of the public.

The challenge for Lincolnshire operators is that many of the smaller operators did not have electronic ticket machines that provide an automatic vehicle location, while many also required support with compiling the data requirements on timetables and fares. The county council has supported operators through this process and will continue to support operators to ensure that they are compliant. It has also introduced the ETM Loan Scheme so that all operators have access to state-of-the-art ETMs to enable this data to be shared with the open data systems. While the council has attempted to mitigate the negative impacts on smaller operators, it is an area of regulation that requires operators to do more at a time when the commercial environment is challenging and patronage in general decline.

There are other challenges that bus operators in Lincolnshire face. One such challenge is the growth in new residential developments and the need to serve those areas sufficiently early in their construction to encourage sustainable travel choices and not simply focus on providing for cars. While the county council is the highways authority and the transport authority, it is not the planning authority, so planning for and implementing mitigating measures in new housing developments requires a co-ordinated approach between the two tiers of local government. This Bus Strategy identifies areas in which Section 106 monies and other developer contributions should be allocated to support bus services in the medium- and long-term.

Overall, there are challenges that bus operators face every day to provide commercially sustainable bus services and mobility for residents. COVID-19 has had a seismic impact on the bus industry and Local and National Government support has maintained a core level of bus provision, but to ensure these services remain, it is essential that this Bus Strategy incorporates a recovery strategy and a long-term plan to ensure the long-term viability of local bus services across the county.

The National Bus Strategy

In March 2021, the Government launched 'Bus Back Better – a National Bus Strategy for England outside of London. It is important that this Lincolnshire Bus Strategy aligns and supports the national strategy as it is likely that future funding streams will be linked to meeting National Government objectives, and failure to work towards these objectives could leave the county council with reduced levels of funding with which to deliver transport services and maintain high-levels of mobility and access across the county. This section provides an overview of the National Bus Strategy and considers how the Lincolnshire Bus Strategy will incorporate the elements contained within the national strategy.

Overview

The National Bus Strategy seeks to arrest the 'cycle of decline' in local bus services. In doing so, it highlights where collaboration between local authorities and bus operators has achieved success and intends for these examples of success to be replicated nationwide. The intention of the strategy is to invest £3 billion in:

- Supporting new and increased services – with at least £300 million of funding to support the sector recover from the pandemic in 2021/22.
- Giving LTAs the skills and people they need to deliver this strategy – with £25 million of the £300 million allocated in 2021/22.
- Bus priority schemes to speed up journeys – with the first schemes delivered in 2021/22.
- Accelerating the delivery of zero-emission buses with £120 million in 2021/22.

The Government's goal is to "get bus use back to what it was before the pandemic. Then we want to increase patronage and raise buses' mode share. We can only do these things by ensuring that buses are an attractive alternative to the car for far more people". To achieve this, the aim is to make services:

- More frequent;
- Faster and more reliable;
- Cheaper;
- More comprehensive;
- Easier to understand;
- Better integrated with other modes and each other;
- Easier to use;
- Better to ride in;
- Greener;
- Accessible and inclusive;
- Innovative; and,
- Be seen as safe.

The Bus Back Better strategy makes it clear that any future funding for local authorities or for operators through the Bus Services Operators Grant (BSOG) is linked to authorities having implemented either an Enhanced Partnership Scheme or a Franchising Scheme.

"From 1 July 2021, CBSSG and any successor funding to it; funding to transform services as outlined in this Strategy; and potentially, subject to consultation on wider reform, the reformed Bus Service Operators Grant, will only be available to LTAs, outside of London, who have committed to entering into Enhanced Partnerships or started the statutory process of franchising services, and to operators who co-operate with the process. From April 2022, only LTAs with an Enhanced Partnership... will be able to access the new discretionary streams of the Government bus funding".

From April 2022 onwards, any new forms of bus funding from the Government will only be available to services operated, or measures taken, under an Enhanced Partnership or where a franchising scheme has been made. By the end of October 2021, the Government expects all local authorities to publish a Local BSIP. These plans must set out how authorities and operators will use their Enhanced Partnership or Franchising Scheme to deliver an ambitious vision for travelling by bus and driven by what passengers and would-be passengers want in their area.

The reform of BSOG is another strand to the strategy. Part of this strategy, although it is subject to further consultation, is to devolve the administration of BSOG to those Local authorities who want to take on that responsibility. This devolution would be subject to authorities agreeing to:

- Be pursuing franchising or an have an Enhanced Partnership in place.
- Commit to improvements in traffic management and bus priority measures.
- Drive forward air quality improvements and other Government priorities.

From July 2021, any funding available for local authorities or bus operators will only be provided if there is a commitment to establishing an Enhanced Partnership. The first aspect of developing an Enhanced Partnership Scheme is to prepare a BSIP, and this should be published by the end of October 2021. BSIPs must be updated annually and reflected in the authority's LTP as well as in other relevant Local Plans such as Local Cycling and Walking Infrastructure Plans.

A BSIP should consist of:

- Targets for journey times and reliability improvements;
- Identify where bus priority measures are needed;
- Set out pressures on the road network, air quality issues and carbon reduction targets which improved bus services could address, and set out actions working with operators to transform the local bus fleet to zero-emission;

- Drive improvements for passengers by:
 - Setting targets for passenger growth and user satisfaction.
- Setting out plans and costs for fares, ticketing and modal integration;
- Considering the impact of roadside infrastructure on passenger safety, security and accessibility;
- Considering how a coherent and integrated network should serve schools, health, social care, employment;
- Taking into account the views of local people; and,
- Committing to a Bus Passenger Charter (BPC) that sets out what passengers can expect from bus operators.

Bus priority is considered a key element to making bus services more attractive and therefore should be a central element of BSIPs. Priority measures should include:

- Permanent and continuous bus lanes;
- Traffic signal priority;
- Bus gates;
- Clear and consistent signage; and,
- Enforcement of traffic restrictions.

Superbus networks are encouraged in areas such as the East Midlands where high frequency and lower fare services are provided. Partnership arrangements must also deliver more comprehensive services, including those which are socially necessary. This includes services to smaller and more isolated places, and more services in the evenings and at weekends. The DfT will provide updated guidance on the role of socially necessary services to include 'economically necessary' services.

Future Government funding will be linked to LTPs. LTPs should set out 'holistic, place-based strategies' for improving bus networks and proposing projects for investment and how objectives will be met. It is therefore essential that this Bus Strategy sets this out clearly.

The strategy includes a 'Green Bus Revolution' and will be linked to the forthcoming Transport Decarbonisation Plan. Zero-emission buses are at the heart of this revolution to not only reduce emissions and improve air quality, but also to make journeys smoother and quieter and reduce operating costs to enable savings to be reinvested in more frequent services and lower fares. As part of this revolution, the Government proposes to:

- Consider all fuel technologies fairly.
- Provide support and incentives for the market to scale up production of zero-emission vehicles.
- Take a place-based approach to investment.
- Expect operators and local authorities to 'play their part'.

Considerations for Lincolnshire

The National Bus Strategy is very clear when it states that future funding from the Government will be based on the implementation of the strategy and achieving the outcomes that the Government is looking to achieve. To that extent, the Lincolnshire Bus Strategy should align closely with the National Bus Strategy.

COVID-19 has had a huge impact on the bus industry, and this requires a concerted and co-ordinated effort across multiple stakeholders to change once travel restrictions are lifted. Post-COVID-19 funding is linked to the development of a Bus Improvement Plan and the implementation of either a Franchising Scheme or an Enhanced Partnership Scheme (EPS). As Lincolnshire is unlikely to be able to even apply to be in a position to develop a Franchising Scheme, it would be prudent to look to implement an EPS and adopt the Bus Improvement Plan as the Enhanced Partnership Plan (in accordance with the Bus Services Act 2017).

Lincolnshire's Bus Improvement Plan should be ambitious to reflect not only the Government's Bus Strategy, but also Lincolnshire's own aspirations. It should include a comprehensive plan, considering the needs of users, and seek to overcome the challenges faced by buses in different areas across the county. Work on this Bus Improvement Plan should commence immediately and efforts to collaborate with bus operators and other stakeholders should also start immediately.

This plan requires, amongst other things:

- High quality bus priority in those areas that need it most, notably Lincoln, Skegness, Boston and other urban areas.
- Plans for improved services, particularly morning, evening and services to make buses a viable alternative to the private car.
- Plans for how fares can be reduced over time.
- Plans for how ticketing can make bus services more attractive.
- Plans for how emissions will be reduced and air quality improved.

Further detail is required from the Government around how funding will be linked to the development of an EPS, and how recovery funding will be provided to local authorities in coming months. This may influence some short-term actions and the county council must be reactive to the Government policies during that time.

Finally, the DfT is planning to consult on how Bus Service Operators Grant (BSOG) will be reformed. One of the options is to devolve BSOG to be administered by local authorities, and this may provide an opportunity for the county council to have greater control over the funding of local bus services in future. How this could work and what benefits it could bring to Lincolnshire should be examined and a plan developed to firstly contribute to the DfT's consultation process, but secondly have in place an agreed policy and plan to maximise the benefits of possible BSOG devolution.

Overall, the newly published National Bus Strategy aligns with the council's objectives and confirms the local Bus Strategy set out in this document. That future funding is linked to the delivery of this strategy should ensure that there are sufficient funds to arrest the decline in local bus services and bring about a shift in public perception and bus patronage.

Strategic objectives

Following on from the review of the National Bus Strategy, the development of a Lincolnshire Bus Strategy requires identifying the council's aims and aspirations for public transport and, more specifically, bus travel in Lincolnshire.

Mobility aspirations in Lincolnshire

At the time of writing, Lincolnshire's LTP 5 is being drafted to provide a framework that all future transport policy and investment accords with. The draft themes of LTP 5 and the vision that underpins it are:

- Reducing carbon emissions from within the transport system.
- Economic growth, with transport facilitating that growth.
- Promote thriving environments.
- Supporting safety and security, and a healthy lifestyle.
- Promoting high aspirations.
- Improving the quality of life.

This largely builds on what was contained within the fourth LTP and other transport strategies developed since then. It also highlights the priorities of both Local and National Governments. To add to this, the Lincoln transport strategy provided more detail around some of these aspects. The Lincoln transport strategy aims to provide:

- 'Future-ready travel options that improve access and supports people, businesses and organisations to meet their daily needs'.
- 'An inclusive and collective approach to accessibility and movement across all communities enabling businesses to succeed, carbon emissions to be reduced, new advances in technology to be embraced and will provide an improved quality of life for all'.

- 'A change of focus in movement across the strategy area, with walking and cycling at the heart of the city's movement network – supported by a network of green corridors, multi-occupancy and shared passenger transport options and reductions in traffic. Transport connections to satellite conurbations will be enhanced and the strategic network will be efficient in driving the city's economic growth and prosperity'

These aspirations and visions provide a guide to the development of a new Bus Strategy as part of LTP 5. Based on the above, the aims of a Bus Strategy could be categorised as follows:

Reducing carbon emissions

- Encourage modal shift to public transport and away from the private car.
- Encourage bus operators to reduce CO₂ emissions .
- Embrace new and emerging vehicle, fuel and mobility technologies to encourage more efficient journeys made using low- or zero-emission vehicles.

Economic growth

- Improve bus connectivity throughout Lincolnshire, the East Midlands and beyond.
- Ensure a resilient and reliable bus system for people .
- Support the vitality and integrity of our town centres and rural communities.
- Improve connectivity to jobs, training and employment opportunities.

Thriving environments

- Provide sustainable access to Lincolnshire's environment and heritage.

Supporting safety, security and a healthy lifestyle

- Increase confidence in a safer and more secure bus network.
- Reduce the impacts of air quality and noise.
- Improve the health of our communities through provision for active travel.

Promoting high aspirations

- Improve connectivity and access to employment, education, healthcare and leisure.
- Improve access onto public transport.
- Encourage community participation in shaping and delivering transport services.

Improving quality of life

- Reduce the negative impacts of transport on people's lives.

This categorisation provides some broad and general aims of a Lincolnshire Bus Strategy, and these align with both the draft LTP 5 aims as well as other published strategies in the county. However, these aims are high-level and require further detail before they provide a meaningful framework around which future policy and schemes can be developed. Following the same pattern as above, it is possible to use previous strategies – most notably the Lincoln Transport Strategy as it is the most recent one produced in the county – and the LGA report on the 'Future of Public Transport' to help refine the broad aims above into a series of sub-aims and possible outputs. These are presented in the table below.

Bus implementation plan – Reducing carbon emissions		
Aims	Sub-aims	Outputs
Encourage modal shift to public transport and away from the private car.	Make bus services more attractive to car users.	Fast, frequent services with priority over cars.
		Integration of the network between modes to enable seamless interchange.
		Integration of ticketing and payment between operators and modes – MaaS.
Encourage bus operators to reduce CO ₂ emissions.	Encourage bus operators to use zero- or ultra-low emission vehicles.	Consistent branding and marketing and easy access to information.
		Roll out of ultra-low emission vehicles, including charging and refuelling infrastructure.
Embrace new and emerging vehicle, fuel and mobility technologies to encourage more efficient journeys made using low- or zero-emission vehicles.	Use the most efficient fuel technology available to fuel the services required in Lincolnshire to minimise CO ₂ emissions.	Roll out of ultra-low emission vehicles across the county taking account of costs (and earning potential), performance and emission reductions.
		Maximise opportunities for electric vehicles to generate additional revenues through vehicle to grid or data services.
		Develop charging infrastructure and include bus batteries as part of an energy storage facility for the national grid.

Bus implementation plan – Economic growth

Policies		Working with
Improve bus connectivity throughout Lincolnshire, the East Midlands and beyond.	Improve connections between bus and rail stations.	Bus routes serving rail stations, providing effective interchange. Bus timetables co-ordinated with rail timetables. Integrated ticketing between modes.
Ensure a resilient and reliable bus system for people.	Ensuring financially sustainable bus services by making them more attractive.	Fast and frequent services with priority over private cars.
Support the vitality and integrity of our town centres and rural communities.	Access to all town centres with direct inter urban, urban and rural bus services.	Effective bus priority in urban areas.

Bus implementation plan – Thriving environments

Policies		Working with
Provide sustainable access to Lincolnshire’s environment and heritage.	Strengthen core bus network, making services more financially sustainable.	Reduce operating costs by minimising journey times in towns, and reducing fuel costs in all areas. Increasing patronage and fare revenues by encouraging greater use of the bus network.

Bus implementation plan – Supporting safety, security and a healthy lifestyle

Policies		Working with
Increase confidence in a safer and more secure bus network.		Newer buses with improved safety features.
Reduce the impacts of air quality and noise.	Encourage bus operators to use zero- or ultra-low emission vehicles.	Roll out of ultra-low emission vehicles, including charging and refuelling infrastructure.
	Modal shift to reduce volume of vehicles.	Fast, frequent and prioritised bus services.
Improve the health of our communities through provision for active travel.	Ensure bus stops are accessible from all local areas.	Raised kerbs, improved bus shelters and waiting environments.

Bus implementation plan – Promoting high aspirations

Policies		Working with
Improve connectivity and access to employment, education, healthcare and leisure.	Make bus services more attractive.	Fast and frequent services with priority over private cars. More efficient routes serving key trip attractors with services at times people need to use them.
Improve access onto public transport.	Ensure bus stops are accessible for all.	Raised kerbs, improved bus shelters and waiting environments. Improved information at bus stops including RTI.
	Improve awareness of available bus services.	Improved information through online services including mobile apps.
Encourage community participation in shaping and delivering transport services	Improved engagement with users, non-users, businesses and representatives from key trip attractors	Development of a partnership model – possible an Enhanced Partnership – to better understand the needs of the community and deliver key mobility improvements

Bus implementation plan – Improving quality of life

Policies		Working with
Reduce the negative impacts of transport on people’s lives.	Reduce congestion.	Improved bus services in urban areas with effective bus priority.
	Improve air quality, reduce CO ₂ emissions.	Roll out of ultra-low emission vehicles, including charging and refuelling infrastructure. Encourage modal shift – improve bus services.
	Reduce social inequality.	Ensuring equal access to employment opportunities, education and essential goods and services through a comprehensive and reliable public transport network.

The tables provide an overview of the aims, sub-aims and the possible outputs from a Bus Strategy. From this, it is possible to see some consistent outputs around which a Bus Strategy can be structured with realistic deliverables identified. These consistent outputs include:

- Ensuring there are fast and frequent bus services across the county.
- Effective priority for buses over cars and other vehicles.
- Integrated services to enable interchange between modes.
- New low-emission vehicles and associated charging and fuelling infrastructure.
- Improved connectivity to key trip attractors.
- Improved bus stop infrastructure and real-time information.
- Integrated ticketing and branding.

All of these outputs are consistent with the National Bus Strategy, and all should be incorporated within the Lincolnshire Bus Strategy. In doing so, delivering these outputs within an Enhanced Partnership which brings together operators, the county council, other local authorities, the LEP and other stakeholders would be the most effective way of attracting Government funding and having the best chance of delivering the strategy. An Enhanced Partnership Scheme could provide the robust framework around which all partners can contribute with the consistent target of achieving these aims, objectives and outputs. In doing so, residents would benefit from improved services, operators would benefit financially through increased farebox revenues and potentially reduced operating costs while the authority could benefit through reduced supported bus costs, reduced congestion, CO₂ emissions and improved air quality. It is the detail around what measures and schemes could achieve these outputs that should be contained within the Enhanced Partnership and documented within the new Lincolnshire Bus Strategy.

Lincolnshire Bus Strategy

This strategy has, so far, presented an overview of local bus supply and demand and documented many of the challenges faced by bus operators and the county council in operating bus services and managing the network. It has also reviewed the National Bus Strategy published in March 2021 and provided an assessment of the various aims and aspirations of the county council as published in other strategies. These sections provide a clear steer to what this Bus Strategy should look to achieve and how to achieve it.

The structure of this strategy is to firstly identify the key objectives that the strategy seeks to achieve, followed by how these will be achieved.

Overarching objectives

This document, and supporting documents, have highlighted many areas where Lincolnshire has performed well in terms of local bus provision. These areas include:

- Having in place a coherent and structured classification of local bus services, including urban, interurban and rural services to ensure a minimal level of mobility for all residents.
- Having a large pool of bus operators, geographically dispersed across the county, providing competition for local authority tenders, amongst other things.
- Supporting local bus operators when it is necessary to do so. Examples include the ETM loan scheme, support to meet Open Bus Data requirements, continuation of ENCTS reimbursement payments, CBSSG on supported services and supported bus payments.

It is imperative that these areas of good practice are maintained and even strengthened so that any new policies and interventions can build on this strong foundation. The two preliminary objectives are to:

- Maintain and strengthen the coherent hierarchical structure of the bus network to provide an improved minimum level of mobility for everyone in Lincolnshire.
- Maintain the broad supply of bus operators to maintain competition.

In addition to these, it is evident from the discussion in this document that in order to ensure the long-term viability of local bus services in Lincolnshire, there needs to be a fundamental shift in how bus services are operated and how they are used by the public. As highlighted in Chapter 5 (Strategic Objectives), there are numerous aims and objectives that this strategy should target. These are:

- Encourage modal shift from car to bus.
- Reduce the impact of bus operations on the environment - reducing CO₂ emissions and reducing the impact of bus services on poor air quality.
- Embrace new and emerging vehicle, fuel and mobility technologies to encourage more efficient journeys made using low- or zero-emission vehicles.
- Improve bus connectivity throughout Lincolnshire, the East Midlands and beyond.
- Ensure a resilient and reliable bus system for people.
- Support the vitality and integrity of our town centres and rural communities.
- Improve connectivity to jobs and employment opportunities.
- Provide sustainable access to Lincolnshire's environment and heritage.
- Increase confidence in a safer and more secure bus network.
- Reduce the impacts of air quality and noise.
- Improve the health of our communities through provision for active travel.
- Encourage community participation in shaping and delivering transport services.
- Reduce the negative impacts of transport on people's lives.

The National Bus Strategy aligns with almost all of the objectives, thus, by achieving these local objectives, the National Strategy will also be implemented. The next step is to identify how these objectives will be met and what interventions will be targeted.

Our connected county – vision and case study

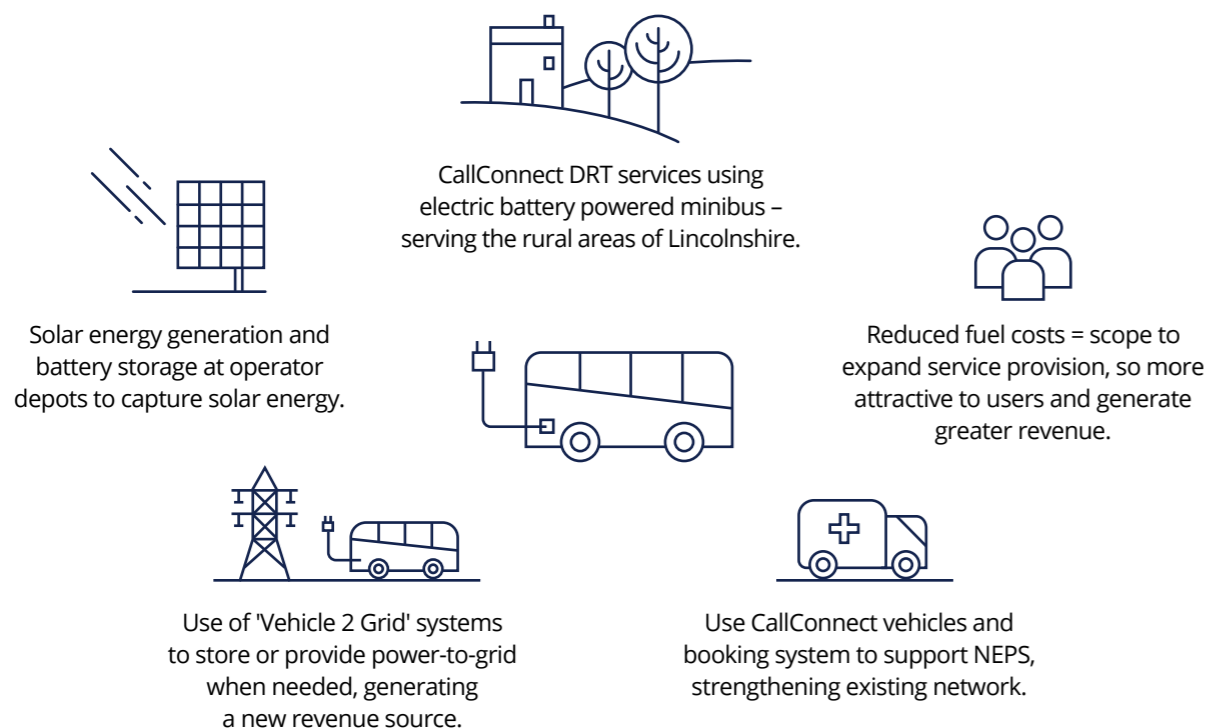
Lincolnshire will be a well-connected county, providing efficient and effective mobility services for all. Getting around rural parts of the county and accessing essential goods and services on offer in both rural and urban areas will not only be possible, but an attractive option for those without access to a car. Incorporating our CallConnect services with a Mobility as a Service (MaaS) offer will ease access to our mobility network. We will level-up our rural communities so that they are fully connected and integrated into the Lincolnshire economy and to those of neighbouring areas.

Our transport network will be provided with a minimal impact on the environment. With zero tailpipe emissions, adopting new and emerging technologies to meet our needs, services will also be operated at a reduced cost due to cheaper fuels, enabling an enhancement in the customer offer and generating additional revenues to make services self-sustaining.

We want CallConnect operators to provide frequent rural services covering the rural areas of the county, using electric battery powered vehicles, powered by energy captured and stored from solar panels on the roof of depot buildings – benefitting from Lincolnshire being one of the sunniest and driest counties in the UK. Using electric battery powered vehicles alongside generating much of the vehicle's energy needs will help to reduce operating costs, enabling services to operate longer hours with little increase in costs, making services more attractive for greater numbers of people and generating greater revenues.

The CallConnect vehicle batteries (with additional battery storage within the depot) will support the national grid during the evenings when the vehicles are not in service – providing vehicle-to-grid energy supply and storage. This will generate additional revenues to supplement fare revenues and off-set any charging maintenance costs to minimise the subsidy required to operate the services and ensure their long-term viability.

These services will not only provide demand responsive and special educational needs transport, but they can also provide non-emergency patient transportation on behalf of the NHS where the trips can be provided on the main transport network. This would support the long-term viability of services, providing an additional revenue source and ensure a more efficient use of public sector resources.



Alongside CallConnect services, we want to encourage all transport users to travel more sustainably whilst minimising their impact the environment. We will develop travel hubs to enable interchange between cars and passenger transport, cycles, scooters and other modes. These hubs will also provide access to charging infrastructure for buses, cars, electric bicycles and scooters whilst providing fast and efficient services to enable integrated mobility services.

To support our local operators to embrace emerging vehicle technologies, we will look to build on our ETM Loan Scheme to consider how we could extend the principle to include electric battery of hydrogen fuel cell powered vehicles. This would help reduce operating costs to allow for the enhancement of services, but importantly reduce the impact on air quality and CO₂ emissions so our air is cleaner for our people.

Beyond this strategy, we envisage the role of electric and hydrogen fuel cell powered vehicles as being the mainstay of the Lincolnshire passenger transport network, with our vehicles playing a long-term role to store and regulate energy needs across the UK. We envisage autonomous vehicles to become a mainstream transport option across the county from the 2030's onwards. This will revolutionise mobility services while reducing travel costs as both fuel and driver costs will be significantly reduced compared to costs today. The council will monitor and embrace these changes to enhance mobility amongst residents as these emerging technologies come to market.

Post-COVID-19 short-term recovery strategy

There is a short-term need to implement a post-COVID-19 recovery strategy to encourage people back to using buses in Lincolnshire. After more than a year of Government messages that buses are not COVID-19 safe and the encouragement to walk, cycle or use private cars, the moment that travel restrictions are lifted and social distancing is no longer required, the message that buses are safe and an efficient means of travel needs to be made clearly.

A post-COVID-19 recovery strategy must be agreed between all stakeholders, but this strategy suggests that it should be made up of three key components:

1. A co-ordinated awareness raising campaign.
2. Ensure services are operational, clean and that first impressions of using buses again are positive.
3. Measures to incentivise and promote bus us.

A co-ordinated awareness raising campaign between the county council and bus operators is essential to build on the messages that will be made nationally. A 'Back to the Bus' campaign using social media, the traditional media (radio, TV and newspaper interviews with members and officers) and other council-oriented media would help to spread the positive message that buses are a safe and efficient means of travel around Lincolnshire.

To complement the 'Back to the Bus' campaign, operators must play an important role in ensuring services are a) operational, but b) attractive for people to use. In addition, engaging with operators to temporarily enhance services at weekends and during evenings in order to tempt people back to using the bus at times that suit them would help to make buses more attractive. The council also plays a role in its provision of supported services, thus there may be opportunities to incorporate CallConnect and other supported services within the campaign.

Finally, an event or series of events across the county could allow operators to provide special offers for using buses for a short-period of time (up to one week). Promoting access to Lincolnshire's heritage to provide a boost to the local economy and encouraging people to do so by bus would be an ideal opportunity to get people on to the bus in their leisure time to raise confidence in their use.

Alongside this, operators could provide promotional fares and ticket products to make using the bus more attractive financially.

This strategy needs to be discussed and the detail agreed with operators, as well as council members and officers. It would also need to include council departments other than the transport services team (particularly the tourism team) so that any of their post-COVID-19 strategies are aligned. Bus operators and the council have a difficult task to make bus services commercially viable in the longer-term, but by using the positive removal of travel restrictions and social distancing detailed in the Governments COVID-19 roadmap, there is an opportunity to attract people back to using buses by raising awareness and making them attractive to use.

Enhanced Partnership and Bus Improvement Plan

Government funding is directly linked to the preparation and implementation of an Enhanced Partnership or Franchising Scheme. As Lincolnshire is unable to apply to consider implementing a Franchising Scheme – it is not a combined authority, does not have a mayor and it does not control planning and transport policy – the only viable option is to introduce an Enhanced Partnership. This EP must include a Bus Improvement Plan that is developed in conjunction with operators, bus users, businesses and other stakeholders.

To set up an Enhanced Partnership, the council will do the following:

- Engage in 'initial discussions' with all local operators to carry out a realistic assessment of how bus services can be improved .
- Seek to find an agreed way forward to investigate the EP formally.
- Identify all operators willing to participate within the EP.
- Identify a suitable mechanism for discussions to take place as part of the EP.

Assuming that there will be informal agreement to pursue the EP process amongst the majority of operators, the next step is to provide a formal notice of intention and invite operators and other stakeholders to participate within the EP. This should be completed by 30th June 2021 to meet the Government's planned timescales and to ensure that operators and local authorities continue to receive CBSSG funding from the 1st July onwards.

Running concurrently to this formal process, work must run concurrently to develop the Bus Improvement Plan, which will set out the approach taken by the EP to bring about a local bus revolution. The Bus Improvement Plan must be published by 31st October 2021 and should start to be delivered by April 2022.

To prepare the Bus Improvement Plan, the county council will work with operators to:

- Collate evidence on the performance of bus services in Lincolnshire.
- Identify where the plan could target interventions to maximise benefits by driving up patronage and reducing operating and subsidy costs.
- Investigate vehicle fuelling options on behalf of all operators to identify options for the greening of the bus fleet across Lincolnshire.
- Explore competition rules to ensure that any subsidy provided by the county council meets all necessary competition laws.

The Bus Improvement Plan will be born out of discussions between the council, local operators and other stakeholders and will be based on a robust analysis of evidence to substantiate the intervention and investment. It will seek to build on existing strengths such as the strategic framework of urban, interurban and rural services and identify ways in which this network of services could be strengthened.

In urban areas, there will be a focus on reducing the factors that impact on bus journey time and journey time reliability. This will lead to a need for greater levels of bus priority which could include:

- Dedicated, continuous bus running lanes.
- Junction priority for buses.
- Bus gates and bus only routes.

The BIP will review and examine all urban areas of Lincolnshire to identify areas where delays occur and what priority measures could be introduced to best overcome the issues faced. This will be on a case-by-case basis, although consideration will be given to where interventions could benefit multiple services and operators in order to obtain best value for money.

Where operating cost reductions can be found and where bus patronage (and revenues) are increased, the BIP will require those revenues to be reinvested into improved service levels. This will also be on a case-by-case basis, but examples of service enhancement would include increased operating hours in the mornings, evenings and at weekends and/or increased frequencies. As identified earlier, there are many bus services in Lincolnshire (particularly outside of Lincoln) that do not operate in the early mornings and evenings, and rarely on Sundays. By working with operators to reduce costs and increase revenues, it is imperative that these gains are re-invested to make getting around the county by bus a viable alternative to the car – which at present it isn't for many.

In 2020, the county council considered bidding for 'Superbus' funding to implement a bus rapid transit style corridor, or series of corridors, in Lincoln. Superbus corridors could consist of very high-levels of bus priority, as well as consistent branding, high-quality vehicles, integrated ticketing and attractive fares to encourage an increase in bus patronage. The county council will examine Superbus corridors in greater detail and consider where they could be implemented should funding become available.

The BIP will also consider whether fares and ticketing require an overhaul to enable people to make journeys on more than one operator. As identified previously, while demand for integrated fares and tickets may be low, it could be a barrier to some people. The BIP will therefore examine what evidence there may be for integrated fares and put in place proposals for a multi-operator ticketing scheme should there be sufficient demand.

Finally, the council recognises the importance of bus stop infrastructure to enable people to access bus services from where they live. It has invested heavily over the past decade or more to enhance bus stop facilities in terms of shelters, raised kerbs, lighting and bus stop information. The council will continue its roll out of improved bus stop infrastructure across the urban areas of Lincolnshire, as well as in rural areas to remove as many barriers as possible to using the bus.

For interurban services, the council will review the frequencies and existing demand for travelling between towns and consider how this could be enhanced. This will require working closely with operators of Interconnect services to understand the changes to patronage in the past when services were enhanced or reduced. At the urban ends of the route, there may be scope to speed up journey times and journey time reliability through bus priority measures. Along the interurban route however, the council will work with operators to understand whether there are any improvements that could be made. Where improvements are identified, these will be assessed on a value for money basis with investment in those that generate the greatest cost savings or increased revenues.

Where savings can be made, the BIP will ensure operators re-invest into service levels in the mornings, evenings and weekends, as well as possibly increasing frequencies and/or investing in new vehicles.

In rural areas, the greatest challenge is serving a large number of settlements with relatively few residents. CallConnect plays this role very well in Lincolnshire and is a national leader in the provision of demand responsive services. The county council will invest in new booking software to enable more online bookings and more bookings at shorter notice. This should make CallConnect services more attractive and thus increase revenues.

Alongside the updated booking system, the council will look to explore ways in which operating costs can be reduced to enable those savings to be reallocated to providing a higher level of service. One way in which operating costs could be reduced would be to examine the role that cheaper fuel could play. Discussed later in this section, electric or hydrogen fuel cell powered CallConnect vehicles could help to reduce operating costs. Should cost savings be generated, operating hours could be reviewed and increased from their existing 7am to 7pm Monday to Saturday structure while the number of vehicles, and therefore frequency, could be reviewed should passenger demand require it.

The BIP is central to the implementation of an Enhanced Partnership Scheme. It will be based on a robust analysis of available data to highlight where issues arise on the network and what the optimal solution to those problems are in order to reduce costs and increase revenues. The council will look to invest in the infrastructure required to overcome the challenges, and in return, operators will re-invest in their services to make them more attractive to users and potential users.

One way in which services can be significantly improved is in the renewal of the bus fleet and the introduction of vehicles that have fewer emissions and do not contribute to poor air quality. Bus Back Better focusses on the roll out of zero-emission vehicles and these are a key part of this Bus Strategy, as discussed below.

Greening of the bus fleet

"Zero-emission bus services, that meet the needs of passengers and communities, and attract passengers from other forms of transport, are at the heart of our plans"

Both Lincolnshire's LTP 5 and the National Bus Strategy focus on the reduction of CO₂ emissions from transport and the improvement in air quality. The introduction, and roll out, of zero-emission vehicles is therefore a central part of the Lincolnshire Bus Strategy.

To start the process, the council will engage with operators as part of the Enhanced Partnership to discuss how investment in new vehicle could be made and how these vehicles could start to be rolled out across the county. As part of this process, the council will investigate the optimal fuel solutions for operators and the services that they operate. This will take into

account depot location, location of route termini, the nature of their services and daily mileage per vehicle. This work will provide all operators with an understanding of the optimal fuel source for their services and a plan can be developed to start to encourage a shift towards these vehicles over the lifetime of this strategy.

Hydrogen fuel cell and electric battery power are the two zero-emission fuel sources available at the present time, although hydrogen is still a bus fuel technology in its infancy. Despite this, in March 2021, the Government provided £11.2 million of funding to Wrightbus to develop single and double decker hydrogen fuel cell powered vehicles, while Aberdeen is currently trialling the world's first hydrogen powered double decker bus. Battery electric buses have been operating in the UK for the past 10 years, with Nottingham currently having a fleet of 58 vehicles made up of BYD saloon single decker buses, Optare Solos and Versa minibuses.

The benefits and disbenefits of hydrogen fuel cell and electric battery powered vehicles will be examined in detail before investment decisions are taken. However, the opportunities to reduce operating costs and even to potentially introduce a new revenue source are apparent.

Lincolnshire has an opportunity to demonstrate how electric vehicles could be introduced in rural areas providing rural bus services and interurban services. Firstly, there is political demand in parts of the county to introduce an electric bus demonstration project to provide that electric buses can work in Lincolnshire. Electric battery powered buses could work very well in towns like Boston, although it is on longer-distance journeys where vehicle have a higher mileage that there is greatest scope to reduce operating costs and therefore enhance services. This will be examined as part of a feasibility study.

Transport Connect – a council owned bus operator could also be used to trial electric buses on CallConnect services. Demand responsive services are a key focus of the National Bus Strategy, while the zero-emission vehicles are also central to it. By carrying out a demonstration project that combines both policy areas, this could provide DfT with a valuable evidence base on how to roll out electric buses in rural areas.

The council has shown that new technologies can be rolled out in the county through the success of its ETM Lease Scheme. The same principles could be expanded to include zero-emission vehicles, offering the lease of vehicles to operators who otherwise could not invest in such technologies. The council will explore these options, using levelling up or local transport funding options to invest in the capital costs to facilitate the greening of the bus fleet in Lincolnshire.

In summary, the county council will carry out a feasibility study for introducing electric buses in Lincolnshire. This will examine the type of routes on which electric buses are best suited, the charging infrastructure required at the depot and at termini, the funding options available and the competition challenges. The resilience of the transport infrastructure is a key aim of LTP 5, and this will need to be a focus of any feasibility study. This study will use examples of the electric bus roll-out in other parts of the UK to identify the optimal demonstration project and engage with DfT to seek match-funding to help deliver it.

Total transport

The county council has investigated Total Transport principles for many years and considers it very important to operate all public sector transport services in as efficient manner as possible. With a vast network of CallConnect services operating across rural Lincolnshire, there are synergies between CallConnect and non-emergency patient services operated on behalf of Clinical Commissioning Groups (CCGs) that could lead to a more efficient use of vehicles.

The council will work with CCGs and NHS transport providers to encourage a greater use of CallConnect services for non-emergency trips, as well as use of the CallConnect booking system. This will strongly support the CallConnect network and possibly allow it to expand to provide an even higher level of services than at present.

New residential development plan

The Bus Back Better strategy identifies the need for a plan to manage new residential developments and ensure that they are integrated into the bus network at the earliest opportunity. As part of the Enhanced Partnership and development of the Bus Improvement Plan, the council will also prepare a separate strategy for how new developments will be integrated and how Section 106 moneys and developer contributions towards transport provision will be allocated. In Lincolnshire, this strategy will include, amongst other things:

- Engagement with the planning authority at an early stage in the planning process to ensure that best practice for new housing developments is taken into account in development plans and that buses are given priority.
- A county-wide policy that requires an agreed minimum level of bus provision from a given occupation level i.e. at least an hourly bus service, Monday – Saturday, to the nearest urban centre (or dominant trip attractor) from a 25% occupation level, raising to half hourly when occupation levels reach 75%.
- Where new bus services are not required or where developments are relatively small in scale, the strategy will include schemes that the developer could contribute to financially to enhance bus services across the county and help mitigate the negative impacts that the development could contribute to.

It is imperative that the council develops a strategy for new residential developments and that this is part of the Enhanced Partnership to ensure that there is a joined-up plan for the delivery of public transport across the county. Only once there is a joined-up policy will there be scope to encourage everyone to use public transport or other sustainable modes for the journeys that they make, rather than automatically use the car for all journeys.

Funding

This strategy supports a wholesale shift in the role and use of buses in Lincolnshire in order to arrest their long-term decline and make them financially viable in the medium- to long-term. To do so requires significant investment from the county council, operators and large amounts of funding DfT and other Government funds.

External and internal funding sources are only a small part of the financing approach to this strategy. By using funding to help reduce operating costs and making bus services more attractive, the Enhanced Partnership approach detailed earlier will ensure that revenue generated by operators is reinvested in enhanced services to generate even greater revenues that make bus operations self-sustaining. If this strategy is successful, local authority supported bus budgets should also be able to be redirected to other areas, with further investment in bus networks being one of those areas.

To get to the point that increased revenues can be reinvested, it is evident that significant up-front funding is required from DfT and other Government funds. The nature of funding from the Government is not yet clear, thus this strategy cannot identify precisely what sums and for what interventions funding will be provided, but by aligning this bus strategy directly with the DfT's national strategy, there will be significant opportunities for funding. The Levelling Up Fund and the Community Renewal Fund are two opportunities to support the capital and revenue investment identified in this strategy. The Levelling Up fund in particular may provide opportunity to invest in new greener vehicles to ensure the most rural parts of the county where mobility is most compromised are connected to employment and education opportunities.

To support the longer-term funding of the local bus network and to ensure operators continue to meet the aims and objectives of this strategy (and future strategies), DfT has announced that it may devolve BSOG to local authorities, subject to consultation. The council will undertake a study to understand what benefits the devolution of BSOG could bring to Lincolnshire and how it could be delivered locally. Should the consultation then allow for the county council to assume control over the distribution of BSOG in future, it will be in a position to take this responsibility.

Finally, a key element of this strategy is to ensure that any new residential developments are served by bus services at an early stage and that the planning process ensures that buses have high-levels of priority. There are various areas in which developers should contribute financially through S106 payments, and the amount and reason for these payments will vary by each development. These will be set out in a separate county-wide strategy to be prepared in 2021.

Overall, this strategy is reliant on seed funding from the DfT to implement large-scale bus priority measures across the county, greener vehicles, improved services and many of the other measures detailed in this strategy. However, once that seed funding has been invested, it is intended that services become self-sustaining and further investment comes from the private sector to enhance services further to generate additional revenues.

Measurable outcomes

To assess the performance of this strategy over its lifetime, a number of metrics will be measured. These will provide a robust evidence base to evaluate the impact of each intervention which will help to provide further justification for future investment in the Lincolnshire bus network. The following sets out the key metrics that will be measured and how they will be measured.

X% growth in commercial bus patronage compared to 2019 levels – across all operators the number of fare paying trips originating in Lincolnshire will be calculated and contrasted to the pre-COVID-19 level.

Maintain the number of local bus operators compared to 2019 levels – the total number of operators providing local bus services in Lincolnshire between 2019 and throughout the LTP period.

X% increase in commercial mileage across all bus services in Lincolnshire – comparison between 2019 commercial mileage and each year throughout the LTP period.

X% reduction in CO₂ emissions from all Lincolnshire bus services on a per mile basis and in aggregate across the county. CO₂ emissions will be estimated for 2019 (total Lincolnshire live and dead bus mileage* typical CO₂ emissions per mile of the buses in operation), and the same methodology will be adopted each year during the LTP period to derive a comparison.

Bus user satisfaction surveys will be carried out by Passenger Focus. All metrics will be measured, but particular focus will be on an increase in value for money and improved punctuality. Both of these metrics are targeted at being above the national average by the end of the LTP period.

Summary

This strategy is bold and highly ambitious and seeks to bring about a complete shift in local bus provision and patronage. By implementing a short-term post-COVID-19 recovery plan, whilst concurrently negotiating an EP and BIP with operators and stakeholders, it is envisaged that the awareness of bus services and the use of them in the short-term will be greater than it would otherwise be in a post-COVID-19 situation. However, the EP and BIP provides the framework and identifies the key interventions to make substantial improvements to the bus network.

The BIP will examine the needs of bus users and services in different parts of the county and identify the optimal solutions to the issues they face. Solutions in Boston will differ to those in Skegness, which in turn will differ from those in Grantham or Lincoln, so it is imperative that the plan targets the interventions exactly where they are needed. The plan will detail all the bus priority measures, bus stop infrastructure, bus information, bus service enhancements, as well as fares and ticketing measures that are required to not only arrest the decline in bus use but bring about a complete revolution in bus services in Lincolnshire.

The BIP will be implemented within the regulatory structure of an EP. Failure to agree to an EP would lead to a significant reduction in funding from the Government for the county council and for operators, thus it is in every stakeholder's interest to form an agreement to benefit the bus user. The process for implementing the EP should start Spring 2021 and it should be in place by Autumn 2021 in order to be eligible for Government funding.

Finally, this strategy will be measured by monitoring a series of metrics that would help to show how successful the interventions have performed. Evaluating the impacts of interventions is very important for future policy making, thus it is a key element of this strategy. This evidence will be used for future transport policy making to ensure Lincolnshire is at the forefront of rural mobility provision.

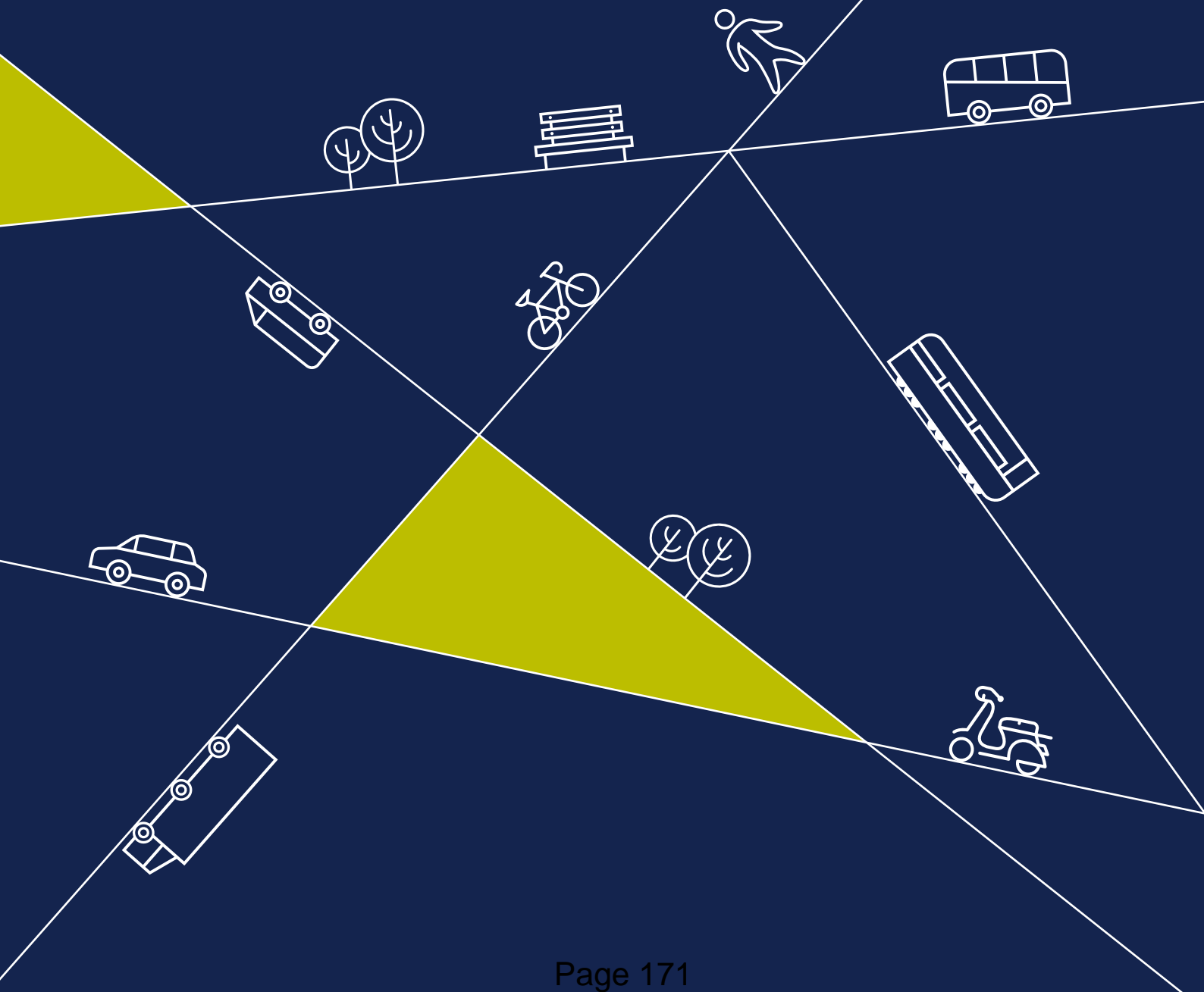
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Glossary

CRP	Community Rail Partnership. A group of local people, mostly volunteers, who promote and undertake small scale works at local stations of lines.	LTB	Local Transport Boards.
DfT	Department for Transport – the Government body who buy most train services and fund Network Rail.	RAP	Route Action Plan.
ECML	East Coast Mainline, line accommodating fast services between the north and London passing through Doncaster and terminating at London Kings Cross.	HIAMP	Highways Infrastructure Asset Management Plan.
EMR	East Midlands Railways – local and regional services across the East Midlands and Long-distance high speed services to London along the Midland Mainline.	SEA	Strategic Environmental Assessment.
GBR	Great British Railway – the proposed future organisation to run England Railway, taking over from Network Rail, DfT and TOCs. See Rail White Paper.	SA	Sustainability Appraisal .
LCC	Lincolnshire County Council.	GVA	Gross Value Added.
LNER	London North Eastern Railway. Operate Long-distance high-speed services to London along the East Coast Mainline.	TfL	Transport for London.
LTP 5	The Lincolnshire County Council's 5th Local Transport Plans (lasting 5 years to 2028/29).	LENNON	Latest Earnings Networked Nationally Overnight.
MML	Midland Mainline, line accommodating fast services between Yorkshire and London, starting at Sheffield and Nottingham/Lincoln and travelling to London St. Pancras via Leicester.	ATC	Automatic Traffic Count.
Northern	Northern Trains – local and regional train company operating services across the north of England.	EV	Electric Vehicle.
ORR	Office of Rail Regulation who oversee Network Rail's performance and report back to DfT.	DECC	Department of Energy and Climate Change.
RTB's	Regional Transport Bodies, including Transport for East Midlands/East Midlands Councils (TfEM/EMC), Midlands Connect, Transport for the North (TfN).	SUEs	Sustainable Urban Extensions.
TOC	Train Operating Company.	UKCRF	UK Community Renewal Fund.
TPD	Trains per day.	UKSPF	UK Shared Prosperity Fund.
TPX	Transpennine Express – inter-regional train company operating services across the north of England and into Scotland.	LUF	Levelling Up Fund.
XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.

Lincolnshire Passenger Rail Strategy



Forward

This Passenger Rail Strategy, along with similar Strategies for freight, walking, cycling and bus, sets out Lincolnshire County Council's ambitious aspirations to transform travel, enable and encourage more sustainable travel, and deliver this in a more integrated way than has previously been possible.

This is supported by emerging greater controls and scope for influence in rail at a regional level and through Enhanced Partnerships for bus.

For many years, rail in the East Midlands has been the victim of under investment and failed to keep pace with both historic changes in Sunday trading and the increase in jobs requiring shift working. The recent East Midlands Railway franchise took a significant leap forward in promising to address some of the longer-term weaknesses in the regional rail offer. This creates a platform to build on, to deliver a rail offer that meets future needs.

This Passenger Rail Strategy sets out our ambition for rail looking forward, supporting a world where accessing jobs, education and enjoying the leisure and tourism opportunities in the county, can become a realistic possibility for those choosing to travel in a way that reduces their impact on climate change or for people unable to use a car.

This strategy follows a technical report and consultation with adjoining transport authorities, regional transport bodies, the DfT and rail industry delivery partners. We are thankful for their input and support.

The rail assets such as stations need to become an integral part of the local community, accessible to all, especially by those walking, cycling, or travelling to and from the station by bus.

There is still much that needs doing to provide Lincolnshire with the frequency and connectivity needed to maximise its true potential. We welcome the Rail White Paper which proposes a more integrated and regionally accountable management structure, we look forward to working with Great British Railways. We await news that these positive changes are underpinned by adequate and long-term funding commitments by the Government.

Introduction

LCC has prepared this Passenger Rail Strategy, this is one of a suite of modal strategies which underpin LTP 5.

LTP 5 has been designed to support the four Local Plans¹, which seek to locate a significant amount of new housing and employment on development sites within easy access of local rail stations, where homes and jobs are accessible and improved access offers increased opportunity. LTP 5 then seeks to put in place the measures needed to improve connectivity, safety and attractiveness of travel options making travel more inclusive and less impactful on the environment and community. Delivery will draw on funding from developers, LTP 5 and stakeholders (in this Strategy's case this particularly includes the rail industry and the Government).

The rail strategy supports the six LTP 5 themes, these themes can be summarised as follows:

- Supporting economic growth;
- Future ready green Transport;
- Promoting thriving environments;
- Supporting safety, security, and a healthy lifestyle;
- Promoting high aspirations; and,
- Improve quality of life.

LCC recognises the role that rail can play in delivering these six LTP themes. Rail contributes to creating thriving communities and environments and, when coupled with walking and cycling, contributes positively to the health and wellbeing of residents and their quality of life.

Alongside plans for other modes of transport, rail has an important role to play in delivering the above in a way that is more attractive than the car and offers a genuine alternative for those without access to a car. The evidence behind this is set out in LTP 5.

This strategy has been developed from an extensive evidence base, a technical report, national and Local policy and informed by industry stakeholder input.

Along with other sub-strategies of LTP 5, such as the walking, cycling and bus strategies, this strategy sets out how LCC's will, through collaboration with current and emerging rail industry and wider partners, deliver policies and actions to facilitate and encourage greater use of rail by more people within and into Lincolnshire.

Describing Lincolnshire's rail network

The rail network across Lincolnshire is best described as sparse, suffering from considerable "Beeching" cuts in the 1960's. Today's network is illustrated in the following diagram, with the east of the county only realistically enjoying high-levels of rail connectivity.

Not shown on the plan are potential timetable changes in May 2022, currently under consultation by the rail industry. These include:

- **LNER** – propose to extend the Lincoln to London service to provide Grimsby and Cleethorpes with one direct train to London each way, departing for London at 06:24 and returning at 19:18, operating Monday to Saturday. This is part of a major overhaul of the East Coast Mainline timetable following completion of the recent works at Kings Cross and other locations over the last couple of years. At Lincoln there will be an additional early morning service from London, returning at 09:20 removing the long gap between direct mid-morning services, there will also be timetable changes in the evening. These plans are undergoing consultation at the time of drafting, with no guarantee around the outcome.
- **EMR** – plan to split the Liverpool to Norwich service at Nottingham, providing a Nottingham to Norwich service via Grantham. This means that Lincolnshire's connectivity to South Yorkshire, Manchester and Liverpool will be made worse, and trips will require interchange at Nottingham or Doncaster, unless mitigation measures like two trains an hour between Sheffield and Manchester which would offer some mitigation, albeit at the expense of interchange.

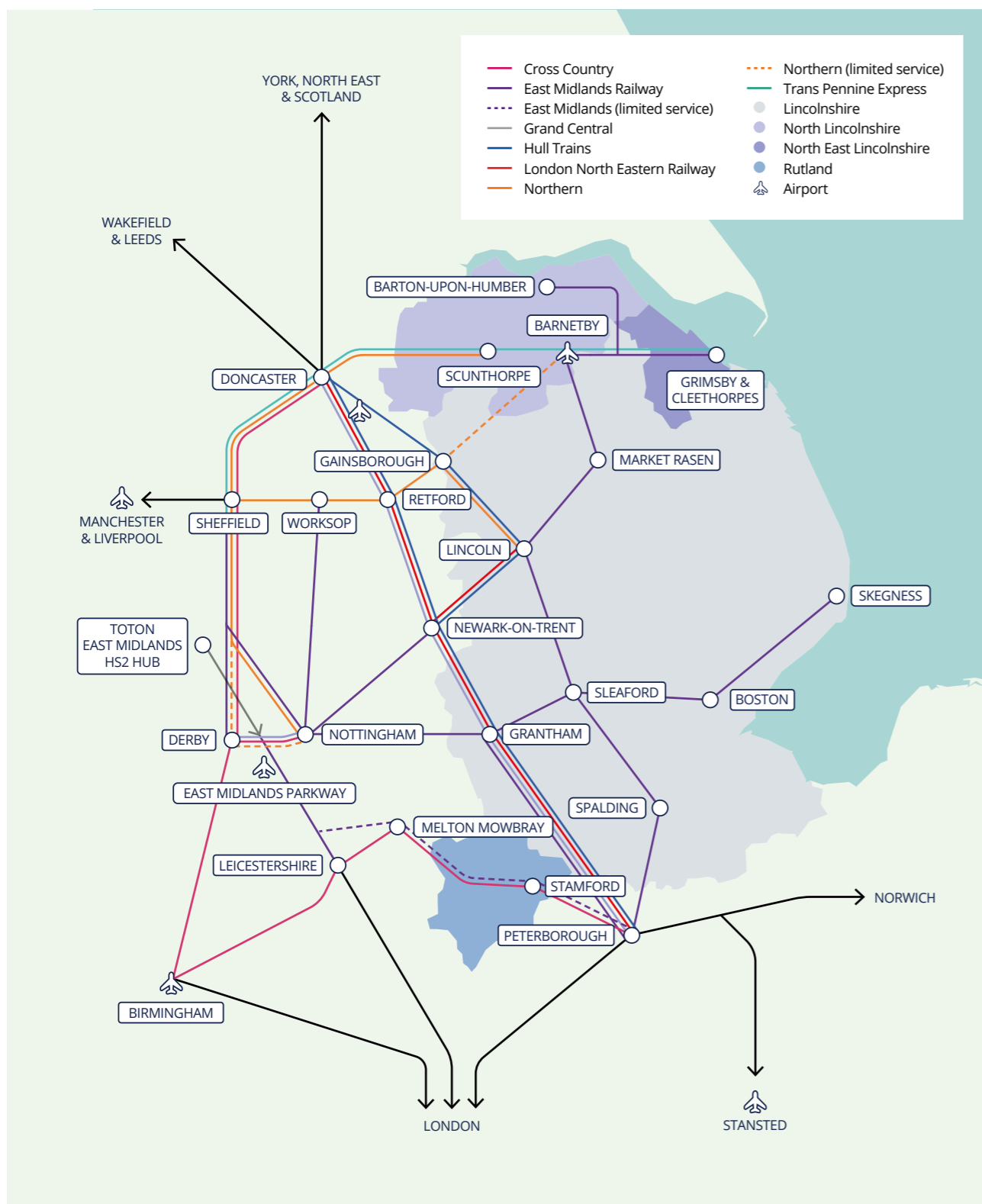
- **EMR TSR2** – this timetable change was due December 2021, but is now understood to have slipped to May 2022, it will deliver a step change in the Lincolnshire's local services, especially in the evening and at the weekend where improvements are linked to an increase in signal box opening times. The key daytime changes that are expected include:

- Lincoln to Grimsby Town hourly service.
- Doncaster to Lincoln to Peterborough hourly service, via Sleaford and Spalding.
- Skegness services all year round, with later evenings services.
- Second London train per day via the Midland Mainline.

Finally, after introducing service enhancements in May 2021, EMR found they could not reliably deliver the services promised, from 19th June 2021 EMR were withdrawn several services in the short-term until they are able to overcome the operational barriers to delivering the timetable enhancements reliably. This illustrates the need to offer customers a well-planned and reliable service, this strategy assumes that these temporary service reductions will be reversed, however an integral part of this strategy is to ensure that the services are reintroduced along with subsequent promised enhancements, and that these are delivered in with a high degree of reliability.

Our vision is to make Lincolnshire a place where catching a train is a natural choice for people when making journeys to work, education and for leisure for those larger communities living alongside or close to the rail network. To achieve this rail must be accessible, convenient, inclusive, and attractive to all, especially when compared to the alternatives, such as the car.

Lincolnshire rail network - May 2021



Challenges and opportunities

Through the compilation of an evidence-base and with stakeholder input, the following challenges and opportunities for rail have been identified.

Challenge	Opportunity
<p>Access to the rail network is a physical barrier to some. Known lines with current or predicted capacity constraints include:</p> <ul style="list-style-type: none"> Leicester to Lincoln Leicester to Peterborough Connectivity to Toton for HS2 services 	<p>Investment in providing fully accessible stations is possible with the correct funding streams.</p> <p>Train capacity must be adequate to avoid standing. The newly introduced trains have delivered a step change in quality and capacity on some lines. The rollout needs to be completed.</p>
<p>Access to the rail network is a cost barrier to some.</p>	<p>Ticketing and information provision would benefit from being simplified, standardised and made more accessible, along the lines set out in the Rail White Paper. The introduction of a limited Carnet ticket in June 2021 is a useful additional product.</p>
<p>Lincolnshire is polycentric, the railway network (May 2021) does not readily connect the parts of Lincolnshire with higher population densities, and connection to much of the rest of the Midlands and London and the North involves change of train.</p>	<p>Timetable plans for May 2022 will add additional and better timed connectivity between Lincoln and London. It will also connect Grimsby and Cleethorpes to London, albeit once a day in each direction.</p> <p>Timetable plans for regional services in May 2022 will improve Sunday services and provide a step change north and south route between Peterborough, Spalding, Sleaford, Lincoln, and Doncaster.</p>
<p>Lincolnshire, like the rest of the UK, is undergoing a rise in average age. As people age, they need alternatives to the car. For assorted reasons some people are seeking to find viable alternatives to the car.</p>	<p>Improvements to the rail network and services, operating a regular 7-day service that are planned for May 2022 will offer some communities a viable alternative to the car. Moving forward, further service improvement will encourage mode shift from the car to rail.</p>
<p>Rail journey speeds are not always car competitive and are constrained by signalling and line constraints.</p>	<p>Improved train speed will make rail a more attractive alternative for some car trips. This will require investment in line-speed improvements to better match the new trains.</p>
<p>Tourism generates a significant amount of traffic congestion where activity is concentrated, such as the coast and particularly during the busy summer season.</p>	<p>There are opportunities to increase travel by rail among visitors to the area. To support this, rail services need to have at least an hourly frequency throughout the day and evening during weekends. Trains need to have capacity to comfortably accommodate seasonal peaks.</p> <p>Train capacity must be adequate to meet year round tourism needs, not just focused on summer peaks.</p>

Challenge	Opportunity
Over 80% of households have access to a car or van, and over 66% of travel to work trips in Lincolnshire being made by these modes.	<p>Those with no access to a car or van are mostly located in urban areas and are a key demographic to promote and facilitate journeys on rail.</p> <p>The high proportion of households with car access provides potential for people to reach wider destinations by combining trips with rail, where stations are more remote.</p> <p>The National Bus Strategy and Enhanced Partnerships coupled with the Willian/Shapps Rail White Paper, create an opportunity to plan better integration between bus and rail trips.</p>
The proportion of people that use the train for everyday travel purposes has increased, but remains below the national average.	As the rail offer continues to improve there is the need to market the new opportunities offered by the rail enhancements both to this who live in Lincolnshire and to those visiting.
There has been an increase in the proportion of road user casualties since 2016.	Rail can be offered as a safer alternative to the car, the less people depend on the car for trip making the safer our roads will become.
Rail infrastructure needs to meet the future needs of communities, east/west travel to Nottingham and beyond is constrained by having to cross the East Coast Mainline at grade.	New land use developments offer potential to create sustainable communities from the outset, with walking and cycling combining with rail to facilitate sustainable end to end journeys.
Personal barriers to use of the train include ill-health, concerns over security and safety and poor-quality infrastructure.	Safer walking and cycle routes to stations, secure station car parks, CCTV, lighting and natural surveillance at stations routes and well-maintained infrastructure would encourage people to catch the train more often.
Planning for the future of rail is a long-term challenge. Rail investment decisions have historically been undertaken nationally.	Williams/Shapps Rail White Paper provides regional governance, this more localised accountability provides opportunity for greater influencing of investment, alongside the Levelling up agenda. This also includes promises of increased speed of delivery. Planning needs to start now for new infrastructure, which might include stations and even lines.

The role of rail serving Lincolnshire

As previously highlighted, this Rail Strategy has been developed to support the overarching themes set out in the Lincolnshire (LTP 5).

Alongside plans for other modes of transport, rail has an important role to play in contributing to delivery of the six LTP 5 themes. This section looks in summary, at how rail contributes to these six themes, the evidence behind this is set out in LTP 5.

The six LTP 5 themes

Rail supports economic growth by making it easier for people, across the parts of Lincolnshire served by the railway network, to access jobs and training. It also allows people traveling for business to do so more efficiently and make better use of their travel time. Rail also supports tourism and access to retail and leisure opportunities, which in turn creates a lot of jobs locally.

Rail, when used well, contributes towards greening transport and reducing the impact of climate change and in turn reduces the impact of travel on the climate, especially when reducing dependency on the car. Nationally, the Government is investing in new rolling stock and electric, battery and hydrogen train fleets, as well as decarbonising stations and rail infrastructure. The bus strategy provides for better bus/rail connectivity for those living too far from a station to cycle or walk there.

Rail stations can contribute to promoting thriving environments by offering community facilities in underused station buildings and offering a gateway to other parts of Lincolnshire and beyond for those unable to drive or without access to a car. Community can become involved in maintaining, enhancing and promoting rail through community rail partnerships and station adoption.

Finally, rail travel is a very safe mode of travel, but there remains work to do in tackling perception of safety especially getting to and at some local stations. When combined with walking, cycling and travelling by bus, rail reduces car use which contributes to making road travel safer for others. Rail can be shown to have a role in supporting safety, security and a healthy lifestyle. More detail on this is set out in the walking and cycling strategies, but in summary UK Physical Activity Guidelines² recommend that adults should do at least 2 ½ hours of

moderate activity every week, a short walk or bike ride to catch a train contributes towards this goal, especially those travelling to and from work on a regular basis.

Rail provides communities access to new places to work, new training opportunities and therefore facilitates high aspirations in an inclusive way.

Across Lincolnshire housing and employment land allocations are, in the main, centred around rail station hubs, this means that rail offers people travel choices without requiring dependency on the car. This leads to a more inclusive society, thriving local environments and in turn improves quality of life.

The structure of the rail strategy

The rail strategy takes these six LTP 5 themes, and the vision presented in the introduction to this strategy and seeks to realise these through four objectives designed to increase rail use.

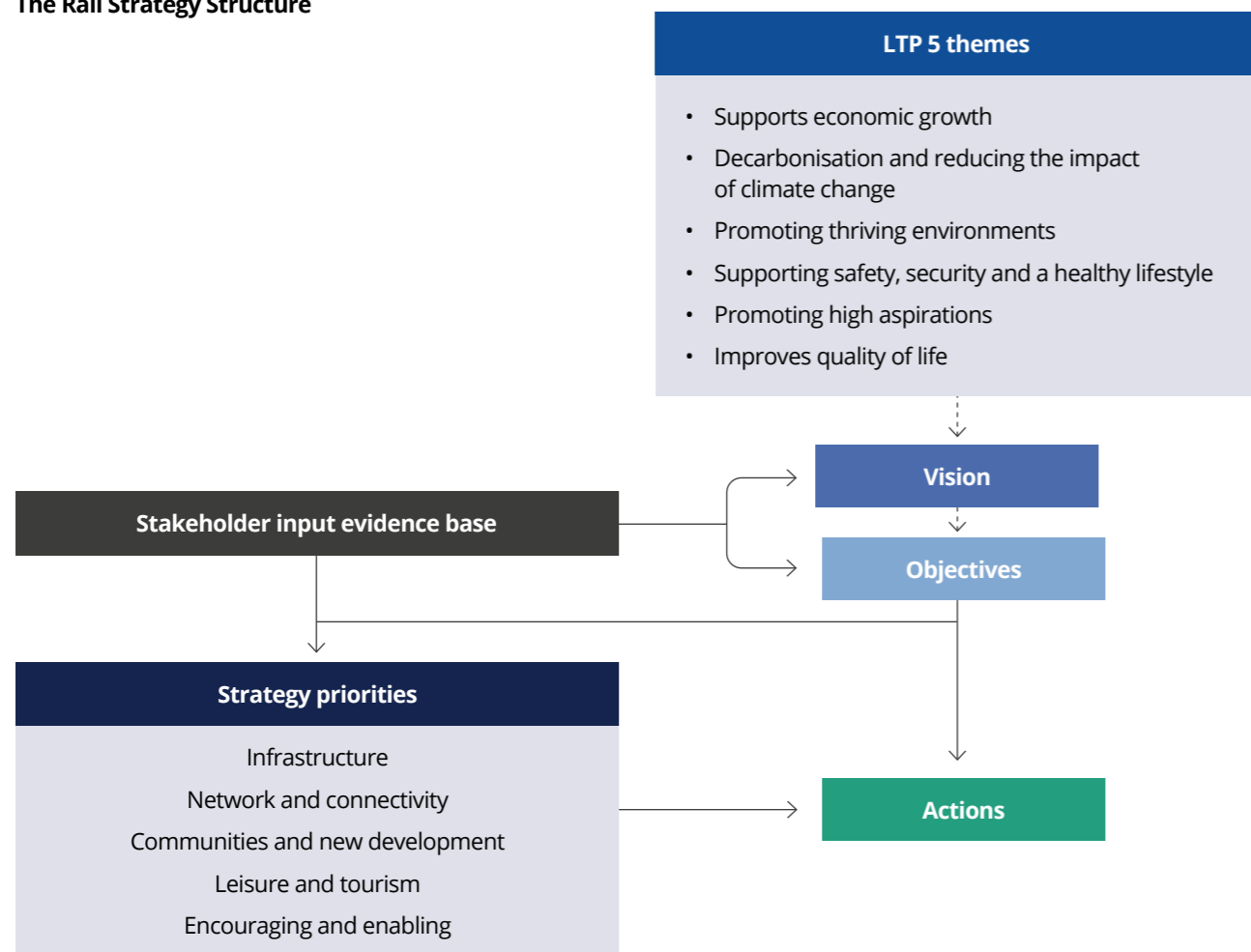
The four objectives of the Lincolnshire rail strategy are to:

- Improve the quality and usability of the rail environment to ensure it is safe, affordable, and inclusive for all;
- Make travelling by train a genuine travel option for Lincolnshire's residents living and working in the larger communities, in doing so, contribute to reducing the environmental impact of travel and improving physical wellbeing alongside other modal strategies;
- Enhance rail to support Lincolnshire's economy, people's access to jobs and training and support the growth of the leisure and tourism industry; and,
- Make rail more attractive than the car and improve access to the local stations by bus, bike and on foot, and for more remote communities by car, and the use of stations so that stations and the railway become part of the community.

The objectives will be achieved through the implementation of a range of actions grouped under five strategic priorities.

The relationship between the themes, vision, objectives, strategic priorities and actions is illustrated the following diagram.

The Rail Strategy Structure



LCC does not deliver or commission rail services and is not responsible for the infrastructure such as stations, track, and signals etc. Therefore, the approach to ensuring rail delivers for the county will need to be collaborative, working with other local authority partners, regional transport bodies such as transport for the East Midlands, transport for the North and Midlands Connect, and of course the rail industry itself.

Rail industry changes

The rail industry is going through a period of change, moving away from a Government funded and specified model, with delivery undertaken by operators, suppliers, and Network Rail. This existing model is considered both complex and creates wasteful adversarial relationships between the parties. It does not meet the needs of passengers, freight customers or taxpayers.

In May 2021, the Government published a White Paper³ setting out its plans for fundamental change to the way rail services are delivered in England. The White Paper authored by Williams and Shapps, proposes simplifying the rail industry and removing the current adversarial processes, in straight forward language the Government will continue to provide funding, with a new public body being proposed, Great British Railways (GBR), who run and plan the rail network, own the infrastructure, and receive the fare revenue. It will procure passenger services, from private sector service providers, and set most fares and timetables.

Great British Railways will be made up of regional railways that are locally rooted and accountable, with new culture and incentives focused on serving customers. Its actions will be supported by a 30-year strategy which will enable the sector to modernise efficiently.

In summary, the White Paper argues that this change will:

- **Make the railways easier to use** – by simplifying the confusing mass of tickets, introducing far more convenient ways to pay. End the uncertainty about whether you are travelling with the right train company. Trains will be better planned with each other and with other transport services, such as buses and bikes. Affordable 'turn up and go' fares and capped season tickets will continue to be protected.
- **Rebuild patronage after the pandemic** – introducing new flexible season tickets. These have been introduced in late June 2021.
- **Maintain safe, secure railways for all** – Great Britain has one of the safest networks in Europe and that must continue. Current safety and security roles will remain in place across the rail network.
- **Keep the best elements of the private sector to help drive growth** – patronage growth has been a private sector success Great British Railways will contract with private partners to operate trains to the timetable and fares it sets. Contracts will include strong incentives for operators to run high-quality services and increase passenger demand.
- **Make the railways more efficient** – the simpler structure and clear leadership is designed to make decision making easier and more transparent, reduce costs and make it cheaper to invest in modern ways to pay, upgrade the network and deliver new lines.
- **Grow, not shrink, the network** – the Government is investing tens of billions of pounds in new lines, trains, services, and electrification. At a time of deep challenge for public transport, increasing flexibility and productivity will secure the future of the railways and the jobs of those who work on it right across Great Britain.

The Government's ambition to deliver change that offers a regional approach with engagement, a plan to increase investment, deliver quicker and maintain safety is welcome and potentially supports delivery of this strategy.

This chapter will now look at how the objectives will be met under the actions proposed as they align to each of the strategic priorities the areas for improvement and to seek funding from different sources to deliver the interventions.

Theme 1 – Infrastructure

Enhancing rail's role by providing the appropriate track and signal infrastructure to enable attractive rail journeys.

This priority is focused on the signalling and track constraints which constrain train services, train speed and the times and days services operate.

Train services need to operate fully 7-days a week, with services timed to meet local need, this includes the timing of both early morning and later evening services.

Faster train services and reduced journey times will make train travel more attractive to passengers and more car competitive, this in turn will lead to modal shift benefits and all that enables.

Frequent train services are required to improve connectivity, this priority focuses on the infrastructure limitations of the current network serving Lincolnshire.

Better connection both north and south, to the Northwest and the West Midlands, to airports and connection to HS2 (Toton) are also constrained by Infrastructure barriers.

Midlands Connect are leading work on two specific areas, aligned to the above actions:

- Line speed improvement works to better connect Lincoln, Newark, and Nottingham and on to Birmingham. This line is constrained to two train paths per hour over Newark Flat Crossing.
- Newark Flat Crossing is constrained to two paths, one passenger the other freight. The immediate option proposed is the diversion of freight to secure a second passenger path between Lincoln to Nottingham (possibly by extending the Matlock to Newark Castle service).

For the Doncaster to Cleethorpes Line there is a joint study already underway led by Transport for the North and Network Rail, this is to improve journey times. Again, this work should be engaged with to support the principle.

The following lines have no speed enhancement work being undertaken, there is the potential on all these lines to increase line speed, optimise rolling stock performance, and therefore make services more car competitive and attractive to rail users, the lines are:

- Lincoln – Sheffield;
- Cleethorpes – Lincoln;
- Skegness – Nottingham; and,
- Doncaster – Lincoln – Peterborough.

Theme 2 – Network and connectivity

Providing the appropriate services to connect people to the places they want to reach when they want to get there.

This priority is focused on the train services, it includes quality, timetabling, capacity and performance.

Trains need to be comfortable, modern, accessible with room for luggage, bikes and so on. They need to be clean and attractive. They also need to have adequate seating capacity to meet passenger demand. Journeys need to be frequent (at least hourly), on time and run to a timetable which meets community and business needs, this includes the evenings and Sundays.

In common with the Infrastructure priority, once the signal box barriers have been addressed, it is necessary to ensure that the timetables introduce the train services themselves. The timetables need to operate fully 7-days a week, with services timed to meet local needs, this includes the timing of both early morning and later evening services, especially on a Sunday.

Faster train services and reduced journey times will make train travel more attractive to passengers and more car competitive, this in turn will lead to modal shift and the arising benefits.

Appendix A, illustrates the current and anticipated train frequency, this is based on a minimum (good) standard of service of one train per hour in each direction and a preferred (best) service level of two trains per hour in each direction. The priority is to make sure the commitments made are delivered, then improved upon as discussed above. The rationale for this service level is set out in the Greater Lincolnshire LEP Rail Study⁴.

Trains require adequate capacity to ensure that people do not have to stand, or if they do this is not for more than 20 minutes. For value for money reasons, capacity is normally addressed by increasing train length (where platforms are long enough) and after that by increasing frequency. There are four current or anticipated capacity concerns within the LTP 5 timeline, these are:

- **Leicester to Lincoln** – two EMR services are expected to be at or above capacity during the afternoon peak period.
- **Leicester to Peterborough** - two evening peak services are expected to be at or above seating capacity.
- **Capacity enhancements to the Cross-Country service** between Stansted and Birmingham. This enhancement is already being considered by Midlands Connect. This work should additionally seek to address the future growth scenario capacity highlighted in the Technical Report.

Finally, once the right timetable is in place with capacity to meet passenger needs, then performance issues focusing on whether the train turns up and is it on time come into play. Experience says this needs to be watched.

Against these positive actions, there is a reactive action that must be acted upon. Where the rail industry proposes changes to services for wider reasons, the impact of these plans on Lincolnshire need to be evaluated. For example, the plans to split the Liverpool to Norwich service which calls at Grantham, provides a direct link to Manchester and Liverpool, and to Manchester airport via interchange. The current discussion regarding splitting this service at Nottingham would mean this journey involves an interchange where none currently exists.

Theme 3 – Communities and new developments

Supporting and creating sustainable communities with rail travel as a genuine option.

This priority seeks to capitalise on the opportunity to maximise rail use making sure that the station and services are accessible to existing communities and support local communities, that people are aware of the travel options offered by rail, and that these priorities are planned into new developments at the outset.

There is also a focus on maximising funding opportunities to deliver infrastructure and secure a revenue stream to implement effective travel planning, supporting new residents and employees with the means to travel sustainably and both consider and use the train as part of their everyday travel decisions.

The technical report that accompanies this strategy details station improvements being progressed by partners. It goes on to highlight further works are needed to ensure once at the Station that they are fully accessible to passengers. This technical report highlights potential LTP 5 investment (and potential leverage for match funding) to secure improvements including upgrades to CCTV and Information displays as well as improved cycle and car parking, as well as prioritising EV charging at stations where longer car trips might be expected (commuter stations and at ECML stations).

Theme 4 – Leisure and tourism

Rail supports leisure and tourism by ensuring services meet visitor needs and thereby supports a key part of Lincolnshire's economy.

Lincolnshire has a significant leisure and tourism offer enjoyed by residents and visitors alike, with large visitor numbers to Lincoln and other historic market towns, as well as Skegness. This priority is to ensure that rail is an attractive travel option for these visitors.

The key concern is that the rail service to Skegness needs to run hourly throughout the day and week, including into the evenings. At peak season times there is a major challenge matching capacity against demand. This priority focuses on seeking improvements.

Theme 5 – Encouraging and enabling

Influencing behaviour and removing barriers to rail travel.

The final priority is focused around making sure people who live or work close to a station think about travelling by train, with the new route and timetable enhancements being introduced and the recent upgrade in rolling stock, those who do not regularly use the train many be unaware of the improvements and travel opportunities. These need to be promoted.

To be a genuine travel option, people also require simple and affordable ticketing, whilst on the rail side Great British Railways will standardise the core ticket products and fares across all train operators and the industry, these enhancements need to also be promoted and locally integrated with combined bus and rail ticketing.

<p>To achieve theme 1</p> <p>The Lincolnshire rail strategy objectives in relation to the infrastructure theme will:</p>	<p>Improve the quality and usability of the rail environment to ensure it is safe, affordable, and inclusive for all.</p>	<p>Make train a genuine travel option for residents living and working in the larger communities, in doing so contribute to reducing the impact of travel.</p>	<p>Enhance rail to support Lincolnshire's economy, people's access to jobs, training and support the growth of the leisure and tourism industry.</p>	<p>Make rail more attractive than the car and improve access to the local stations by bus, bike and on foot, and for more remote communities by car.</p>
<p>Work with the rail industry and partners to ensure signal boxes are staffed such that they allow 7-day, early to late train services to be operated.</p>		●	●	●
<p>Work with the rail industry and partners to investigate and where practical secure faster train services on lines where services do not have car competitive journey times, and where the speed potential of rolling stock is not capitalised upon.</p>		●	●	●
<p>Work with the rail industry and partners to develop deliverable infrastructure solutions to unlock the capacity bottlenecks at Newark Flat Crossing and Grantham Station.</p>		●	●	●
<p>With rail partners, monitor station capacity performance at Lincoln and Nottingham station's to ensure station capacity does not prevent other service improvements being realised.</p>		●	●	●
<p>Work with the rail industry and partners to develop and deliver infrastructure solutions to ensure excellent connectivity between Lincolnshire and HS2 at Toton.</p>		●	●	●

<p>To achieve theme 2</p> <p>The Lincolnshire rail strategy objectives in relation to the network and connectivity theme will:</p>	<p>Improve the quality and usability of the rail environment to ensure it is safe, affordable, and inclusive for all.</p>	<p>Make train a genuine travel option for residents living and working in the larger communities, in doing so contribute to reducing the impact of travel.</p>	<p>Enhance rail to support Lincolnshire's economy, people's access to jobs, training and support the growth of the leisure and tourism industry.</p>	<p>Make rail more attractive than the car and improve access to the local stations by bus, bike and on foot, and for more remote communities by car.</p>
<p>Work with the rail industry and partners to introduce train services which operate 7-days, early to late.</p>	●	●	●	●
<p>Work with the rail industry and partners ensure the committed service improvements are provided in line with franchise commitments. Work with partners to move more lines from good to best.</p>	●	●	●	●
<p>Work with industry partners to ensure services are provided with adequate capacity on board trains.</p>	●	●	●	●
<p>Monitor train service performance and challenge areas where trains are not punctual or reliable.</p>	●	●	●	●
<p>Keep abreast of service changes that may adversely impact on Lincolnshire and make evidence-based representations where threats become apparent.</p>	●	●	●	●

<p>To achieve theme 3</p> <p>The Lincolnshire rail strategy objectives in relation to the communities and new developments theme will:</p>	<p>Improve the quality and usability of the rail environment to ensure it is safe, affordable, and inclusive for all.</p>	<p>Make train a genuine travel option for residents living and working in the larger communities, in doing so contribute to reducing the impact of travel.</p>	<p>Enhance rail to support Lincolnshire's economy, people's access to jobs, training and support the growth of the leisure and tourism industry.</p>	<p>Make rail more attractive than the car and improve access to the local stations by bus, bike and on foot, and for more remote communities by car.</p>
<p>Work with district planning authorities to ensure that access to rail stations is prioritised through effective planning and design of new developments, including bus, cycle and walking access.</p>	●	●	●	●
<p>Ensure the stations themselves and access routes to the stations are accessible and of a standard and condition which is people consider to be safe and attractive when accessing the station or waiting for a train.</p>	●	●	●	●
<p>Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.</p>	●		●	
<p>Work with district planning authorities to ensure travel plans that encourage and facilitate rail travel are developed and implemented.</p>		●		
<p>Bring underused station buildings into community use, to better integrate rail into the community.</p>		●		
<p>Support station adopters and community rail partnerships to unlock the full potential of the existing rail services and promote rail use within their local community.</p>	●	●	●	●
<p>Planning for the future – working with communities and rail partners to explore the case for new and reopened rail lines and stations.</p>		●	●	●

<p>To achieve theme 4</p> <p>The Lincolnshire rail strategy objectives in relation to the leisure and tourism theme will:</p>	<p>Improve the quality and usability of the rail environment to ensure it is safe, affordable, and inclusive for all.</p>	<p>Make train a genuine travel option for residents living and working in the larger communities, in doing so contribute to reducing the impact of travel.</p>	<p>Enhance rail to support Lincolnshire's economy, people's access to jobs, training and support the growth of the leisure and tourism industry.</p>	<p>Make rail more attractive than the car and improve access to the local stations by bus, bike and on foot, and for more remote communities by car.</p>
<p>Influence partners to secure year-round hourly train service to Skegness.</p>			●	
<p>Ensure the train services to Skegness have adequate capacity to meet passenger demand.</p>			●	
<p>Work with partners to combine the benefits of bus and train integration, in particular the opportunities arising from the Rail White Paper and BEP, including better integration, and well-priced cross ticketing.</p>	●	●	●	●

To achieve theme 5

The Lincolnshire rail strategy objectives in relation to the encouraging and enabling theme will:

	Improve the quality and usability of the rail environment to ensure it is safe, affordable, and inclusive for all.	Make train a genuine travel option for residents living and working in the larger communities, in doing so contribute to reducing the impact of travel.	Enhance rail to support Lincolnshire's economy, people's access to jobs, training and support the growth of the leisure and tourism industry.	Make rail more attractive than the car and improve access to the local stations by bus, bike and on foot, and for more remote communities by car.
Work with district planning authorities to promote rail use as part of an accessible, enjoyable, and healthy lifestyle working across teams and with partners to develop active travel campaigns.	●	●	●	●
Promote, educate, and market people about the rail network, demonstrating the travel opportunities beyond the car.	●	●	●	●
Work with partners to combine the benefits of bus and train integration, in particular the opportunities arising from the Rail White Paper and BEP, including better integration, and well-priced cross ticketing.	●	●	●	
Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	●		●	
Work with district planning authorities to ensure travel plans that encourage and facilitate rail travel are developed and implemented.		●		

Delivery

Unlike much of LTP 5 and the associated modal strategies, the core of the rail strategy needs to be delivered by others, presently the DfT, Network Rail and the Train Operating Companies (TOC's). The key responsibility of LCC is to drive the partners to deliver, if necessary, pump-priming investment where needed. The county council will also need to actively engage with the development and consultation on the GBR's 30-year rail strategy and five-year delivery plans, proposed in the White Paper, however the lead may be undertaken by regional partners such as transport for the East Midlands.

As already discussed, the planned changes to the structure of the rail industry, regional working into Great British Railways, speeding up delivery and continued investment, this offers a potential route to make the case for delivery of uncommitted enhancements set out in this Passenger Rail Strategy. In particular, actively engaging with the 30-year rail strategy and five-year delivery plans will be key, once the White Paper recommendations have been enacted.

Some of the priorities include actions that are solely the responsibility of LCC and the Local Planning Authorities and will be delivered collaboratively by different teams in the council(s).

However, to make this strategy happen and fully realise the vision for rail, LCC will need to work with partner organisations in the delivery of many strategic priority actions and achieve the objectives.

The following tables summarises the delivery partners that have been identified as key to support each of the policies in the rail strategy. But alongside this is a more detailed table included in Appendix B, which sets out the detail of the actions.

Rail implementation plan – Infrastructure

Priorities	Working with
Work with the rail industry and partners to ensure signal boxes are staffed such that they allow 7-day, early to late train services to be operated.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and Regional Transport Bodies (RTB's)
Work with the rail industry and partners to investigate and where practical secure faster train services on lines where services do not have car competitive journey times, and where the speed potential of rolling stock is not capitalised upon.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and RTB's
Work with the rail industry and partners to develop deliverable infrastructure solutions to unlock the capacity bottlenecks at Newark Flat Crossing and Grantham Station.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and RTB's
Work with rail partners, monitor station capacity performance at Lincoln and Nottingham station's to ensure station capacity does not prevent other service improvements being realised.	Lead – Network Rail/GBR Support – LCC, DfT, TOC's and RTB's
Work with the rail industry and partners to develop and deliver infrastructure solutions to ensure excellent connectivity between Lincolnshire and HS2 at Toton.	Lead – Midlands Connect and Transport for East Midlands Support – LCC, DfT, TOC's and HS2

Rail implementation plan – Network and connectivity

Priorities	Working with
Work with the rail industry and partners to introduce train services which operate 7-days, early to late.	Lead – TOC's Support – LCC and RTB's
Work with the rail industry and partners ensure the committed service improvements are provided in line with franchise commitments. Work with partners to move more lines from good to best.	Lead – TOC's Support – LCC and RTB's
Work with industry partners to ensure services are provided with adequate capacity on board trains.	Lead – TOC's Support – LCC and RTB's
Monitor train service performance and challenge areas where trains are not punctual or reliable.	Lead – TOC's Support – LCC and EMC
Keep abreast of service changes that may adversely impact on Lincolnshire and make evidence based representations where threats become apparent.	Lead – TOC's Support – LCC and EMC/TftN

Rail implementation plan – Communities and new developments

Policies	Working with
Work with district planning authorities to ensure that access to rail stations is prioritised through effective planning and design of new developments, including bus, cycle and walking access.	District Councils
Ensure the stations themselves and access routes to the stations are accessible and of a standard and condition which is people consider to be safe and attractive when accessing the station or waiting for a train.	LCC and District Councils CRPs NR/GBR too surely
Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	District Councils and LCC
Work with district planning authorities to ensure travel plans that encourage and facilitate rail travel are developed and implemented.	District Councils and LCC
Bring underused station buildings into community use, to better integrate rail into the community.	Lead – TOC's and CRP's Support – LCC, DfT, Planning Authorities and RTBs
Support station adopters and community rail partnerships to unlock the full potential of the existing rail services and promote rail use within their local community.	Lead – CRP's Support – LCC, TOC's and RTB's
Planning for the future – working with communities and rail partners to explore the case for new and reopened rail lines and stations.	Lead – LCC Support – DfT, NR/GBR, TOC's and RTB's

Rail implementation plan – Leisure and tourism

Policies	Working with
Influence partners to secure year-round hourly train service to Skegness.	Lead – EMR Support – LCC and NR/GBR
Influence partners to improved train services to Lincoln from a wider range of destinations, either directly or through efficient interchange.	Lead – EMR Support – LCC and NR/GBR
Ensure the train services to Skegness have adequate capacity to meet passenger demand.	Lead – EMR Support – LCC and NR/GBR
Work with partners to combine the benefits of bus and train integration, in particular the opportunities arising from the Rail White Paper and Bus Enhanced Partnerships, including better integration, and well-priced cross ticketing.	Lead – LCC Support – TOCs, Bus operators, NR/GBR

Rail implementation plan – Encouraging and enabling

Priorities	Working with
Work with district planning authorities to promote rail use as part of an accessible, enjoyable and healthy lifestyle working across teams and with partners to develop active travel campaigns.	Lead – LCC Support – Planning Authorities/CRP's/TOCs
Promote, educate and market people about the rail network, demonstrating the travel opportunities beyond the car.	Lead – LCC Support – Planning Authorities/CRP's/TOCs
Work with partners to combine the benefits of bus and train integration, in particular the opportunities arising from the Rail White Paper and Bus Enhanced Partnerships, including better integration, and well-priced cross ticketing.	Lead – LCC Support – Planning Authorities/CRP's/TOCs/bus operators
Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	Lead – LCC Support – District Councils
Work with district planning authorities to ensure travel plans that encourage and facilitate rail travel are developed and implemented.	Lead – LCC Support – District Councils

Monitoring and measuring success

To ensure that this rail strategy is effective we will monitor performance and review the strategy on a regular basis. To monitor and measure success of this strategy we will:

- Review and report on our performance every year;
- Develop our thinking and approach based on performance, changing technology and other opportunities for innovation;
- Be open to challenge from partners and stakeholders;
- Actively monitor published data sources; and,
- Identify appropriate technology and data sources to collect our own data across Lincolnshire.

The following monitoring framework presents how we will monitor the strategy against each of the objectives. The framework is based on several indicators assessing overall use, satisfaction and modal share.

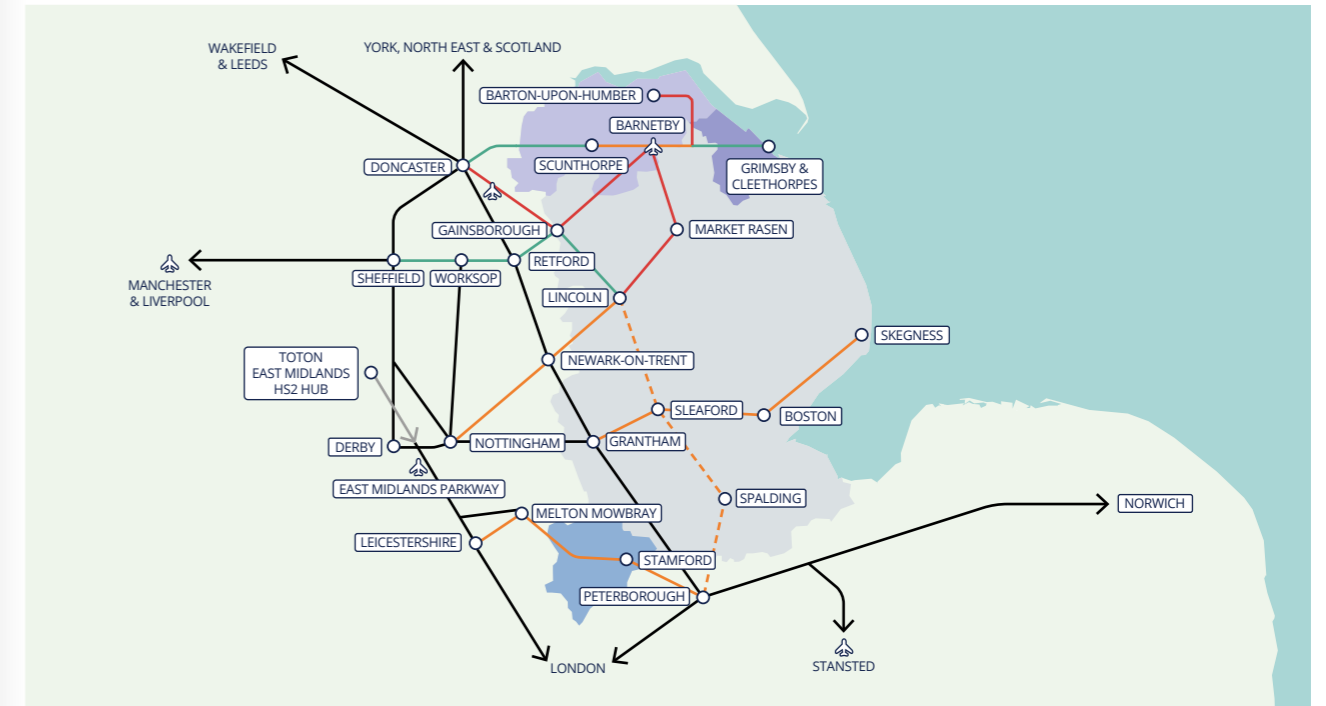
Most of the sources of data are published data that we will access, rather than depending on original data.

We will seek out additional data sources that may be identified through the course of this strategy where this would add insights on the operation and performance of the local rail network.

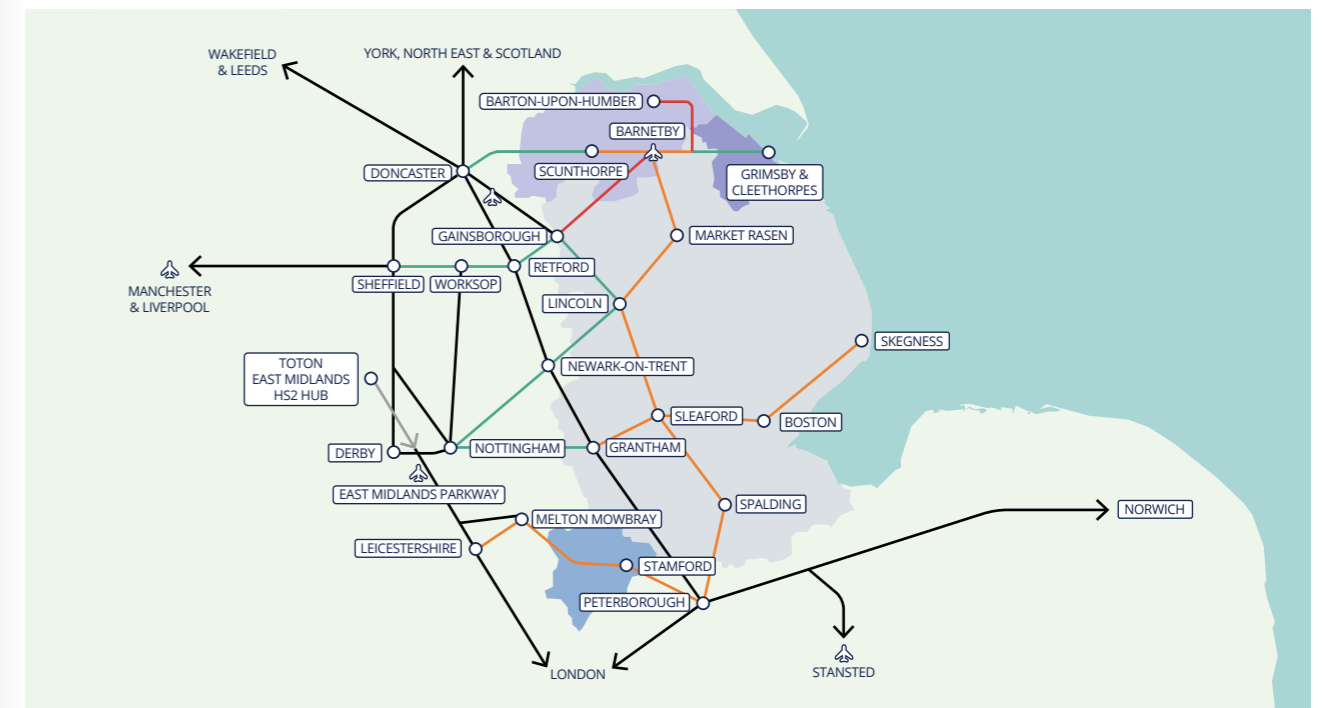
Objective	Indicator	Source
Improve the quality of the rail offer.	Timetable frequency (days/hours/frequency by line).	
	Passenger satisfaction.	<ul style="list-style-type: none"> • Timetables
Make rail a part of Lincolnshire residents' travel options.	Punctuality and reliability.	
	Volume of rail travel at larger stations (Lincoln, Boston, Sleaford, Spalding, Grantham).	<ul style="list-style-type: none"> • ORR data
	Mode share of rail for journeys to work.	<ul style="list-style-type: none"> • Census data • Travel plan data
Enhance rail within Lincolnshire's leisure and tourism offer to support the economy.	Mode share of rail for school and journey to work trips.	<ul style="list-style-type: none"> • School travel surveys • Home/workplace travel plans
	Footfall at station.	<ul style="list-style-type: none"> • ORR data
	Mode of travel to reach leisure and tourism destinations.	<ul style="list-style-type: none"> • Surveys

Current and franchise committed train service frequency

Existing passenger offer (from timetables)



Passenger offer achieved within LTP 5 (from franchises)



Detailed action plan and suggested interventions

Ensure promised enhancements are delivered.

COVID-19 service reinstatement – actively engage with the train operating companies on service reinstatements. Support actions to encourage passengers to return to rail. Also, work with EMC, to fully understand how COVID-19 impacts change the demand for rail travel and customer priorities for improvement. This should look at the different commuter, business travel and leisure markets.

Oversee that the following promised, infrastructure, service and rolling stock upgrades are delivered to time. Checking the right stations are served, that impacts on other services are understood and are considered acceptable (or mitigated).

Review the interchange between the enhanced services and existing, especially at key interchange nodes such as Lincoln and Sleaford.

Additionally, influence the train operating companies to incentivise people to take up the opportunity to use rail, for example attractively priced promoted ticketing. Also promote the enhancements with partners to encourage increased rail use.

East Midland Railways

December 2021 (risk of slippage to May 2022)

- Provide year-round Sunday services Barton-upon-Humber - Habrough - Cleethorpes Line.
- Combine the Grimsby Town to Lincoln service with the existing Lincoln to Nottingham.
- Introduce a service between Lincoln and Grimsby, via Market Rasen. To provide an hourly Lincoln to Grimsby service in combination with the above.
- Provide more evening and weekday services between Newark Castle and Nottingham.
- Sunday service between Lincoln and Grimsby all-year round.
- Lincoln to Newark North Gate – together the LNER, East Midlands Railways will provide a combined hourly Newark North Gate to Lincoln service.

- Additional peak services between Nottingham and Grantham.
- Earlier morning and later evening Nottingham to Boston services.
- Doncaster - Lincoln - Sleaford - Spalding - Peterborough – East Midlands Railways intend to introduce an hourly Peterborough - Lincoln - Doncaster through-service, and a new Sunday service between Lincoln and Doncaster.

- A second Lincoln to London service via the Midland Mainline.

December 2022

- Replace the regional fleet with CI 170's.

Network Rail

- Cleethorpes - Scunthorpe – Doncaster - Sheffield – Network Rail plan to undertake significant track renewal work and safety works at the level crossing at Crowle, this may provide the opportunity for speed improvement and performance benefits.
- Lincoln (Saturday only Cleethorpes) - Gainsborough - Sheffield (& Leeds) – Network Rail have current plans to undertake significant track renewal work between Gainsborough and Sheffield, re-signalling at Beighton Woodhouse and safety works at the level crossing abutting Kiverton Park Station, these may provide the opportunity for speed improvement and will offer performance benefits.
- Grimsby (Cleethorpes) - Market Rasen - Lincoln - Nottingham - Leicester – Network Rail plan to improve a level crossing west of Nottingham, and renew signalling infrastructure in the Swinderby area, both will contribute to improved performance and reliability.
- The ECML is undergoing major works at Kings Cross Station and to track, signalling and overhead lines. Allowing timetable and speed improvements from May 2022.

Cross Country

- Peterborough - Stamford - Melton Mowbray - Birmingham - to introduce minimum of three-car 170 trains for all weekday services from May 2021.
- Also reinstate the pre-COVID-19 service reductions on this line (17 tpd in each direction).

LNER

- An additional train per day to service Lincoln (seven from London and six to London). From May 2022. Consultation is planned March 2021.
- Lincolnshire may need to consider priorities for the area for any additional services (seven trains each way to Lincoln and potentially 1tpd to Cleethorpes) alongside local service stops.
- As part of there-casting of the East Coast Mainline timetable re-cast, actively lobby to address the inconsistent calling patterns, spacing between services (especially at Grantham, but having regard to Hull Trains services) and reduce long interchange penalties between London and regional services. A standard hour/two-hour clock-face timetable should be sought.

LTP 5 actions to deliver

Capacity issues – monitor, understand and act, if the capacity issues materialise locally (after train upgrades discussed on column to the left). Also review the assumptions used in the technical report as a result of emerging changes (examples approval of the freeport application, North Lincolnshire Local Plan adoption etc.).

- Leicester to Lincoln – two EMR services are expected to be at or above capacity during the afternoon peak period.
- Leicester to Peterborough – two evening peak services are predicted at or above seating capacity.

Influencing others

- To lobby Network Rail and relevant train operators to maximise the speed benefits of the new rolling stock. This is an immediate action as far as CP7 is concerned. Once CP7 is prepared then the next stage is to prepare for CP8 making the case for further speed improvements. The following lines need work undertaking:

- Lincoln to Sheffield (Line 3);
- Cleethorpes to Lincoln (Line 4);
- Lincoln to Newark North Gate (Line 5);
- Skegness to Nottingham (Line 6); and,
- Doncaster to Lincoln to Peterborough (Line 7).

Support these regional and sub-regional transport bodies on delivering positive enhancements through work already in planning. This includes:

- Doncaster to Cleethorpes Line (Line 2) there is a joint study already underway led by Transport for the North and Network Rail.
- Newark Flat Crossing is constrained to two paths, one passenger the other freight. Midlands Connect work suggests that the diversion of freight is the immediate option to secure a second passenger path between Lincoln to Nottingham (possibly by extending the Matlock to Newark Castle service).
- For Lincoln/Newark to Nottingham (Lines 4 and 5) (and towards Birmingham) work has already be undertaken by Midlands Connect. This suggested that line speed improvements are viable.
- Capacity enhancements to the Cross Country service between Stansted and Birmingham (Line 8). This enhancement is already being considered by Midlands Connect. This should also seek to address the future growth scenario capacity issues described above.
- Supporting partners with known station investment projects.

LCC to lead progress:

- Barton Line (Lines 1 and 3) service enhancement business case development funding made available from Restoring Your Railway Fund.
- Liverpool to Norwich service – making the case for maintaining this operating as one, and not being split at Nottingham, and suggest how punctuality issues might be addressed. Alternatively, support the split and the associated performance improvements and seek improvements through the extension of the two halves of the service out of Nottingham to address other needs.
- Making the case for an hourly service to Skegness (Line 6).
- Making the case for connecting Cleethorpes to London via Lincoln. (NE Lincolnshire).
- Lobbying for engineering works at Grantham to increase capacity, increase train speed on approach and reduce pathing conflicts. This should be done in parallel with TOCs and is a potential ask of CP7 and may have implications for LNER future contracts. Lead LCC.
- Investment in station enhancements above those set out in Table 6.2 of the technical report, prioritising works to make the rail network more accessible and then to improve passenger comfort. Using S106/LTP 5 investment as leverage/match funding, alongside upgrades through maintenance budgets (CCTV/information displays etc.). This should specifically look at the interface with rail and include cycle and car parking, as well as prioritising EV charging at stations where longer car trips might be expected (commuter stations and at ECML stations).
- Encouraging community involvement in station improvement works and restoring station buildings to community use is important to make stations welcoming. Lead LCC/TOC's and station adopters.

- Capacity of Lincoln Station needs to be kept under review to ensure it is not a barrier to future plans. Lead LCC.
- Competitive fares and ticketing – as study is needed into Lincoln and other hub stations, to assess gaps in the ticket range such as day-return tickets. Then lobby to close the gaps.
- Performance issues – the services need to be provided reliably and on-time.
- Promotion and marketing - LCCI along with TOC's and partners.

Long-term projects, planning started in LTP 5

Long-term project work needs to commence now on prioritising and developing future schemes. These will require funds and/or resources to develop feasibility studies and business cases, these are essential to access rail industry or Government funding. These projects are most unlikely to be deliverable “on the ground” during LTP 5.

The longer-term projects are:

- An all-week hourly service between Gainsborough/Brigg and the South Humber Bank (this could form part of the Barton-on-Humber frequency enhancement or improve services to Grimsby and potentially Cleethorpes).
- Line speed improvement, making the business case for Network Rail/Great British Railway to include in their five-year planning cycles.
- Lincoln to Nottingham service frequency enhancement. This will need to consider low-cost options, such as diverting some or all the freight paths across the East Coast Mainline to other routes avoiding Newark Flat Crossing. For example, via Ancaster with a chord onto the line Lincoln to avoid Sleaford, or via Retford. These are options before pressing for a flyover/under. This will then enable more than two passenger trains per hour to cross the ECML.

- Enhanced Sunday services through all-week staffing of signal boxes on the Cross Country service via Stamford and linking Birmingham to Stansted. This needs to tie into the renewal of this franchise.
- Support for HS2 offers several strategic opportunities for Lincolnshire:
 - Improved East/West services to Toton and other East and West Midlands Cities.
 - More paths from London to and from Lincoln and Greater Lincolnshire. Opening the opportunity for all day, even hourly services. However, this may reduce calls at local stations between Newark North Gate and Lincoln.
 - More paths across Newark Flat Crossing.
- Wider Industry work which may provide opportunity to support delivery of the strategic objectives. For example, the Integrated Rail Plan and Traction Decarbonisation Network Strategy (both due Later 2021)
- Explore the merits/demerits and business case associated with reopening/opening new lines and stations.

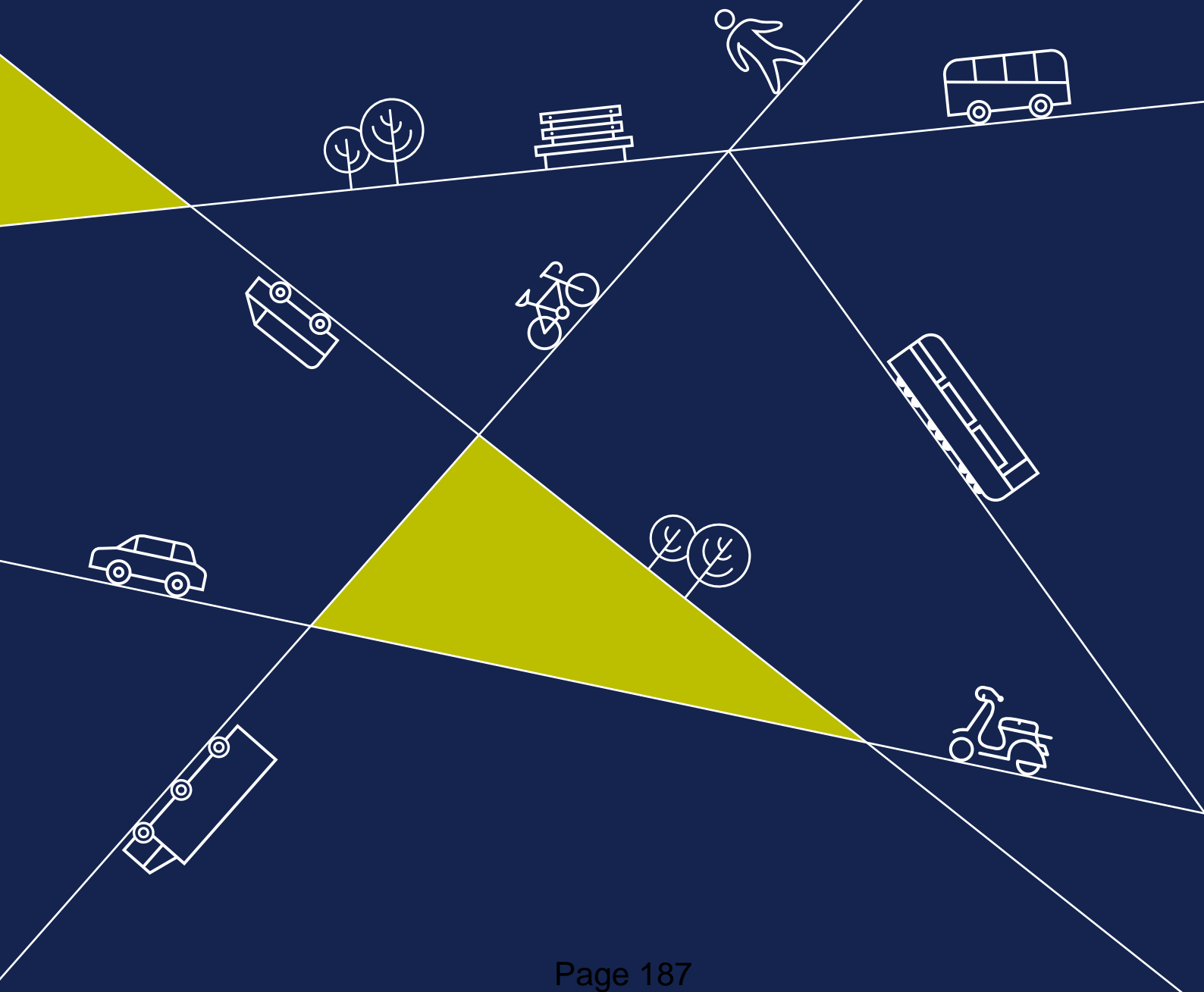
References

1. These are:
 - Central Lincolnshire Local Plan (City of Lincoln, West Lindsey and North Kesteven).
 - East Lindsey Local Plan.
 - Southeast Lincolnshire Local Plan (Boston Borough and South Holland).
 - South Kesteven Local Plan.
2. [uk-chief-medical-officers-physical-activity-guidelines](#)
3. Great British Railways [publishing.service.gov.uk](#)
4. [Greater Lincolnshire LEP Rail Study](#)

Glossary

CRP	Community Rail Partnership. A group of local people, mostly volunteers, who promote and undertake small scale works at local stations of lines.	LTB	Local Transport Boards.
DFT	Department for Transport – the Government body who buy most train services and fund Network Rail.	RAP	Route Action Plan.
ECML	East Coast Mainline, line accommodating fast services between the north and London passing through Doncaster and terminating at London Kings Cross.	HIAMP	Highways Infrastructure Asset Management Plan.
EMR	East Midlands Railways – local and regional services across the East Midlands and Long-distance high speed services to London along the Midland Mainline.	SEA	Strategic Environmental Assessment.
GBR	Great British Railway – the proposed future organisation to run England Railway, taking over from Network Rail, DfT and TOCs. See Rail White Paper.	SA	Sustainability Appraisal .
LCC	Lincolnshire County Council.	GVA	Gross Value Added.
LNER	London North Eastern Railway. Operate Long-distance high-speed services to London along the East Coast Mainline.	TfL	Transport for London.
LTP 5	The Lincolnshire County Council's 5th Local Transport Plans (lasting 5 years to 2028/29).	LENNON	Latest Earnings Networked Nationally Overnight.
MML	Midland Mainline, line accommodating fast services between Yorkshire and London, starting at Sheffield and Nottingham/Lincoln and travelling to London St. Pancras via Leicester.	ATC	Automatic Traffic Count.
Northern	Northern Trains – local and regional train company operating services across the north of England.	EV	Electric Vehicle.
ORR	Office of Rail Regulation who oversee Network Rail's performance and report back to DfT.	DECC	Department of Energy and Climate Change.
RTB's	Regional Transport Bodies, including Transport for East Midlands/East Midlands Councils (TfEM/EMC), Midlands Connect, Transport for the North (TfN).	SUEs	Sustainable Urban Extensions.
TOC	Train Operating Company.	UKCRF	UK Community Renewal Fund.
TPD	Trains per day.	UKSPF	UK Shared Prosperity Fund.
TPX	Transpennine Express – inter-regional train company operating services across the north of England and into Scotland.	LUF	Levelling Up Fund.
XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.

Lincolnshire Rail Infrastructure Strategy



Strategy Overview

This work assesses rail infrastructure across the Lincolnshire with the aim to identify capacity constraints and potential locations for rail infrastructure enhancements to enable an uplift in rail service frequency both for passengers and freight.

The Lincolnshire Rail Infrastructure Study (LRIS) is closely aligned to the Passenger Rail Strategy and sits alongside similar strategies for cycling, walking, freight and bus to inform LTP 5.5

The LRIS recommendations have been developed with reference to the six emerging LTP themes including:

- Economic growth;
- Greening of transport and climate change;
- Creating a thriving environment;
- Supporting safety, security and a healthy lifestyle;
- Promoting high aspirations; and,
- Quality of life.

Lincolnshire Rail Infrastructure Strategy

Introducing the strategy

The Lincolnshire Passenger Rail Strategy (LPRS) outlines an aspiration for increased passenger services across the Greater Lincolnshire network within the LTP period, and it presents the challenges and opportunities for rail, identifying four objectives for passenger rail around the six emerging LTP themes for rail,

- Improve the quality and usability of the rail environment to ensure it is safe, affordable and inclusive for all;
- Make travel by train a genuine travel option for our residents living and working in the larger communities, in doing so contribute to reducing the environmental impact of travel and improving physical wellbeing alongside other modal strategies;

- Enhance rail to support Lincolnshire's economy, people's access to jobs and training and support the growth of the leisure and tourism industry; and,
- Make rail more attractive than the car and improve access to the local stations by bus, bike and on foot, and for more remote communities by car, and the use of stations so that stations and the railway become part of the community.

The Lincolnshire Rail Infrastructure Study builds on this, through an assessment of rail infrastructure with the aim to identify capacity constraints and locations for rail infrastructure enhancements to enable an uplift in rail service frequency, to improve access to employment, education and leisure opportunities by rail and increase rail mode share.

The assessment of rail infrastructure has incorporated engagement with rail industry stakeholders to understand interfacing schemes planned by the rail industry and agree an aspirational indicative train service specification for Greater Lincolnshire up to 2034 which considers the feasibility of expanding the frequency of our services on routes across the region.

A timetabling exercise has been undertaken with the aim to accommodate the agreed train service specification onto existing rail infrastructure using industry recognised timetable software in order to identify locations where the service specification cannot be accommodated.

Thereafter, a series of rail line constraints and potential infrastructure enhancements have been developed through stakeholder engagement.

Interventions have been shortlisted to create a series of recommendations for inclusion in LTP 5

In addition to the assessment of rail infrastructure, an evidence-based assessment of proposed new station sites throughout Lincolnshire has been undertaken based on five areas identified by Lincolnshire County Council and stakeholder groups, as follows:

- Donington;
- Littleworth, Deeping St Nicholas;

- Washingborough/Heighington;
- Canwick Hill; and,
- Cherry Willingham.

In order to identify a preferred site and recommendations for inclusion in LTP 5.5, multi-criteria assessment has been undertaken, structured around:

- Accessibility to the proposed station site by all modes including public transport, passengers on foot, passengers in a motor vehicle and passengers travelling by bicycle;
- Assessment of station catchment including population within 1km walking and existing routes which may be suitable for development for highway access to the station;
- Availability of land for parking/disabled parking, mobility hub, additional bus provision and/or drop off;
- Qualitative assessment of rail constraints, cost, buildability and delivery timescales;
- Political constraints;
- Environmental constraints; and,
- A review of planning constraints.

This document is supported by a technical report which has been developed through consultation with rail industry partners, regional transport bodies, local districts across Greater Lincolnshire and community rail partnerships.

Vision

Whilst the LPRS was produced prior to the LRIS, both form part of a wider connected rail piece, and therefore this document should be read in conjunction with the LRIS technical report and the LPRS.

The LPRS sets out the following vision for rail in general and which should be adopted by the LRIS:

Our vision is to make Lincolnshire a place where catching a train is a natural choice for people when making journeys to work, education and for leisure for those larger communities living alongside or close to the rail network. To achieve this rail must be accessible, convenient, inclusive, and attractive to all, especially when compared to the alternatives, such as the car.

Challenges and opportunities

Rail network

The Lincolnshire rail network was developed by five different railway companies (principally the Great Northern Railway and Great Eastern Railway but also Midland Railway, Lancashire, Derbyshire and East Coast Railway and Great Central Railway) often leading to route choice between major towns only.

By the late 19th century, eight principal rail lines had been established, providing good coverage across the county.

The principal rail lines are as follows:

- Barton-Upon-Humber - Habrough - Cleethorpes;
- Cleethorpes - Scunthorpe - Doncaster - Sheffield;
- Lincoln - Gainsborough - Sheffield (and Leeds);
- Grimsby (Cleethorpes) - Market Rasen - Lincoln - Nottingham - Leicester;
- Lincoln - Newark North Gate;
- Skegness - Boston - Sleaford - Grantham - Nottingham;
- Doncaster - Lincoln - Sleaford - Spalding - Peterborough; and,
- Peterborough - Stamford - Melton Mowbray - Birmingham.

Reflecting the geography of the area, the rail network serves the main urban areas of Lincoln, Gainsborough, Sleaford, Spalding, Stamford and Skegness and offers onward connections to major hubs outside Lincolnshire including Nottingham, Leicester, Sheffield and Leeds while connections to Doncaster, Peterborough, London and York are possible via the East Coast Mainline (ECML) which passes through the south west of Lincolnshire between Peterborough and Grantham.

Direct connections in under an hour are possible to Doncaster and Nottingham from Lincoln, while Peterborough and Cambridge are easily accessible from Stamford. For commuters to Sheffield there is a direct service from Lincoln in 82 minutes, which then carries on to Leeds.

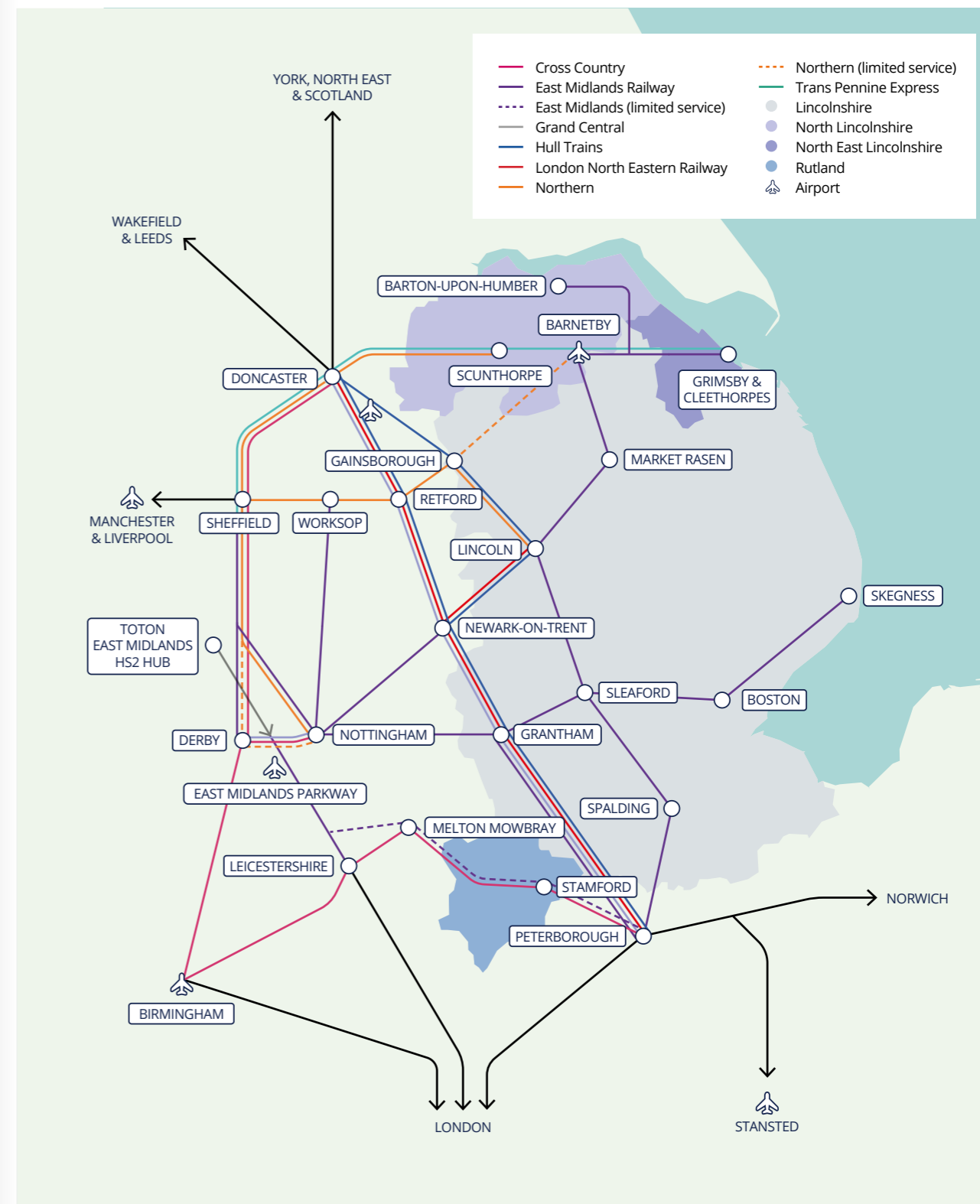
The Freight Strategy shows that, in addition to passenger operations, freight is of great significance to rail in Greater Lincolnshire and there are significant constraints to movement.

As a result of ongoing capacity issues on the ECML, following the upgrade to the Great Northern/Great Eastern (GNGE) joint line this has become the primary route for daytime north-south freight traffic, with freight services passing directly through Lincoln and Gainsborough. In addition, there is a focus of freight activity at the South Humber Bank at the Port of Immingham and the Port of Boston has two rail terminals which handle approximately 200-230 tonnes per day.

Railway infrastructure

Prior to developing a train service specification for 2034, it is essential to review previous studies to identify known infrastructure constraints for each principal rail line.

The existing rail network across Greater Lincolnshire and adjoining areas is as follows.



Line	Known infrastructure constraints
Barton-upon-Humber - Habrough - Cleethorpes	<ul style="list-style-type: none"> • Much of the line is single track; • Non-electrified line; • Maximum line speed of 60mph; • Limited service frequencies: two hourly intervals between services. No Sunday services in winter and limited in summer restricted by signal box hours (10:15-19:45 summer; closed in winter); • Volume of freight services into Immingham; • Connectivity is restricted towards Grimsby and Cleethorpes, unless making interchange at Habrough; • No passenger trains currently run on the short spur of line between Ulceby Station and Brocklesby.
Cleethorpes - Scunthorpe – Doncaster - Sheffield	<ul style="list-style-type: none"> • Much of the line is single track (with limited section of two track between Grimsby Town and Sheffield); • The track-speed east of Grimsby Town is only 40mph; • The line is not electrified; • Limited Sunday services.
Lincoln (Saturday only Cleethorpes) - Gainsborough - Sheffield (and Leeds)	<ul style="list-style-type: none"> • Some sections of single track, maximum two track; • Line is not electrified; • The Sunday services are restricted by the existing hours the signal boxes are staffed; • Limited platforms at Sheffield.
Grimsby (Cleethorpes) - Market Rasen - Lincoln - Nottingham - Leicester	<ul style="list-style-type: none"> • Some sections of single track; • Major constraint where the line crosses the East Coast Mainline at Newark Flat Crossing. This is currently limited to two train paths per hour crossing the mainline, one of which is a freight path; • Inconsistent line speeds; some slow sections (40mph Cleethorpes to Grimsby); • Line is not electrified; • Limited weekend services and inconsistent calling patterns at local stations (Leicester to Lincoln).

Line	Known infrastructure constraints
Lincoln - Newark North Gate	<ul style="list-style-type: none"> • Max two track; • Line is not electrified; • Inconsistent eastbound/westbound services (East Midlands Railway); • Limited Sunday service travelling westbound.
Skegness - Boston - Sleaford - Grantham - Nottingham	<ul style="list-style-type: none"> • Mixture of single and two track along full route; • Line is not electrified; • Limited Sunday services; inconsistent calling at smaller stations on East Midlands Railway Services from Nottingham to Skegness; • Relatively slow line speeds; • Long signal sections.
Doncaster - Lincoln - Sleaford - Spalding - Peterborough	<ul style="list-style-type: none"> • Two track along full route; • Line is not electrified; • Long signalling sections between Lincoln and Peterborough; • No East Midlands Railway Sunday service; • Limited opportunities to regulate freight south of Lincoln.
Peterborough - Stamford - Melton Mowbray - Birmingham	<ul style="list-style-type: none"> • Leicester Station currently at capacity; • Existence of absolute block signalling on route contributes to capacity constraints; • Two track along full route; • Line is not electrified; • Limited Sunday service due to signal box opening hours.

Strategy approach

To develop the strategy, the approach has been to look at the evidence base and any interventions that are currently proposed and then assess the network capacity before arriving at potential further solutions and developing the Indicative train service specification (ITSS) that would form the backbone of the Rail infrastructure Strategy.

Interfacing studies and committed enhancements

During the development of an indicative train service specification for 2034, engagement was undertaken with rail industry stakeholders including Network Rail, East Midlands Railway, Midlands Connect and Transport for the North, to understand parallel initiatives and committed enhancements that interface with the rail network in Greater Lincolnshire.

This process allows the strategy to evolve from a knowledge of rail infrastructure capacity, the proposal of a timetable specification and its subsequent appraisal.



Infrastructure capacity

Prior to the development of an enhanced train service specification for 2034, the rail capacity across the county was assessed using a pre-COVID-19 2020 timetable in order to identify areas of capacity constraint.

When constructing a timetable for a complete railway system using an agreed ITSS the complexity and/or amount of flexibility and viability of the timetable, can depend on several factors including:

- The available line capacity;
- Nature of the traffic on the route – if all trains are following the same pattern, then a much higher number of trains can be accommodated; and,
- Number of routes that feed into the main route, and whether junctions are flat or grade separated;

For the purposes of strategy development, when weighing together these factors, the routes and stations around Lincolnshire and surrounding areas can be classified into the following four categories:

- **Green Routes:** Have few capacity constraints and can accommodate the ITSS with flexibility for a timetable solution;
- **Amber Routes:** Have the capacity to accommodate the ITSS but have limited flexibility. They may require suboptimal journey times or frequency of services;

- **Pink Routes:** The line is very close to maximum capacity, while it is able to support the ITSS this is likely to be the maximum level of service the infrastructure can support; and,

- **Red Routes:** The line/station is very constrained. It may not be able to fully support the ITSS and/or require a specific timetable solution.

Having one red route on the system is not generally a major issue, assuming the timetable is able to be constructed around these requirements.

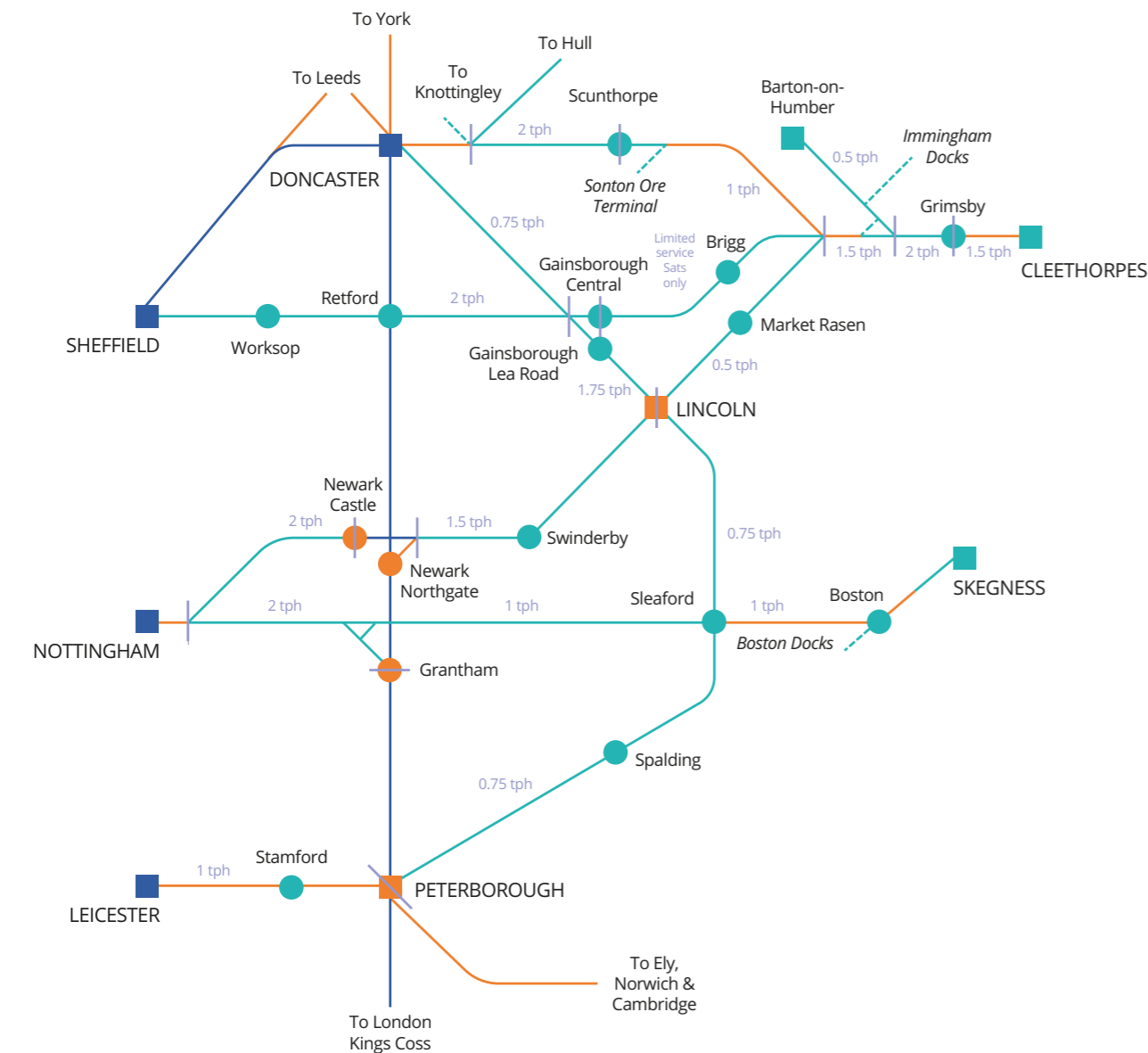
However, should the number of red routes exceed one, to ensure there is enough flexibility to link these constrained areas together, at least some of routes which link these together would need to be on green routes.

When a system consists of purely red or amber routes with no, or very limited sections of green routes, this suggests a very constrained, inflexible, and potentially unworkable, timetable solution that, at best, is going to provide significant operational challenges to operate.

The assessment of the rail capacity within Greater Lincolnshire 2020 (pre-COVID-19) is summarised graphically as follows.

Lincolnshire rail capacity 2020

Not to scale, not all lines and stations shown



Line/station very constrained. May not be able to support full ITSS and/or require specific timetable solution. Dashed line represents a freight only route.

Line/station constrained. Can support ITSS but limited flexibility. May require suboptimal journey times or frequency of services. Dashed line represents a freight only route.

Line/station unconstrained. Can support ITSS with flexibility for timetable solution. Dashed line represents a freight only route.

2.5 tph Number of (passenger) trains per hour (tph) in typical standard hour.

Location at which there is a change in quantum of passenger services per hour.

In general, the routes within Lincolnshire currently have sufficient capacity, and in many areas, significant spare capacity.

However, in some areas, such as Boston and Grimsby to Cleethorpes, single lines constrain the timetable; as does the Newark Flat Crossing. Lincoln station is also close to capacity, but it is noted that all routes from Lincolnshire feed into very congested areas, such as Doncaster, Sheffield, Nottingham and Leicester and so the existing spare capacity is often required to provide sufficient flexibility to build and operate the timetable

Indicative Train Service Specification (ITSS)

Collaboration between the county council, Network Rail, Midlands Connect, East Midlands Rail and Transport for the North, has enabled an aspirational ITSS for Greater Lincolnshire to be developed, initially for 2034.

The development of the ITSS considers the feasibility of expanding the frequency of services on many routes across the region, with the aim of enhancing connectivity by rail for employment, education and leisure opportunities and ultimately make rail a more attractive proposition, encouraging modal shift and an increase in the use of sustainable travel.

The ITSS is bounded by the timetabling geography of Peterborough, Leicester, Sheffield and Doncaster stations.

However, it is recognised that the rail network outside of Lincolnshire may constrain capacity in Greater Lincolnshire as a result of existing capacity constraints elsewhere (Sheffield and Nottingham) noting High Speed 2 (HS2), Northern Powerhouse Rail (NPR) and Midlands Connect service enhancement aspirations.

From the interfacing schemes that have been discussed with rail industry stakeholders, it is clear that only committed enhancement schemes should be incorporated into the ITSS.

The ITSS for 2034 presents an enhanced service frequency from the May 2020 service level on most routes as follows:

- In Northeast Lincolnshire, while the Cleethorpes – Manchester Airport and Doncaster – Scunthorpe service would remain hourly;
- The main service increases would be an increase to hourly (from two-hourly in May 2020) on the Barton-on-Humber branch; and,
- An hourly service between Grimsby and Lincoln (assumed to be extended to Newark Northgate every hour to maximise London connectivity and simplify arrangements at Lincoln). A trade-off for this would be to not extend the London Kings Cross – Lincoln service to Grimsby and Cleethorpes in this ITSS.

Other major service enhancement in this area of Lincolnshire would be a regular hourly service through Brigg, by extending the current Sheffield – Gainsborough Central service through to Grimsby.

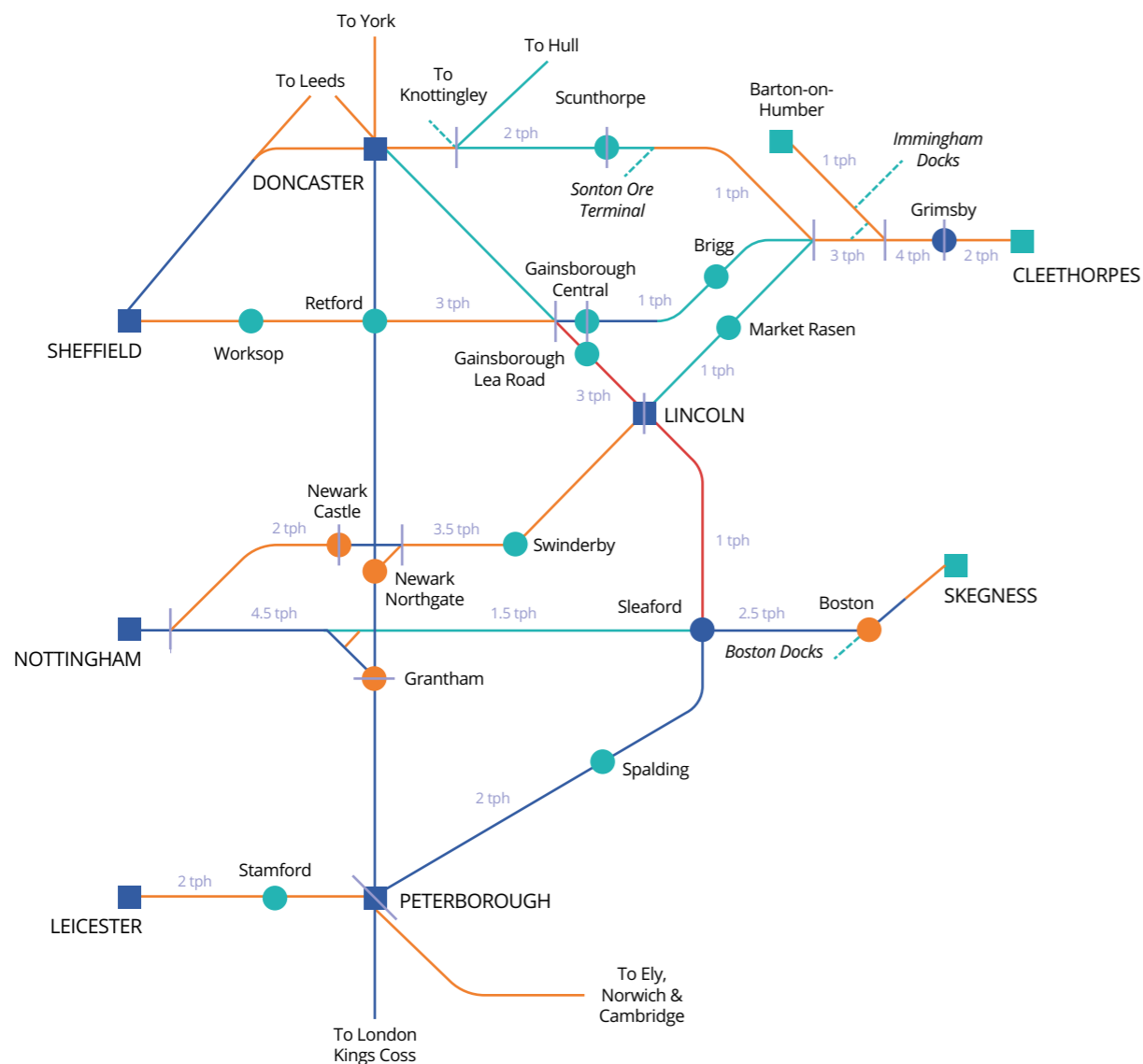
Through Lincoln, the service between Doncaster and Peterborough would increase from an irregular service to hourly; with the aspiration for two trains an hour between Sheffield and Lincoln, and potentially Nottingham and Lincoln over the currently hourly service on both routes.

Between Nottingham, Grantham and Skegness, a substantial increase in service is aspired to, with an extra train from Nottingham to East Anglia. This is in addition to making the stopping service between Nottingham and Grantham hourly, and an extra two hourly stopping service between Nottingham and Skegness. Skegness would also see an hourly service from Peterborough (reversing at Sleaford), which would improve London connectivity to Boston and Skegness.

Between Leicester and Peterborough, the aspiration is for a second train an hour to serve Stamford; this is assumed to be an extension of the existing Birmingham New Street – Leicester stopping service.

Lincolnshire rail capacity 2034 before interventions

Not to scale, not all lines and stations shown



- Line/station very constrained. May not be able to support full ITSS and/or require specific timetable solution. Dashed line represents a freight only route.
- Line/station constrained. Can support ITSS but limited flexibility. May require suboptimal journey times or frequency of services. Dashed line represents a freight only route.
- Line/station unconstrained. Can support ITSS with flexibility for timetable solution. Dashed line represents a freight only route.
- Line/station close to maximum capacity. While able to support modelled ITSS this is likely to be the maximum level of service this infrastructure can support.
- 2.5 tph Number of (passenger) trains per hour (tph) in typical standard hour.
- Location at which there is a change in quantum of passenger services per hour.

Level of service and performance

To assess the likely impact of the Greater Lincolnshire timetable service specification for 2034 and identify locations where the service level may not be able to be accommodated on existing infrastructure, the industry standard timetabling tool ATTUne has been used. To allow a comparison between the 2020 pre-COVID-19 scenario, the lines and stations are categorised according to green routes, amber routes, pink routes and red Routes, as before.

From timetabling, the main constraints in the 2034 ITSS are:

- Grimsby station – Not enough flexibility to accommodate additional services terminating here;
- Gainsborough Central – Constraints on the single line section;
- Lincoln station – Not enough flexibility to accommodate additional services terminating here;
- Newark Flat Crossing – Limits paths to two tph in each direction over ECML;
- Nottingham – Grantham – Signalling headway;
- Grantham station – Not enough capacity to accommodate all services;
- Sleaford – Not enough capacity to accommodate all services;
- Peterborough – Sleaford – Signalling headway;
- Sleaford – Sibsey Junction – Constraints on the single line; and,
- Leicester – Not enough capacity to robustly operate more trains north of the station.

The findings for each Northeast Lincolnshire and Lincolnshire rail line can be summarised, outlining key observations from the timetabling exercise and highlighting any areas of capacity constraint.

Northeast Lincolnshire

Doncaster – Scunthorpe – Wrawby Junction

Essentially, the ITSS for 2034 mirrors the current level of service on this route but runs in a more regular pattern. On the assumption that the timetable structure will not significantly change on this route, the 2034 ITSS can be accommodated on the current infrastructure.

Wrawby Junction – Cleethorpes

Generally, the existing infrastructure will be able to support the 2034 ITSS, but the addition of an hourly service on the Brigg line will create some congestion at Grimsby, occupying a platform at the same time as the Grimsby - Lincoln (Newark Northgate service). With only one of the two through platform bi-directional and one bay platform, it is not possible to pass a train from Cleethorpes through Grimsby, while two trains are turning back in the station at the same time. To deliver the ITSS it is likely to require an additional crossover at the west end and platform 1 being made bi-directional to support this resolve this operational issue and deliver the ITSS.

Barton-on-Humber branch

The Barton-on-Humber branch leaving the main line at Habrough is mostly single track, although there is a substantial double track section between Ulceby North Junction and Oxmarsh for approximately five miles. However, if increasing the service to hourly and only wishing to utilise two units on the service, the trains would naturally pass on the single-line section between Habrough and Uleby. With short turnarounds at Barton-on-Humber and Cleethorpes there would not be the flexibility to re-time the services to pass on a double track section of line, either east of Habrough or north of Ulceby. Enhancements are proposed to operate an hourly service on the existing infrastructure.

Wrawby Junction – Lincoln

There would be sufficient capacity on the route to accommodate the expected 2034 ITSS, noting that the study recommends a potential reduction in freight traffic on this corridor to ease constraints at Lincoln and the Newark Flat Crossing.

Wrawby junction - Gainsborough Trent junction - via Brigg

As a result of existing constraints around Sheffield, the existing Sheffield – Gainsborough Central service is likely to need to run in a very fixed path in and out of Sheffield and for the purposes of this study, it is assumed to continue in its May 2020 path. To extend this beyond Gainsborough Central means the westbound and eastbound services naturally cross on the single-line section between Gainsborough and Northorpe Loop. While it would be possible to timetable the service on the existing infrastructure, it would lead to lengthy journey time extensions of approximately 10-15 minutes for the eastbound service at Gainsborough Central, while waiting for the single line section to clear. Enhancements are proposed to accommodate the 2034 ITSS.

Doncaster – Peterborough via Lincoln

Generally, there is sufficient capacity to permit the Doncaster to Peterborough service to run hourly and accommodate expected freight paths. However, it must be noted that with additional services on the Brigg line and potentially additional Sheffield to Lincoln services, together with freight diverted away from Lincoln, the Gainsborough Trent junction will see a significant increase in the number of conflicting movements. While this can be timetabled, the junction and line into Lincoln would be running close to its natural maximum capacity and could prove to be a performance risk; it would also not be able to accommodate any increase in freight traffic beyond that modelled in the 2034 ITSS. Lincoln station is challenging when trying to accommodate the ITSS, as a result of additional terminating services from Nottingham and Sheffield. Enhancements are proposed to accommodate the ITSS at this location. With the additional services on the Skegness line, Sleaford station starts to become a constraint, with one service reversing in Sleaford station and line running to Peterborough. To accommodate the ITSS, enhancements are proposed at Sleaford.

Sheffield – Lincoln

Sheffield station is a major constraint, with limited platforms and the congested two track section between Sheffield Midland station and Nunnery Main Line Junction. This takes all traffic from Sheffield to Barnsley, Huddersfield, Leeds and Doncaster, with services to Lincoln then having a conflicting move at Nunnery Main Line Junction. There is no realistic infrastructure solution to widen this corridor and beyond upgraded signalling to make lines bi-directional and slightly reduce headway, there is little prospect of significantly increasing capacity on this corridor – noting competing NPR and HS2 aspirations for increasing service levels through Sheffield around the 2034 time frame.

It is likely that the maximum quantum of trains from Sheffield Midland towards Worksop and Lincoln will not be able to increase from the current service level of two tph, and that any additional services between Sheffield and Lincoln may need an alternative method of serving Sheffield. Beyond Sheffield, there are few constraints, however any stopping service would need careful planning between a semi-fast service and to be cognisant of the constraints outlined at Sheffield and Lincoln. There may also be a requirement for some additional freight traffic on this corridor to reduce pressure on the Newark Flat crossing and Lincoln station.

Nottingham – Lincoln

Nottingham station has not been considered in detail because of its relative remoteness from the county, but the station is already close to capacity and similar to Sheffield, HS2 and Midlands Connect have aspirations to increase the number of services using the station around the 2034 time frame. There is a significant risk that the aspired increase in services proposed in the ITSS 2034 would not be able to be accommodated at Nottingham station. The ITSS is likely to require, as a minimum at least a second eastern facing bay platform at Nottingham and potentially another through platform. The other major constraint on this route is Newark Flat Crossing. This limits

the maximum number of paths east of Newark Castle to two tph (currently one freight and one passenger) fitting into limited gaps in the ECML timetable. To run two passenger trains an hour beyond between Newark Castle and Lincoln will require diversion of freight paths. The freight traffic using this route is generally bulk traffic such as oil trains between Kingsbury and Immingham. These are currently running at 3400T when loaded from Immingham and Kingsbury and are among the heaviest trains operating in the UK.

Nottingham – Skegness

The 2034 ITSS forecasts a significant increase in services between Nottingham and Grantham, as well as on the Skegness route, with the addition of the hourly Peterborough – Skegness service. This leads to a number of constraints on this route that will require infrastructure interventions to accommodate the 2034 ITSS. Noting the issues around Nottingham station, the main constraint is signalling headway between Nottingham and Grantham. When the route was re-signalled, signals were only installed at locations of former signal boxes, so the route is still planned on absolute block¹ principles. The headway between Nottingham and Netherfield Junction (where the Newark line diverges) is also not suitable for this level of service. At Netherfield Junction, services from Lincoln and Newark have very fixed paths due to Newark Flat Crossing. With an increased level of service, the junction is constrained and is likely to require reasonably significant amounts of pathing time (therefore increasing journey times) to provide a compliant solution. Grantham station, only having one through and one bay platform for services to and from Nottingham and Skegness, will not be able to accommodate the ITSS. It is likely to require, as a minimum an extra through platform and potentially an extra bay platform (or one alternative to this additional bay platform maybe planning the all station stopping Skegness service to avoid Grantham in some hours). Paths on the East Coast Main Line (ECML) south of Grantham have also not been examined, as it is unclear what the 2034 service level and timetable would be on the ECML. However, there is a risk, even if capacity is available that services will have to dwell at Grantham for longer than desired matching paths between Nottingham and Grantham and between Grantham and Peterborough, which further strengthens the need for an additional through platform. Between Allington Junction and Sleaford there are no capacity problems, as it is double track and the existing absolute block sections are short enough so as to not create a capacity constraint. Sleaford station will require infrastructure interventions as stated in the Doncaster –

Peterborough section. East of Sleaford, the route becomes single track with passing loops through Boston, before reverting to double track from Sibsey Junction. These single-line sections create a major constraint with up to three trains an hour in each direction. With trains flighted close together in the same direction a movement in the opposing direction has to wait for 15-20 minutes for the single line section to clear, by which time there is another service in that direction trapped behind it. Infrastructure enhancements are proposed here to accommodate the 2034 ITSS. Beyond Sibsey to Skegness there are no capacity concerns with accommodating the ITSS based on existing infrastructure and block sections.

Leicester - Peterborough

The Leicester station area is at capacity today. In order to robustly operate any more services north of Leicester, it will require, at the very minimum, four track reinstating between Leicester and Syston. Signalling on the route between Leicester and Peterborough, being predominantly absolute block, is also a potential constraint. However, the number of signal boxes between Melton Mowbray and Manton Junction means the overall signalling headway is not a major issue on this section. Nonetheless, between Melton Mowbray and Syston, and between Manton Junction and Helpston, block sections are longer, so this can act as constraint. Signalling enhancements are proposed on this route, set out in the recommendations section.

Conclusion arising from the ITSS

Timetable analysis of the proposed 2034 ITSS which incorporates an uplifted service frequency across the county has highlighted a number of capacity constraints and locations where an infrastructure improvement is recommended in order to accommodate the uplifted service frequency.

The following Table summarises timetabling constraints, their impact and it outlines the services that would be affected.

Line	Location	Constraint	Impact of constraint	Services which would be impacted
Barton-Upon-Humber - Habrough - Cleethorpes	Habrough - Ulechy	Trains requiring to pass on single with two unit resourcing plan.	Risk of not being able to accommodate the iTSS and extended journey times or additional unit resource needed to operate service.	Cleethorpes - Barton-on-Humber
Cleethorpes - Scunthorpe - Doncaster - Sheffield	No infrastructure issues.			
Lincoln (Saturday only Cleethorpes) - Gainsborough - Sheffield (and Leeds)	Gainsborough - Northorpe	Trains naturally passing on single line.	Substantially increased journey times and no capacity for freight.	Sheffield - Grimsby via Brigg
Lincoln (Saturday only Cleethorpes) - Gainsborough - Sheffield (and Leeds)	Grimsby	Not enough bi-directional platforms to turn back service in.	Not possible to accommodate service.	Sheffield - Grimsby via Brigg
Lincoln (Saturday only Cleethorpes) - Gainsborough - Sheffield (and Leeds)	Sheffield	Capacity issues at Nunnery Main Line Jn and Sheffield station, noting NPR and HS2 aspirations.	Risk of not being able to accommodate the iTSS and extended journey times.	Sheffield - Grimsby via Brigg Sheffield - Lincoln
Grimsby (Cleethorpes) - Market Rasen - Lincoln - Nottingham - Leicester	Newark Flat Crossing	Flat crossing with ECML, limits paths and timetable options on Nottingham - Lincoln line.	Risk of not being able to accommodate the iTSS and extended journey times.	Nottingham - Lincoln
Lincoln - Newark North Gate	No infrastructure issues.			
Lincoln area	Lincoln station	Limited platforms and volume of services passing through the station as well as turning back.	Risk of not being able to accommodate the iTSS and extended journey times.	Doncaster - Lincoln Peterborough - Grimsby - Newark Northgate Nottingham - Lincoln Sheffield - Lincoln
Skegness - Boston - Sleaford - Grantham - Nottingham	Sibsey - Sleaford	Single track sections between Sibsey and Sleaford.	Risk of not being able to accommodate the iTSS and extended journey times.	Peterborough - Skegness Nottingham - Skegness

Line	Location	Constraint	Impact of constraint	Services which would be impacted
Skegness - Boston - Sleaford - Grantham - Nottingham	Sleaford	Single track at eastern end for both Skegness and Peterborough services and not all platforms bi-di.	Risk of not being able to accommodate the iTSS and extended journey times.	Peterborough - Skegness - Nottingham - Skegness
Skegness - Boston - Sleaford - Grantham - Nottingham	Grantham	Only one through platform from Notts to ECML and one bay for reversing. TSS have significant increase in services using Grantham.	Risk of not being able to accommodate the iTSS and extended journey times.	Nottingham - Grantham Nottingham - East Anglia Nottingham - Skegness
Skegness - Boston - Sleaford - Grantham - Nottingham	Netherfield Junction - Grantham	Long signalling headways.	Risk of not being able to accommodate the iTSS and extended journey times.	Nottingham - Grantham Nottingham - East Anglia Nottingham - Skegness
Skegness - Boston - Sleaford - Grantham - Nottingham	Netherfield Junction - Nottingham	Long signalling headways & flat junction.	Risk of not being able to accommodate the iTSS and extended journey times.	Nottingham - Grantham Nottingham - East Anglia Nottingham - Skegness Nottingham - Lincoln
Doncaster - Lincoln - Sleaford - Spalding - Peterborough	Peterborough - Sleaford - Lincoln	Long signalling headways.	Risk of not being able to accommodate the iTSS and extended journey times.	Peterborough - Skegness Peterborough - Lincoln - Doncaster
Peterborough - Stamford - Melton Mowbray - Birmingham	Leicester	3 track section of line between Leicester and Syston at capacity.	Not able to accommodate the iTSS.	Leicester - Peterborough
Peterborough - Stamford - Melton Mowbray - Birmingham	Syston - Helpston	Absolute block signalling system.	Risk of not being able to accommodate the iTSS and extended journey times.	Leicester - Peterborough

Developing infrastructure options

Engagement

In light of the ITSS constraints, a long-list of potential interventions for the rail network have been developed. These have been shared with stakeholders and their feedback was used to further develop the long-list of potential solutions.

Engagement with stakeholders formed a key component of the development of the Greater Lincolnshire Rail Infrastructure Strategy Development.

To gather feedback on the proposed enhancements to address the identified timetabling constraints, as well as establishing more broader aspirations for our rail network, a number of stakeholder workshops were held with local districts and community rail partnership groups.

Whilst not all feedback received throughout the process was relevant for incorporation into the long list of rail infrastructure enhancements, all comments have been considered in order to gauge the wider ambitions for rail within Lincolnshire.

The feedback is summarised in a technical report and the general consensus indicated,

- A number of opportunities were highlighted for the Lincoln - Sleaford Line, including:
 - Service upgrades on the Sleaford - Lincoln route and the Sleaford- Grantham route to make them more attractive to commuters and the general population.
 - Improved services from Sleaford to Lincoln and through to Nottingham; particularly given the forecast growth in Sleaford which is set to see an additional 4,435 homes housing around 10,000 people.
 - Introduction of additional services on the Lincoln - Sleaford line. The previous restriction of no signalling service after a certain time no longer applies due to the line upgrade providing 24/7 signalling.
 - The service between Lincoln and Sleaford requires later running trains during the week and the introduction of a Sunday service.

- A proposal to re-open the Louth - Firsby line was outlined which is understood to have the support of Matt Warman MP, Victoria Atkins MP, Tom Ashton, Councillor at East Lindsey District Council, and Louth Town Council.

Sleaford - Grantham Line:

- It was recommended that better connections out of Sleaford may be needed as the area continues to expand. The line provides a key connection to Nottingham from the south of the district, as well as connections to London via Grantham. Frequency upgrades should be considered to enable commuting along the route, including to London.
- Feedback from both South Holland District Council and North Kesteven recommended the introduction of a direct Lincoln - London service, via Sleaford, Spalding and Peterborough. While this wouldn't be as fast as the existing service via Newark, it could be provided without the need to change trains throughout the day. North Kesteven highlighted that the service had been previously considered several years ago and could be explored again.
- South Holland District Council made several recommendations for freight within Lincolnshire, including:
 - Emphasis was placed on a need to shift from road to rail freight. The national shortage of HGV drivers, coupled with the forthcoming and eventual ban on the use of internal combustion engines, each hasten the requirement to move more products by rail. Feedback suggested that a rail-based solution to freight will solve many of the challenges currently faced.
 - One of the options proposed was to provide a rail freight interchange south of Spalding. If delivered, this would not have a huge effect on rail traffic north of Spalding (and from there onto Sleaford and Lincoln, where the main concern around congestion sits) as the majority of incoming product would come in from the south, and finished product would (predominantly) return to the south.

- Given the large numbers of HGV's moving in and out of Spalding and the surrounding area on a daily basis, and given the work being done around the viability of 'piggybacking' by Midlands Connect; Spalding, the RFI, and the GNGE Joint line with its connections to Felixstowe, may be a consideration.

The report produced in response to the Midlands Connect Transport Strategy Refresh Spring 2021, by South Holland District Council and Boston Borough Council, set out a number of priority projects for Lincolnshire's rail network. Many of these were centred around the expansion of rail freight to enable the food chain (and other cargoes) to be moved by rail; this would reduce lorry movements and facilitate the UK's largest food processing and logistics cluster to lead the transition towards low-carbon transport options. Priority projects set out in the report include developing a delivery plan for a South Lincolnshire rail freight hub. This will maximise rail freight opportunities for national and international distribution, by creating a state-of-the-art hub to integrate road and rail connectivity.

Infrastructure interventions

Sifting

Analysis and engagement has resulted in a long-list of infrastructure options, along with a series of criteria to enable option sifting through multi criteria analysis in order to discount those options which do not represent realistic or deliverable solutions.

Each options was scored using a seven-point scale (-3 to +3) against the following objectives and critical success factors using the MCAT:

- ITSS 2034 - To facilitate an increased passenger service frequency through enabling the accommodation of the proposed 2034 ITSS;
- Alignment with transport objectives - Measure of the extent to which the proposed intervention aligns with our wider transport objectives including aspiration to increase rail mode share;
- Stakeholder acceptability - Measure of the level of stakeholder acceptability including districts, political, public and businesses;

- Economy of scale - Measure of the extent to which the proposed intervention can offer economies of scale. For example, will the intervention impact more than one line on the Greater Lincolnshire rail network;
- Minimum Viable Product - Measure of the extent to which it is possible to deliver a low value, reduced programme option of the intervention;
- Service frequency to housing and employment developments - Measure of the extent to which the intervention facilitates increased service frequency to areas of housing and employment development; and
- Service frequency to deprived areas - Measure of the extent to which the intervention facilitates increased service frequency to our deprived areas and communities in Greater Lincolnshire.

The long-list of options has also been assessed against the following CSFs:

- Cost of intervention;
- Engineering Complexity; and,
- Dependency on other projects.

Recommendations

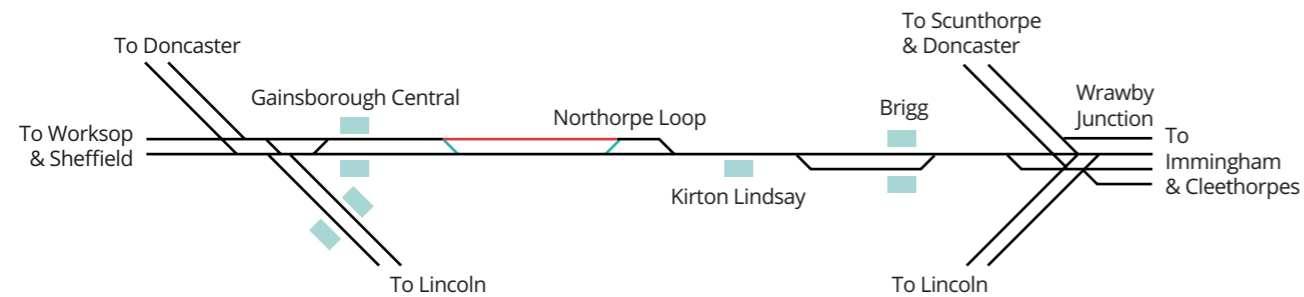
From the option sifting, the infrastructure interventions were developed where they offered sufficient flexibility within the Greater Lincolnshire rail network to operate the 2034 ITSS.

Note, that this may however likely require further intervention within the Nottingham and Sheffield area in connection with HS2, NPR and Midlands Connect aspirations.

Northeast Lincolnshire

Barton-on-Humber branch

To operate an hourly service on the existing infrastructure would require three units, with units passing between Habrough and Grimsby and between Ulceby and Oxmarsh. This would require lengthy turnarounds at Barton-on-Humber and Cleethorpes and the additional OPEX costs of this would need considering against any business case and the costs of doubling the line between Habrough and Ulechy.



Wrawby Junction - Gainsborough Trent Junction - via Brigg

If the section between Gainsborough and Northorpe was re-doubled, then the timetabling constraint between Gainsborough and Northorpe loop would be removed.

There would then be sufficient capacity on the route to permit an hourly passenger service in both directions and a freight service every two hours, i.e. in each timetable hour a freight path would be available either heading towards Immingham or away from Immingham. A high conceptual schematic of re-doubling the section between Gainsborough and Northorpe Loop is shown below.

Doncaster - Peterborough via Lincoln

As a result of an increase in terminating services and an increase in the level of freight services passing through Lincoln station, it is challenging the accommodate the service frequency uplift in 2034.

Part of the key to making Lincoln work is to have a consistent ITSS and maximising the use of through trains. To simplify arrangements at Lincoln, there would be value in having a standard hourly service from Grimsby to Newark Northgate. However, this is not possible for a number of services from Sheffield and Nottingham with only three through platforms and no straightforward infrastructure solution to increase this, it is likely some form of turnback siding may be required. This could potential be achieved by using and upgrading the existing Lincoln Terrace Carriage Sidings. The feasibility of a new western facing bay platform is also recommended to be explored.

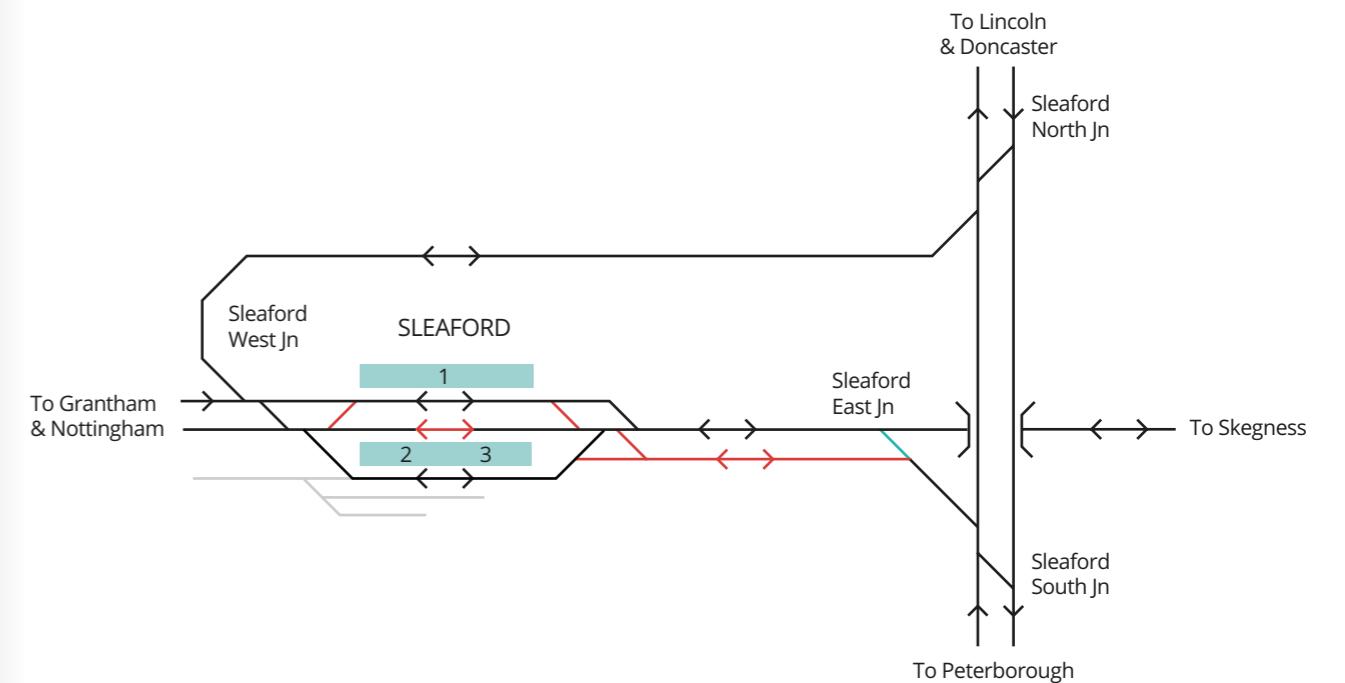
Reducing the amount of freight passing through Lincoln would also assist in the station operation, noting that the GN-GE Joint Line from Doncaster to Peterborough is the only practical alternative to the congested ECML so is likely to also have a high and increasing demand for freight. Some potential alternative routes available for freight from the West Midlands to Northeast Lincolnshire, are outlined in the Nottingham - Lincoln section.

South of Lincoln, there are few issues until Sleaford, although there would be some operational benefit to reducing the lengthy signalling headway on this route, to provide a bit more flexibility in how trains are timed and enable more bunching up of trains through Lincoln. The level of freight traffic on the route is likely to be the key driver behind this infrastructure upgrade.

Sleaford station starts to become a constraint with additional services on the Skegness line, with one of these reversing in Sleaford station and running to Peterborough and re-modelling work here is recommended to provide to separate single lines (one to Skegness and one to Peterborough) between Sleaford station and Sleaford East Junction as set out below. With some additional switches and crossing and signalling changes, all platforms could be made fully bi-directional which would provide additional flexibility and enable the 2034 ITSS to be timetabled.

South of Sleaford with the additional Peterborough - Skegness train, reducing the signalling headway becomes more critical and it is recommended that a four-minute signalling headway would be required to robustly operate the 2034 ITSS south of Sleaford.

Although Peterborough platforming hasn't been considered in detail, the Werrington dive-under provides opportunities for services from Doncaster and Skegness to use platforms 5, 6 and 7 and potentially one option that the industry could consider is linking the Ipswich - Peterborough service with a Peterborough - Skegness service to assist Peterborough platforming.



Nottingham - Lincoln

As outlined previously, a major constraint on this route is Newark Flat Crossing which limits the maximum number of paths east of Newark Castle to two tph (currently one freight and one passenger) fitting into limited gaps in the ECML timetable. To run two passenger trains an hour beyond between Newark Castle and Lincoln will require the diversion of freight paths.

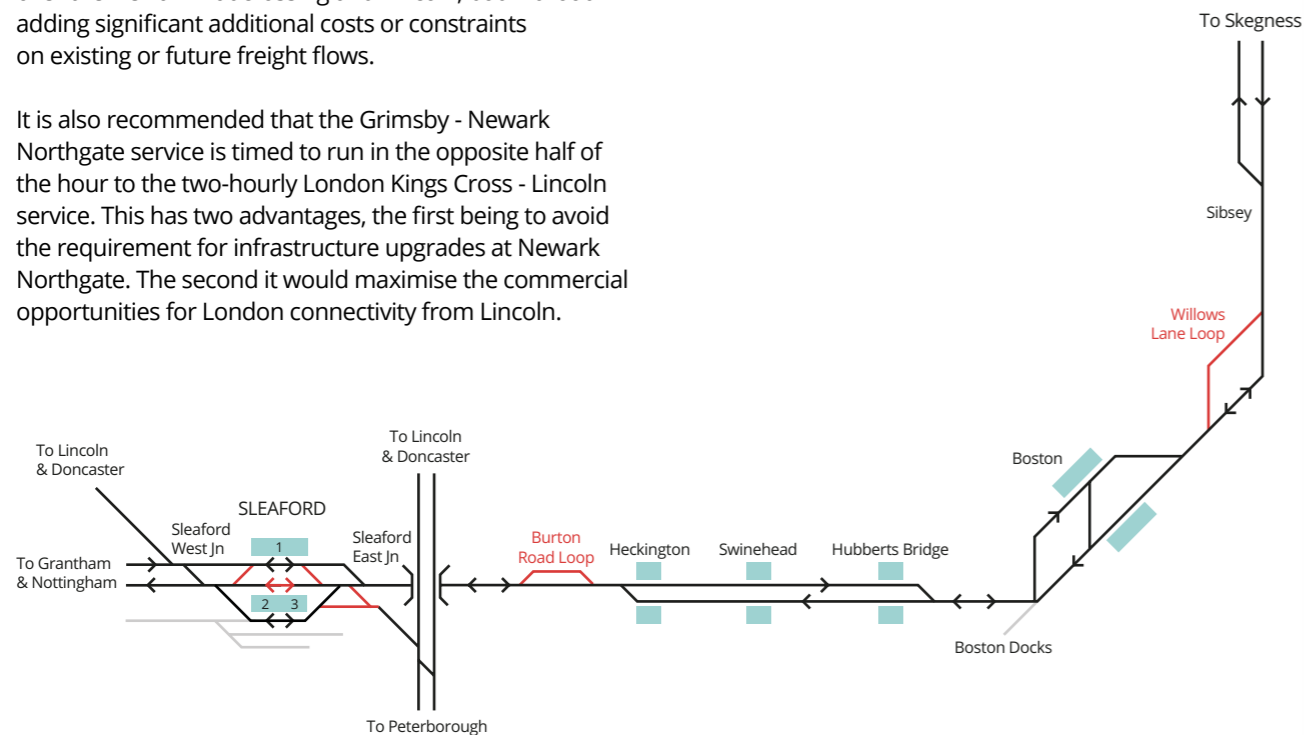
Alternative routes will have to be able to accommodate heavy oil trains which when loaded are running at circa 3,400 tonnes and further work is required to examine the practicalities of this. One alternative route may include operating via Brigg, Worksop, Mansfield, Pinxton and Toton, however the gradients in the Mansfield area may require additional locomotive resources to operate loaded oil trains.

It is recommended further work is undertaken to look at freight routing strategy, with the objective of significantly reducing the number of freight trains over the Newark Flat crossing and Lincoln, but without adding significant additional costs or constraints on existing or future freight flows.

It is also recommended that the Grimsby - Newark Northgate service is timed to run in the opposite half of the hour to the two-hourly London Kings Cross - Lincoln service. This has two advantages, the first being to avoid the requirement for infrastructure upgrades at Newark Northgate. The second it would maximise the commercial opportunities for London connectivity from Lincoln.

Nottingham - Skegness

As outlined previously, the single-track section between Sleaford and Boston creates a major constraint on this line, with up to three trains an hour in each direction. As there is a high volume of level crossings and constrains in the built-up area around Boston full doubling of the line (although the operationally best solution) is not likely to be viable. However, an additional loop between Sleaford and Heckington, as well as north of Boston to break up the single-line sections is recommended, as this would provide sufficient flexibility and additional capacity to accommodate the ITSS. These loops should be as long as possible to ideally create a dynamic loop where trains can pass without one or both being stationary. The loops are recommended to be in the area of Burton Road between Heckington and Sleaford and Willows Lane, between Sibsey and Boston as outlined in Figure 7.



Leicester - Peterborough

This route has a number of constraints including capacity at Leicester Station and signalling on the route between Leicester and Peterborough. As this is a key freight route between Felixstowe and the Midlands which has aspirations for substantial growth in traffic by 2034, it is proposed to fully re-signal the route to enable a standard headway. However, the provision of some extra intermediate block signals between Syston and Melton Mowbray, as well as between Manton Junction and Helpston Junction may also be considered.

Assessment of proposed station sites

The station sites

Having looked at regional infrastructure priorities, the final part of the strategy is to identify a similar long-list of rail station improvements. An evidence-based assessment of proposed new station sites throughout Lincolnshire has been reviewed based on areas identified by the county council at,

- Donington;
- Littleworth, Deeping St Nicholas;
- Washingborough/Heighington;
- Canwick Hill; and,
- Cherry Willingham.

A long-list of possible locations in these areas was generated from an initial desktop study.

No site visit or analysis of land ownership has so far been undertaken but from the long-list of potential station locations, five proposed station locations were looked at a high-level based on likely catchment and access links. One proposed station location within each area has been taken forward, based on a judgement of land availability and maximising walk catchment whilst balancing the need for highway access within the locality.

Littleworth looks to be the preferred solution based on its location as described in previous studies².

Within Cherry Willingham, three possible sites for a station were identified based on identifying areas of unbuilt up land adjacent to the railway. The furthest east was constrained with no existing highway access and is already proposed for development within the Local Plan. As such this site has been discounted. A site towards the west of the area seemed to give the best highway and catchment options and was therefore taken forward for high level analysis. As the Lincoln Eastern Bypass has recently been built close to the area of Canwick Hill, future development and access plans are known but still in early stages of planning. A representative, relatively central possible location has therefore been considered in the high-level analysis.

Equally, within Donington, one particular location where the road crosses the railway gives an obvious choice for high level evaluation.

Once general locations for any proposed station had been chosen through this process, further work is essential to ascertain the preferred option, or an alternative, to be taken forward to development and design stages. The site locations at Donington, Washingborough/Heighington, Canwick Hill, Cherry Willingham are as follows,



Evaluation of possible station sites

In order to identify a preferred site, multi-criteria assessment was been undertaken, structured around:

- Accessibility to the proposed station site by all modes including public transport, passengers on foot, passengers in a motor vehicle and passengers travelling by bicycle;
- Assessment of station catchment including population within 1km walking and existing routes which may be suitable for development for highway access to the station;

- Availability of land for parking/disabled parking, mobility hub, additional bus provision and/or drop off;

- Qualitative assessment of rail constraints, cost, buildability and delivery timescales;

- Political constraints;

- Environmental constraints; and,

- A review of planning constraints.

From these categories, 14 criteria were used and all sites were assessed against criteria scores from 0 to 2, on their own merits and not ranked against the other sites. The assessment criteria are;

Criterion	Description
1	Level of pedestrian links to the proposed station site. The extent to which the proposed station location is accessible to passengers on foot considering existing infrastructure.
2	Level of public transport provision to the site including bus and other first/last mile options. The extent to which the proposed station location is accessible to passengers travelling by bus, considering existing infrastructure. Other first to last mile options to be assessed if applicable.
3	Cycling routes. The extent to which the proposed station location is accessible to cyclists travelling on existing cycle routes and inclusive cycling infrastructure to the station could be provided.
4	Drive up catchment. An assessment of the extent to which the proposed station location will attract those driving to the station, with the catchment weighted by distance from the proposed station.
5	Population within 1km walking catchment. Isochrones have been developed to assess the population within 1km walking catchment of each of the proposed station locations. The isochrones are set out overleaf.
6	Land availability for station car park, disabled parking and drop off. An assessment of land availability for car parking, disabled parking and drop off.
7	Level of highway access to the site. The extent to which the proposed station location is accessible to motor vehicles considering existing infrastructure.
8	Land availability for provision of a mobility hub. An assessment of land availability for a mobility hub. Consideration is given to the availability of land relative to the number of non-motorised parking spaces which could be provided.
9	Cost. A qualitative assessment of the expected magnitude of cost relative to a reference station.

10	Political Acceptance	A qualitative assessment of any local concerns raised by our residents or other key stakeholders
11	Ability to provide a regular and economically viable service.	An assessment of the extent to which the proposed station service plan can provide a regular service which is economically viable.
12	Environmental Constraints.	This criterion considers statutory risks and the extent to which environmental constraints, including local heritage and conservation areas, flooding, designated environmental sites, may impact the delivery of a station at the proposed location.
13	Planning Constraints.	Consideration is given to the proposed station location relative to greenbelt land.
14	Interfacing development proposals.	Consideration is given to development proposals which may interface with a station at each of the proposed location and the known extent to which these would impact on station development.

Whilst some analysis remains to be finalised, particularly at the Littleworth site, the new station location assessment findings are,

- Provision of new stations in a rural area is challenging due to the low rail uptake and small local catchments leading to low rail service frequencies. However, increasing the rail take up needs to start somewhere.
- None of the station locations had “showstopper” constraints which means all of them would be possible to deliver.
- The difficulty is not in the possibility of delivery, but in the building of the benefits to show a business case. In this regard, those stations in more populated areas, with a higher potential number of users and/ or more frequent rail service patterns will be more favourable.

- This economic analysis is likely to favour those stations closer to Lincoln with Heighington station currently scoring the highest with Canwick Hill and Cherry Willingham close behind.

- The case for Littleworth and Donington is harder at present to support, but this does not make them less worthwhile schemes if appropriate approaches can be found.

These are initial, high-level analyses which may change as a result of further consultation with stakeholders and design detail.

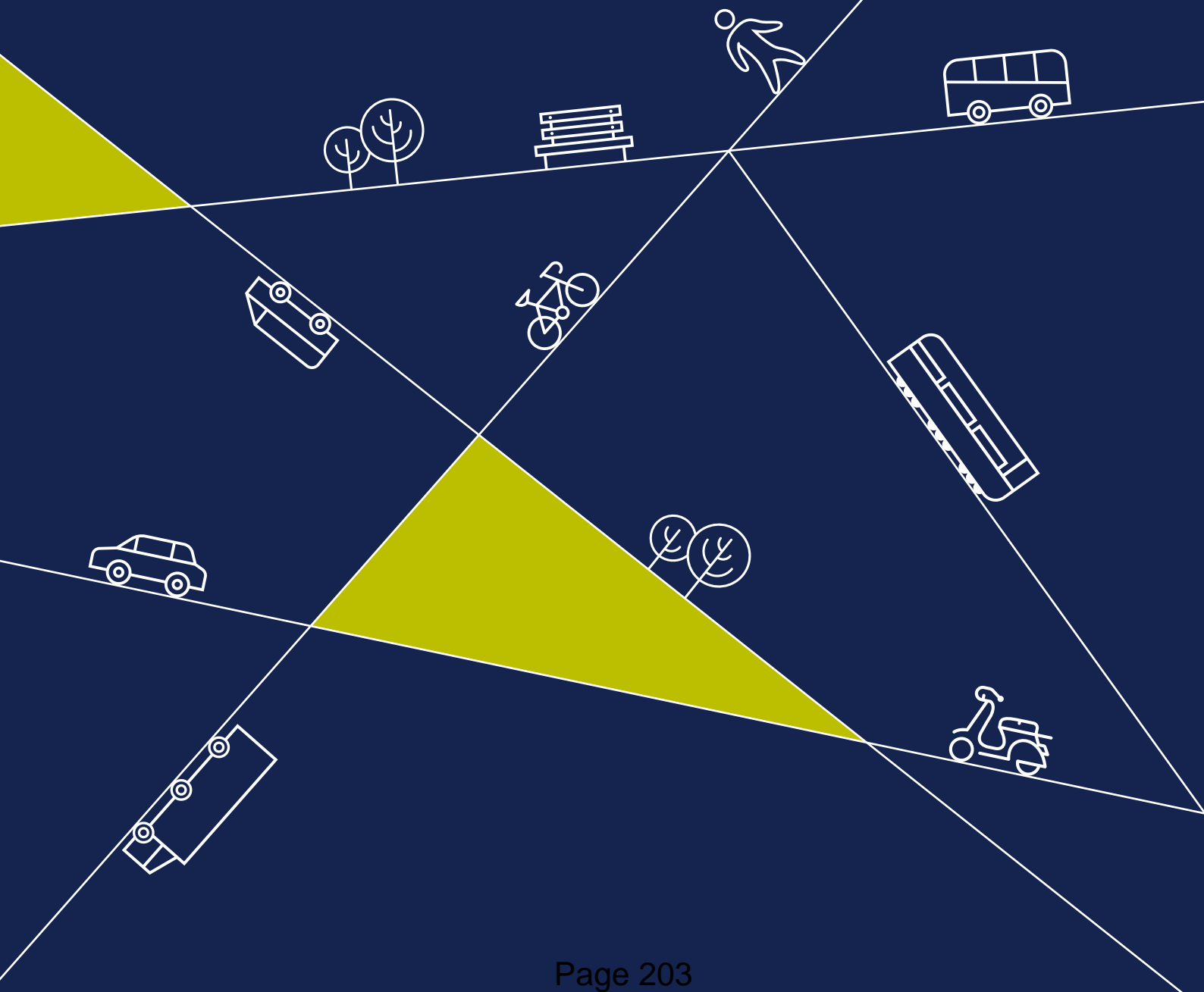
References

1. A railway line under absolute block working is divided into block sections. A train approaching a section is offered by a signalman to his counterpart at the next signal box. If the section is clear, the latter accepts the train, and the first signalman may clear his signals to give permission for the train to enter the section.
2. Littleworth Station Feasibility Study, March 2013, MVA consultancy and Proposal to Reopen Littleworth Station Business Case Review, Mouchel, October 2014.

Glossary

CRP	Community Rail Partnership. A group of local people, mostly volunteers, who promote and undertake small scale works at local stations of lines.	LTB	Local Transport Boards.
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XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.

Lincolnshire Electric Vehicle Strategy



Introduction

LCC, alongside North Lincolnshire and Northeast Lincolnshire have to identify measures each council and associated constituent District Councils can, or should, be taking to overcome barriers to Electric Vehicle Chargepoint (EVCP) rollout.

The ULEV strategy will be a document in its own right, alongside other policies and strategies such as the Lincolnshire electric bus strategy and other modal strategies, which will together form sub-strategies of the emerging LTP 5.

The ULEV Strategy process took a four stage approach:

- Baselining and research;
- Policy context and technical stakeholder engagement;
- Forecasting demand and charging requirements; and,
- Recommendations and reporting.

The ULEV Strategy has been developed using an extensive evidence base and has been informed by stakeholder input. The strategy also looked at different use cases for ULEVs including for freight and agriculture, along with other alternative fuels such as hydrogen and biogas.

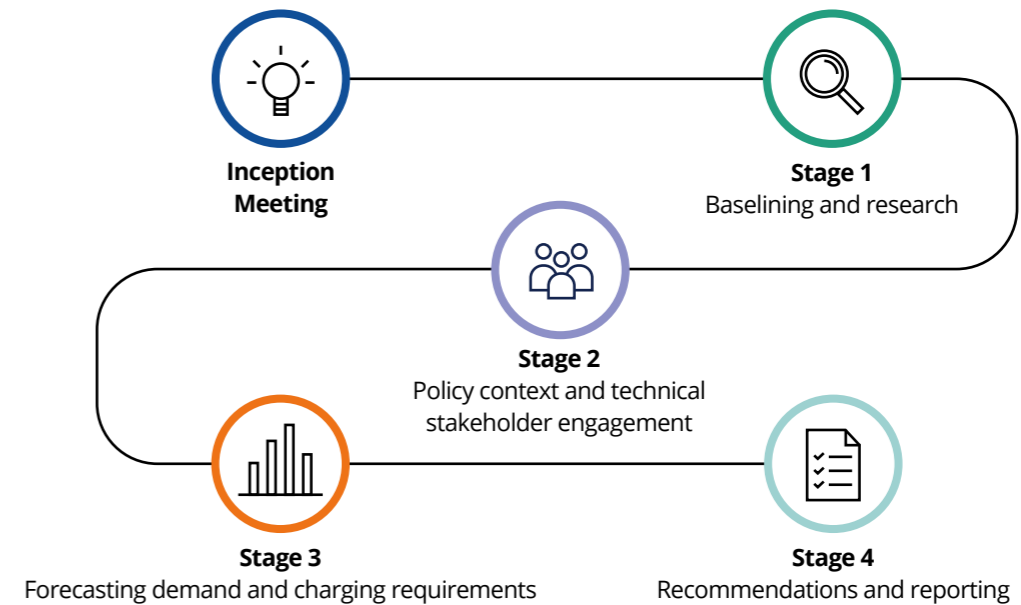
About this document

This document presents the structure and content of the ULEV Strategy, which has been developed involving engagement with a range of stakeholders from the LEP and local authorities.

Lincolnshire ULEV strategy

Strategy overview and approach

The ULEV strategy has been developed to support the overarching objectives of the Lincolnshire LTP 5. The ULEV strategy process took a four stage approach, set out in the figure below.



To help support decarbonisation of the transport system, LCC is interested in identifying any infrastructure related barriers that may slow the public's transition to electric vehicles (EVs).

The objectives of the study are to:

- Baseline the uptake of EVs across Greater Lincolnshire, and the provision of EVCPs.
- Review relevant national and local policy.
- Review the latest chargepoint technology types, charging rates supported, future charge point technologies and typical installation and operating costs.

- Consult with relevant stakeholders within Greater Lincolnshire to understand their requirements and preferences in terms of EV charging provision.
- Forecast EV uptake across Lincolnshire to 2030 to inform EVCP requirements and undertake a gap analysis to identify where the public sector potentially needs to intervene to plug gaps, to ensure a reasonable level of coverage is achieved so as to not slow EV uptake within the area.
- Identify infrastructure-related barriers to provision of EVCPs, providing recommendations to overcome any identified barriers.

The ULEV Strategy supports the overarching (draft) objectives of the Lincolnshire LTP 5, as follows:

- Economic growth;
- Greening of transport and climate change;
- Creating a thriving environment; and
- Promoting high aspirations.

This strategy presents a set of recommendations which aim to fulfil the above objectives and set out an action plan of how to facilitate the deployment of EVCPs across Lincolnshire.

Baselining and Research

EVs and EVCPs

Although there are EVCPs spread throughout the study area, gaps have been identified, particularly in the more rural areas of the county. Existing EVCPs centre around the main urban areas within each district. Across the area there are 235 publicly accessible EV chargers, of which 61 are rapid chargers. The level of charging provision varies across the area.

The most recent data shows that there are 2,963 ULEVs in Greater Lincolnshire, 1,307 (44%) Battery Electric Vehicles (BEVs) and 1,315 (44%) Plug-in Hybrid Electric Vehicles (PHEVs) with 13% unknown, this unknown could include alternative fuel ULEVs. There are differences in uptake across the various authority areas: 21% of all EVs in Lincolnshire county are registered in South Kesteven.

Research was undertaken into the different EVCP technologies available. A wide variety of technologies are available depending on the use case, and more charging options are expected to emerge over time. The report presents a series of considerations related to charging technologies, including on/off-street charging technologies, design principles for EVCPs and standards. The merits of smart charging are identified, and indicative capital and operating costs are presented. Consideration of future proofing and emerging mobility solutions are also presented. This research helped to inform the recommendations.

Grid capacity is often a key constraint on EVCP provision, and therefore high-level analysis of grid capacity was undertaken. Greater Lincolnshire has 185 primary substations, of which 94% are owned and operated by Western Power Distribution (WPD) whilst the remaining 4% belong to Northern Power Grid (NPG). The analysis showed that although a number of the primary substations are at or almost at capacity, there are some substations across the area with more capacity.

Alternative fuels

Plug-in electric vehicles, BEVs and PHEVs, are not the only ultra-low emission vehicle (ULEV) alternative to internal combustion engine (ICE) petrol and diesel vehicles, with a host of alternative fuels under development and already available on the market. The report looks at these alternatives at a national scale, summarising the key technologies and market trends.

At the time of writing, there are no hydrogen refuelling stations in Greater Lincolnshire. However, use of hydrogen is present across the study area. The closest is along the M1 in Rotherham, The Viking Link Project in Lincolnshire is a joint venture with Siemens Energy and GeoPura using hydrogen instead of diesel as an off-grid solution to power the site¹. North Lincolnshire Green Energy Park plans to recover hydrogen from recycled waste for storage and use in decarbonising marine and road transport². Additionally, future opportunities for hydrogen across Greater Lincolnshire arise from the Humber Port decarbonisation scheme H2H.

Given Greater Lincolnshire's substantial agricultural sector there may be good potential for promoting local biofuel production, particularly in terms of fuelling agricultural and freight vehicles. Biofuel production is already underway in parts of Greater Lincolnshire. BioGanix³ located in North Lincolnshire is an organic recycling company specialising in anaerobic digestion, organic fertilisers and biofuels from food and beverage waste. Additionally, The Strong Energy Group⁴, a leading provider of Biodiesel located in Louth produces biofuel from used cooking oils in previous food production. The infrastructure for biofuel production from agriculture and food and drink production already exists in Greater Lincolnshire. This strengthens the opportunity available to through the supply chain for sustainable alternative fuels in agricultural production and freight distribution.

Freight and agriculture

Given the presence of a large Agrifood sector, key freight corridors and port access in Greater Lincolnshire, freight and agricultural vehicles have been given specific consideration. The report maps out the market, looking at national trends around low-emission freight and agricultural vehicles, which may be deployed in Greater Lincolnshire in the future, and their potential infrastructure requirements.

The uptake of electric commercial vehicles has been dominated by the increased adoption of ultra-low emission vans due to the Low-Emission Freight and Logistics Trials (LEFT). LEFT was a £20 million government-funded programme (2017-2020), an additional £12 million was contributed by private sector trial participants, to cut emissions and improve air quality by focusing on emissions-busting technologies for trucks and vans⁵.

However, electric and hydrogen technologies for larger freight vehicles are already being trialled. In March 2021, the Government announced £54 million of funding for electric trucks and hydrogen buses. £31.9 million of this funding will be used to develop electric propulsion systems for heavy goods vehicles in Cwmbran, Wales.

Alternative fuel agricultural vehicles are currently in development, but the technology has not penetrated the market on a wide scale. The first all-electric tractor purchased in Great Britain was by a farmer on the Island on Sark in the Channel Islands⁶. The Farmtrac 25G model from India is powered by a 21kWh battery can operate on an average of 6-7 hours before recharging. The capacity of the tractor is enough to replace diesel 41-50 and 60+ model equivalents. The shift to hydrogen agricultural vehicles is lower across the UK than that of electric options. In 2020, China launched the first hydrogen fuel cell electric tractor model ET504-H. The model also includes 5G mobile communication, is self-driving and can be remotely controlled⁷.

Policy context and technical stakeholder engagement

Policy context

The report presents a policy review undertaken to capture the strategic context for investment in EVCPs, summarising relevant legislation and national guidance, policies, commitments and targets.

A policy review looking at EV related policies and plans for each of the local authorities within Greater Lincolnshire was undertaken. When referring to policies or plans, this is based on adopted policies or plans rather than drafts or general statements of support. When reviewing the policy position, it should be understood that county authorities are not responsible for Local Planning policy. This responsibility lies with lower tier district and borough authorities; hence counties generally do not have requirements related to EVCP provision in new developments. Lincolnshire County Council however have expressed the need in taking a 'lead by example' approach to ULEVs throughout Lincolnshire which will be reflected in upcoming updated documents.

Stakeholder engagement

A key aspect of the study was to engage with officers from local authorities within Greater Lincolnshire, to understand their existing plans and ambitions for promoting EV uptake. This includes any future plans for charging infrastructure, opportunities and barriers to EV uptake, as well as any issues or challenges encountered when implementing EVCPs to date, and what the county council could do to support them. The study has also sought to capture their preferences and requirements in terms of chargepoint deployment and delivery models, to inform the subsequent recommendations.

Key findings from engagement with the authorities include:

- EVs and EVCPs are not prominent in current policy across the county. However, there is a general consensus that EVs and EVCPs need to increase in prominence;
- The county council stated that they want to lead by example and influence the authorities through Local Plan allocations;

- 50% of authorities that were engaged stated that there were currently no further plans to deploy EVCPs other than what has already been implemented;
- The most cited response for barriers to EV adoption were technology, cost and range anxiety;
- 80% of the authorities highlighted grid constraints as the key barriers for EVCP implementation;
- Rapid chargers were recognised as being important for use at short stay destinations such as larger trunk roads running through area;
- There was a consensus around the need to have a mixed approach, depending on dwell time, implementing rapids where needed, slow at homes/residential locations and fast chargers at most other locations; and,
- With regards to delivery models, most authorities are open minded and will be led by industry. With some preference towards private sector involvement.

Forecasting demand and charging requirements

WSP's in-house EV:Ready tool was used to drive forecasts for future EV uptake. EV:Ready enables sophisticated EV uptake forecasting and scenario testing. It generates granular forecasts at a neighbourhood level, accounting for highly localised spatial variations in the key determinants of EV uptake rates, including consumer profiles, socio-demographics, the availability of off-street parking, vehicle ownership, vehicle sales and turnover rates and vehicle ownership trends.

The broad approach taken to forecasting EV uptake, and the subsequent requirements for EVCP provision is summarised in the figure to the right.



The forecast demand in a scenario where there is lower EVCP provision (fewer EVCPs per EV), suggests that in the short-term there is only a slight shortfall in the supply of chargers in Greater Lincolnshire relative to demand. As such there was only an immediate requirement for seven additional publicly funded chargers. This rises to 957 by 2030. However, it is important to recognise that in this scenario, it is assumed that chargepoints are deployed optimally and achieve high utilisation, with greater increases in the average charge rates (kW/h) also assumed. It would also serve to provide a more limited minimum baseline coverage of EV charging provision, and more high-powered recharging in fewer locations. It also assumed upgrading the power outputs of existing legacy chargers.

Conversely, the forecast demand for the number of chargepoints in the higher EVCP scenario (more EVCPs per EV), is significantly higher than the mid-range estimate, with a requirement for 3,740 additional publicly funded chargers by 2030. In this scenario, it is assumed chargepoints are deployed more widely and used less intensively, with more modest increases assumed in the average charge rate (kW/h). This would equate to a more dispersed form of recharging at destinations.

A summary table below of public EVCPs by local authority area highlights the forecast numbers.

Local Authority	Existing EVCPs (2021) ⁸	2020			2025			2030		
		Low	Mid	High	Low	Mid	High	Low	Mid	High
Greater Lincolnshire	235	243	335	507	1,044	1,857	2,642	2,106	3,394	7,708
North East Lincolnshire	19	28	39	59	124	220	313	252	406	923
North Lincolnshire	18	36	50	75	159	282	402	323	521	1,184
Lincoln	49	16	22	33	70	124	177	144	232	527
East Lindsey	47	33	45	68	143	254	362	290	468	1,062
South Kesteven	37	38	52	78	155	275	391	304	491	1,114
Boston	30	14	19	29	62	111	158	129	207	471
West Lindsey	13	25	34	51	103	183	260	205	330	750
North Kesteven	12	32	44	67	132	235	335	261	420	954
South Holland	10	22	30	46	97	172	245	197	318	722

Based on the analysis of the potential demand for public EV chargers, and which sites are more likely to come forwards through private sector chargepoint deployments, an assessment can be made of the areas where gaps in chargepoint availability are more likely to arise. The results indicate the areas where gaps in the chargepoint network are thought most likely to occur, including:

- Remote areas with limited demand, but still requiring baseline provision to cater for low level demand, e.g. tourist sites/routes;
- Rural or secondary routes with moderate levels of demand, but with fewer destinations (retail stores, food outlets etc.) to serve as a platform for chargepoint rollout;
- Areas with greater reliance on on-street parking and few amenities with the potential to host local charging hubs;
- Primary routes with high demand and delivery constraints, particularly in areas where there are sections of road with few destinations to readily cater for chargepoints, or where there are grid constraints making sites commercially unviable;

- Areas of high demand with delivery constraints, including high installation costs/grid constraints which pose a barrier to delivery; and,
- Areas with more constrained grid capacities or more remote from a primary substation.

Crucially, in order to enable LCC, the unitary authorities and district councils to plan effectively for meeting future EV charging requirements, a reasonable estimate of the number of publicly accessible chargepoints that are required and may not be delivered by the private sector alone, is essential for forward planning.

Based on the feedback of CPOs and the key parameters informing a sites commercial viability, it was estimated that approximately 50% of publicly accessible chargers delivered by 2030 may be privately funded. This is based on the share of chargers delivered by the private sector rising from around 20% in 2020 to 60% by 2030, as demand increases, costs fall, and commercial viability improves.

Based on the forecast uptake of EVs in Lincolnshire, the requirement for publicly accessible charging infrastructure, and an assessment of the likely areas of focus for private sector investment, the mid-range estimate is for a requirement of 1,724 additional publicly funded chargepoints by 2030, assuming a blend of both rapid and fast chargers.

Forecast Publicly Funded EVCP Requirement	2020	2025	2030
Lower EVCP Provision	7	532	957
Mid-range EVCP Provision	80	1,069	1,724
Higher EVCP Provision	217	1,605	3,740

Recommendations

The recommendations from this study draw on the findings of the baseline assessments and research, stakeholder engagements, forecasting and analysis and soft market testing. The recommendations were developed under 11 categories:

1. Accelerate chargepoint deployment to promote EV uptake;
 2. Focus on establishing good chargepoint coverage and plugging gaps;
 3. Deliver the right solution for the right location;
 4. Make the most of available funding opportunities;
 5. Take a balanced approach to delivering charging infrastructure, inviting private investment but retaining control;
 6. Let the private sector take the strain and carry the risk where possible;
 7. Collaborative working across Greater Lincolnshire with key stakeholders;
 8. Decarbonisation of freight and agriculture;
 9. Promotional activities and awareness raising;
 10. Increase EV prominence in local policy; and,
 11. Decarbonisation of Buses and Taxis;
- There are 33 total recommendations that support the 11 categories set out above. These are displayed in the action plan. The action plan also includes:
- The role of authorities – lead, enable, explore, encourage, or require;
 - Action by (i.e. who is to lead); and,
 - Recommended timescale.

EV action plan				
Recommendation/action	Aims	Role	Action by	Timescale
Accelerate charge point deployment to promote EV uptake.	Adopt targets to work towards delivering the mid-range scenario (3,394 EVCPs by 2030 across Greater Lincolnshire) as the central estimate for planning purposes.	Lead	All authorities	By 2030
Focus on establishing good chargepoint coverage and plugging gaps.	Prioritise car park sites on the basis of forecast demand and where gaps in private sector provision are anticipated.	Lead	All authorities	Within 12 months
	Feasibility studies and further analysis for preferred sites.	Lead	All authorities	Within 12 months
	Introduce charging solutions to cater for areas without access to off-street parking.	Lead	Highway authorities	Within 3 years

EV action plan				
Recommendation/action	Aims	Role	Action by	Timescale
Deliver the right solution for the right location.	For most car parks a number of standard/fast chargers (7-22kW), capable of smart charging and load management, with rapids (50-150kW) deployed where dwell times are shorter.	Require	All authorities	On-going
	Standard/fast chargers, these should be delivered in clusters where possible.	Require	All authorities	On-going
	Rapid chargepoints should be future proofed to support higher charge rates in the future, preferably at least 150kW.	Encourage	All authorities	On-going
	Passive provision for additional chargers should always be considered as part of the initial installation.	Require	All authorities	On-going
Make the most of available funding opportunities.	Take the opportunities to secure grant funding where available.	Explore	All authorities	On-going
	Identify a Chargepoint Operator (CPO) prior to any ORCs funding bid submission.	Lead	All authorities	Within 12 months
	Prepare a strategic outline business case(s) for future funding rounds to deliver a forward programme of deployments.	Lead	All authorities	Within 12 months
Take a balanced approach to delivering charging infrastructure, inviting private investment but retaining control.	Attract public sector grant funding, alongside private sector investment to expand the local charging network.	Lead	All authorities	Within 12 months
	A concessionary scheme is likely to be the best fit for Greater Lincolnshire.	Explore	All authorities	On-going
	A soft market testing exercise with CPOs.	Lead	Lincolnshire County Council	Within 12 months

EV action plan				
Recommendation/action	Aims	Role	Action by	Timescale
Let the private sector take the strain and carry the risk where possible.	Allow the private sector to take the strain in providing EV infrastructure where they are willing to do so.	Enable	Private sector	On-going
	A balance of private and public sector EVCP operation should be maintained, with more attractive EVCP sites being parcelled up with less attractive sites.	Lead	All authorities in conjunction with the private sector	On-going
	Engage with private sector suppliers to deliver on-route rapid chargepoints along key routes where there is forecast high demand.	Lead	All authorities in conjunction with the private sector	Within 12 months
	Consider running an area-wide procurement exercise to identify a single supplier, or potentially a small number of suppliers.	Lead	county and unitary authorities	Within 12 months
Collaborative working across Greater Lincolnshire with key stakeholders.	Establish an EV forum through which officers and representatives could come together to discuss EVCPs. Regular engagement and close working/information sharing with the DNOs is essential.	Lead	All authorities	Within 12 months
	We recommend the Lincolnshire group engage with the Midlands Connect team to make use of materials prepared by Midlands Connect and ensure that if Midlands Connect are applying for funding that Lincolnshire can benefit from additional funding that Midlands Connect can secure.	Explore	Lincolnshire County Council	Within 12 months
	Monitor market developments and look out for funding opportunities.	Lead	All authorities	On-going
Decarbonisation of freight and agriculture.	Engage with local operators and other key stakeholders (DNOs etc) to establish a smetc. local interest group and position for future trials/schemes.	Lead	All authorities	Within 3 years

EV action plan				
Recommendation/action	Aims	Role	Action by	Timescale
Promotional activities and awareness raising.	Promote the OZEV Workplace Charging Scheme and Electric Vehicle Homecharge Scheme to residents of Greater Lincolnshire.	Lead	All authorities	On-going
	Establish a webpage or include features in newsletters highlighting local chargepoints and the available grants, which could also direct them to a webpage register interest in an EVCP.	Lead	All authorities	On-going
	Engage with wider stakeholders to deliver EV chargepoints at other key destinations including supermarkets and train stations.	Lead	All authorities	Within 12 months
	Engage with tourist destinations and explore tourism opportunities associated with EV.	Lead	All authorities	Within 12 months
	Ensure policy documents make the strategic case for supporting EV uptake and commit to targets and standards for EVCP provision.	Lead	All authorities	When policy renews
Increase EV prominence in local policy.	Review the fleets of each authority to identify opportunities to electrify the fleet.	Lead	All authorities	Within 12 months
	Future proof new developments with EV parking standards and requirements for developers to incorporate EVCPs or passive provision.	Require	Developers	On-going
	Review the scope of introducing emissions linked parking charges.	Explore	Unitary and district authorities	Within 12 months
Decarbonisation of buses and taxis.	Undertake a feasibility study to investigate the potential for e-buses across the Greater Lincolnshire area.	Lead	County and unitary authorities	Within 12 months
	Engage with bus operators, taxi companies and other key stakeholders to understand appetite for electrification.	Lead	All authorities	Within 12 months
	Engage with taxi operators to ensure there is sufficient charging provision for taxis and private hire vehicles.	Lead	All authorities	Within 12 months

References

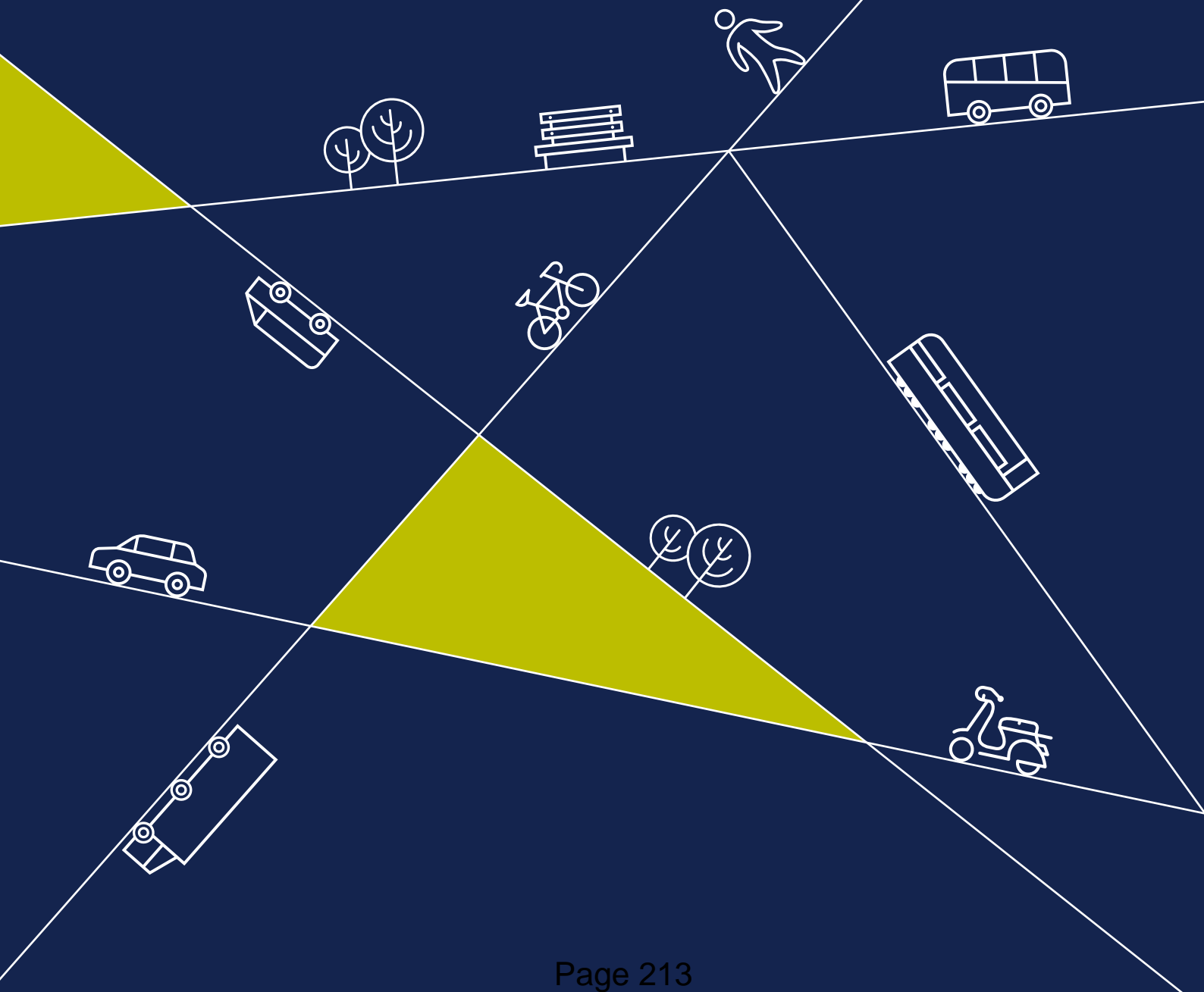
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TPX	Transpennine Express – inter-regional train company operating services across the north of England and into Scotland.	LUF	Levelling Up Fund.
XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.

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Lincolnshire Freight Strategy



Strategy overview

The strategy aims to ensure that freight is able to continue to support the people and economy of Lincolnshire by ensuring it is as safe, efficient and sustainable as it can be and helps achieve the objectives of the wider LTP.

The strategic objectives for improving freight are to support the Lincolnshire region to:

- Support economic growth;
- Decarbonise and reduce the impact of climate change;
- Promote thriving environments;
- Support safety, security and a healthy lifestyle;
- Promote high aspirations; and,
- Improve quality of life.

This strategy has been informed by a review of existing data sources, relevant strategy and policy as well as an engagement exercise with key stakeholders.

The stakeholder engagement element of this work involved one-to-one and group discussions with representatives of organisations such as ports, freight operators and those in the Agrifood sector. Respondents were asked about issues and opportunities associated with freight, short-, medium- and long-term trends and any interventions they would like to see. These were considered and have helped develop the evidence base and recommendations associated with this work. This engagement exercise was undertaken in March 2021.

Our vision is to ensure that the freight sector is supported in Lincolnshire, to enable it to facilitate economic growth and ensure it is safe, efficient and sustainable.

The freight sector is vital to the economy of Lincolnshire, ensuring the supply chain is working effectively and acting as a significant employer in its own right. It supports major employers such as the Agrifood Sector and ensures raw materials are brought in and products can get to market. In 2019, there were over 54,000 Light Goods Vehicles and 6,800 Heavy Goods Vehicles registered in the county.²

Road freight

Our transport links are less developed compared with many other parts of the United Kingdom. The road network in the county is mainly single carriageway A-roads and local roads (B-roads) as opposed to motorways and dual carriageways. The administrative county of Lincolnshire is one of the few UK counties without a motorway, and until several years ago when the A46 was upgraded from Newark towards Lincoln, had little dual carriageway either.

Key freight roads include:

- The A1 dual carriageway passes through the southern corner of the county for a few miles.
- The A15 is the main North-South route through the county following the old Ermine Street Roman Road from London to York.
- The A16 coastal road from Grimsby provides an indirect route, affecting journey times.
- The A57 links Lincoln to Worksop, Sheffield, Manchester and Liverpool.
- The A52 links Skegness and Boston with Nottingham, Derby and Stoke.
- The A17 links Newark to Sutton Bridge and Kings Lynn.

However, only the A1 and the A46 (as far as Lincoln) are on the English Strategic Road Network (SRN) operated by Highways England.

Journey times can be unpredictable if HGVs are stuck behind agricultural farm tractors and trailers, which can be particularly pronounced around key harvesting periods.

Respondents reported a declining average speed for road freight movements, with the A17 cited as a particularly important freight route that suffers from journey time reliability issues. This causes difficulties getting goods to market as retailers look to optimise replenishment times.

There are several nationally known hauliers based in the county including Brumptions, Freshlinc, Fowler Walsh, Cartwrights and Denby Transport. The latter is known for trying to persuade the DfT to allow special larger vehicle types to operate on UK roads to reduce carbon and improve vehicle productivity.

We are currently delivering our Route Action Plan (RAP) initiative, which identifies potential options for schemes on the A15/16/17 routes to be taken forward for any future funding bids, and to provide the robust evidence base necessary to enable bids to be submitted when the opportunities arise. Given the importance of these routes to freight (and therefore the county economy) it is important to ensure that this is reflected any submissions.

Rail freight

Due to capacity issues on the ECML, many rail freight services use the Great Northern / Great Eastern (GNGE) Joint line between Doncaster and Peterborough. This requires the trains to travel through Lincoln and Gainsborough. There has been an upgrade to structures and track to provide W9 and W10 gauge cleared paths for chilled and high cube containers and accommodate the predicted increase in annual gross tonnage, although chilled containers generally need clearance to W12.

The upgrade scheme has allowed the GNGE Joint Line to become the primary route for daytime North-South freight traffic.

The current Werrington Grade Separation Scheme, due for completion by the end of 2021 will improve capacity on the ECML by removing conflicts for freight and passenger traffic joining and leaving the ECML. New intermodal rail freight terminals have opened recently near the East Midlands Airport and i-Port Doncaster and these bring well served container terminals within easier reach of some Lincolnshire businesses. A further terminal at Hinckley is expected to enter the Development Consent Order Process in 2021. A new rail flow of calcium carbonate from Omya in Aberdeen to Spalding commenced in 2020, which is destined for Palm Paper Limited in Kings Lynn.

Other than Grantham, railway stations across Lincolnshire require the use of local trains and passengers must change at stations such as Newark, Doncaster or Peterborough, all of which are East Coast Main Line stations beyond Lincolnshire. All other rail routes in the county rely on diesel traction as there are no overhead wires except on the ECML. These local trains limit the potential and capacity for rail freight.

Recent significant investment by Network Rail has led to the substantial increase of up to fifteen additional rail freight services a day passing through Spalding, leading to more 'downtime' at level crossings and the disruption of the road network.³

The Port of Boston has two rail terminals which handle approximately 200-230 tonnes per day, primarily steel coils which are destined for the automotive sector. The rail network requires use of a swing bridge and sidings at Sleaford to turn around. These movements are currently handled by DB Schenker.

Air freight

Our only airport is Humberside Airport, near Brigg but this is almost entirely passenger orientated. Doncaster Sheffield Airport near Doncaster is on the site of the old RAF Finningley base and has one of the longest runways in the country and within easy travelling distance of much of Lincolnshire. There is an industrial park and cargo area there. The East Midlands Airport is the main airport servicing air freight for the East Midlands and is within a relatively short travelling distance of the county.

Water freight

There are two ports in Lincolnshire, the Port of Boston and Sutton Bridge. Both are located in the South of the county and accessed from The Wash by The Haven and River Nene respectively. Whilst these are not major ports they nevertheless perform an important role in providing access to markets and reducing road miles.

Businesses in Boston and across South Lincolnshire exploring if there are post-Brexit trade opportunities to make the Port of Boston one of Britain's major food ports. As the UK continues to import a significant proportion of the fresh produce it consumes, the area could take a bigger share of the food trade market amid concerns about capacity and congestion at other UK ports.

The Port of Boston can currently handle vessels up to 5,000 tonnes but typically handles between 3,000-4,000 tonnes. It accommodates 8-9 vessels per week and over 400 per year and has recently invested £5 million in new cranes. There are also plans to widen the lock by 5 metres to allow larger ships to enter the port.

The ports of Immingham, Grimsby and Hull are all located to the North of the county, and whilst not within the LTP area, are of national significance and a key generator of road and rail freight through Lincolnshire, as well as supporting the Lincolnshire economy. This port has remained the biggest for several years mainly due to it having two oil refineries nearby and two big bulk terminals for coal and iron ore. The port also has RORO (Roll-On, Roll-Off) and LORO (Load On, Load Off) unitised movements. Ports on the Humber have recently been granted freeport status, which may have the impact of increasing activity at the ports.

The biggest rivers in Lincolnshire which are navigable in part, are the Trent, running northwards from Staffordshire up the western edge of the county to the Humber estuary, and the Witham, which begins in Lincolnshire at South Witham and runs for 132 km (82 miles) through the middle of the county, eventually feeding into the The Wash at the North Sea. From Brayford Pool, Lincoln the Fossdyke Navigation links the Witham to the Trent and both rivers are navigable by barge. Also, coasters serve river ports on the northern parts of the Trent and to the Port of Boston.

Challenges and opportunities

Through the compilation of an evidence base and stakeholder input, the following challenges and opportunities for freight have been identified.

Challenges

Our highway network was reported to cause operators issues, affecting journey times and journey time reliability. There were conflicts with other road users such as tractors and a number of pinch points where delays to road freight occurs. North-South links were described as 'poor' by stakeholders and these routes are particularly important for accessing ports in the South as well as Humber ports.

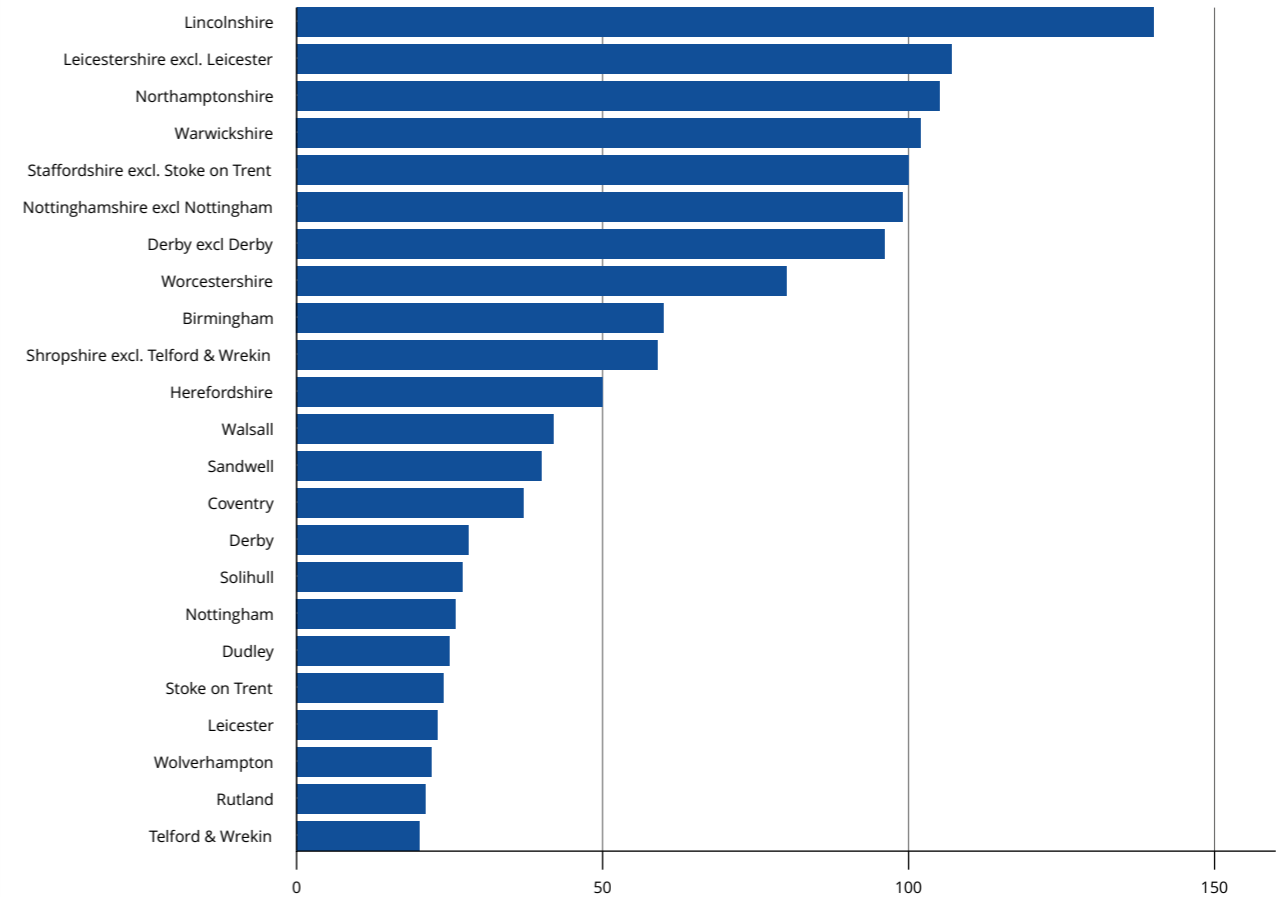
Cross Keys Bridge, which carries the A17 over the River Nene is an historic swing bridge, which allows ships to access port facilities at Wisbech in Cambridgeshire. Whilst ships have right of way, when the bridge is in a position to allow vessels through it can cause significant tailbacks and delays in the surrounding area. The age of the bridge also means that there is a potential issue with failure and also a risk of a bridge strike by vessels traveling to or from Wisbech.

With poor connections causing issues for freight operators, there is a trend for depots to be located closer to major ports. This risks jobs leaving the area for locations such as Kent. Due to the limited number of suitable alternative routes, closures have a big impact on freight vehicles as diversionary routes can represent a large increase in journey times.

A key issue for residents of Lincolnshire is the impact that freight vehicle movements have on the amenity of their area, with large and heavy goods vehicles causing noise and vibrations to settlements along key freight corridors. This issue can become particularly pronounced during harvest time. Operators reported that they were subject to complaints from villages on key freight routes.

We have the highest number of casualties associated with incidents with freight vehicles in the Midlands, despite a much lower level of freight activity than several other areas in the region.

Reported Midlands Freight Vehicle Road Casualties By Local Authority 2015-2019⁴



As discussed, the Port of Boston is a strategic asset for the county. However, it does not currently handle containers and feedback from fresh produce importers suggested that the size of vessels it can currently accommodate is insufficient for the sector's needs. The more regular service at ports such as Dover make them more attractive due to the reduced implications of missing a scheduled sailing.

The Port of Boston rail freight connection is constrained by the need for trains to enter sidings and then reverse back to the Port.

There was uncertainty over the role that alternative fuels will play in relation to freight sector vehicles. Operators were unclear as to which technology they should invest in and were concerned about the implications of refuelling vehicles.

This will be important when working towards the decarbonisation agenda, ensuring freight plays its role in a zero-carbon future. This will require a shift from conventional fuels to alternatives such as hydrogen and electrically powered vehicles.

The recent announcement by Ofgem under the RIIO-ED1 Green Recovery Scheme didn't specifically name any Lincolnshire schemes for network upgrades to support electric vehicles. Lincolnshire falls under three different DNO's. Through their Green Recovery submissions, the DNOs proposed to undertake strategic network investment to support 40 MSAs and 2 trunk road locations across England and Wales, with additional sites across key motorway and transit hubs in Scotland. With Lincolnshire not having any motorways or trunk roads (bar the small section of A1 and the A46 SW of Lincoln) no upgrades were proposed.

Opportunities

The road network could be enhanced to ensure freight movements can be facilitated and pinch-points and bottlenecks addressed. This would help create a key freight network that ensures goods can be efficiently transferred around the county.

Our region is responsible for growing 30% of the nation's vegetables and producing 18% of the poultry, with a total agricultural output of over £2 billion in 2019, representing 12% of England's total production.⁵

Non-EU trade is growing faster than EU trade, but often accessed via EU ports, mainly Rotterdam, with global connectivity and links to the Netherlands' global food trading hub and industry suggests Rotterdam is a potential key to future UK food imports and exports.

This would use Boston to Rotterdam feeder vessels (150-200 containers) to serve UK and Northern European markets. There are around 40,000-plus jobs in the food produce and the logistics sector in Boston and Spalding and this initiative could help safeguard many of these jobs. The South Lincolnshire Food Enterprise Zone (FEZ), in Holbeach, is a new, strategic development projected to deliver 60,000 sqm of workspace for Agrifood sector production, logistics and research activities and would benefit from better connections to key markets. In addition, the South Lincolnshire Logistics Hub at Clay Lake, Spalding, has planning consent for a 31.5 ha business park, close to South Lincolnshire FEZ, for uses including food logistics and distribution.

Rail freight is currently restricted to movements of steel from the Port of Boston and use of the GNGE by through movements. With the necessary infrastructure and support, this could be increased.

The Port of Boston is only 220 miles from Rotterdam (Europe's largest food port) by sea and the Spalding logistics cluster is then only 14 miles from Boston port. If instead a truck is driven via Dover-Calais the associated road miles increase to 380 (not counting the Channel transit). A route which bypasses the need for long road journeys is more sustainable, with the potential to service the link from the port to the Spalding food logistics and processing cluster by rail or EV trucks.

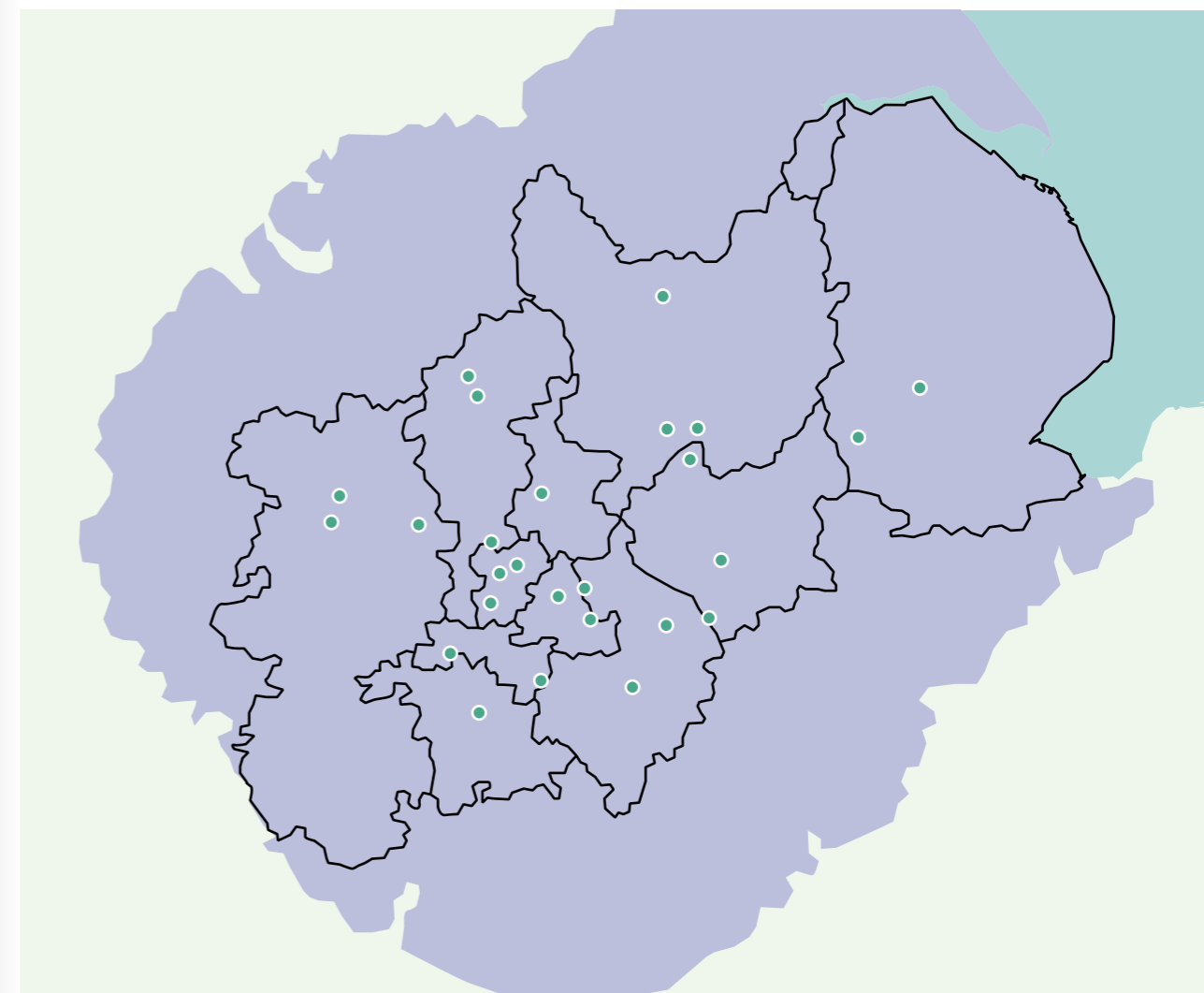
Freeport status for the Humber ports could have the potential of increasing logistics activity in the county and supporting its growth. Use of the county's two ports, Port of Boston and Sutton Bridge could also be increased and reduce road miles in Lincolnshire associated with freight.

The Levelling up Fund (LUF) provides opportunities for the Lincolnshire 'Food Valley' to decarbonise. The main determinant of low-carbon food chains (and it is expected that major multiples will insist that their suppliers will be carbon neutral by 2030) is transport. Improving journey reliability, modal shift especially to rail freight, and vehicle efficiency will all have an impact on reducing carbon. Schemes associated with the fund can also have an impact on journey time reliability, further improving the efficiency of freight.

Midlands Connect is developing a 'long-list' of potential Regional Transport hubs, which look to facilitate low-emission transport movements, including freight. Two sites have been identified in Lincolnshire for further consideration.

University of Lincoln applies Industry 4.0 expertise – including AI, Big Data analytics, Robotics & Automation and Internet of Things – to key business challenges including more sustainable, intelligent transport and logistics, supply chain digitalisation, and more energy efficient refrigeration. More than 90 industry-linked innovation projects have been supported since 2016. There is an opportunity to develop and build on this work,

Potential sites for Regional Freight Transport Hubs



Challenge	Opportunity
Road movements contribute to poor air quality and carbon emissions.	Modal shift can reduce emissions associated with freight movements.
Freight operators are not sure in which alternative fuels to invest.	Providing a good coverage of charging and refuelling points will provide confidence and encourage takeup.
Freight movements impinging on the amenity of settlements on key freight routes.	The Ports of Boston and Sutton Bridge can help reduce freight vehicle mileage.
Incident data shows that there is a high number of collisions involving freight vehicles.	Deliver a safer highway network through hard and soft measures.
Congestion affects journey time reliability which adds costs and affects the effectiveness of the supply chain.	Addressing pinch points on the network will reduce delays and journey times.
Capacity on the network limits scope for rail freight and a lack of terminals in the county means there is limited scope for transferring between modes.	Network capacity enhancements and new terminals to serve key sectors will support the growth of rail freight in Lincolnshire.
Brexit has so far had an impact on the international supply chain, affecting the vital food production sector in Lincolnshire.	Support the existing linkages between universities and the sector.
	The freight sector is an important sector of employment in its own right and Freeport status for the Humber ports could have the potential of increasing logistics activity in the county and supporting its growth.
Ports of Boston and Sutton Bridge do not currently handle containers, limiting their value to the food production sector and other sectors of the economy.	Investment in ports and water freight could increase the volume of water freight in the county.
	RAP initiative offers opportunity to improve key freight routes.
	LUF provides opportunities for the sector to decarbonise.

Strategy overview and approach

As previously highlighted, this Freight Strategy has been developed to support the overarching objectives of the Lincolnshire LTP 5.

The Strategy has been developed using an evidence-based approach, drawing on a range of data and informed by stakeholder input along with national and local policy.

The figure presents the approach that has been undertaken to developing the strategy vision, objectives, themes and policies.

The strategy vision presented in the Introduction will be realised through four objectives:

The Lincolnshire freight strategy will:

- Ensure that freight is better able to support national, regional and local carbon and air quality targets.
- Ensure that freight is able to continue to contribute to Lincolnshire's economic growth by supporting key sectors and as an employer in its own right.
- Encourage modal shift to non-road freight where possible, contributing to better road safety, lower congestion, positive environmental impacts and less wear and tear on infrastructure.
- Ensure that the negative impacts of freight movements are mitigated where possible.

The objectives will be achieved through the implementation of a range of policies.

These policies have been arranged into six themes:

- Resilience;
- Modal shift;
- Innovation;
- Collaboration ;
- Safety; and,
- Development.

The strategy policies sit within one of the themes and contribute to one or more of the four objectives.

The vision, objectives, themes and policies have been informed by the extensive evidence base, stakeholder engagement and policy review.

Policies

Resilience

Congestion and journey time reliability were reported as key issues by those in the freight sector, affecting domestic and international movements of freight.

In order to ensure that the road network is able to facilitate freight movements effectively, it is important to address locations which exacerbate congestion and affect journey time reliability.

In addition, locations where freight activity is impinging on the amenity of those who live and work in a particular location should also be addressed.

This includes routes to key freight facilities such as those to major ports and the East Midlands Airport. Whilst East-West movements are important, a significant amount of freight is exported and imported through southern ports and Felixstowe.

Strengthening cross border links for transport infrastructure improvements such as those corridors to key demand / supply clusters and international gateways (ports, airports and rail terminals through Midlands Connect with its adjacent Sub National Transport Bodies) will boost the county's economy and key sectors such as food production.

Modal shift

Modal shift has the potential to reduce road freight movements, alleviating congestion and wear and tear on infrastructure, reducing emissions and improving road safety. Therefore, it is important that modal shift is encouraged where possible.

Introducing infrastructure such as a rail terminal would encourage modal shift and help meet climate and air quality objectives as well as reduce congestion and dependency on road transport as would other measures to improve capacity.

Rail freight terminals

Rail freight terminals are essential to facilitating modal shift. With very few rail freight journeys being end-to-end it is important that terminals are located close to market so that the final leg (or 'last mile') is as short as possible.

The Midlands is a key location for rail freight, with rail terminals such as Daventry Intermodal Rail Freight Terminal (DIRFT) BIRFT in Birmingham and Hams Hall Rail Freight Terminal playing an important role in the facilitation of the movement of goods by rail.

These terminals help reduce the number of road freight movements on the strategic road network, with environmental, road safety benefits and less damage to infrastructure.

Supporting efforts to enhance the number and size of ships that the Port of Boston can accommodate and widen the types of commodities it is able to handle, such as container will further strengthen the case for modal shift.

Exploring the potential for wharves on the Trent to facilitate water freight in the region, such as at Gainsborough could encourage water freight

This could be delivered through the planning system by safeguarding locations for transfer of goods to and from vessels.

Innovation

It is important that LCC supports regional and national efforts to provide a comprehensive network for charging and refuelling sites to enable the sector to transition to cleaner fuels. This could represent the proposed energy and transport hubs being explored by Midlands Connect.

Alternative fuels: Tyseley Energy Park (TEP)

TEP is the UK's first multi-fuel, open access, low- and zero-carbon fuel refuelling station. Offering Hydrogen, Compressed Natural Gas, Biodiesel and Electrical Vehicle charging options. The unmanned facility is available 24/7 for refuelling with integrated pay at the pump options that accept credit, debit and fuel card payments.

The station has benefited from £10 million investment so far from a combination of public and private funding, including £1.5 million from Greater Birmingham and Solihull Local Enterprise Partnership. The facility will support the City in its commitment to reduce the levels of air pollution across the Birmingham. In April 2021, TEP will be refuelling 20 hydrogen double decker busses purchased by Birmingham City Council.

The TEP refuelling station is part of the Birmingham Transport Plan, supporting the introduction and supply of cleaner fuels to improve air quality across the City.

Generally, supporting regional and national efforts to encourage innovation in the sector, such as autonomous vehicles, platooning and drones is also important and will encourage the sector to be more efficient and sustainable.

Collaboration

Collaboration can help reduce inefficiencies and promote the sharing of knowledge and best practice. Collaboration between freight operators can help reduce empty running by combining loads into one consignment.

Lincoln is likely to be the only population centre large enough to support a consolidation centre, where goods are brought to a location on the outskirts of an urban area and a dedicated vehicle(s) or cycle logistics transports consignments the 'last mile'. However, smaller rural mobility/microhubs may be feasible in certain locations.

This has the impact of reducing the number of freight vehicles in town and city centres. Consideration should be given to exploring the feasibility of this intervention.

To ensure there are sufficient skills to support the sector, links between training and education providers and employers should be strengthened to enable the sector respond to the demands of the industries it supports and grow the counties economy.

Consolidation Centres: Bristol

Consolidation Centres offer the opportunity to reduce freight vehicle movements in a particular area. This works by arranging for consignments destined for a retail centre of a town or city to be brought to a location on the outskirts of an area close to the strategic/major road network. This is usually an industrial unit or similar building. A dedicated vehicle(s) then shuttles between the consolidation centre and the area it serves, combining several consignments into one, reducing road miles and bringing environmental and road safety benefits (particularly if the vehicle is zero-emission).

Bristol Freight Consolidation Centre was initially set up as a pilot scheme in 2004 with European funding to help alleviate issues associated with freight in Broadmead, Bristol. It was then known as Broadmead Freight Consolidation Scheme and was the first project of its kind in the UK. Bristol was one of a handful of European cities to have a consolidation centre and was seen as an example of best practice throughout Europe. Following on from the successful pilot, the operation grew and the service extended to retailers in other parts of the central Bristol area.

Bristol City Council continued to subsidise the operation through various funding streams until 2017, when a variation to the contract was agreed by both parties. Once the contract with Bristol City Council came to its natural end in 2018, DHL continued to offer a freight consolidation service serving both Bristol and Bath from the Avonmouth/Sevenside area on a commercial basis.

At its peak, a 70% to 80% reduction in the number of onward trips was seen by the freight consolidation scheme.⁶

Safety

DfT data suggests we are experiencing a higher number of incidents involving freight vehicles than other authority areas.

Therefore, potential causes of these incidents should be investigated, and remedial actions identified, which may include soft measures or highway infrastructure improvements.

Development

When new developments are being proposed it is important to ensure that the associated construction and operation of these buildings does not impinge on the immediate area and the wider county.

Therefore, developments need to be planned in such a way as to minimise the frequency of delivery and servicing activity and ensure that freight movements are appropriate and safe in the context of surrounding land use types.

Initiatives such as Construction and Logistics Plans and Delivery and Servicing Plans can help to manage freight movements at both construction and operational stages of development.

Delivery and Servicing Plans (DSPs)

A DSP is a tool for a development to reduce the impacts of delivery and servicing activity at a site. An effective DSP should incorporate a range of measures including those targeted at procurement, delivery booking systems, consolidation, re-timing, marketing and management measures.

By encouraging the development of DSPs, for new or existing buildings/developments the freight related impacts can be mitigated. Many local authorities and transport authorities have supported developers and organisations in creating effective DSPs.

Policy

Resilience	<ul style="list-style-type: none"> • Ensure the highway network supports the freight sector by providing journey time reliability and resilience. • Strengthen cross border links for transport infrastructure improvements such as those corridors serving key demand and supply clusters and international gateways. • Ensure highway schemes look to address issues caused by freight movements. • Ensure benefits to freight are properly reflected in RAP submissions.
Mode Shift	<ul style="list-style-type: none"> • Encourage modal shift for freight from road to more sustainable modes such as rail and water freight by supporting new and improved infrastructure to address capacity issues. • Ensure applications to the LUF reflect the requirement for the freight sector to decarbonise whilst supporting key sectors.
Safety	<ul style="list-style-type: none"> • Investigate factors influencing incidents involving freight vehicles in the county and deliver a safer network for all road users.
Collaboration	<ul style="list-style-type: none"> • Encourage initiatives which support collaboration in the freight sector, enhancing efficiencies and reducing negative impacts.
Innovation	<ul style="list-style-type: none"> • Support regional and national efforts to encourage innovation in the sector, such as autonomous vehicles, platooning and drones. • Work with the sector to maintain develop strong links between it and training and education providers. • Support initiatives to encourage uptake of alternatives fuels, such as charging infrastructure.
Development	<ul style="list-style-type: none"> • Work with planners to promote developments that encourage sustainable freight and promote the development of Delivery and Servicing Plans and Construction Logistics Plans.

Delivery

The delivery of the LTP 5 and its sub-strategies, such as this Freight Strategy, are primarily our responsibility.

Some of the policies included are solely our responsibility and will be delivered collaboratively by different teams in the Council.

However, to make this strategy happen and fully realise the Vision we have for freight, we will need to work with partner organisations in the delivery of many policies. We will seek to draw on partners' experience, knowledge and authority in the delivery of policies and the achievement of our objectives.

The following table summarises the delivery partners that have been identified as key to support each of the policies in the Freight Strategy.

Freight implementation plan	
Policy	Working with
Ensure the highway network supports the freight sector by providing journey time reliability and resilience.	<ul style="list-style-type: none"> Highways England
Strengthen cross border links for transport infrastructure improvements such as those corridors serving key demand and supply clusters and international gateways.	<ul style="list-style-type: none"> Neighbouring authorities Highways England
Encourage modal shift for freight from road to more sustainable modes such as rail and water freight by supporting new and improved infrastructure to address capacity issues.	<ul style="list-style-type: none"> Highways England
Work with district planning authorities to maximise funding opportunities related to new developments, such as Section 106 funding.	<ul style="list-style-type: none"> Network Rail Great British Railways Canal and River Trust Port of Boston CRO Ports
Investigate factors influencing incidents involving freight vehicles in the county and deliver a safer network for all road users.	<ul style="list-style-type: none"> Highways England
Encourage initiatives which support collaboration in the freight sector, enhancing efficiencies and reducing negative impacts.	<ul style="list-style-type: none"> Wider freight sector
Support regional and national efforts to encourage innovation in the sector, such as autonomous vehicles, platooning and drones.	<ul style="list-style-type: none"> Midlands Connect DfT
Work with the sector to develop strong links between it and training and education providers.	<ul style="list-style-type: none"> Local education authority Road Haulage Association Logistics UK
Support initiatives to encourage uptake of alternatives fuels, such as charging infrastructure.	<ul style="list-style-type: none"> Midlands Connect DfT
Work with planners to promote developments that encourage sustainable freight and promote the development of Delivery and Servicing Plans and Construction Logistics Plans.	<ul style="list-style-type: none"> District authorities

Monitoring and measuring success

To ensure that this strategy is effective we will monitor performance and review the strategy on a regular basis. To monitor and measure success of this strategy we will:

- Review and report on our performance every year;
- Develop our thinking and approach based on performance, changing technology and other opportunities for innovation;
- Be open to challenge from partners and stakeholders;
- Actively monitor published data sources; and
- Identify appropriate technology and data sources to collect our own data across Lincolnshire.

The following monitoring framework presents how we will monitor the strategy against each of the objectives.

Some of the sources are published data that we will access, and others will be generated specifically to support the monitoring of this Strategy.

We will seek out additional data sources that may be identified through the course of this strategy and be open to technological and methodological innovations to support our monitoring approach.

Objective	Indicator	Source
Ensure that freight is better able to support national, regional and local carbon and air quality targets.	Air quality monitoring	<ul style="list-style-type: none"> Defra
Ensure that freight is able to continue to contribute to Lincolnshire's economic growth by supporting key sectors and as an employer in its own right.	Economic growth	<ul style="list-style-type: none"> Office for National Statistics
	Employment figures	<ul style="list-style-type: none"> Office for National Statistics
Encourage modal shift to non-road freight where possible, contributing to better road safety, lower congestion, positive environmental impacts and less wear and tear on infrastructure.	Water freight tonnage	<ul style="list-style-type: none"> Port of Boston
	Rail Freight tonnage movements	<ul style="list-style-type: none"> Network Rail Freight operating companies
	Continuing survey of road goods transport	<ul style="list-style-type: none"> DfT
Ensure that the negative impacts of freight movements are mitigated where possible.	STATS19 – Incident data	<ul style="list-style-type: none"> DfT
	Air quality monitoring	<ul style="list-style-type: none"> Defra
	Congestion data	<ul style="list-style-type: none"> Highways England LCC

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Glossary

CRP	Community Rail Partnership. A group of local people, mostly volunteers, who promote and undertake small scale works at local stations of lines.	LTB	Local Transport Boards.
DfT	Department for Transport – the Government body who buy most train services and fund Network Rail.	RAP	Route Action Plan.
ECML	East Coast Mainline, line accommodating fast services between the north and London passing through Doncaster and terminating at London Kings Cross.	HIAMP	Highways Infrastructure Asset Management Plan.
EMR	East Midlands Railways – local and regional services across the East Midlands and Long-distance high speed services to London along the Midland Mainline.	SEA	Strategic Environmental Assessment.
GBR	Great British Railway – the proposed future organisation to run England Railway, taking over from Network Rail, DfT and TOCs. See Rail White Paper.	SA	Sustainability Appraisal .
LCC	Lincolnshire County Council.	GVA	Gross Value Added.
LNER	London North Eastern Railway. Operate Long-distance high-speed services to London along the East Coast Mainline.	TfL	Transport for London.
LTP 5	The Lincolnshire County Council's 5th Local Transport Plans (lasting 5 years to 2028/29).	LENNON	Latest Earnings Networked Nationally Overnight.
MML	Midland Mainline, line accommodating fast services between Yorkshire and London, starting at Sheffield and Nottingham/Lincoln and travelling to London St. Pancras via Leicester.	ATC	Automatic Traffic Count.
Northern	Northern Trains – local and regional train company operating services across the north of England.	EV	Electric Vehicle.
ORR	Office of Rail Regulation who oversee Network Rail's performance and report back to DfT.	DECC	Department of Energy and Climate Change.
RTB's	Regional Transport Bodies, including Transport for East Midlands/East Midlands Councils (TfEM/EMC), Midlands Connect, Transport for the North (TfN).	SUEs	Sustainable Urban Extensions.
TOC	Train Operating Company.	UKCRF	UK Community Renewal Fund.
TPD	Trains per day.	UKSPF	UK Shared Prosperity Fund.
TPX	Transpennine Express – inter-regional train company operating services across the north of England and into Scotland.	LUF	Levelling Up Fund.
XC	Cross Country – a train operator serving long-distance routes excluding London.	LATS	Local Area Transport Strategies.
COVID-19	Coronavirus pandemic of 2019/20.	LCWIP	Local Cycling and Walking Infrastructure Plan.
		ROWIP	Rights of Way Improvement Plan.
		PRoW	Public Rights of Way.
		CPO	Chargepoint Operator.
		EVCP	Electric Vehicle Chargepoint.
		BAME	Black, Asian and Minority Ethnic groups.
		NTS	National Travel Survey.
		CBSSG	COVID-19 Bus Services Support Grant.
		JSNA	The Joint Strategic Needs Assessment.
		DLUHC	The Department for Levelling Up, Housing and Communities.
		SIDP 21	Strategic Infrastructure Delivery Plan 2021.



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Open Report on behalf of Andrew Crookham, Executive Director - Resources

Report to:	County Council
Date:	18 February 2022
Subject:	Pay Policy Statement

Summary:

This report seeks approval of the Pay Policy Statement for 2022/23 in accordance with the requirements of the Localism Act 2011.

Recommendation(s):

That Council approves the Pay Policy Statement 2022/23 attached as Appendix A as recommended by the Pay Policy Sub-Committee.

1. Background

Under section 38 of the Localism Act 2011 the County Council must prepare a pay policy statement for each financial year.

The pay policy statement must set out the authority's policies for the financial year relating to:-

- (a) the remuneration of its chief officers,
- (b) the remuneration of its lowest-paid employees, and
- (c) the relationship between the remuneration of its chief officers, and the remuneration of its employees who are not chief officers.

The statement must state the definition of "lowest-paid employees" adopted by the authority for the purposes of the statement, and the authority's reasons for adopting that definition.

This has been supplemented by Government guidance to which the Council must have regard in producing its Pay Policy Statement.

The Pay Policy Statement attached at Appendix A has been prepared in line with the requirements of the legislation and the best practice put forward in the guidance.

Full Council is requested to note that the policy has been updated to reflect:

- Page 7 – pay multiple between the highest-paid employee and the median full time equivalent salary
- Page 9 – Chief Executive salary in line with national pay award with effect from 1 April 2021
- Page 9 – Executive Director salaries in line with national pay award with effect from 1 April 2021
- Pages 9 and 10 – Senior Leadership Pay Scale with national pay award with effect from 1 April 2021
- Page 11 – Fire & Rescue Service Management Team Salaries from 1 January 2021
- Pages 11 – 13 – salary structure from April 1 2021 – 2022 – NJC for Local Government Services. Updates to spine points 1 – 15 inclusive.

The Pay Policy Statement was considered by the Pay Policy Sub-Committee of the Appointments Committee at its meeting on 8 February 2022 and the Sub-Committee resolved to recommend the attached document at Appendix A to full Council for approval.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.

Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.

Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.

- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

The Equality Act duty has been taken into account. It is one of the principles of the Council's Pay Policy statement that it is fair and the Council's pay structures apply to all employees regardless of protected characteristics. All jobs are subject to job evaluation to ensure pay is related to the requirements of each role. The Pay Policy Statement sets out details of the gender pay gap which the Council publishes by 31st March each year.

Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision.

The JSNA and JHWS have been taken into account and there are not considered to be any direct implications arising out of this Report

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

The JSNA and JHWS have been taken into account and there are not considered to be any direct implications arising out of this Report.

3. Conclusion

The Pay Policy Statement sets out the County Council's policy on pay and conditions for senior managers and employees (excluding operational fire fighters and schools based employees).

The Pay Policy Statement ensures the Council has a fair and transparent approach to these matters.

4. Legal Comments:

The Council is required to publish its Pay Policy Statement annually under section 38 of the Localism Act 2011 and to have regard to Guidance in developing that Pay Policy Statement.

Approval of the Pay Policy Statement is reserved in law to the full Council.

5. Resource Comments:

The policy ensures that all employees are treated fairly and transparently and that all posts can be funded from within existing Council budget.

6. Consultation

a) Has Local Member Been Consulted?

No

b) Has Executive Councillor Been Consulted?

No

c) Scrutiny Comments

The approval of the Pay Policy Statement is a decision for Full Council to make under the legislation. It has not been considered by a Scrutiny Committee but has been considered by the Pay Policy Sub-Committee at its meeting on 8 February 2022. The Pay Policy Sub-Committee approved the Pay Policy Statement for recommendation to Full Council.

d) Risks and Impact Analysis

No risks identified. This update reflects current practice.

7. Appendices

These are listed below and attached at the back of the report

Appendix A	Pay Policy Statement
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8. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Pay Policy Statement	Employment Policy Handbook: https://www.lincolnshire.gov.uk/employment-policies/pay-policy-statement/1
Report to Pay Policy Sub-Committee dated 8 February 2022	Agenda for Pay Policy Sub-Committee on Tuesday, 8th February, 2022, 2.00 pm (moderngov.co.uk)

This report was written by Fiona Thompson, Head of HR, who can be contacted on 01522 552207 or fiona.thompson@lincolnshire.gov.uk.

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Pay Policy Statement 2022/23

Policy overview

Our pay policy statement sets out our pay and conditions for senior managers and employees. It does not include operational firefighters and school-based employees. This pay policy statement is for 2022-23.

We aim to attract and retain employees to deliver our objectives. We are committed to ensuring a fair and transparent approach in determining pay policy. We recognise that we may need other methods for different groups of employees. These will need to reflect factors such as difficulties in attracting and retaining critical skills.

Principles

- To be fair, reasonable and transparent
- To be affordable
- To reward employees for their contribution to our achievements
- To maintain rates of pay which are both competitive in the market place and reflect the need to retain critical skills

Employees in scope

Our statement covers all employees, except for teachers and uniformed firefighters, unless they are defined as senior managers. This statement, therefore, is broader than the minimum legal requirements of the Localism Act 2011.

The senior management pay structure

We define senior managers as:

- the chief executive
- executive directors (referred to as chief officers)
- the chief fire officer
- the deputy chief fire officer
- the assistant chief fire officer
- the senior leadership pay band

Chief executive and executive directors

The pay policy sub-committee determines remuneration. It compares similar posts in other shire counties in the Eastern and Midlands region and against the marketplace.

The aim is to ensure that we retain and motivate key employees. We maintain rates of around median pay which are both competitive in the marketplace and reflect the need to retain critical skills.

We pay the chief executive post on a spot salary. We pay all executive director posts on a single spot salary point. These roles all have collective responsibility for the success of all service areas and the council as a whole.

Senior leadership

The head of paid service determines remuneration, which is underpinned by the KornFerry/Hay Job Evaluation Scheme. We review the pay structure to ensure that the salaries we offer are competitive in the marketplace. Any review takes into account information from an annual benchmarking exercise with KornFerry Hay.

We assess individual achievement using [our performance and development appraisal policy](#). Performance percentage uplifts are locally-determined annually by the chief officer pay board, and we pay them at our discretion.

Fire and rescue service management team

The NJC for Brigade Managers (Gold Book2) determines the pay structure for senior fire and rescue managers. The deputy chief fire officer and assistant chief fire officer receive 80 per cent and 75 per cent, respectively, of the chief fire officer salary.

We publish all information about all payments over £50,000 on our website. This is in line with the 2011 Code of Recommended Practice for Local Authorities on Data Transparency.

Other employees' pay structure (including lowest-paid employees)

Our job evaluation (JE) scheme usually determines remuneration for other employees. This covers all staff on NJC Local Government Services terms and conditions of service, including the lowest-paid council employees.

The pay and grading structure we use was implemented by Collective Agreement in July 2008. It was backdated to be effective from 1 April 2007. It anchors to the national NJC pay spine for Local Government Services.

The JE Scheme, the Greater London Provincial Council Scheme, was selected through a process of consultation with staff and Trade Unions. It complies with equal-pay requirements.

The council and unions signed a Collective Agreement in 2015, incorporating changes to modernise the local conventions for job evaluation.

Non-standard terms and conditions

Some employees may transfer to the council under The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) arrangements. They have the right to retain their existing terms and conditions.

We recruit some specialist posts under specific terms and conditions, although they are in scope of the Local Scheme of Conditions of Service. These are mainly in education-related services (for example, educational psychologists and the youth service).

The national pay award

We adjust pay levels to take account of any cost of living increase negotiated nationally by:

- the JNC for Local Authority Chief Executives
- the JNC for Chief Officers of Local Authorities
- the NJC for Local Government Services.

The exception to this is the pay rates in the senior leadership pay band. These are locally-determined on an annual basis by the Chief Officer Pay Board and paid at our discretion. We adjust the pay rates in the staff pay structure to reflect the NJC Local Government Services national pay award.

Attraction and retention payments

We recognise that it may be difficult at times to recruit new employees or retain existing staff in critical posts. To attract and retain a skilled and experienced workforce, we may pay salary supplements in addition to the post grade. For more details, [read the attraction and retention policy](#).

Relocation expenses and disturbance allowances

We may pay relocation expenses and disturbance payments to cover employees' costs incurred due to a change or disturbance in work base. We pay these in line with the [relocation policy](#) and the [managing change policy](#).

Starting pay

When appointed, we pay employees on an incremental scale. We usually appoint employees at the minimum point of the pay grade for that post.

Sometimes, it may be appropriate to appoint to a higher point within the pay grade. This should be objectively justifiable and have regard to the pay of existing employees within the service area. For more details, [read the green book employees pay and conditions policy](#).

However, managers must be aware of any restrictions. For example, the requirement of a qualification which prevents this typical sequence of events from occurring.

We may appoint an employee who does not yet meet the minimum competency requirements for that role. We will appoint them as per the [appointing one point below policy](#).

Performance-related pay and Earn Back

We have a performance-related pay (PRP) framework for employees in the scope of the senior leadership pay band.

Pay progression

We exclude the chief executive, executive directors and fire and rescue senior managers from this scheme. We appoint them to a spot salary, and no pay progression applies.

For other employees, all performance and development appraisal reviews include a rating of the employee's performance. We use this rating to inform incremental pay progression decisions for employees on GLPC grades.

The expected minimum level of performance for all employees is an overall performance and development appraisal rating of 3 (successful).

The impact of ratings on incremental pay progression will only affect employees who are on GLPC grades. It does not apply to employees who transferred into the council under TUPE and remain on the terms and conditions of their previous organisation.

For those on GLPC grades, it only affects those who have not reached the top of their current GLPC scale. The pay of employees who are at the top scale point of their GPLC grade is not affected.

Eligibility for incremental progression for a pay progression increment, employees must achieve an overall performance and development appraisal rating of at least 3 (successful).

For other employees, eligibility will be as per the [green book employees pay and conditions policy](#), covering the NJC for Local Government Services Group.

We may withhold a pay increment following an adverse report on an employee's performance, subject to our capability and disciplinary procedures.

We may pay any withheld increments if the employee's performance becomes satisfactory. We will not backdate them.

Reviewing individual performance

We assess individual achievement using [our performance and development appraisal policy](#). Managers may amend the appraisal process so that it is appropriate for the role of the employee.

Learning and development needs are linked to the [core values and behaviours framework](#). These are interchangeable with national occupational standards of competence, where appropriate.

Responsibility for reviewing performance

The leader of the council and an appointed cross-party group assess the chief executive's individual performance.

The chief executive assesses individual executive directors and reports to the cross-party group.

Line managers assess all other employees, as appropriate.

Acting-up arrangements

Sometimes, employees may temporarily act up into a role which is graded on a higher level. We will pay them at the appropriate level for the duties we ask them to perform.

For more details, [read our green book employees pay and conditions policy](#) covering the NJC for Local Government Services Group.

Honoraria

We may make an honorarium payment for exceptional or outstanding work undertaken on a short-term basis of not more than six months. We will pay this as per our [green book employees pay and conditions policy](#) covering the NJC for Local Government Services Group.

Employees on fixed-term or temporary contracts

We will not treat employees on fixed-term or temporary contracts less favourably than employees on a permanent contract. For more details, [read our fixed-term and temporary contracts policy](#).

Allowances and expenses

Chief executive, executive directors and senior leadership

Allowances will be as per the [Local Scheme of Conditions of Service](#) or jointly-agreed schemes in director areas.

We will reimburse business travel as per [our travel and expenses policy](#). This policy applies to all staff in the scope of the [Local Scheme of Conditions of Service](#).

Fire and rescue service senior managers

Allowances and expenses will be as per the NJC for Brigade Managers Conditions of Service and Service Order 19 - Pay and Allowances.

Salary protection

Where an employee accepts a post on a lower grade due to restructuring or change in the workforce, personal salary protection will apply. This is in line with the [Local Scheme of Conditions of Service](#) or the Collective Agreement on Pay Protection for those in the Fire and Rescue Service.

Severance payments

For employees in the Local Government Pension Scheme, we will make payments for redundancy and early retirement in line with our [managing change policy](#) or [retirement policy](#). This includes chief officers.

All employees, including chief officers, who receive a redundancy payment are subject to the Redundancy Payments (Continuity of Employment in Local Government etc) (Modifications) Order 1998.

Payments for returning officers during local elections

We pay the chief executive and executive directors who are Returning Officers as per their respective JNC Conditions of Service. The current head of paid service relinquishes this payment in favour of district chief executives who may fulfil the role of Deputy Returning Officer.

We make payments to employees at head of service and below for local election duties as per the [Local Scheme of Conditions of Service](#).

Pay policy sub-committee

The pay policy sub-committee undertakes an annual review of the salaries of the chief executive and executive directors.

The sub-committee comprises of councillors from the appointments committee, representing the political balance of the council overall. This is in line with the terms of the Local Government and Housing Act 1989.

Our green book negotiating team

The negotiating team considers pay issues relating to all employees within the scope of NJC pay awards.

Relationship between senior pay and conditions with other officers (including the lowest paid)

We set out the approach for determining senior management in the senior leadership paragraph above.

We set out the approach for determining other employees' pay, including the lowest paid employees, in the other employees' pay structure (including lowest-paid employees) above.

Pay multiples or pay dispersion

A pay multiple is a ratio between the salary of the highest-paid employee and the median full-time equivalent salary of the organisation. The pay multiple is often referred to as 'pay dispersion.'

For 2022-23, our pay multiple is four which is the same as the previous four years.

There is no formal mechanism for direct comparison between pay levels of the broader workforce with senior manager pay. We have no policies on reaching or maintaining a specific pay multiple.

Re-engagement of former senior managers

A former senior manager should generally not be re-employed if:

- they were previously made redundant
- or, receive a local government pension

This applies for a period of six months from the end of their employment.

In exceptional circumstances, we may re-employ a senior manager more quickly but not within one month and one day of their leaving date.

In approving a re-employment of a senior manager, members must be satisfied that:

- the employee is not being re-employed in a role which is broadly similar to the one from which they were made redundant
- the rate of pay applied to the work undertaken by the re-engaged employee should be appropriate. It should not be the grade which applied to the employee before the end of their previous contract

- the employment should be for a fixed term, not exceeding one year, unless there are exceptional circumstances. The arrangement must provide us with a financial or operational advantage.

The policy of the Lincolnshire Pension Fund is not to abate pensions should any officer retire and then return to work for the council.

Contracts for services and appointment of consultants

By law, we must determine whether an arrangement with a consultant or contractor constitutes a contract of employment or is on a self-employed basis. We must determine this for every proposed agreement.

The decision on status relates to the contract, not the individual. We must undertake this before we agree to any engagement or sign any contract.

Where an engagement constitutes a contract of employment, our standard terms and conditions will apply. We will pay the contract at the evaluated rate for the job.

It may be appropriate to re-engage a former employee as a consultant with a contract for service in certain circumstances, such as:

- for discrete pieces of work where the former employee has the appropriate skill and experience, which is not available elsewhere in the council
- where it is more cost-effective
- where it is difficult to recruit due to market conditions
- where work of an urgent nature arises at short notice

We will make such arrangements time-limited. They are subject to appropriate written agreements covering the nature, duration and quality standards. We will include the basis on which the agreement terminates. The contractor must sign the written agreement before the arrangement starts.

The initial consideration for providing cover for urgent work will be through the use of temporary employment contracts. We will advertise these in the usual manner. We may make acting-up or secondment arrangements available to existing staff, particularly where work relates to the regular business of the service area.

Under the Pensions Act 2008, we must comply with auto-enrolment regulations. We will assess whether a contractor is an employee rather than self-employed and therefore, pensionable under the Act.

To determine whether a consultant is self-employed, we will consider:

- the contractual terms we agree
- the realities of the employment relationship

We review whether there is provision for substitution and whether resources are provided by the consultant or by us. These examples are not exhaustive and are illustrative of the type of factors we will take into account.

Personal service contracts

In the contracting sector, the generally-accepted definition of a personal service company is:

- a limited company that typically has a sole director, the contractor, who owns most or all of the shares

Many contractors choose to work for clients using their own limited companies for many reasons.

Limited companies can be a tax-efficient way for contractors to work. They may split their income between salary and dividends. This means they do not pay employers' or employees' Class 1 National Insurance Contributions on a large part of their income.

Personal service contracts prevent the risk of there being a contract of service or an employment relationship with us. This eliminates any income tax liability on the council.

Using a limited liability company also insulates contractors from business risk to a certain extent.

We do not currently have any such contracts in place for regular employment.

From 6 April 2017, the Government changed the rules for [off-payroll working in the public sector for intermediaries](#). In line with these changes, we updated [our policy on agency, relief and off-payroll workers](#).

Gender pay gap information

Employers with at least 250 employees must publish annual information about their gender pay gap. We publish this on our website, and the [Governments gender pay gap website](#). This is in line with the Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017.

Senior manager pay structure (from April 2021)

Job title	Pay
Chief executive	£189,883
Executive directors	£139,445

Senior leadership pay band

Pay zone	Job title	Pay (max)	Pay (med)	Pay (min)
Single zone	Director of Public Health	£132,567	£115,477	£106,389
Zone A	<ul style="list-style-type: none"> • Assistant Director Strategic Finance • Assistant Director Children's (Lead Early Help) • Assistant Director Children's (Safeguarding) • Assistant Director - Joint Commissioning and Specialist Services (Adults) • Assistant Director - Adult Frailty and Long-term Conditions • Assistant Director IMT 	£112,508	£95,181	£86,169
	<ul style="list-style-type: none"> • Assistant Director Commercial • Assistant Director Education • Assistant Director Highways • Assistant Director Communities • Assistant Director Growth • Assistant Director Corporate Services • Assistant Director Corporate Transformation, Programmes and Performance • Assistant Director Human Resources and Organisational Support • Chief Legal Officer 			
	<ul style="list-style-type: none"> • Assistant Director Commissioning • Consultant in Public Health • Assistant Director Corporate Property 			
	<ul style="list-style-type: none"> • Head of Prevention and Early Intervention • Head of Business Intelligence and Performance 			
	<ul style="list-style-type: none"> • Head of SEND • Head of Locality • Head of Regulated Services (Fostering) 			
	<ul style="list-style-type: none"> • Head of Regulated Services (Adoption) • Head of Safer Communities • Head of Human Resources 			
	<ul style="list-style-type: none"> • Head of SEND • Head of Locality • Head of Regulated Services (Fostering) 			
	<ul style="list-style-type: none"> • Head of Regulated Services (Adoption) • Head of Safer Communities • Head of Human Resources 			
	<ul style="list-style-type: none"> • Head of SEND • Head of Locality • Head of Regulated Services (Fostering) 			
	<ul style="list-style-type: none"> • Head of Regulated Services (Adoption) • Head of Safer Communities • Head of Human Resources 			
	<ul style="list-style-type: none"> • Head of SEND • Head of Locality • Head of Regulated Services (Fostering) 			
	<ul style="list-style-type: none"> • Head of Regulated Services (Adoption) • Head of Safer Communities • Head of Human Resources 			
	Zone B			
Zone C	<ul style="list-style-type: none"> • Head of SEND • Head of Locality • Head of Regulated Services (Fostering) 	£82,500	£70,799	£65,353
	<ul style="list-style-type: none"> • Head of Regulated Services (Adoption) • Head of Safer Communities • Head of Human Resources 			
	<ul style="list-style-type: none"> • Head of SEND • Head of Locality • Head of Regulated Services (Fostering) 			
	<ul style="list-style-type: none"> • Head of Regulated Services (Adoption) • Head of Safer Communities • Head of Human Resources 			
	<ul style="list-style-type: none"> • Head of SEND • Head of Locality • Head of Regulated Services (Fostering) 			

Pay zone	Job title	Pay (max)	Pay (med)	Pay (min)
	<ul style="list-style-type: none"> Head of Adult Frailty and Long-term Conditions; Learning Disability; Special Projects and Hospital Services; Adult Safeguarding; Mental Health Services; Integration and Transformation Head of Business Support Head of Transport Services Head of Highways Infrastructure Head of ICT Lead Nurse in Children's Health Head of Commercial Services, Procurement and Contract Management 			

Consultant reporting to Director of Public Health

Band	Pay
8	£65,922
	£67,805
	£70,631
	£74,084
	£77,850
	£81,618
	£77,850
9	£81,618
	£85,535
	£89,640
	£93,944
	£98,453

Director and consultant roles in public health transferred from the NHS to the county council on the 1 April 2013 as part of the Health and Social Care Act 2012.

The transfer was under TUPE, therefore terms and conditions of employment, including salary, are protected.

Fire and rescue service management team from 1 January 2021

Job title	Pay
Chief fire officer	£124,404
Deputy chief fire officer	£99,523
Assistant chief fire officer	£93,303

Staff pay structure (from April 2021)

Our pay spine is anchored to salary points on the NJC national pay spine.

The relevant Lincolnshire scale points are 2, 3, 6, 9, 12, 15, 18, 21, 24, 27, 30 and 33.

Grade	GLPC points score	Scale point and salary
0	Apprentice Rate	1 - £16,391
1	182 - 237	2 - £18,092
		3 - £18,448
2	228 - 267	3 - £18,448
		4 - £18,588
		5 - £18,680
		6 - £18,812
3	268 - 307	6 - £18,812
		7 - £19,176
		8 - £19,583
		9 - £19,948
4	308 - 347	9 - £19,948
		10 - £19,986
		11 - £20,662
		12 - £21,153
5	348 - 387	12 - £21,153
		13 - £21,981
		14 - £22,888
		15 - £23,791
6	388 - 427	15 - £23,791
		16 - £24,333
		17 - £25,123
		18 - £25,991
7	428 - 467	18 - £25,991
		19 - £26,785
		20 - £27,729
		21 - £28,672
8	468 - 507	21 - £28,672
		22 - £29,920

Grade	GLPC points score	Scale point and salary
		23 - £31,053
		24 - £32,234
		24 - £32,234
9	508 - 547	25 - £33,412
		26 - £34,576
		27 - £35,745
		27 - £35,745
10	548 - 587	28 - £37,123
		29 - £38,502
		30 - £39,880
		30 - £39,880
11	588 - 627	31 - £41,541
		32 - £43,201
		33 - £44,863
		33 - £44,863
12	628 - 667	34 - £47,180
		35 - £49,498
		36 - £51,817
		36 - £51,817
13	668 - 707	37 - £53,555
		38 - £55,292
		39 - £57,029
		39 - £57,029
14	708 - 747	40 - £58,767
		41 - £60,506
		42 - £62,244
		42 - £62,244
15	748 - 787	43 - £63,980
		44 - £65,719
		45 - £67,456
		45 - £67,456
16	788 - 827	46 - £69,194
		47 - £70,931
		48 - £72,670

Part 3 paragraph 2.6 sleeping-in duty payment

1 April 2020 £37.07

Paragraph 35 Standby Duty Allowance - Social Workers (1)(a)(i) Allowance - Per Session

1 April 2020 £29.83 per session



Open Report on behalf of the Chairman of the Audit Committee

Report to:	County Council
Date:	18 February 2022
Subject:	Audit Committee Annual Report 2021

Summary:

The purpose of this paper is to present to the County Council the Annual Report of its Audit Committee. The Annual Report helps show how the Audit Committee provides a vital role in promoting good governance and accountability in the Council.

Recommendation(s):

That the Council receives the Audit Committee Annual Report 2021.

1. Background

The membership of the Audit Committee changed post the Local Government elections in May 2021 and this is the first Annual Report presented by the Committee with their current membership.

A draft version of the Audit Committee Annual Report was presented to and discussed by the Audit Committee on 9th February 2022. The Chairman of the Audit Committee (Councillor Mrs S Rawlins) was authorised to present the report to Council on behalf of the Committee.

A copy of the Annual Report is at Appendix A of this report.

Appendix 4 of the Annual Report also provides the Council with the External Auditors Annual Report which summarises the outcome of their work for the year ended 31st March 2021 on its:

- Opinion of the Council's financial statements
- Value for Money arrangements
- Wider reporting responsibilities.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding

Compliance with the duties in section 149 may involve treating some persons more favourably than others

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process

There are not considered to be any Equality implications relating to any recommendations set out in the report.

Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision

There are not considered to be any JSNA and JHWS implications relating to any recommendations set out in the report.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area

There are not considered to be any crime and disorder implications relating to any recommendations set out in the report.

3. Conclusion

The Audit Committee has worked well with Officers to maintain effective governance arrangements. It has provided independent insight and challenge on the Council's strategic risks and key activities. This has, in our view, improved decision making, accountability and transparency.

4. Legal Comments:

The Audit Committee Annual Report will provide assurance to the Council as to whether the Audit Committee is fulfilling its Terms of Reference as laid down by the Council. The recommendation is lawful and within the remit of the full Council.

5. Resource Comments:

There are no financial implications arising from acceptance of the recommendation in the report.

6. Consultation

a) Has Local Member Been Consulted?

n/a

b) Has Executive Councillor Been Consulted?

n/a

c) Scrutiny Comments

Not applicable

d) Have Risks and Impact Analysis been carried out??

No

e) Risks and Impact Analysis

Any changes to services, policies, and projects are subject to an Equality Impact Analysis. The considerations of the contents and subsequent decisions are all taken with regard to existing policies.

7. Appendices

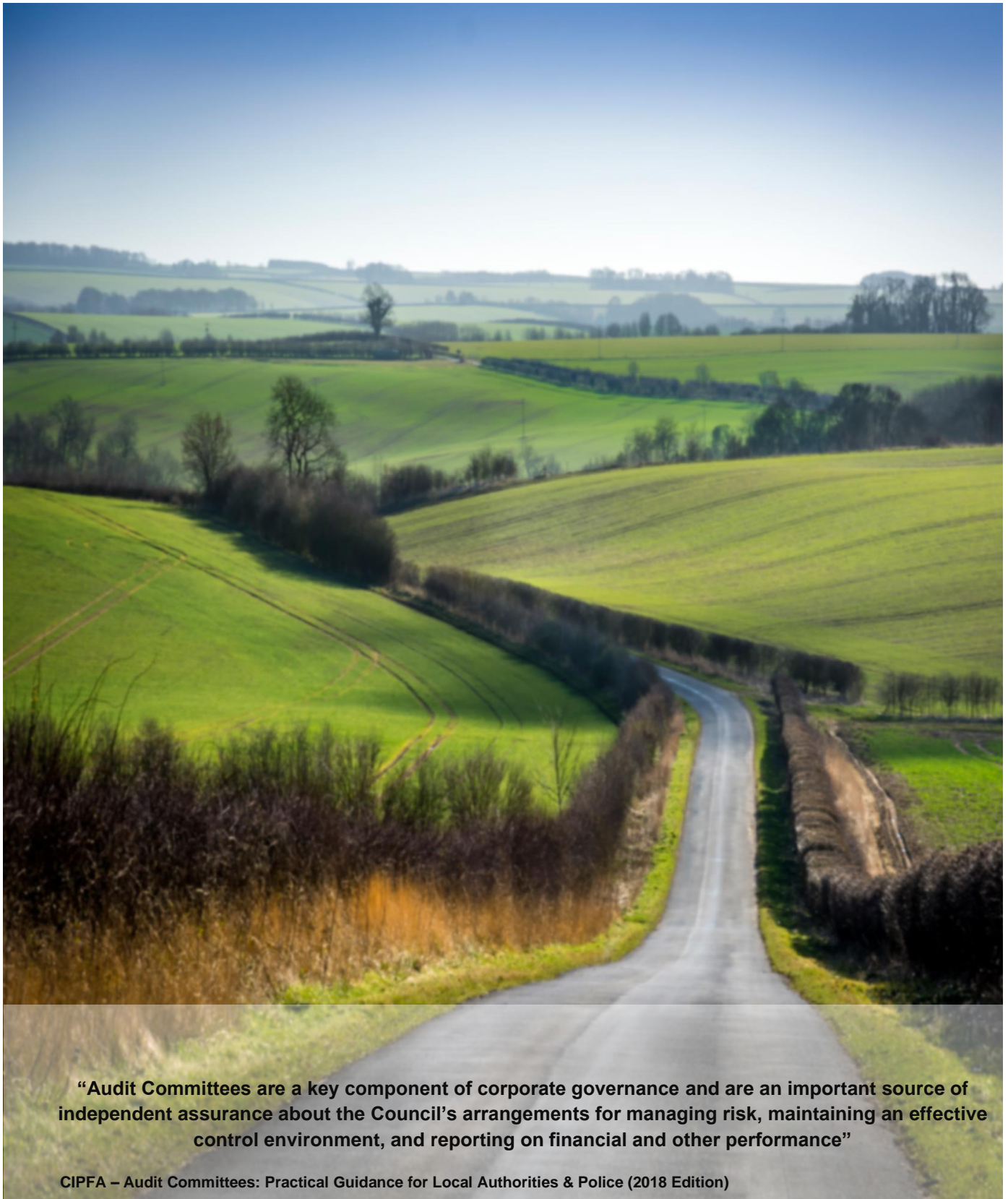
These are listed below and attached at the back of the report	
Appendix A	Audit Committee Annual Report 2021

8. Background Papers

No Background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Councillor Mrs S Rawlins, who can be contacted on cllrs.rawlins@lincolnshire.gov.uk.

Audit Committee Annual Report 2021



“Audit Committees are a key component of corporate governance and are an important source of independent assurance about the Council’s arrangements for managing risk, maintaining an effective control environment, and reporting on financial and other performance”

CIPFA – Audit Committees: Practical Guidance for Local Authorities & Police (2018 Edition)

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The 10*General Principles of Public Life

* Based on the 7 Nolan Principles and others relevant to local government act

<p>Selflessness</p> <p>Members should serve only the public interest and should never improperly confer an advantage or disadvantage on any person</p>	<p>Personal Judgement</p> <p>Members may take account of the views of others, including their political groups, but should reach their own conclusions on the issues before them and act in accordance with those conclusions.</p>
<p>Honesty and Integrity</p> <p>Members should not place themselves in situations where their honesty and integrity may be questioned, should not behave improperly, and should on all occasions avoid the appearance of such behaviour.</p>	<p>Respect for Others</p> <p>Members should promote equality by not discriminating unlawfully against any person, and by treating people with respect, regardless of their race, age, religion, gender sexual orientation or disability. They should respect the impartiality and integrity of the authority's statutory officers and its other employees.</p>
<p>Objectivity</p> <p>Members should make decisions on merit, including when making appointments, awarding contracts, or recommending individuals for rewards or benefit.</p>	<p>Duty to Uphold the Law</p> <p>Members should uphold the law and, on all occasions, act in accordance with the trust that the public is entitled to place in them.</p>
<p>Accountability</p> <p>Members should be accountable to the public for their actions and the manner in which they carry out their responsibilities and should co-operate fully and honestly with any scrutiny appropriate to their particular office.</p>	<p>Stewardship</p> <p>Members should do whatever they are able to do to ensure that their authorities use their resources prudently, and in accordance with the law.</p>
<p>Openness</p> <p>Members should be as open as possible about their actions and those of their authority and should be prepared to give reasons for those actions.</p>	<p>Leadership</p> <p>Members should promote and support these principles by leadership, and by example, and should act in a way that secures or preserves public confidence.</p>

The Audit Committee is the Council’s vital “watchdog” promoting and ensuring good governance and accountability



The Annual Report for the Audit Committee (the Committee) for 2020/2021 looks at the issues the Committee has focused upon during the year with a key emphasis on its very important contribution to the Council’s governance arrangements – namely to how well the Council is run. It also aims to show how the Committee delivers the responsibilities delegated to it by the Council - as set out in the Constitution and in line with guidance and best practice.

The Committee, in its vital role of promoting and ensuring good governance and accountability, has focused on the oversight of:

- systems of internal control with particular emphasis on the implementation of “ Smarter Working” - with staff continuing working from home during the pandemic and IT support to these staff and those working in the field - looking to future work practices post-pandemic.
- risks around people recruitment and retention, technology, Adult Social Care, information assurance on data security and financial resilience.
- counter fraud arrangements identifying inherent risks and the need to remain vigilant.
- the Council’s financial reporting process and governance – supporting good governance and strong financial management.

The Committee welcomed Members after the local elections in May 2021 and recommenced face-to-face Committee meetings.

I wish to thank Members of the Committee for all their hard work during the year and extend my sincere thanks to the Executive Director – Resources, Director – Finance , Internal and External Auditors and to Officers of the Council, for all their help and support.

Cllr Sue Rawlins
Chairman of the Audit Committee
February 2022

Overall Opinion

Given the opinion of both the internal auditors and the external auditors, as expressed in their annual reports, together with other information available to it from its work during the year, the Committee can give:

‘reasonable assurance* that the Council’s governance, risk and control mechanisms are working satisfactorily’

This report looks back on 2020/21 – giving us an opportunity to reflect on our activities and achievements. Some of the key achievements we are pleased to report are:

- Unqualified account opinions on both the County Council and Pension Fund – with the Committee providing robust review and challenge.
- Our External Auditors provided us with a positive Annual Report for 2020/21. They reviewed the Council’s arrangements to secure economy, efficiency, and effective use of resources. No significant issues were identified in these arrangements.
- In completing the review of the Council’s governance and assurance arrangements no significant governance issues were identified.
- Raising awareness of control improvements and management actions – ensuring that audit recommendations are implemented.
- Maintaining a detailed focus on the actions being taken to combat fraud. Over the last 10 years the Council’s counter fraud work has saved the taxpayer over £12m through recoveries and fraud stopped.
- The Corporate Leadership Team giving us an account of the assurances in place over critical business activities, key risks, projects and partnerships – with the Committee providing robust review and challenge.
- Our Internal Auditors provided us with positive assurance on the Council’s governance, risk, financial and internal control environments.
- Reviewing the Council’s financial resilience and ensuring compliance with best practice.
- Our two independent members serving on the Committee provided an independent viewpoint.
- Continuing to maintain good working relationships with the Council’s internal and external auditors and management.

*reasonable assurance – is a high level of confidence but recognises that this judgement is not absolute and that some improvements are needed in the application of controls to manage risks.

Finance

Finance Reporting

The statement of Accounts 2021/22 provides a summary of the Council's financial transactions in the year, and a "snapshot" of the Council's financial position as of 31 March 2021. It is therefore a key document for the Council and the Committee, with their responsibility for corporate governance.

We reviewed and had the opportunity to comment on the statements of accounts and the narrative that accompanies them during the drafting process to ensure that the key messages in the narrative clearly gave fair and balanced information so that people could understand the Council's financial position.

The coronavirus pandemic has resulted in the audit deadline being moved to 30 November 2021. The Council published its accounts on the 16th December 2021 – once the External Auditors had completed their work.

No material issues have been identified by our External Auditors – they:

Financial statements	Issued an unqualified opinion on the County Council and Pension Fund accounts.
Control Environment	Identified no significant deficiencies in internal controls.
Accounts Production	<p>Stated that they did not encounter any significant difficulties during the audit and had the full co-operation of management and staff. Whilst challenging at times, through the effective use of technology and close liaison with finance and other officers of the Council these challenges were overcome.</p> <p>The Committee would like to thank the Finance Team for their hard work in producing the accounts as well effectively discharging additional activities arising from Covid-19.</p>
Value for Money arrangements	<p>That the Council has made proper arrangements to secure economy, efficiency, and effective use of its resources.</p> <p>This is about the arrangements to ensure properly informed decisions are taken and resources are deployed to achieve planned and sustainable outcomes for the taxpayer and local people.</p>

External Audit Annual Report

The National Audit Office have implemented a new Code of Audit Practice from April 2020 which makes changes to the way auditors report on arrangements to secure value for money.

Auditors are still required to be satisfied about arrangements to secure VFM but no longer issue a single conclusion as part of their opinion on the financial statements. No significant weaknesses were reported.

Finance

The reporting criteria are:

Financial sustainability - How the Council plans and manages its resources to ensure it can continue to deliver its services.

Governance - How the Council ensures that it makes informed decisions and properly manages its risks.

Improving economy, efficiency and effectiveness - How the Council uses information about its costs and performance to improve the way it manages and delivers its services

Our External Auditors Annual Report was issued on the 16th December 2021 is attached in **Appendix 4**.

Financial Management Code

The Chartered Institute of Public Finance and Accountancy (CIPFA) published the Financial Management (FM) Code which provides guidance for good practice and assist Council's to assess their financial resilience.

Compliance with the code is required from 2021/22 but due to the pressures relating to the Covid-19 response CIPFA has encouraged a proportionate approach to be taken and recognises in practice this is likely to mean that adherence to some parts of the Code will demonstrate a direction of travel.

An assessment against the requirements of the FM Code has been undertaken – further compliance actions have been identified. The Committee will follow up progress in 2022/23 - confirming continuous improvement.

Counter Fraud

The Council has a **zero tolerance** to fraud.

Any instances of fraud or misconduct reported through the Council's whistleblowing arrangements should be reported to our Internal Audit function, who then evaluate each incident for action / investigation.

The Audit Committee plays a key role in monitoring the effectiveness of counter fraud and whistleblowing arrangements. We have assessed the overall effectiveness and the progress made to implement policy as **good**.

We received regular updates on performance against the 2019/20 Counter Fraud Work Plan and the outcomes of proactive fraud work and investigations.

During the year we received assurances on the effectiveness of the Counter Fraud arrangements by reviewing:

- details of counter fraud activities – ensuring that these arrangements continued to deliver a proportionate response to fraud seeking appropriate sanctions and redress.
- the fraud risk register and associated mitigating actions.
- fraud awareness – promoting good practice in fighting fraud.

Over the last 10 years the Council's counter fraud work has saved the taxpayer over £12m through recoveries and fraud stopped.

During 2019/20 we have:



£77.5k - Small business grant payments stopped

£60K – Fraud stopped

£4.5m - Large fraud stopped

Governance and Risk

Governance

The Committee reviewed and discussed regular reports on risk, controls, and assurance, including the:

- Executive Directors annual assurance reports – reviewed in February 2021& 2022.
- The Head of Internal Audit Annual Report and Opinion on the Council’s governance, risk, and control environment – reviewed July 2021.
- Updates on outcomes from Internal Audit and External Audit work throughout the year.
- Development and approval of the Council’s Annual Governance Statement

The Council has responded swiftly to the ever-changing environment to deliver new and existing operations during the pandemic. Appropriate governance, risk and control systems were in place.

Corporate oversight and risk reporting is undertaken during the year by the Corporate Leadership Team. During the year council’s governance arrangements were assessed as **performing adequately – some improvements required**.

Risk and Internal Control

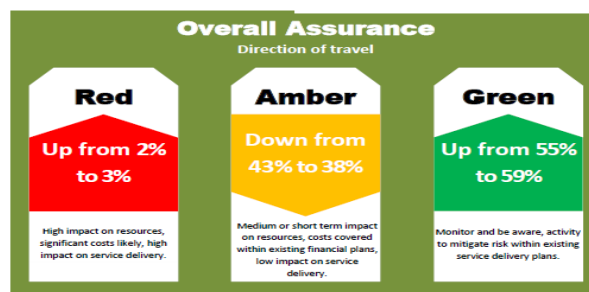
The role of the Committee on risk management covers 3 key areas:

- Assurance over the governance of risk.
- Keeping up to date with the risk profile of the council and the effectiveness of risk management.
- Supporting the development and embedding of good practice in risk management.

The Committee received the Combined Assurance Report produced by the Corporate Leadership Team - which provides insight of assurance levels over critical functions, key risks, projects, and partnerships. Overall, there is a positive assurance picture for the Council but one that reflects the complex environment in which we operate – recognising that some areas will remain at Amber – see table below.

There continues to be **Limited Assurance** over some of the council’s Strategic Risks. The single biggest risk to the Council remains a successful cyber attack which results in significant impact on delivery of council services. Assurances were received that the Council’s Information Assurance team and technical staff in IMT and SERO continue to monitor and improve cyber security.

During the year the Council's risk and internal control arrangements were assessed as **performing adequately – some improvements required**.



External and Internal Audit

“Audit quality is a key requirement”

External Audit

The Committee has responsibility for overseeing the Council’s relationship with the external auditor, including reviewing the quality of their performance, their external audit plan and process, their independence, and fees.

One implication of COVID-19 for the Council was that the deadlines for submission of the draft and audited financial statements were pushed back to 31 August and 30 November respectively. The closedown deadline was met by the Finance Team – a great achievement given the challenges they faced. Our External Auditor expressed their thanks for the team’s assistance during the audit.

The Committee fully reviewed the draft financial statements in July and Sept 2021 - prior to the statutory audit – our External Auditors (Mazars) presented their strategy, key risks, and scope of the audit.

Our External Auditor completed their work on the financial statements and value for money arrangements for the year ended 31 March 2021 in December 2021.

The Chairman of the Audit Committee and the Executive Director – Resources confirmed to the Auditors that:

- the financial statements give a true and fair view of the Council’s financial position and have been properly prepared on an on-going concern basis.
- all necessary information has been provided.

Two recent reviews into the external audit of local authority accounts and reports on their key findings were considered by the Committee: The Redmond Review into the Oversight of Local Audit and the Transparency of Local Authority Financial Reporting, as well as the Financial Reporting Council Report on Audit Quality Inspection.

These reviews have led to a number of recommendations which have been welcomed, and the majority of these recommendations are being either consulted or implemented. This should lead to an improvement in the quality of local audits.

The Committee considered options for the appointment of external auditors, recommending to the Council to opt into the national procurement and appointment of external auditors for a contract period 2023 – 2028. Providing best value for money and seeking to improve quality and consistency of practice.

Internal Audit

The Audit Committee reviewed and agreed the internal audit plan, which we believe is appropriate for the Council - in terms of focus. The internal audit plan is risk based and was updated to reflect the current risk and assurance environment. The Head of Internal Audit has reported recruitment challenges during 2021 which has impacted on the delivery of the internal audit plan. Additional resources have been secured but have taken time to put in place.

We reviewed reports from the Head of Internal Audit at our quarterly meetings. These reports enable us to monitor progress against the internal audit plan, discuss any key findings with the auditor and senior management - securing improvement actions.

The Committee reviewed the effectiveness of the internal audit function and confirmed that its professional practice conforms to the Public Sector Internal Audit Standards - re-enforcing the importance of its independence. An External Quality Assessment is being undertaken in February 2022.

Looking Ahead

In 2021/22 the Committee aims to continue to build on its role and will set out to seek assurance on the following:

- Review assurance arrangements on the transformation programme – including better governance and oversight of key projects (including benefit realisation).
- Review of contract management and associated commercial / third party risks.
- Implementation of improvements over our risk management arrangements.
- Reviewing the effectiveness of the decision making and scrutiny processes.
- Implementation of improvement actions arising from the Employee Survey.
- Review our terms of reference in light of new good practice guidance – due in 2022.
- Review the outcome of Internal Audit External Quality Assessment – being undertaken in February 2022.
- Monitor progress re the FM code and Value for Money arrangements.

We will continue to develop a strong relationship with Overview and Scrutiny Management Board – reinstating regular liaison meetings and sharing work plans as appropriate.

Your Audit Committee

The Audit Committee is a regulatory committee made up of seven councillors and two independent members. The composition and attendance of the Committee during the year can be found in **Appendix 1**.

The importance of the Audit Committee remains vital in looking forward to 2019/20 and beyond – in the context of continued financial pressures, reshaping of services, new models of service delivery and the growing demand for public services. Our role is to increase public confidence about how well the Council is run – providing independent assurance and challenge to the Executive – over governance, risk management and control processes. Our terms of reference can be found in **Appendix 2**.

The Committee met five times up to 13 July 2021. Our March Committee was cancelled due to the pandemic lockdown.

Our work plan can be split into two areas - core items of business reviewed regularly and special interest areas where the Committee requires further assurance. The activities of the Audit Committee are noted in **Appendix 3**.

Effectiveness

In September 2020 the Committee completed a self-assessment survey, where our performance was reviewed against a CIPFA best practice framework.

Our self-assessment provided a good level of assurance over the delivery of the Committees core role and function. It also identified some actions for us, namely:

- obtain feedback from other council members on our impact and how we can enhance our effectiveness.
- review and update our training programme – undertaking a blended approach with a combination of face to face and virtual training events.
- further risk management training – raising awareness and understanding on effective risk management in an uncertain and rapid changing environment.
- ‘deeper dive’ assurance into some of the key risks facing the council and mitigating control actions.

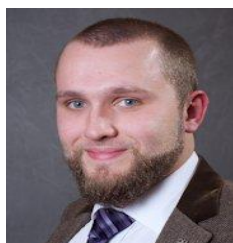
The above will be reviewed in light of updated good practice guidance – due to be published in 2022.

Appendix 1 - Audit Committee Composition and Attendance 2020/21



Chairman

**Councillor Mrs
S Rawlins**



Vice Chairman

**Councillor A
Spencer**

Name	Attendance (out of 4 possible meetings) (September 2020 – March 2021)
Cllr S Rawlins	4
Cllr A Spencer	1
Cllr P Coupland	4
Cllr A Maughan	4
Cllr P Skinner	4
Cllr R Parker	4
Cllr A Stokes	2
Mr I Haldenby	4
Mr A Middleton	4



**Councillor P
Coupland**



**Councillor A
Maughan**



**Councillor P
Skinner**



**Councillor
R Parker**



**Councillor A
Stokes**



**Mr A Middleton
(independent
person)**



**Mr I Haldenby
(independent
person)**

Appendix 1 - Audit Committee Composition and Attendance 2021/22



Chairman

**Councillor Mrs
S Rawlins**



Vice Chairman

**Councillor M
Allan**

Name	Attendance (out of 4 possible meetings) (June 2021 – November 2021)
Cllr S Rawlins	3
Cllr M Allan	4
Cllr S Bunney	4
Cllr A Stokes	3
Cllr P Coupland	3
Cllr P Skinner	3
Cllr J King	1
Mr I Haldenby	2
Mr A Middleton	4



**Councillor S
Bunney**



**Councillor A
Stokes**



**Councillor P
Coupland**



**Councillor P
Skinner**



Cllr J King



**Mr A Middleton
(independent
person)**



**Mr I Haldenby
(independent
person)**

Appendix 2 - Audit Committee Terms of Reference

There will be an Audit Committee consisting of nine members. Seven of the members will be Non-Executive Councillors and reflect the political balance overall. Two members shall be an independent person who is not a Councillor or Officer of the Council; or a former Officer of the Council if their departure was in the last five years.

Role

To fulfil the role of an Audit Committee in respect of the work of the Council:

- The Audit Committee is a key component of Lincolnshire County Council's corporate governance. It provides an independent and high-level focus on the audit, assurance and reporting arrangements that underpin good governance and financial standards.
- The purpose of the Audit Committee is to provide independent assurance to the members of the adequacy of the risk management framework and the internal control environment. It provides independent review of Lincolnshire County Council's governance, risk management and control frameworks and oversees the financial reporting and annual governance processes. It oversees internal audit and external audit, helping to ensure efficient and effective assurance arrangements are in place.

Functions

Internal Audit

- Approve the internal audit charter.
- To review proposals made in relation to the appointment of external providers of internal audit services and to make recommendation.
- To consider the Head of Internal Audit's annual report and opinion.
 - a) The statement of the level of conformance with the Public Sector Internal Audit Standards and Local Government Application Note and the results of the Quality Assurance and Improvement Programme that supports the statement – these will indicate the reliability of the conclusions of internal audit.
 - b) The opinion of the overall adequacy and effectiveness of the Council's framework of governance, risk management and control together with the summary of the work supporting the opinion – these will assist the committee in reviewing the Annual Governance Statement.
- To approve significant interim changes to the risk-based internal audit plan and resource requirements.
- To make appropriate enquiries of both management and the Head of Internal Audit to determine if there are any inappropriate scope or resource limitations.

Appendix 2 - Audit Committee Terms of Reference

- To consider reports from the Head of Internal Audit on internal audit's performance during the year. These will include: -
 - a) Updates on the work of internal audit including key findings, issues of concern and action in hand as a result of internal audit work.
 - b) Regular reports on the results of the Quality Assurance and Improvement Programme.
 - c) Reports on instances where the internal audit function does not conform to the Public Sector Internal Audit Standards and Local Government Application Note, considering whether the non-conformance is significant enough that it must be included in the Annual Governance Statement.
- To consider summaries of specific internal audit reports of significance or as requested
- To contribute to the Quality Assurance and Improvement Programme and in particular, to the external quality assessment of internal audit that takes place at least once every five years.
- To support the development of effective communication with the Head of Internal Audit.

External Audit

- To consider the external auditor's annual letter, relevant reports, and the report to those charged with governance.
- To consider specific reports as agreed with the external auditor.
- To comment on the scope and depth of external audit work and to ensure it gives value for money
- To liaise with the appropriate body over the appointment of the Council's external auditor.
- To commission work from internal and external audit.
- To advise and recommend on the effectiveness of relationships between external and internal audit and other inspection agencies or relevant bodies.

Regulatory Framework – Governance, Risk and Control

- To maintain an overview of the Council's Constitution.
- To review any issues referred to it by the Chief Executive, Director, or any Council body.
- To monitor the effective development and operation of risk management and corporate governance in the Council.
- To monitor progress in addressing risk-related issues reported to the committee.
- To review the assessment of fraud risks and potential harm to the council from fraud and corruption.
- To monitor the counter-fraud strategy, actions, and resources.
- To review the Annual Governance Statement prior to approval and consider whether it properly reflects the risk environment and supporting assurances, considering internal audit's opinion on the overall adequacy and effectiveness of the council's framework of governance, risk management and control.

Appendix 2 - Audit Committee Terms of Reference

- To review the Council's corporate governance arrangements against the good governance framework and consider annual governance reports and assurances
- To consider the Council's framework of assurance and ensure that it adequately addresses the risks and priorities of the Council.
- To consider the Council's compliance with its own and other published standards and controls.
- To report to full council on a regular basis on the committee's performance in relation to the terms of reference and the effectiveness of the committee in meeting its purpose.

Accounts

- To review the annual statement of accounts. Specifically, to consider whether appropriate accounting policies have been followed and whether there are any concerns arising from the financial statements or from the audit that need to be brought to the attention of the Council.
- To consider the external auditor's report to those charged with governance on issues arising from the audit of the accounts.
- Duty of approve the authority's statement of accounts, income and expenditure and balance sheet.

Standards

- Promoting and maintaining high ethical standards by Councillors and non-elected members.
- Assisting the Councillors and added members to observe the Members' Code of Conduct.
- Advising the Council on the adoption or revision of the Members' Code of Conduct.
- Monitoring the operation of the Members' Code of Conduct.
- Advising, training, or arranging to train Councillors and added members on matters relating to the Members' Code of Conduct.
- Determining complaints of breaches of the Code of Conduct for Members referred for hearing by the Monitoring Officer.

Appendix 3 - Audit Committee Activities

Audit Committee activities	Sept 2020	Nov 2020	Feb 2021	Mar 2021	June 2021	July 2021	Sept 2021	Nov 2021
Financial Reporting								
Draft Statement – Accounting Policies				*				
CIPFA Financial Management (FM) Code					*			
Annual Audit letter for County Council & Pension Fund for year ending 31.03.20				*	*			
Draft/Approval Statement of Accounts for Lincolnshire County Council and Lincolnshire Pension Fund	*			*		*	*	*
External Auditor's Annual Report and Audit Completion Reports 2020/21		*						*
International Standards of Auditing - response to External Audit Management questions				*				
External Auditors								
Auditor Appointment								*
External Audit Strategy LCC 2020/21					*			
External Audit Quality				*				
Updated Audit Completion Report 2019/20 LCC		*						
Update on progress of external audit of accounts 2020/21						*		
Audit Completion and Annual Report - 2020/21								*
Internal Audit								
Internal Audit Plan – 2021/22					*			*

Appendix 3 - Audit Committee Activities

Audit Committee activities	Sept 2020	Nov 2020	Feb 2021	Mar 2021	June 2021	July 2021	Sept 2021	Nov 2021
Internal Audit Progress Report	*	*		*	*		*	
Internal Audit Annual Report – 2020/21						*		
Internal Audit – External Quality Assessment							*	
Governance and Risk Management								
Monitoring Officer’s Annual Report						*		
Information Assurance Annual Report 2020/21						*		
Review of Council’s Governance Arrangements & approval of Annual Governance Statement						*		
Risk Management Progress Report	*			*			*	
Counter Fraud								
Annual Whistleblowing Report – 2020/21		*				*		
Counter Fraud Annual Report – 2020/21						*		
Counter Fraud Risk Register	*							
Counter Fraud Progress Report		*						*
Counter Fraud Plan 2021/22				*				
Special Interest Items								
Combined Assurance Reports			*					
Draft Audit Committee Annual Report 2019/20		*						

Smarter working policy								*
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This report has been prepared solely for the use of Members and Management of Lincolnshire County Council. Details may be made available to specified external organisations, including external auditors, but otherwise the report should not be used or referred to in whole or in part without prior consent. No responsibility to any third party is accepted as the report has not been prepared and is not intended for any other purpose.

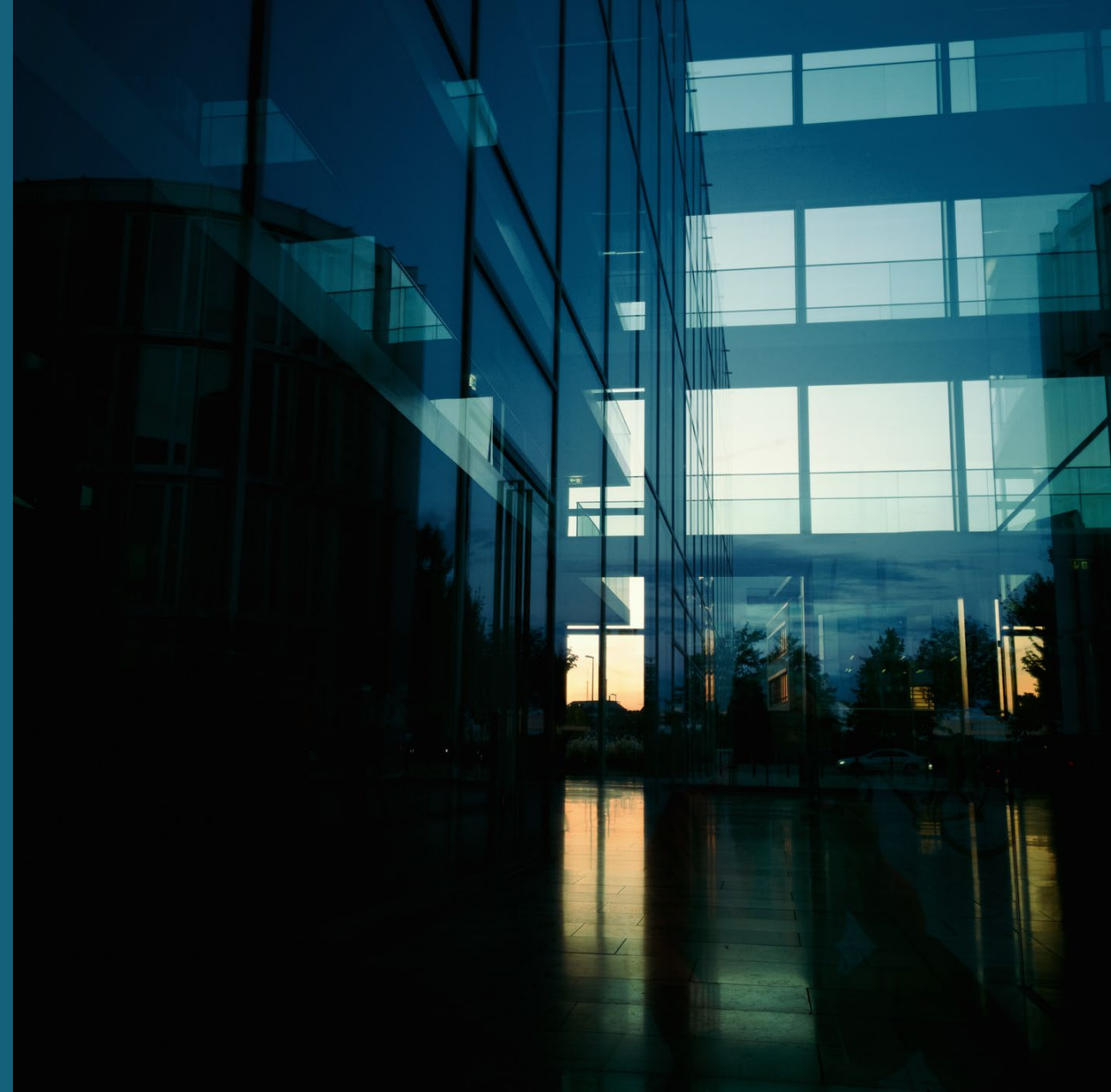
The matters raised in this report are only those that came to our attention during our work – there may be weaknesses in governance, risk management and the system of internal control that we are not aware of because they did not form part of our work plan or not brought to our attention. The opinion is based solely on the work undertaken as part of the Audit Committee work plan.

Auditor's Annual Report

Lincolnshire County Council – year
ended 31 March 2021

December 2021

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- 03 Commentary on VFM arrangements
- 04 Other reporting responsibilities

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Our reports are prepared in the context of the 'Statement of responsibilities of auditors and audited bodies' issued by Public Sector Audit Appointments Ltd. Reports and letters prepared by appointed auditors and addressed to members or officers are prepared for the sole use of the Council. No responsibility is accepted to any member or officer in their individual capacity or to any third party.

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01

Section 01: **Introduction**

1. Introduction

Purpose of the Auditor's Annual Report

Our Auditor's Annual Report (AAR) summarises the work we have undertaken as the auditor for Lincolnshire County Council ('the Council') for the year ended 31 March 2021. Although this report is addressed to the Council, it is designed to be read by a wider audience including members of the public and other external stakeholders.

Our responsibilities are defined by the Local Audit and Accountability Act 2014 and the Code of Audit Practice ('the Code') issued by the National Audit Office ('the NAO'). The remaining sections of the AAR outline how we have discharged these responsibilities and the findings from our work. These are summarised below.

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Opinion on the financial statements

We issued our audit report on 16 December 2021. Our opinion on the financial statements was unqualified, but modified to include an emphasis of matters paragraph to draw attention to the financial statement disclosure explaining that COVID-19 had contributed to 'material valuation uncertainty' in the valuation of the Council's land and buildings.



Value for Money arrangements

In our audit report issued we reported that we had completed our work on the Council's arrangements to secure economy, efficiency and effectiveness in its use of resources and had not issued recommendations in relation to identified significant weaknesses in those arrangements. Section 3 provides our commentary on the Council's arrangements.



Wider reporting responsibilities

We have not completed our work on the Council's Whole of Government Accounts return because, as at 15 December 2021, we have not received the group audit instructions from the National Audit Officer

02

Section 02:

Audit of the financial statements

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2. Audit of the financial statements

The scope of our audit and the results of our opinion

Our audit was conducted in accordance with the requirements of the Code, and International Standards on Auditing (ISAs).

The purpose of our audit is to provide reasonable assurance to users that the financial statements are free from material error. We do this by expressing an opinion on whether the statements are prepared, in all material respects, in line with the financial reporting framework applicable to the Council and whether they give a true and fair view of the Council's financial position as at 31 March 2021 and of its financial performance for the year then ended.

Our audit report, issued on 16 December 2021 gave an unqualified opinion on the financial statements for the year ended 31 March 2021:

"In our opinion, the financial statements:

- give a true and fair view of the financial position of the Council as at 31st March 2021 and of its expenditure and income for the year then ended; and
- have been properly prepared in accordance with the CIPFA/LASAAC Code of Practice on Local Authority Accounting in the United Kingdom 2020/21."

In forming our opinion, we drew attention to Note 3 and 15 of the financial statements, which describes the effects of the Coronavirus pandemic on the valuation of the Council's land and building assets. As disclosed in Note 3 and 15 of the financial statements, the Council's valuers included a 'material valuation uncertainty' declaration within their report as a result of the Coronavirus pandemic. Our opinion is not modified in respect of this matter.

Internal control recommendations

As part of our audit, we considered the internal controls in place that are relevant to the preparation of the financial statements. We did this to design audit procedures that allow us to express our opinion on the financial statements, but this did not extend to us expressing an opinion on the effectiveness of internal controls.

As set out in our Audit Completion Report, issued in November 2021, and our Audit Completion Update Letter issued in December 2021, we did not report any significant deficiencies in internal controls.

Introduction

Audit of the financial statements

Commentary on VFM arrangements

Other reporting responsibilities and our fees

03

Section 03:

Commentary on VFM arrangements

3. VFM arrangements – Overall Summary

Approach to Value for Money arrangements work

We are required to consider whether the Council has made proper arrangements for securing economy, efficiency and effectiveness in its use of resources. The National Audit Office issues guidance to auditors that underpins the work we are required to carry out and sets out the reporting criteria that we are required to consider. The reporting criteria are:

- **Financial sustainability** - How the Council plans and manages its resources to ensure it can continue to deliver its services.
- **Governance** - How the Council ensures that it makes informed decisions and properly manages its risks.
- **Improving economy, efficiency and effectiveness** - How the Council uses information about its costs and performance to improve the way it manages and delivers its services.

At the planning stage of the audit, we undertake work so we can understand the arrangements that the Council has in place under each of the reporting criteria; as part of this work we may identify risks of significant weaknesses in those arrangements. Where we identify significant risks, we design a programme of work (risk-based procedures) to enable us to decide whether there is a significant weakness in arrangements. Although we describe this work as planning work, we keep our understanding of arrangements under review and update our risk assessment throughout the audit to reflect emerging issues that may suggest there are further risks of significant weaknesses.

Our assessment of what constitutes a significant weakness is a matter of professional judgement, based on our evaluation of the subject matter in question, including adequacy of the Council’s responses. The National Audit Office’s guidance states that a weakness may though be said to be significant if it:

- Exposes (or could reasonably be expected to expose) the body to significant financial loss or risk;
- Leads to (or could reasonably be expected to lead to) significant impact on the quality or effectiveness of service or on the body’s reputation;
- Leads to (or could reasonably be expected to lead to) unlawful actions; or
- Involves a failure to take action to address a previously identified significant weakness, such as failure to implement or achieve planned progress on action/improvement plans.

Where our risk-based procedures identify actual significant weaknesses in arrangements, we are required to report these and make recommendations for improvement.

The table below summarises the outcomes of our work against each reporting criteria. On the following page we outline further detail of the work we have undertaken against each reporting criteria, including the judgements we have applied.

Reporting criteria	Commentary page reference	Risks of significant weaknesses in arrangements identified?	Actual significant weaknesses in arrangements identified?
Financial sustainability	9	No	No
Governance	15	No	No
Improving economy, efficiency and effectiveness	22	No	No

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Commentary on VFM arrangements

Financial sustainability: How the Council plans and manages its resources to ensure it can continue to deliver its services

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VFM arrangements: financial sustainability

Covid-19: Context & Financial Impact

We obtained Local authority Covid-19 financial impact monitoring information published by the Ministry of Housing, Communities & Local Government and Department for Levelling Up, Housing and Communities, which is summarised in the following tables. It shows £6.9billion in additional expenditure and £5.1billion in income losses.

The Council has described the financial impact of Covid-19 in Note 4 of the financial statements, which is summarised as:

- £75m expenditure included in the cost of services; and
- £88m in government grants and reimbursements

With the net amount carried forward into 2021/22 for ongoing costs. Our testing of the financial statements, including grant income did not identify any significant issues.

As set out in the 2021/22 budget, the Government has supported the additional costs and losses the Council has incurred in response to the Covid-19 pandemic. The Council's budget for 2021/22 assumes immediate costs and losses will continue to be supported via these government grants and the papers set out the types of pressures the Council expects to face.

There is no denying the financial impact of the pandemic, but as long as the Government remains committed to supporting public finances, there is no indication of a significant weakness in the Council's arrangements for financial sustainability as a result of Covid-19.

	2020-21 Additional expenditure due to Covid-19 by class of authority (£'m)	2020/21: Income losses due to Covid-19 by class of authority (£'m)
Shire District	330	1,308
Shire County	2,111	259
Unitary Authority	1,791	1,114
Metropolitan District	1,504	1,053
London Borough	1,127	1,343
Total	6,863	5,077

2020-21: Additional expenditure due to Covid-19 by class and service area (£'m)						
	Shire District	Shire County	Unitary Authority	Metropolitan District	London Borough	Total
Adult Social Care – total	-	1,255	849	663	414	3,181
Children's social care - total (excluding SEND)	-	95	131	90	63	379
Housing - total (including homelessness services) excluding HRA	63	5	75	42	113	299
Environmental and regulatory services - total	34	68	68	67	64	299
Finance & corporate services - total	48	53	84	77	78	341
All other service areas not listed in rows above	185	635	585	565	395	2,364
Total	330	2,111	1,791	1,504	1,127	6,863

2020-21: Income losses due to Covid-19 by class and source of income (£'m)						
	Shire District	Shire County	Unitary Authority	Metropolitan District	London Borough	Total
Business rates	276	-	194	207	538	1,216
Council tax	399	-	218	191	233	1,041
Sales fees and charges	516	195	554	397	476	2,138
Commercial income	82	24	121	204	52	484
Other	33	40	27	54	45	199
Total	1,308	259	1,114	1,053	1,343	5,077

VFM arrangements: financial sustainability

Matters brought forward from 2019/20

As reported in our Audit Completion Report for 2019/20, we confirmed we had:

- reviewed the 2019/20 financial performance and forecasts during the year and considered the Council's financial outturn position as presented in the financial statements.
 - Reviewed the 2020/21:
 - Revenue and Capital budgets and Medium Term Financial Plan;
 - Treasury Management Strategy, incorporating the Minimum Revenue Provision Policy and Capital and Investment Strategies;
 - Considered the Council's latest financial monitoring information and its updated medium term outlook.
- Updated our risk assessment for any new or emerging issues through discussions with management and updating our review of committee reports.
- Reviewed the Council's Annual Governance Statement for any significant issues.

- Considered the general findings from our audit work in other areas.

Our 2019/20 Conclusion was that "On the basis of our work, having regard to the guidance on the specified criterion issued by the Comptroller and Auditor General in April 2020, we are satisfied that, in all significant respects, Lincolnshire County Council has put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources for the year ended 31 March 2020."

We therefore have no risks of a significant weakness in the Council's arrangements brought forward from 2019/20 into the current year.

2020/21 Financial Statement Performance

We have carried out a high level analysis of the financial statements subject to our audit, including the Movement in Reserves Statement and the Balance Sheet, our work has not highlighted any risks of significant weakness in arrangements or indicators of a risk to the Council's financial sustainability.

The Council's useable reserves have increased from £337m to £366m in 2020/21, with:

- General Fund & Earmarked Reserves of £247m, up from £211m in the prior year
- School Reserves of £26m, up from £25m in 2019/20
- Capital Reserves of £93m, down from £102m in 2019/20 in line with funding of capital expenditure.

The Council's reserves position does not indicate a risk of significant weakness in VFM arrangements for financial sustainability.

VFM arrangements: financial sustainability

2020/21 Financial Statement Performance (continued)

The Council's balance sheet remains stable over the prior year, with large movements in cash and cash equivalents offset by the movement in short-term investments, such that net current assets (being current assets less current liabilities) have increased by 3% from £203m to £209m.

The most significant change in the balance sheet relates to movements in the Council's share of the pension fund net liability (being a deficit position) of £801m, up from £617m in the prior year as shown in Note 29 of the financial statements. The main movements being:

- an increase in the value of pension assets from £1,147m to £1,400m
- offset by a larger reduction in the value of pension liabilities from £1,763m to £2,200m.

The Fire-fighters Pension Fund net liability has increased from £240m to £311m.

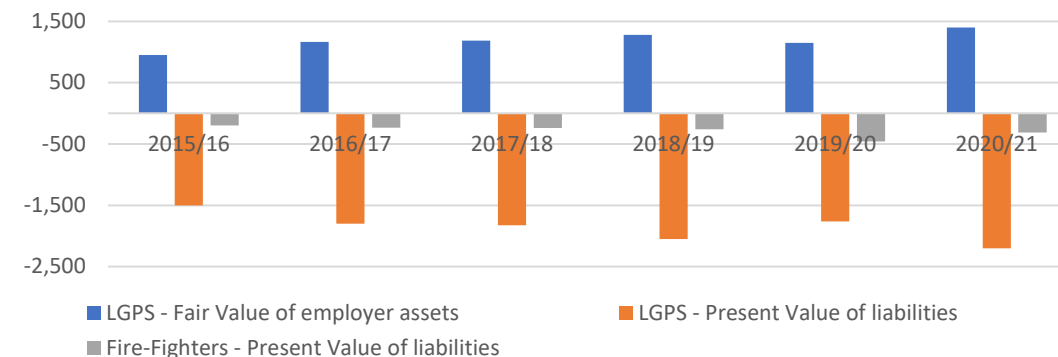
In the past few years, it is not unusual to see material movements in the net pension liability and this is consistent with our experience at other councils.

We have tracked the movement in the net pension liability over a five year period to illustrate the changes and summarised in the table below and the charts opposite.

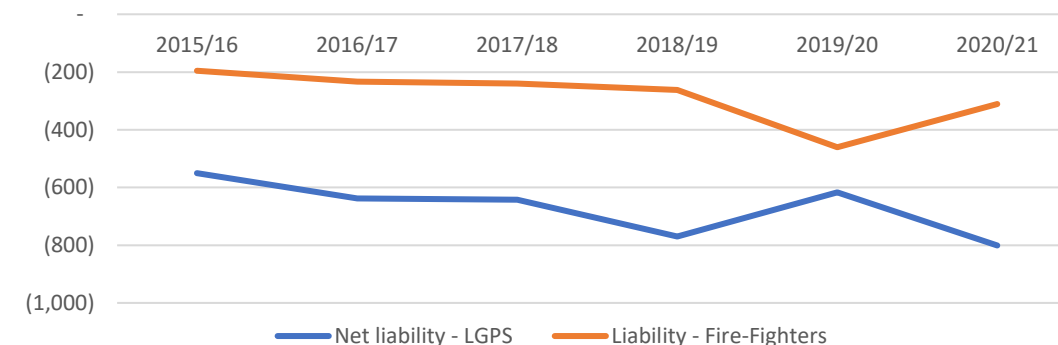
The deficit position is not unusual to Lincolnshire County Council and is a recognised area of financial challenge for local authorities.

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Increase since 2015/16
Net liability - LGPS	(550)	(638)	(643)	(770)	(617)	(801)	(251)
Liability - Fire-Fighters	(196)	(233)	(240)	(263)	(461)	(311)	(115)

Pension fund assets and liabilities over time (£'m)



Pension fund net liabilities over time (£'m)



VFM arrangements: financial sustainability

2020/21 Financial Performance: Net Revenue Expenditure

We have met regularly with Officers during the year and read the Quarterly Reports to Executive. Each report summarises the financial position of the Council and is supported by a set of appendices that adequately enable Members to assess revenue performance by service (such as Children's Services, Place etc). We note the reports explain the variance to budget, which increased in size from Quarter 3 through to the year end: this is shown in the table below. The reports also include an adequate summary and explanations of the financial impact of Covid-19.

Reports to Executive include the monitoring of planned savings of £9.4m for 2020/21 and £12m for 2021/22. These savings are built into budgets and triangulate with the individual service level reports included in the supporting appendices to the Quarterly Revenue reports to Executive. There are no material unidentified saving funding gaps for 2020/21 or 2021/22.

We also reviewed Note 14 of the financial statements, setting out earmarked reserves, and in particular the Financial Volatility Reserve that was established to help the Council deal with the future uncertainties around Local Government funding. The Council used £12.2m of this reserve in the year, leaving a balance of £40m as at 31 March 2021.

In July 2021, the Executive were informed that there had been:

- A £15m underspend on Services (3.5%) and £13m underspend on other budgets (16.5%), mainly being capital charges of £9m linked to underspending on the capital programme.
- £14m underspend via dedicated schools grant (169%).
- Paragraph 1.21 explains that these underspends are mainly the result of Covid-19.

Overall, the Council's arrangements for reviewing revenue financial performance are adequate, however there are areas for improvement and management are considering areas alongside our suggestions for:

- Incorporation of specific and agreed financial performance indicators in each report (such as cashflow headroom, debtor days, creditor payment days)
- More integrated reporting with the Council's resources, such as workforce (such as staff sickness, agency costs, headcount), estates (such as asset utilisation), and key performance indicators (covering each service)

Source	Short Heading	Total including schools			Total excluding schools		
		Budget	Forecast	Variance	Budget	Forecast	Variance
Revenue Budget Monitoring Report 2020/21 - Quarter 1. Executive, September 2020, Appendix A	Q1 2020/21	489,894	491,974	(2,080)	492,570	496,125	(3,555)
Revenue Budget Monitoring Report 2020/21 - Quarter 2. Executive, December 2020, Table 1	Q2 2020/21	509,191	510,805	(1,614)	497,598	495,626	1,972
Revenue Budget Monitoring Report 2020/21 - Quarter 3. Executive, March 2021, Table 1	Q3 2020/21	510,256	498,951	11,305	496,663	481,285	15,378
Review of Financial Performance 2020/21, Table B. Executive, July 2021	Outturn 2020/21	525,218	482,920	42,298	516,966	488,644	28,322
Revenue Budget Monitoring Report 2021/22 - Quarter 1. Executive September 2021, Appendix A	Q1 2021/22	511,427	510,018	1,409	505,494	504,299	1,195

Excluding schools, there has not been more than 5% movement in reported figures, which we do not judge to be indicative of a significant weakness in arrangements

VFM arrangements: financial sustainability

2020/21 Financial Performance: Capital Programme

We have reviewed capital expenditure as presented in the financial statements and tested capital additions, with no material issues arising over the £132m additions to Property, Plant & Equipment set out in Note 15 of the financial statements.

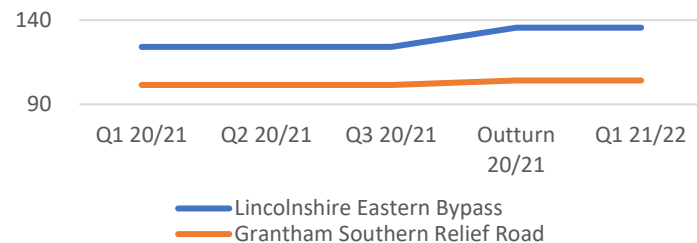
We also reviewed the "Review of Financial Performance 2020/21" presented to Executive on 6 July 2021. Paragraph 1.12 explains the Council spent £168m on the County's major assets, in particular on road schemes and schools. We have reconciled this to the financial statements, noting a trivial variance of £0.6m between the figures reported to Executive and that in the financial statements.

We reviewed the capital outturn report to the July meeting of the Executive, who informed that the capital outturn for 2020/21 was 53% less than planned (para 1.36), with Highways being underspent by £34m (para 1.47) mainly: the Lincoln Eastern Bypass, the Grantham Southern Relief Road, the A46 Welton Roundabout, the Boldingham roundabout and the A52 Skegness Roman Bank reconstruction; and the Highways Asset Protection block budget. Appendix A to the Report provides a status report on major schemes, which provides members a summary of capital project including:

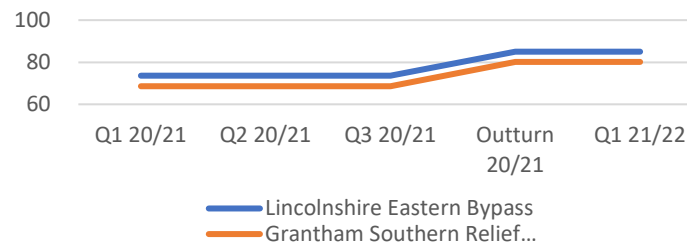
- Spending for the financial year
- Changes in the budget
 - Whole life-time financial information
 - Purpose and performance of the scheme

This demonstrates adequate arrangements for monitoring the capital programme, not just on a year to year basis, but over the life of the project.

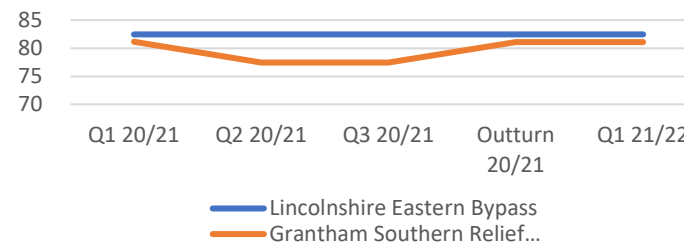
Gross Expenditure Budget (£'m)



Net expenditure budget (£'m)



Scheme total forecast (£'m)



Capital Monitoring

We reviewed a sample of capital budget monitoring reports for 2020/21, starting with the "Capital Budget Monitoring Report 2021/22 - Quarter 1 to 30 June 2021" discussed at Executive on 7 September 2021 as well as the comments from the Overview and Scrutiny Management Board that supported the paper. This process demonstrates an appropriate level of scrutiny through Member oversight of the capital programme.

We also considered the consistency of capital programme monitoring, by reviewing a sample of reports to the Executive, reconciling inputs and considering the consistency of narrative. In our review of the capital programme, we considered the progress reports on three largest schemes: Lincolnshire Eastern Bypass, Grantham Southern Relief Road, which showed the Gross Expenditure Budget increased by £14m between Quarter 1 2020/21 and Quarter 1 2021/22, **this is shown in the charts below**. Separately, we noted Spalding Western Relief Road (Phase 5) also increased by £16m between Quarter 1 2020/21 and Quarter 1 2021/22.

The reports provide sufficient detail to understand the programme as a whole, as well as the current position and any significant matters arising. However, the reporting could be improved and management are considering options alongside our suggestions:

- Reporting could be improved by including the start and end date of projects in order to more clearly set out the uncertainty and risk in forecast whole life projects, including the impact of any re-profiling. For example, in July outturn report, members were informed that £18m of costs on the Grantham Southern Relief Road has been moved into 2021/22, but there is no explanation on whether this also pushes out the expected completion date of the project.
- Reporting would also be improved by Risk Rating the forecast and capital schemes. For example, in reporting the performance of the Lincoln Eastern Bypass scheme, there has been a consistent concern raised on forecasts risks and uncertainties, however there is no quantification of this in the report.

Commentary on VFM arrangements

Governance: How the Council ensures that it makes informed decisions and properly manages its risks

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VFM arrangements: governance

2021/22 Budget Setting and the Medium Term Financial Strategy

In 2019, the Council received an LGA Peer Assessment that we have reviewed. It includes the following comments that remain relevant to 2020/21:

- “There is financial stability in the organisation and the Council has a proven track record of delivering savings while maintaining front-line services
- The budget process for 2020/21 is strong with good engagement of Members and the Corporate Leadership Team (CLT) carrying out deep dives”

We have read a variety of reports to Overview & Scrutiny Management Board, the Executive and Council covering budget setting for 2021/22 and the Medium Term Financial Strategy. We have also held a number of meetings with Officers throughout the year.

Each service directorate supports the development of the budget, identifying cost pressures and delivery needs within the Corporate Plan before presenting a combined report on the budget and Medium Term Financial Strategy for scrutiny by the corporate leadership team, Overview & Scrutiny Management Board, the Executive and full Council. The arrangements in place for budget setting and updating the Medium Term Financial Strategy are as expected for a County Council, with arrangements for: consultation, scrutiny, evaluation of financial risk, alignment to directorate/business plans and sources of funding.

There is no indication that the Council’s Medium Term Financial Strategy and budget setting process is not aligned to supporting plans given the Council has a track record of delivering against budget, albeit with some variation this year due to unpredictability arising from Covid-19.

A budget consultation presentation was made to Overview & Scrutiny in January 2021 adequately summarises the financial context of the authority, including the impact of Covid-19 cost pressures, which were c£94m in additional expenditure and income loss during 2020/21, mostly covered by government grant. Whilst the costs

are significant, there is recognition that there will be future support to councils to continue to tackle covid-19 impacts such as local lockdowns. Members are aware of the Council’s positive track record in financial delivery, which is consistent with our knowledge, including the ability to maintain financial balance with minimal use of reserves.

Budget reports presented to Executive and Overview & Scrutiny Management Board include management’s assertion, and Members’ agreement that “The budget proposals reflected the level of government funding expected to be available to the Council and a proposal to increase general Council Tax in 2021/22 by 1.99%. A thorough review of the Council’s services was carried out during the budget process which had identified unavoidable cost pressures, some savings with minimal or no impact on the level of service provided and the capital programme had been reviewed. The budget proposals therefore aimed to reflect the Council’s priorities whilst operating within the resources available to it.” We are satisfied that these reports adequately describe the risks and proposals for setting the 2021/22 Budget and the Medium Term Financial Strategy.

We read the assumptions underpinning the Medium Term Financial Strategy as included in reports to the January meeting of the Executive and the January 2021 meeting of Overview & Scrutiny Management Board. In our view, these include an adequate level of detail over the assumptions and cost pressures facing the council, which are consistent with our experience at similar sized authorities and therefore not unreasonable. In addition, there is sufficient narrative to explain the rationale and key financial risks.

With regard to the 2021/22 Budget and Medium Term Financial Strategy, we have noted:

- it adequately sets out the context and approach to delivering the financial strategy
- It sets out an immaterial deficit over 2021/22 to 2023/24 of c£13m, which is sufficiently covered by reserves.

We have not identified a risk of significant weakness in arrangements.

VFM arrangements: governance

CIPFA Financial Management Code

The Chartered Institute of Public Finance and Accountancy (CIPFA) has published its Financial Management (FM) Code to provide guidance for good practice in financial management and to assist local authorities in demonstrating their financial sustainability. The first full year of compliance with the FM code is 2021/22.

In June 2021, the Audit Committee received management's assessment of compliance against the CIPFA Financial Management code. We have discussed the document with Officers to confirm the arrangements described in the document have been in place through 2020/21. The areas where the Council aims to improve are not, in our view, areas of significant weakness in arrangements, but are areas for the Council to focus on for 2021/22 and we expect the Audit Committee to receive an update on progress during 2021/22:

Longer term financial planning, with clear links to the corporate plan, service performance, asset management strategies and capital investment.

Clear methodology for options appraisal, to support decision making with full consideration of value for money.

More transparency of our financial resilience assessment, including management of risks, and key areas of risk in our balance sheet (e.g. debtors).

- Continued improvement in our reporting particularly of our MTFP assumptions and LCC Companies.
- Improved stakeholder engagement.
- Continued development of financial literacy in the organisation, and skills in the finance team, supporting an enabling financial management style.

Governance

The Authority has a full suite of governance arrangements in place. These are set out in the Annual Governance Statement, which is reviewed as part of our audit where we confirmed they were consistent with our understanding of the Council's arrangements in place for 2020/21.

We confirmed that the Council has an [approved constitution](#) that is regularly reviewed and updated. The Constitution explains how the Council operates and makes decisions. It ensures that the Council is efficient, transparent and accountable for what it does:

- The Council comprises of all 70 councillors, meeting together to make decisions about policies and to set the Councils' budget. All 70 councillors take part in the business of the Council.
- The Executive is currently made up of nine councillors, from the majority political group, and is chaired by the Leader of the Council. Each Executive Councillor is allocated a particular area of responsibility. The full terms of reference for the Executive are set out in Part 2 of the Council's Constitution.
- The Council's Chief Officer group form a corporate leadership team and each Executive Director is responsible for their specific area.

We consider the committee structure of the Authority is sufficient to provide assurance that decision making, risk and performance management is subject to appropriate levels of oversight and challenge.

We have reviewed Council and Committee Reports and minutes during the year as well as key documents in relation to how the Council ensures that it makes informed decisions and properly manages its risks. Our review of Council and Committee papers confirms that a template covering report is used, ensuring the purpose, consultation, and recommendations are clear. We have confirmed with the Monitoring Officer that every decision-making report that comes before the County Council, the Executive or an individual Executive Councillor is required to contain a Legal Comment. As a result there is a process for identifying the legal issues raised by any proposed decision and ensuring that these are addressed in the Report.

Minutes are published and reviewed by each committee to evidence the matters discussed, challenge and decisions made.

VFM arrangements: governance

Risk management

The Audit Committee is responsible for overseeing the effectiveness of the Council's risk management arrangements, challenging risk information and escalating issues to the Executive. A Quarterly report is prepared on behalf of the Executive Director – Resources for the Audit Committee.

We reviewed the Risk Management Progress Reports presented to Audit Committee during the year, including that reported in March 2021. The report provides an update on the activities being undertaken and the key strategic and operational issues facing the Council since the last update in September 2020. The report shows 10 high risks and 15 high issues, with most of the risks remaining static or improving. The main category of risk continues to be within the area of People, with the main issues being Technology and Economic. Appendix 1 to the Report sets out a breakdown of the risks, issues and status by directorate.

From our attendance at the meeting and review of the minutes, we note that, with regard to the limited assurance on market supply for adult care, it was advised that the Executive Director of Adult Care and Community Wellbeing, as the risk owner, would be asked to attend a future meeting on mitigating factors. Similarly, in relation to the assessment of safeguarding children, the Executive Director for Children's Services, as the risk owner, would be invited to attend a future meeting to discuss this topic.

In our view, there is sufficient evidence of Member oversight of risk management, including holding Officers to account.

We reviewed the Strategic Risk Register reported to the March 2021 Audit Committee and determined it is adequate for the Council's purposes, given it links the risk to the corporate strategy, includes a risk owner and current and target risk scores, assurance status and existing controls. In our view, however, there are aspects that would improve clarity and understanding of the risk and its impact on the Council, including:

- Tracking the risk score by quarter
- Separating controls from assurances and including gaps in controls and gaps in assurances

- Confirming the date of last review by the risk owner
- Setting risk appetite (eg treat, tolerate)
- Specifying actions required (and confirming when these have been implemented).

Combined Assurance Report

The Audit Committee receive a 'Combined Assurance Report' to provide the Audit Committee with insight on the assurances across all the Council's critical services, key risks, partnerships and projects. We obtained and read the report to the February 2021 audit committee confirming that each Executive Director, with the Chief Executive's overview, is responsible for the annual Combined Assurance Status Report. Each Executive Director provides an overall assurance level, based on information across:

- critical service delivery activities;
- key risks;
- key projects;
- key partnerships.

The Combined Assurance report provides the Audit Committee with a good understanding about the level of assurances in place. It overlays the Strategic Risk Register, but in a more understandable format. The report and its content is demonstrative of adequate arrangements in place over risk management.

VFM arrangements: governance

Audit Committee

The Council has an established Audit Committee that comprises seven councillors, who represent the political balance of the Council, plus two independent persons who are not a councillor, or an officer of the Council. The Audit Committee is responsible for establishing and maintaining an effective system of governance in a way that supports the organisation's objectives. It achieves this by:

- Reviewing the work and findings of internal audit and external audit;
- Reviewing the Annual Governance Statement and the financial statements; and
- Reviewing reports on risk management and internal control.

We have reviewed supporting documents and confirmed the Audit Committee meets regularly and reviews its programme of work to maintain focus on key aspects of governance and internal control. In response to Covid-19, the Council moved Committee meetings on-line. Our attendance at Audit Committee has confirmed there is an appropriate level of effective challenge.

Internal Audit

We have met with management and the Head of Internal Audit regularly during the year, reviewed Audit Committee reports and attended Audit Committee to observe the performance of Internal Audit and the Audit Committee. We have documented our understanding of the Internal Audit function, which is provided by an in-house team which operates as part of Assurance Lincolnshire - supported by additional resources procured via external support framework contracts. The Council's Financial Regulations set out Internal Audit requirements and the Head of Internal Audit has direct access to all levels of management, all employees and to all elected members and particularly to those charged with governance

We reviewed the Head of Internal Audit Annual Report that was presented to Audit Committee on 12 July 2021, where the overall opinion is split across four themes:

- Governance – “performing adequately” being a consistent rating as the prior year.

- Risk – “performing well”, showing improvement over the prior year.
- Internal control – “performing adequately” being a consistent rating as the prior year.
- Financial control – “performing adequately” being a consistent rating as the prior year.

In our view, the Head of Internal Audit Opinion is sufficiently detailed to explain how each rating was determined. We confirmed there are no “High Priority” recommendations overdue, with only one Internal Audit review cited as “low assurance” (being the lowest possible ranking) and relating to the Implementation of Mosaic Finance. The facility to hold officers to account therefore exists and we attended the June 2021 Audit committee where this report was presented, where the responsible officers for the project were in attendance to respond to questions on this issue, but none were raised.

We have confirmed that the Head of Internal Audit Opinion has been adequately reflected in the Annual Governance Statement to provide assurance that there is no significant weakness in arrangements for 2020/21.

Whistleblowing & Counter-fraud

We reviewed the annual whistle-blowing report presented to the July meeting of Audit Committee. The report provides a summary and analysis of whistleblowing disclosures received by the Council during the period from April 2020 to March 2021. The number of whistleblowing concerns (29) raised around Lincolnshire County Council activity in 2020/21 represented the first decrease on the previous period's activity in several years.

We also reviewed the Annual Counter Fraud Report as presented to the July Audit Committee. The Counter Fraud Annual Report provides an overview of the investigation and proactive counter fraud work completed in 2020/21. The level of fraud referrals remained consistent with those recorded in the previous year and we identified an increase in the number of cases involving procurement fraud.

There are no systemic or material matters impacting our Value For Money considerations and the existence of the programme, its work and progress reporting to Audit Committee is evidence of adequate arrangements for counter-fraud.

We are unaware of any allegations or incidences of major fraud or corruption.

VFM arrangements: governance

Monitoring officer and Conduct

The Monitoring Officer has three main roles:

1. To report on matters he/she believes are, or are likely to be, illegal or amount to maladministration;
2. To be responsible for matters relating to the conduct of Councillors and officers; and
3. To be responsible for the operation of the Constitution.

We have reviewed the Monitoring Officer's Annual Report presented to the Audit Committee in July 2021 and met with the Monitoring Officer throughout the year. Our observations being:

The report confirms there were no occasions where the Monitoring Officer had to issue a formal report relating to the lawfulness of a decision.

In 2020/21 there were 48 referrals to the Local Government and Social Care Ombudsman (LGO), down from 55 in 2019/20. On 16 March 2021 the Ombudsman issued a public report finding maladministration in the way that the Council charged a flat rate for short term care which he found was not in accordance with Guidance. This is further considered in Table 2c row 2 – the financial impact being £0.5m and immaterial.

- Standards Complaints: From 1 April 2020 to 31 March 2021 there were 5 complaints of breach of the Code of Conduct. This is two less than in 2019/20
- No issues reported in relation to the Register of Councillors' disclosable pecuniary interests or the Register of Officers' Interests.

The annual report of the monitoring officer demonstrates arrangements are in place to monitor and support lawful and informed decision making, with no indications of a significant risk in arrangements.

Scrutiny

In September 2021, Full Council received and approved the Annual Report for Overview and Scrutiny for 2020/21. We have read the report which highlights the scrutiny work that has taken place throughout the last year. The report focuses on the key successes and achievements of Overview and Scrutiny over the past year. The Annual Report is usually put before the annual meeting of the County Council for approval. In years when

elections are held, the Annual Report is considered at the first appropriate meeting after the annual meeting.

As set out in the first page of the report "Despite the impact of the pandemic, 67 scrutiny committee meetings were held, and 65% of all formal decisions were considered by a scrutiny committee in 2020/21 prior to them being made".

There is no evidence of inadequate arrangements in informed decision making in this report.

Covid-19: Governance

We have reviewed the Annual Governance Statement, which includes a specific section on the Council's response to Covid-19. We are satisfied that the Annual Governance Statement is a reasonable reflection of the Council's arrangements.

The Government asked councils to develop local political leadership through setting up outbreak management boards with key local partners. If small outbreaks in communities, schools or even an individual street are identified, a Local Outbreak Engagement Board can take measures to isolate the problem. Instead of national lockdowns, individual isolation and local action will tackle an outbreak. We confirmed the Local Outbreak Engagement Board had approved a Local Outbreak Management Plan in July 2020, which was revised in March 2021 and submitted to the Department of Health and Social Care to comply with an assurance process with the regional Public Health England team.

We have reviewed Committee Reports of the Executive and the Health and Wellbeing Board, including the Director of Public Health Annual Report presented in March 2021. The Director of Public Health has a statutory duty to produce an independent report on the state of health of the people they serve on an annual basis, which must be published by the Council. We read the report, which is focused on Covid-19 and its impact on Lincolnshire. The report highlights:

- health inequalities that exist in Lincolnshire; and
- that there will be long-term impacts such as increased issues in mental health.

Whilst there are clear challenges arising from Covid-19 in governance and the management of risk, there is no evidence of a significant weakness in the Council's arrangements.

VFM arrangements: governance

Regulators

We reviewed regulatory reports, including OFSTED and the Care Quality Commission, where inspections were paused as a result of Covid-19. The Council's rating's are carried forward from 2019:

- OFSTED rate Children Services as "Outstanding"
- The Care Quality Commission rate Lincolnshire County Council as a provider as "Good"

Her Majesty's Inspector for Fire & Rescue Services was due to inspect Lincolnshire Fire & Rescue Service in 2020/21, however this was postponed due to Covid, therefore its official rating for 2020/21 remained "Good" as at 31 March 2021, however, as set out on page 26, the delayed inspection was published in December 2021 with a rating of "Requires Improvement".

Local Government Ombudsman

On the 16 March 2021 the Local Government Ombudsman published a public report following an investigation into how Lincolnshire County Council charged individuals for respite care. It found that the policy of charging a "flat rate" did not accord with the Care Act 2014.

We reviewed the Monitoring's Officers Annual Report to Committee that was presented to Audit Committee before being considered by Executive in September 2021. The Council has calculated the financial effect to be £0.5m and has taken steps to address the root cause in April 2020, by removing the flat rate charge and requesting all individuals to complete a financial assessment. Overall, we do not believe this indicates a significant weakness in the Council's arrangements.

Commentary on VFM arrangements

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Improving economy, efficiency and effectiveness: How the Council uses information about its costs and performance to improve the way it manages and delivers its services



VFM arrangements: improving economy, efficiency and effectiveness

Local Government Association - Peer review

We revisited the 2019 LGA Peer Assessment, which includes the following comments that, based on discussions with management and our cumulative audit knowledge and experience, remain relevant to 2020/21:

- “Lincolnshire County Council is a stable, reliable and solid organisation delivering good quality services to its residents
- There is a transparent system of governance within the Council
- There is financial stability in the organisation and the Council has a proven track record of delivering savings while maintaining front-line services

The Council has a wealth of knowledge, data and experience which needs to be utilised more effectively as part of its development

Lincolnshire County Council has sound knowledge of the local place and context generally and a deeper understanding of service needs within individual departments, albeit with a silo view of localities.

The budget process for 2020/21 is strong with good engagement of Members and the Corporate Leadership Team (CLT) carrying out deep dives

- Whilst the Council has clearly adapted to and survived austerity well, it is well behind in terms of having ongoing major transformation programmes”

In our view, the Peer review does not indicate a significant weaknesses in the Council’s arrangements for financial sustainability, governance or improving economy, efficiency and effectiveness.

Corporate Plan

The Council’s arrangements are consistent with the prior year with the Council’s Corporate Plan setting out what it wants to achieve for local residents and communities and is published on its website.

The Corporate Plan underpins the ‘One Council’ approach, which aims to ensure all services are working towards shared goals and will help different areas of the Council work together more effectively. The Council’s overall financial objectives and strategy are documented in the Council’s budget and Medium Term Financial Strategy which is reviewed and updated annually. The Council’s budget endeavours to ensure the provision of the appropriate resources required to deliver the Council’s Plan, and the types of action necessary to enable them to be affordable, to allow balanced budgets to be delivered.

Performance monitoring

The Executive and Overview and Scrutiny Management Board receive regular reporting on the measures contained within the Council Business Plan. The Council has chosen key performance measures and targets to demonstrate to elected members and the public that the directorate is achieving the priorities within each strategy area.

We reviewed reports to Executive as evidence of the Council’s approach to evaluating performance. Reports are presented to Committee by the Performance and Equalities Manager contain sufficient narrative, including the appendices, to demonstrate that there are adequate arrangements for scrutiny in assessing performance and identifying areas for improvement. We also reviewed the performance outturn for 2020/21 presented to Executive in July 2021, where performance against the Corporate Plan shows that Covid-19 was continuing to have an impact, with 66% of the 53 activities with milestones due to be reported in Quarter 4 either On plan or Ahead of plan.

Our review of the minutes shows that the Chairman of the Overview and Scrutiny Management Board confirmed that the Board had recorded its support for the recommendations to the Executive. Minutes also record Member challenge, such as requesting further information in relation to the life expectancy for Lincolnshire residents, and evaluation, such as reflecting on the reduction in people Killed or Seriously Injured on Lincolnshire’s roads.

Overall, we believe this is sufficient evidence to demonstrate adequate arrangements for performance monitoring at the Council.

VFM arrangements: improving economy, efficiency and effectiveness

Performance monitoring (continued)

We reviewed minutes and reports to Overview and Scrutiny Management Board during 2020/21 including the Quarter 3 HR Management Information and Workforce Plan Update from July 2021 as evidence of arrangements to consider workforce performance indicators. The report provides an overview of staff headcount, sickness absence, agency costs and the health and wellbeing of the workforce. Members were informed that a regular review and monitoring of HR Management data at both Directorate Leadership Team (DLT) level and by Corporate Leadership Team (CLT) was enabling oversight of the workforce and HR performance at both a local level and for the organisation and helping Officers identify priorities and solutions required to address current and future workforce challenges, in particular to attract, recruit and retain skills in high risk areas. The report adequately summarises key issues and, alongside Member scrutiny, is indicative of adequate arrangements in monitoring workforce indicators.

Core Spending Power

We have also considered the Council's financial position in relation to spending power using publicly available information published by the Ministry of Housing, Communities & Local Government in February 2021.

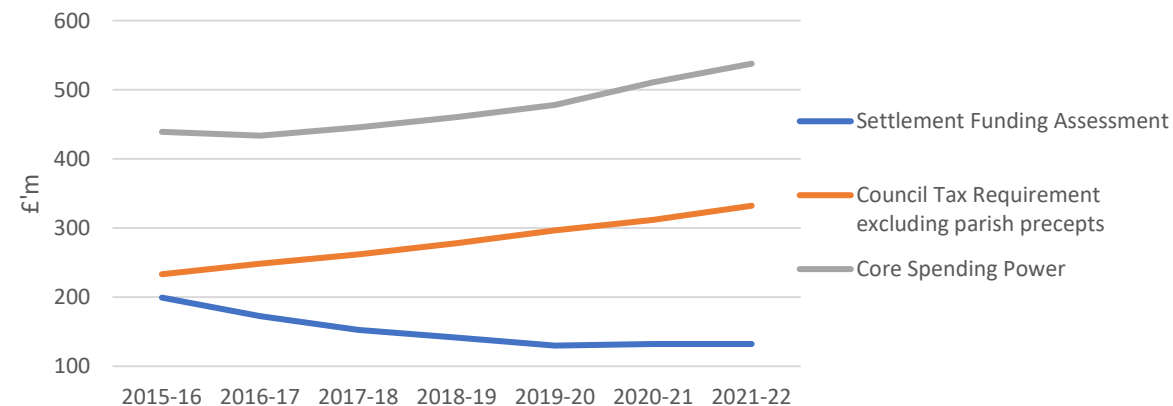
Overall spending power has increased year on year and in line with all English Councils. The increase in the council tax requirement compensates for the reduction in the settlement funding assessment, which is in line with Government Policy, which includes the ability to add a social care premium in the more recent years. For Lincolnshire, there has also been an additional Social Care Grant of £20m in 2020/21 and £26m in 2021/22.

There is no indication of a significant weakness in arrangements.

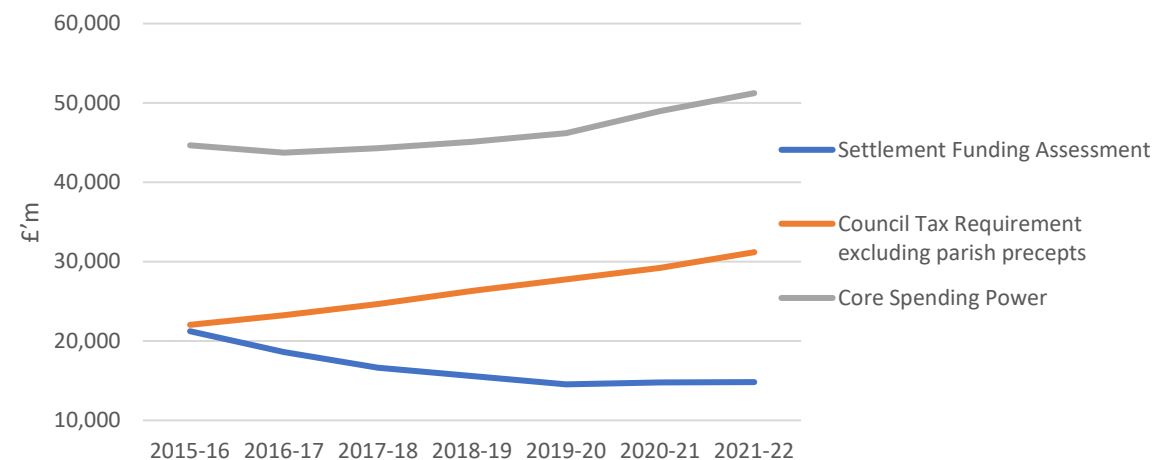
Benchmarks

We reviewed a selection of benchmarking data available to us, including the CIPFA financial resilience index and the VFM profiles provided via the Local Government Association (called LG Inform Vfm available from the following link: <http://vfm.lginform.local.gov.uk/>). We did not identify any indicators of a significant weakness in arrangements for 2020/21.

Lincolnshire County Council: Core Spending Power



England: Core Spending Power



VFM arrangements: improving economy, efficiency and effectiveness

Partnerships and Commissioning

One Council Commissioning Framework 2021-2024

In 2020, the Council undertook a piece of work with external consultants, Impower, to review the current commissioning model and overall approach in use across the Council to consider how current commissioning practices could be more effective. This was partially in response to the Peer Review in December 2019, which we reviewed as part of our prior year audit.

We reviewed the report presented to the Overview and Scrutiny Management Board on 17 March 2021, which considers the Draft One Council Commissioning Framework 2021-2024, subsequently to be presented to the Executive on 07 April 2021. The views of the Board were reported to the Executive as part of its consideration of this item.

Having read the document, we are satisfied this is indicative of adequate arrangements for strategic commissioning.

Better Care Fund (BCF)

Note 33 of the Council's Financial Statements explains the Council is the host for pooled budgets relating to: Proactive Care, Specialties including Learning Disabilities, Integrated Community Equipment Service, and Child & Adolescent Mental Health Services; and is responsible for their financial administration. Outside this Better Care Fund is a stand-alone Section 75 Agreement for Sexual Health. Our testing of the financial statements has not identified any material issues over these disclosure notes, which show each pooled budget remains in balance.

We also reviewed minutes and reports to Lincolnshire Health and Wellbeing Board, including the year end report on the Better Care Fund presented on 22 June 2021. An update regarding the Better Care Fund was received by the Board in March 2021, which clarified that although the financial elements of the 2021/22 plan had been agreed, there is no further information regarding the next planning cycle or the assurance model to be used. It has however been indicated that a further roll over year is expected pending the multi-year spending review expected in the autumn. The Better Care Fund has an annual assurance and reporting mechanism into NHS

England/Improvement. Due to the Covid-19 pandemic 2020/21 assurance has been more light touch; however an end of year finance report has been submitted and there has been quarterly performance and finance reports throughout the year, with notable highlights being:

- Plans covering all mandatory funding contributions have been agreed by Health and Wellbeing areas and minimum contributions are pooled in a section 75 agreement (an agreement made under section 75 of the NHS Act 2006).
- The contribution to social care from the Clinical Commissioning Group the Better Care Fund is agreed and meets or exceeds the minimum expectation.

We have not identified any significant weakness in arrangements.

Serco contract

We reviewed a report from the Assistant Director, Commercial, and the Serco Contract Manager, on the Performance of the Corporate Support Services Contract presented to Overview and Scrutiny Management Board in March 2021. The report provided an update of Serco's performance against contractual Key Performance Indicators specified in the Corporate Support Services Contract covering the period October 2020 to February 2021. The last report to the Overview and Scrutiny Management Board was on 29 October 2020.

The report highlighted that the majority of Key Performance Indicators were either at and above the Target Service Level and the number in mitigation as a result of Covid-19 had fallen to just one in January and February. The Customer Service Centre had continued to be under significant pressure, showing some sharp increases in abandoned call rates towards the end of 2020. However, the situation had been much improved in January and February, and Members were informed that Serco deployed additional resource in response to the continuing high call handling times in the Care and Wellbeing Hub and also no longer required Council support.

The role of the Overview and Scrutiny Management in reviewing performance of major contracts, and the report not identifying any significant issues, means there is no indication of a significant weakness in the Council's arrangements.

VFM arrangements: improving economy, efficiency and effectiveness

Fire & Rescue Regulatory Compliance

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) independently assesses the effectiveness and efficiency of police forces and fire & rescue services – in the public interest. Lincolnshire was due for inspection of the fire service for 2020/21, however this was postponed due to Covid.

HMICFRS did conduct a Covid-19 inspection and we reviewed the report it issued in January 2021, which:

1. Highlights areas of good governance, such as business continuity planning, working effectively with the Lincolnshire Local Resilience Forum and that the service's financial position hadn't been significantly affected by the pandemic.

However, paragraph 6 of the of the Report states: "while Lincolnshire Fire and Rescue Service maintained its response and prevention functions, it didn't offer the range of protection measures expected during the early stages of the pandemic. Between April and June 2020, it stopped the majority of its routine protection activity, thereby not auditing for compliance with fire safety regulations those buildings it had identified as being at the highest risk from fire. This approach was not in line with national expectations. While this work has since restarted, at the time of our inspection it had a considerable backlog of premises to work through."

We have discussed this with Officers and obtained further information to put the findings into context:

- As set out in the Comprehensive Income and Expenditure Statement in the financial statements provided for audit, the net expenditure for Fire & Rescue and Community Safety was £26m for 2020/21. Officers have shown us that the budgeted cost of the 'Protection' service, which is that referred to in the second bullet point, is £0.9m.
- For the period where protection measures were paused, this was due to Covid-19 challenges and Officers have informed us that these were not statutory services.

- At the end of 2020/21, the official rating of the service remains "Good".

The delayed HMICFRS inspection was carried out during summer 2021, with the report issued on 15 December 2021. HMICFRS had identified two areas of concern:

- how the service hasn't taken sufficient action since the last inspection to appropriately resource its protection function; and
- how is hasn't done enough since the last inspection to improve equality, diversity and inclusion in the service.

Making recommendations against these and reporting on the progress made since these concerns were raised in April and May 2021, we read the progress report, where HMICFRS said that "The service has detailed action plans covering our causes of concern... The service has shown a strong commitment to carry out the action plan. You have put in place appropriate governance arrangements to monitor progress against the plan... Some of the actions had been completed."

We have read the inspection report and HMICFRS has found services to be:

Domain	Prior Rating	Current Rating
Effectiveness	Good	Requires Improvement
Efficiency	Good	Requires Improvement
People	Requires Improvement	Requires Improvement

In our view, whilst there is some deterioration in the domain ratings, there is no indication of a significant weakness in arrangements.

VFM Progress Report – initial observations on arrangements for improving economy, efficiency and effectiveness

Lincolnshire Sustainability And Transformation Partnership (Covid-19: Improving economy, efficiency and effectiveness)

Sustainability and transformation partnerships (STPs) were introduced in 2016. They bring together local NHS organisations and local authorities (county/ unitary councils) to develop proposals to improve health and the quality of care to provide better services for patients in the areas they serve.

The Council is part of the Lincolnshire Sustainability And Transformation Partnership, along with:

- NHS Lincolnshire CCG
- United Lincolnshire Hospitals NHS Trust
- Lincolnshire Community Health Services NHS Trust
- Lincolnshire Partnership NHS Foundation Trust
- East Midlands Ambulance Service NHS Trust
- LinCA
- Lincolnshire VET.

During 2020/21, the Care Quality Commission (CQC) undertook a review of how providers have worked collaboratively during the response to Covid-19. The CQC have reviewed arrangements in 11 systems, of which Lincolnshire is one. This review focused on the Local Authority area of Lincolnshire, the geographical footprint of which, is consistent with the Lincolnshire sustainability and transformation partnership (STP).

We reviewed the feedback provided by the CQC, which noted the following:

- Joint working across the STP was led and coordinated through a local resilience forum (LRF) and comprehensive cell structure, which included representation from a broad range of stakeholders.

- There was good oversight of the needs of the population with recognition of health inequalities in those areas of deprivation across Lincolnshire STP. Partnership working across the health and social care footprint connected residents with local support networks and mechanisms.
- In the early phase there was a rapid development of command and control and strategic cell structure with the focus very much on finding solutions at pace.
- Outputs from this review suggest the STP has an effective platform to progress to Integrated Care System status from 2021.

We are therefore satisfied that there is no indication of a significant weakness in arrangements.

04

Section 04:

Other reporting responsibilities

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4. Other reporting responsibilities

Matters we report by exception

The Local Audit and Accountability Act 2014 provides auditors with specific powers where matters come to our attention that, in their judgement, require specific reporting action to be taken. Auditors have the power to:

- issue a report in the public interest;
- make statutory recommendations that must be considered and responded to publicly;
- apply to the court for a declaration that an item of account is contrary to the law; and
- issue an advisory notice.

We have not exercised any of these statutory reporting powers

The 2014 Act also gives rights to local electors and other parties, such as the right to ask questions of the auditor and the right to make an objection to an item of account. We did not receive any such objections or questions.

Reporting to the NAO in respect of Whole of Government Accounts consolidation data

The NAO, as group auditor, requires us to complete the WGA Assurance Statement in respect of its consolidation data and to carry out certain tests on the data. As at the date of reporting, we have not received instructions from the NAO to enable us to complete this work.

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**Open Report on behalf of Andrew Crookham,
Executive Director - Resources**

Report to:	County Council
Date:	18 February 2022
Subject:	Opt into National Scheme for Auditor Appointments

Summary:

The Council is required to appoint an auditor to audit its financial accounts for each financial year. The Council is currently opted into the 'appointing person' national auditor appointment arrangements established by Public Sector Audit Appointments (PSAA) for the period ending March 2023.

The Council can choose to appoint its own auditor, but must follow the regulations laid out in the Local Government Audit & Accountability Act 2014 to do this.

Alternatively, the Council can accept the invitation from PSAA to continue to opt into the national auditor arrangements. This acceptance must be received by PSAA by no later than 11th March 2022.

Auditors must act independently of the Council and are regulated by the FRC. Councils therefore have very limited influence over the nature of the audit services they are procuring, the nature and quality of which are determined or overseen by third parties.

Given the current instability in the audit market, the challenges set out in this report, and the limited influence the Council can have in the procurement it would be beneficial to the council to accept the invitation from PSAA to opt into the national auditor procurement arrangements.

Recommendation(s):

That the Council accepts Public Sector Audit Appointments' invitation to opt into the sector-led option for the appointment of external auditors to principal local government and police bodies for the five financial years from 1 April 2023.

1. Background

The Legal Framework and Requirements

Under the Local Government Audit & Accountability Act 2014 (“the Act”), the council is required to appoint an auditor to audit its accounts for each financial year. The council has three options;

- a) To appoint its own auditor, which requires it to follow the procedure set out in the Act.
- b) To act jointly with other authorities to procure an auditor following the procedures in the Act.
- c) To opt in to the national auditor appointment scheme administered by a body designated by the Secretary of State as the ‘appointing person’. The body currently designated for this role is Public Sector Audit Appointments Limited (PSAA).

To appoint its own auditor (option a) or to act jointly with other authorities (option b) the Council would be required to establish an independent auditor panel to make a stand-alone appointment. Members of the panel must be wholly or a majority of independent members as defined by the Act. Independent members for this purpose are independent appointees, excluding current and former elected members (or officers) and their close families and friends. The decision to appoint remains with the Council but the Council must consult and take into account the advice of the auditor panel on the selection and appointment of its auditor. The contract must also be managed by the council and overseen by the auditor panel.

In order to opt in to the national scheme (option c), a council must make a decision at a meeting of the Full Council. The close of the opt-in period to respond formally to the PSAA invitation is 11th March 2022.

Auditors must act independently of the Council and are regulated by the Financial Reporting Council (FRC), which will be replaced by a new body with wider powers, the Audit, Reporting and Governance Authority (ARGA) during the course of the next audit contract.

Councils therefore have very limited influence over the nature of the audit services they are procuring, the nature and quality of which are determined or overseen by third parties.

The national auditor appointment scheme

PSAA is specified as the ‘appointing person’ for principal local government under the provisions of the Act and the Local Audit (Appointing Person) Regulations 2015. PSAA let five-year audit services contracts in 2017 for the first appointing period, covering audits of the accounts from 2018/19 to 2022/23. It is now undertaking the work needed to invite eligible bodies to opt in for the next appointing period, from the 2023/24 audit onwards, and to complete a procurement for audit services. PSAA is a not-for-profit organisation

whose costs are around 4% of the scheme with any surplus distributed back to scheme members.

In summary the national opt-in scheme provides the following:

- the appointment of a suitably qualified audit firm to conduct audits for each of the five financial years commencing 1 April 2023;
- appointing the same auditor to other opted-in bodies that are involved in formal collaboration or joint working initiatives to the extent this is possible with other constraints;
- managing the procurement process to ensure both quality and price criteria are satisfied. PSAA has sought views from the sector to help inform its detailed procurement strategy;
- ensuring suitable independence of the auditors from the bodies they audit and managing any potential conflicts as they arise during the appointment period;
- minimising the scheme management costs and returning any surpluses to scheme members;
- consulting with authorities on auditor appointments, giving the Council the opportunity to influence which auditor is appointed;
- consulting with authorities on the scale of audit fees and ensuring these reflect scale, complexity, and audit risk; and
- ongoing contract and performance management of the contracts once these have been let.

Pressures in the current local audit market

Much has changed in the local audit market since audit contracts were last awarded in 2017. At that time the audit market was relatively stable, there had been few changes in audit requirements, and local audit fees had been reducing over a long period. 98% of those bodies eligible opted into the national scheme and attracted very competitive bids from audit firms. The resulting audit contracts took effect from 1 April 2018.

During 2018 a series of financial crises and failures in the private sector year led to questioning about the role of auditors and the focus and value of their work. Four independent reviews were commissioned by Government and the recommendations are now under consideration by Government, with the clear implication that significant reforms will follow. A new audit regulator (ARGA) is to be established, and arrangements for system leadership in local audit are to be introduced.

What has become clear is that the local audit market has become unstable and there is a need to revise the current fee structure. This situation has been compounded by growing auditor recruitment and retention challenges, the complexity of local government financial statements and increasing levels of technical challenges. These challenges have increased in subsequent audit years, with Covid-19 creating further significant pressure for finance and audit teams.

None of these problems are unique to local government audit. Similar challenges have played out in other sectors, where increased fees and disappointing responses to tender invitations have been experienced during the past two years.

The next audit procurement for opted in bodies

The prices submitted by bidders through the procurement will determine the value of audit fees paid by opted-in bodies. PSAA will:

- seek to encourage realistic fee levels and to benefit from the economies of scale associated with procuring on behalf of a significant number of bodies;
- continue to pool scheme costs and charge fees to opted-in bodies in accordance with the published fee scale as amended following consultations with scheme members and other interested parties (pooling means that everyone within the scheme will benefit from the prices secured via a competitive procurement process – a key tenet of the national collective scheme);
- continue to minimise its own costs, around 4% of scheme costs, and as a not-for-profit company will return any surplus funds to scheme members. In 2019 it returned a total £3.5million to relevant bodies and in 2021 a further £5.6million was returned.

PSAA will seek to encourage market sustainability in its procurement. Firms will be able to bid for a variety of differently sized contracts so that they can match their available resources and risk appetite to the contract for which they bid. They will be required to meet appropriate quality standards and to reflect realistic market prices in their tenders, informed by the scale fees and the supporting information provided about each audit. Where regulatory changes are in train which affect the amount of audit work suppliers must undertake, firms will be informed as to which developments should be priced into their bids.

The scope of a local audit is fixed. It is determined by the Code of Audit Practice (currently published by the National Audit Office)¹, the format of the financial statements (specified by CIPFA/LASAAC) and the application of auditing standards regulated by the FRC. These factors apply to all local audits irrespective of whether an eligible body decides to opt into PSAA's national scheme or chooses to make its own separate arrangements. The requirements are mandatory; they shape the work auditors undertake and have a bearing on the actual fees required.

There are currently nine audit providers eligible to audit local authorities and other relevant bodies under local audit legislation. This means that a local procurement exercise would seek tenders from the same firms as the national procurement exercise, subject to the need to manage any local independence issues. Local firms cannot be invited to bid. Local procurements must deliver the same audit scope and requirements as a national procurement, reflecting the auditor's statutory responsibilities.

¹ MHCLG's Spring statement proposes that overarching responsibility for Code will in due course transfer to the system leader, namely ARGA, the new regulator being established to replace the FRC.

2. Legal Issues:

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
- take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; and
- encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding. Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

<p>There are no implications under the Equality Act 2010 arising from the decision to opt into the sector-led appointment of external auditors for the five financial years from April 2023.</p>
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Joint Strategic Needs Analysis (JSNA and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health & Well Being Strategy (JHWS) in coming to a decision.

There are no implications for the JSNA of JHWS arising from the decision to opt into the sector-led appointment of external auditors for the five financial years from April 2023.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

There are no implications in relation to Crime and Disorder arising from the decision to opt into the sector-led appointment of external auditors for the five financial years from April 2023..

3. Conclusion

The current auditor appointment arrangements cover the period up to and including the audit of the 2022/23 accounts. The Council opted into the 'appointing person' national auditor appointment arrangements established by Public Sector Audit Appointments (PSAA) for this period.

PSAA is now undertaking a procurement for the next appointing period, covering audits for 2023/24 to 2027/28. The Council is required to decide on our external audit arrangements from 2023/24. The Council has the options to arrange their own procurement and make the appointment themselves or in conjunction with other bodies, or they can join and take advantage of the national collective scheme administered by PSAA.

The report concludes that the sector-wide procurement conducted by PSAA will produce better outcomes and will be less burdensome for the Council than a procurement undertaken locally because:

- collective procurement reduces costs for the sector and for individual authorities compared to a multiplicity of smaller local procurements;
- if it does not use the national appointment arrangements, the Council/Authority will need to establish its own auditor panel with an independent chair and independent members to oversee a local auditor procurement and ongoing management of an audit contract;
- it is the best opportunity to secure the appointment of a qualified, registered auditor - there are only nine accredited local audit firms, and a local procurement would be drawing from the same limited supply of auditor resources as PSAA's national procurement; and

- supporting the sector-led body offers the best way of ensuring there is a continuing and sustainable public audit market into the medium and long term.

If the Council wishes to take advantage of the national auditor appointment arrangements we must confirm our decision to opt in to PSAA no later than 11 March 2022.

4. Legal Comments:

Section 7 of the Local Audit and Accountability Act 2014 requires a relevant Council/Authority to appoint a local auditor to audit its accounts for a financial year not later than 31 December in the preceding year.

Section 8 governs the procedure for appointment including that the Council/Authority must consult and take account of the advice of its auditor panel on the selection and appointment of a local auditor. Section 8 provides that where a relevant Council/Authority is a local Council/Authority operating executive arrangements, the function of appointing a local auditor to audit its accounts is not the responsibility of an executive of the Council/Authority under those arrangements.

Section 12 makes provision for the failure to appoint a local auditor. The Council/Authority must immediately inform the Secretary of State, who may direct the Council/Authority to appoint the auditor named in the direction or appoint a local auditor on behalf of the Council/Authority.

Section 17 gives the Secretary of State the power to make regulations in relation to an 'appointing person' specified by the Secretary of State. This power has been exercised in the Local Audit (Appointing Person) Regulations 2015 (SI 192) and this gives the Secretary of State the ability to enable a sector-led body to become the appointing person. In July 2016 the Secretary of State specified PSAA as the appointing person.

The recommendation that the Full Council accepts Public Sector Audit Appointments' invitation to opt into the sector-led option for the appointment of external auditors to principal local government and police bodies for the five financial years from 1 April 2023 is within the provisions of the Local Audit and Accountability Act 2014 , as set out above

5. Resource Comments:

Accepting the invitation from PSAA to opt into the national procurement of external audit from 2023/24 will not have a direct impact on the budgets of the council.

At this time it is not known whether there will be any increase in the audit fees following the letting of the new contracts from 2023/24, but these increases should be less significant by being part of the national procurement.

5. Consultation

a) Has Local Member Been Consulted?

No

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

The option to opt into the national auditor appointment was reviewed by Audit Committee on the 15th November 2021. The recommendation in the report to accept the invitation was supported by the committee.

d) Risks and Impact Analysis

The principal risks are that the Council:

- fails to appoint an auditor in accordance with the requirements and timing specified in local audit legislation; or
- does not achieve value for money in the appointment process.

6. Appendices

These are listed below and attached at the back of the report	
Appendix A	PSAA Invitation to opt into national auditor appointment

7. Background Papers

The following background papers as defined in the Local Government Act 1972 were relied upon in the writing of this report.

Document title	Where the document can be viewed
Audit Committee Report - 15 November 2021. Appointment of External Auditor	Agenda for Audit Committee on Monday, 15th November, 2021, 10.00 am (modern.gov.co.uk)

This report was written by Michelle Grady, who can be contacted on 01522 553235 or Michelle.grady@lincolnshire.gov.uk.

22 September 2021

To: Ms Barnes, Chief Executive
Lincolnshire County Council

Copied to: Mr Crookham, S151 Officer
Cllr Mrs Rawlins, Chair of Audit Committee or equivalent

Dear Ms Barnes,

Invitation to opt into the national scheme for auditor appointments from April 2023

I want to ensure that you are aware the external auditor for the audit of your accounts for 2023/24 has to be appointed before the end of December 2022. That may seem a long way away but, as your organisation has a choice about how to make that appointment, your decision-making process needs to begin soon.

We are pleased that the Secretary of State has confirmed PSAA in the role of the appointing person for eligible principal bodies for the period commencing April 2023. Joining PSAA's national scheme for auditor appointments is one of the choices available to your organisation.

In June 2021 we issued a draft prospectus and invited your views and comments on our early thinking on the development of the national scheme for the next period. Feedback from the sector has been extremely helpful and has enabled us to refine our proposals which are now set out in the [scheme prospectus](#) and our [procurement strategy](#). Both documents can be downloaded from our website which also contains a range of useful information that you may find helpful.

The national scheme timetable for appointing auditors from 2023/24 means we now need to issue a formal invitation to you to opt into these arrangements. In order to meet the requirements of the relevant regulations, we also attach a form of acceptance of our invitation which you must use if your organisation decides to join the national scheme. We have specified the five consecutive financial years beginning 1 April 2023 as the compulsory appointing period for the purposes of the regulations which govern the national scheme.

Given the very challenging local audit market, we believe that eligible bodies will be best served by opting to join the scheme and have attached a short summary of why we believe that is the best solution both for individual bodies and the sector as a whole.

I would like to highlight three matters to you:

1. if you opt to join the national scheme, we need to receive your formal acceptance of this invitation by Friday 11 March 2022;

2. the relevant regulations require that, except for a body that is a corporation sole (e.g. a police and crime commissioner), the decision to accept our invitation and to opt in must be made by the members of the authority meeting as a whole e.g. Full Council or equivalent. We appreciate this will need to be built into your decision-making timetable. We have deliberately set a generous timescale for bodies to make opt in decisions (24 weeks compared to the statutory minimum of 8 weeks) to ensure that all eligible bodies have sufficient time to comply with this requirement; and
3. if you decide not to accept the invitation to opt in by the closing date, you may subsequently make a request to opt in, but only after 1 April 2023. We are required to consider such requests and agree to them unless there are reasonable grounds for their refusal. PSAA must consider a request as the appointing person in accordance with the Regulations. The Regulations allow us to recover our reasonable costs for making arrangements to appoint a local auditor in these circumstances, for example if we need to embark on a further procurement or enter into further discussions with our contracted firms.

If you have any other questions not covered by our information, do not hesitate to contact us by email at ap2@psaa.co.uk. We also publish answers to [frequently asked questions](#) on our website.

If you would like to discuss a particular issue with us, please send an email also to ap2@psaa.co.uk, and we will respond to you.

Yours sincerely

Tony Crawley
Chief Executive

Encl: Summary of the national scheme

Why accepting the national scheme opt-in invitation is the best solution

Public Sector Audit Appointments Limited (PSAA)

We are a not-for-profit, independent company limited by guarantee incorporated by the Local Government Association in August 2014.

We have the support of the LGA, which in 2014 worked to secure the option for principal local government and police bodies to appoint auditors through a dedicated sector-led national body.

We have the support of Government; MHCLG's Spring statement confirmed our appointment because of our "strong technical expertise and the proactive work they have done to help to identify improvements that can be made to the process".

We are an active member of the new Local Audit Liaison Committee, chaired by MHCLG and attended by key local audit stakeholders, enabling us to feed in body and audit perspectives to decisions about changes to the local audit framework, and the need to address timeliness through actions across the system.

We conduct research to raise awareness of local audit issues, and work with MHCLG and other stakeholders to enable changes arising from Sir Tony Redmond's review, such as more flexible fee setting and a timelier basis to set scale fees.

We have established an advisory panel, which meets three times per year. Its membership is drawn from relevant representative groups of local government and police bodies, to act as a sounding board for our scheme and to enable us to hear your views on the design and operation of the scheme.

The national scheme for appointing local auditors

In July 2016, the Secretary of State specified PSAA as an appointing person for principal local government and police bodies for audits from 2018/19, under the provisions of the Local Audit and Accountability Act 2014 and the Local Audit (Appointing Person) Regulations 2015. Acting in accordance with this role PSAA is responsible for appointing an auditor and setting scales of fees for relevant principal authorities that have chosen to opt into its national scheme. 98% of eligible bodies made the choice to opt-in for the five-year period commencing in April 2018.

We will appoint an auditor for all opted-in bodies for each of the five financial years beginning from 1 April 2023.

We aim for all opted-in bodies to receive an audit service of the required quality at a realistic market price and to support the drive towards a long term competitive and more sustainable market for local audit. The focus of our quality assessment will include resourcing capacity and capability including sector knowledge, and client relationship management and communication.

What the appointing person scheme from 2023 will offer

We believe that a sector-led, collaborative, national scheme stands out as the best option for all eligible bodies, offering the best value for money and assuring the independence of the auditor appointment.

The national scheme from 2023 will build on the range of benefits already available for members:

- transparent and independent auditor appointment via a third party;
- the best opportunity to secure the appointment of a qualified, registered auditor;
- appointment, if possible, of the same auditors to bodies involved in significant collaboration/joint working initiatives, if the parties believe that it will enhance efficiency;
- on-going management of any independence issues which may arise;
- access to a specialist PSAA team with significant experience of working within the context of the relevant regulations to appoint auditors, managing contracts with audit firms, and setting and determining audit fees;
- a value for money offer based on minimising PSAA costs and distribution of any surpluses to scheme members - in 2019 we returned a total £3.5million to relevant bodies and more recently we announced a further distribution of £5.6m in August 2021;
- collective efficiency savings for the sector through undertaking one major procurement as opposed to a multiplicity of smaller procurements;
- avoids the necessity for local bodies to establish an auditor panel and undertake an auditor procurement, enabling time and resources to be deployed on other pressing priorities;
- updates from PSAA to Section 151 officers and Audit Committee Chairs on a range of local audit related matters to inform and support effective auditor-audited body relationships; and
- concerted efforts to work with other stakeholders to develop a more sustainable local audit market.

We are committed to keep developing our scheme, taking into account feedback from scheme members, suppliers and other stakeholders, and learning from the collective post-2018 experience. This work is ongoing, and we have taken a number of initiatives to improve the operation of the scheme for the benefit of all parties.

Importantly we have listened to your feedback to our recent consultation, and our response is reflected in [the scheme prospectus](#).

Opting in

The closing date for opting in is 11 March 2022. We have allowed more than the minimum eight-week notice period required, because the formal approval process for most eligible bodies is a decision made by the members of the authority meeting as a whole [Full Council or equivalent], except police and crime commissioners who are able to make their own decision.

We will confirm receipt of all opt-in notices. A full list of eligible bodies that opt in will be published on our website. Once we have received an opt-in notice, we will write to you to request information on any joint working arrangements relevant to your auditor appointment, and any potential independence matters which may need to be taken into consideration when appointing your auditor.

Local Government Reorganisation

We are aware that reorganisations in the local government areas of Cumbria, Somerset, and North Yorkshire were announced in July 2021. Subject to parliamentary approval shadow elections will take place in May 2022 for the new Councils to become established from 1 April 2023. Newly established local government bodies have the right to opt into PSAA's scheme under Regulation 10 of the Appointing Person Regulations 2015. These Regulations also set out that a local government body that ceases to exist is automatically removed from the scheme.

If for any reason there is any uncertainty that reorganisations will take place or meet the current timetable, we would suggest that the current eligible bodies confirm their acceptance to opt in to avoid the requirement to have to make local arrangements should the reorganisation be delayed.

Next Steps

We expect to formally commence the procurement of audit services in early February 2022. At that time our procurement documentation will be available for opted-in bodies to view through our e-tendering platform.

Our recent webinars to support our consultation proved to be popular, and we will be running a series of webinars covering specific areas of our work and our progress to prepare for the second appointing period. Details can be found on [our website](#) and in [the scheme prospectus](#).

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