

County Offices  
Newland  
Lincoln  
LN1 1YL

22 December 2022

**Executive**

A meeting of the Executive will be held on **Wednesday, 4 January 2023** in **Council Chamber, County Offices, Newland, Lincoln LN1 1YL** at **10.30 am** for the transaction of business set out on the attached Agenda.

Yours sincerely



Debbie Barnes OBE  
Chief Executive

**Membership of the Executive**  
**(9 Members of the Council)**

Councillor M J Hill OBE, Executive Councillor for Resources, Communications and Commissioning (Leader of the Council)

Councillor Mrs P A Bradwell OBE, Executive Councillor for Children's Services, Community Safety, Procurement and Migration (Deputy Leader)

Councillor Mrs W Bowkett, Executive Councillor for Adult Care and Public Health

Councillor R D Butroid, Executive Councillor for People Management, Legal and Corporate Property

Councillor L A Cawrey, Executive Councillor for Fire & Rescue and Cultural Services

Councillor C J Davie, Executive Councillor for Economic Development, Environment and Planning

Councillor R G Davies, Executive Councillor for Highways, Transport and IT

Councillor D McNally, Executive Councillor for Waste and Trading Standards

Councillor Mrs S Woolley, Executive Councillor for NHS Liaison, Community Engagement, Registration and Coroners



**EXECUTIVE AGENDA  
WEDNESDAY, 4 JANUARY 2023**

Item	Title	Forward Plan Decision Reference	Pages
1	Apologies for Absence		
2	Declarations of Councillors' Interests		
3	Announcements by the Leader, Executive Councillors and Executive Directors		
4	Minutes of the Meeting of the Executive held on 6 December 2022		5 - 12

**KEY DECISIONS - ITEMS TO BE RESOLVED BY THE EXECUTIVE**

5	<b>Council Budget 2023/24</b> <i>(To receive a report by the Executive Director – Resources which seeks approval for the proposals on the Council Budget for 2023/24, as set out in the report, for internal and external consultation)</i>	<b>I028535</b>	13 - 58
6	<b>Re-Commissioning of the Social Care Client Information System</b> <i>(To receive a report by the Executive Director – Resources which invites the Executive to consider the re-commissioning of the social care client information system)</i>	<b>I028446</b>	59 - 84

**NON KEY DECISIONS - ITEMS TO BE RESOLVED BY THE EXECUTIVE**

7	<b>The Director of Public Health's Annual Report 2022 - The Diverse Communities of Greater Lincolnshire</b> <i>(To receive the Director of Public Health's Annual Report 2022, which examines the diverse communities of Greater Lincolnshire, and for the Executive to consider approving the publication of this document to Lincolnshire County Council's website)</i>	<b>I028012</b>	85 - 112
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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

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 Executive on Wednesday, 4th January, 2023, 10.30 am \(moderngov.co.uk\)](#)

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<https://www.lincolnshire.gov.uk/council-business/search-committee-records>





**EXECUTIVE  
6 DECEMBER 2022**

**PRESENT: COUNCILLOR M J HILL OBE (LEADER OF THE COUNCIL)**

Councillors Mrs P A Bradwell OBE (Executive Councillor for Children's Services, Community Safety and Procurement) (Deputy Leader), R D Butroid (Executive Councillor for People Management, Legal and Corporate Property), L A Cawrey (Executive Councillor for Fire & Rescue and Cultural Services), C J Davie (Executive Councillor for Economic Development, Environment and Planning), R G Davies (Executive Councillor for Highways, Transport and IT), D McNally (Executive Councillor for Waste and Trading Standards) and Mrs S Woolley (Executive Councillor for NHS Liaison, Community Engagement, Registration and Coroners)

Councillors: P M Dilks (Leader of the Opposition) and R B Parker (Chairman of the Overview and Scrutiny Management Board) attended the meeting as observers

Officers in attendance:-

Debbie Barnes OBE (Chief Executive), Glen Garrod (Executive Director - Adult Care and Community Wellbeing), Michelle Grady (Assistant Director – Finance), Andy Gutherson (Executive Director Place), Caroline Jackson (Head of Corporate Performance), Andrew McLean (Assistant Director - Transformation), Heather Sandy (Executive Director of Children's Services), Nigel West (Head of Democratic Services and Statutory Scrutiny Officer) and Rachel Wilson (Democratic Services Officer)

**38      APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Mrs W Bowkett, Executive Councillor for Adult Care and Public Health.

An apology for absence was also received from Andrew Crookham, Executive Director – Resources.

**39      DECLARATIONS OF COUNCILLORS' INTERESTS**

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

**40      ANNOUNCEMENTS BY THE LEADER, EXECUTIVE COUNCILLORS AND EXECUTIVE DIRECTORS**

The Executive Councillor for People Management, Legal and Corporate Property announced the appointment of the new Assistant Director – Property – Jane Sowerby- Warrington and advised that she would be starting later in the month.

41 MINUTES OF THE MEETING OF THE EXECUTIVE HELD ON 1 NOVEMBER 2022

## RESOLVED

That the minutes of the meeting held on 1 November 2022 be approved as a correct record and signed by the Chairman.

42 REVENUE BUDGET MONITORING REPORT 2022/23 - QUARTER 2

The Assistant Director – Finance introduced a report on *Revenue Budget Monitoring 2022/23 – Quarter 2* which summarised the forecasts against the budget for the current financial year. More detail on the variances reported were set out in the appendices to the report. It was reported that the current overall position was forecasting an underspend of £1.614m (excluding schools) as at 30 September 2022. This was a movement of £2.3m from the small overspend that was reported in Quarter 1.

The Assistant Director advised that the current budget had been set to include inflationary increases based on the projections at that time. Due to the uncertainty at that time, the contingency fund was also increased in anticipation of some of the pressures. It was noted that the forecast assumed that the pressure created by the pay award had been met by the contingency fund, however, the forecasts did include pressures created by contractor, utility and inflationary price increases. There had been variances reported in the Place directorate including streetlighting costs due to energy price rises, and the Highways contract with the mid-year price increase to support supply chains which was being offset in part by some Traffic Regulation Order (TRO) permitting income, as well as underspends in other directorates, and additional grants which had been received which were not known about when the budget was set. These forecasts were expected to be updated in the future, and it was highlighted that the forecast for Home to School Transport was missing, but this was currently being worked on.

The Chairman of the Overview and Scrutiny Management Board highlighted to the Executive the main points in the Board's Statement to the Executive and noted that there had been some discussion around the Autumn Statement and the potential for increases to Council Tax. It was also noted that the full implications for the Adult Social Care budget were not yet known. It had also been commented that the increase to the National Living Wage would have an effect on a number of council contracts. There was also recognition that people's ability to pay their council tax bills could be affected by the current financial situation, but that there was a council tax support system in place.

The overspend in Highways was highlighted, but it was noted that this could potentially be offset by the winter maintenance budget if there was less demand for grit runs carried out over the winter period. It was noted that the overspend in Children's Services was predominantly due to recruitment issues within the Children's legal services team, and the need to rely on locum support which was becoming more costly due to a competitive market.

During discussion by the Executive, the following was highlighted:

- In relation to inflationary pressures, it was queried what the projections were for the coming year, and if prices were expected to start decreasing. Officers advised that energy prices were starting to level off, construction prices were also starting to level off, although there may be a time lag on some of the contracts. However, the pay increase may have an impact next year.
- It was highlighted that construction inflation tended to be above the headline inflation level and was something that needed to be kept under close review. There could be wider impacts as there was still volatility within supply chains.
- In terms of Children’s social care, staffing pressures were beginning to level off due to the apprentice scheme. However, placement costs were not levelling off and still far exceeded the levels seen pre-pandemic.
- Within Adult Social Care, Occupational Therapist and nurse recruitment had improved slightly, and more people were being retained. In the Home Care market there had also been some slight improvement, but the challenge was still considerable as capacity demands were excessive. Following an announcement from Government, a £15m international recruitment fund for social care was expected. The Executive Director – Adult Care and Community Wellbeing was leading on this for the East Midlands, and it was hoped that the East Midlands, and Lincolnshire in particular, could be promoted as an attractive area for people to work in social care.
- The Executive was informed that there was significant disappointment that the decisions in relation to long term funding for social care had been put back by the Government, and local authorities were being given short term funding when a long term solution was needed. The Chancellor’s announcement had made reference to funding that was going to be made available. This was positive and the detail was currently being worked through, but it would help over the next year. The future of the Public Health grant and Better Care Fund was still unknown at this point.
- A report was due to be considered at the Lincolnshire Health and Wellbeing Board later that day regarding the proposals for the allocation of the £500m discharge fund. This was required to be spent this financial year and was to particularly address the flow of patients in hospitals.

RESOLVED

That the current position on the revenue budget be noted.

43      CAPITAL BUDGET MONITORING REPORT 2022/23 - QUARTER 2 TO 30 SEPTEMBER 2022

The Assistant Director – Finance presented a report titled Capital Budget Monitoring 2022/23 – Quarter 2 to 30 September 2022. The Executive was advised that the current 2022/23 forecasted position was an underspend of £11.377m (Block schemes £11.913m underspend, Project schemes £0.536m overspend). It was noted that the majority of this variance being reported as the capital contingency, which had been maintained in anticipation of pressures on the budget including the inflationary pressures previously

discussed around construction. This would be explored further during the budget setting process for 2023/24. Other variances highlighted included a small overspend forecast for highways maintenance and a small underspend for Fire and Rescue. The budget setting process would address some of the pressures coming through on the major schemes particularly the North Hykeham Relief Road and the Grantham Southern Relief Road. The level of the contingency fund going forward would also be examined.

The Chairman of the Overview and Scrutiny Management Board presented the comments of the meeting of the Board held on 24 November 2022 and highlighted Appendix D of the report and the education transport links to school, and concerns had been raised as to whether the health and safety aspect of children cycling to school on busy roads had been considered in the cost versus benefit analysis of sustainable travel schemes. The Executive Director – Place gave reassurance that health and safety was a prime consideration, however some of the proposals that came forward were not as straight forward as would be expected. It was requested whether a written report could be provided to the Overview and Scrutiny Management Board which set this out in further detail. It was also noted that there were a number of Transport Strategies due to be considered by the Highways and Transport Scrutiny Committee the following week, and these did have a focus on walking and cycling.

#### RESOLVED

That the position on the capital programme be noted.

#### 44 CORPORATE PLAN SUCCESS FRAMEWORK 2022/23 - QUARTER 2

Consideration was given to a report introduced by the Head of Corporate Performance which presented an overview of performance against the Corporate Plan as at 30 September 2022. Detailed information on performance could be viewed on the Council's website. The full list of activities reported on were set out in Appendix A to the report. It was reported that all 39 activities were progressing as planned, which was a positive picture considering the challenges being faced by the services. Progress would continue to be monitored for the remainder of the year.

There were 22 activities that could be reported on for Quarter 2, 73% were achieving or exceeding target. There were four indicators which were exceeding target, and 12 achieving target. There were now also three KPI's which were now achieving target, which were not achieving target in quarter 1. There were currently six indicators that were not achieving target, and two of these measures related to recycling. However, as two of the KPI's exceeding target also related to waste, there was still a positive picture for this area.

It was reported that work was underway with the Executive Director – Place to ensure consistency around waste measures reporting to Executive and the Environment and Economy Scrutiny Committee for Quarter 3, including a glossary of terms to ensure that reporting is clear, including definitions around the reporting of national indicators.

In terms of 'Days lost to sickness absence', whilst this was not yet achieving target, a slight reduction in days lost had been seen, but Covid was still having an impact, and without Covid, this measure would be below its target of 7.5 days per FTE. The authority continued to manage sickness absence through its absence management procedures as well as providing a comprehensive package of health and wellbeing support to staff.

There were two new measures which were now underperforming in Quarter 2 which previously were not, these both related to Ofsted Inspection outcomes, which were 'Percentage of schools judged good or outstanding' and 'Percentage of pupils in outstanding or good schools', and it was reported at the meeting that the drop in performance was due to Ofsted judgements of three secondaries and one primary academy whose reports were published during the quarter 2 period. Plans were in place to support the required improvement in these schools.

In relation to the contextual KPI's, where a target was not set but a RAG rating was given by the Executive Director, it was noted that there were four that were exceeding target. There were also a number of measures which could not be reported in Quarter 2, which were listed in paragraph 4.6 of the report, these mainly related to national data which had not yet been released. It was also reported that since the writing of the report, there had been an agreement between the Leader of the Council and the Executive Councillor for Adult Care and Public Health to include a further two measures which related to Adult Social Care Performance which would be reported on from Quarter 3, which were 'Adult Safeguarding Cases supported by an Advocate' and 'Concluded Adult Safeguarding Enquiries where the desired outcomes were achieved'.

The Chairman of the Overview and Scrutiny Management Board presented the comments of the meeting of the Board held on 24 November 2022, and it was noted that the Board focused on three areas:

- Waste and Recycling – it was discussed whether, when the Energy from Waste (EfW) working at capacity, if there was a risk of the amount of waste being sent to landfill increasing, and to what extent was the facility operating at maximum capacity. Educational campaigns to improve residents understanding of what should go in each bin were also underway and the Board had requested to look further at if there were variations by district, and if there were different recycling rates for different local authorities.
- Education – it was acknowledged that there was a combination of reasons for schools not being judged good or outstanding.
- Early Years – the Board has reflected on the 80% target and queried whether the Council should be aiming for 100% to ensure all young children were engaged in an Early Years setting.

During discussion by the Executive, the following was noted:

- It was commented that the reporting of waste performance could be frustrating, due to some of the national requirements for reporting. It was suggested that the most important indicator in terms of waste was on p.77 of the report and was the amount

of waste which was sent to landfill, which in Lincolnshire was 4.47%. It was important to maintain an overall picture rather than focusing on individual indicators which could be contradictory, and the overall position was in line with the Council's Waste Strategy. It therefore may be more useful to have a narrative of waste performance.

- In terms of education around recycling, it needed to be a joined-up approach across all eight authorities. For example, the paper and card collection was delivering an income stream as Lincolnshire was delivering a product that the market wanted access to.
- It was clarified that in terms of the Corporate Plan, the Council could decide what indicators were included (although there would still be a need to report certain KPI's to government) to ensure that it was meaningful to residents. If it was acceptable to the Executive, officers would discuss with the Executive Councillor for Waste and Trading Standards outside of the meeting, the most appropriate indicators to be included in the Corporate Plan.
- The Executive Director – Children's Services advised that the local authority did not have a formal role in intervention when an academy was judged as inadequate, and this role now sat with the Regional Director of the DfE. Whilst some of these targets were placed on the local authority, some of the control and interventions did not sit with the authority, and the funding had been removed. However, the Council did work with academies, and also worked very closely with the Regional Director to seek further reassurance. The Council had engaged with the academies in question and requested a response. It was commented that it was very important that the academies continued to work with the authority in relation to inclusion, and officers were also working with the Regional Director to raise concerns about inclusion of children in those academies as they move forward.
- It was queried whether local councillors could be kept informed of any issues with academies in their areas. The Executive was advised that workshops would be held for councillors to help them understand how they can gain more information about academies in their areas, as well as expectations about what information they may receive. It was noted that the Regional Directors did often share information with the local authority, however it was often confidential and would not allow officers to share this information with councillors.
- It was suggested that councillors were able to engage with their schools, attend events etc., to build up the relationship with that school to gain a more balanced view.
- There was a discussion regarding whether local councillors could be informed if officers became aware of a serious issue at a school. It was noted that officers may not learn about issues at an academy until there was an Ofsted inspection. It was also highlighted that the council had no jurisdiction to go into an academy, but once the Ofsted report had been received, councillors could be briefed. Also, if there was an incident that the authority was made aware of, officers would be able to brief councillors on this.
- In terms of the measure relating to Early Years Entitlement for 2 year olds, it was noted that attendance at nursery was parental choice. However, it was highlighted

that Lincolnshire was benchmarked above its statistical neighbours, and it was believed that the target was set at the correct level.

- Carbon emissions – officers would be bringing the Carbon Management Plan for approval in 2023, and there would be two main issues to consider, the carbon footprint of physical buildings and transport.
- It was noted that some national measures were used to enable the authority to benchmark against statistical neighbours. It was suggested that some of these measures needed to be more user friendly so they showed what was really going on in Lincolnshire. Officers agreed to explore the way that local priorities were reported.

**RESOLVED**

1. That performance for 2022/23 as at 30 September 2022 be noted.
2. That officers examine the way that the delivery of local priorities in the Corporate Plan are more effectively measured for future reporting.

The meeting closed at 11.36 am

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

Report to:	<b>Executive</b>
Date:	<b>04 January 2023</b>
Subject:	<b>Council Budget 2023/24</b>
Decision Reference:	<b>I028535</b>
Key decision?	<b>Yes</b>

**Summary:**

This report outlines budget proposals for the financial year 2023/24. The economic context in which the Council operates continues to be highly challenging, with persistent high levels of inflation impacting across the cost base. The budget proposal makes a series of adjustments to reflect the increasing cost of providing services.

The budget proposal is also subject to change when local taxation estimates (business rates and council tax) have been received from the Lincolnshire District Councils, expected towards the end of January 2023. In recognition of the outstanding variables, the funding base cannot be considered final and therefore the budget proposal is considered to be an estimate at this stage.

The Executive is asked to approve the proposals for the Council's budget for 2023/24, set out in this report and based on these estimates, for internal and external consultation.

**Recommendation(s):**

That the Executive:

1. approves the following elements of the budget for 2023/24 as its initial proposals subject to further consultation and scrutiny, namely:-
  - a) The budget requirement pre use of reserves as set out in Table D;
  - b) The budget savings and cost pressures covering the 2023/24 financial year, as set out in Appendix A;
  - c) The draft capital programme 2023/24 onwards set out in Appendix B.
2. Notes the advice of the Executive Director for Resources as s151 Officer at paragraphs 1.5 to 1.11 of the Report.

3. Notes the options for the setting of a precept and use of reserves relating to the initial proposals for the 2023/24 budget set out in the Report as follows:

- Option A (based on a 2% Adult Social Care (ASC) precept and a 0.99% general precept making a total precept for 2023/24 of 2.99% and £10.3m use of reserves);
- Option B (based on a 2% Adult Social Care precept and 1.99% general precept making a total precept for 2023/24 of 3.99% and £6.9m use of reserves); and
- Option C (based on a 2% Adult Social Care precept and 2.99% general precept making a total precept for 2023/24 of 4.99% and £3.4m use of reserves);

as set out in Table F of the Report.

4. Reserves its position in relation to the above options for the setting of a precept and use of reserves for the 2023/24 budget pending further consultation, scrutiny and final funding announcements.

5. Approves the carrying out of consultation and scrutiny on the Executive's initial proposals as set out in paragraph 1) together with all of the options referred to in paragraph 3).

**Alternatives Considered:**

- |    |  |
|----|--|
| 1. | The proposals for the Revenue Budget, Capital Programme and Council Tax as described in this report. |
| 2. | Higher levels of spending and consequently a higher level of Council Tax next year.                  |
| 3. | Lower levels of spending and consequently a lower level of Council Tax next year.                    |

**Reasons for Recommendations:**

The Council has undergone an extensive budget setting process, taking into account the much changed economic context and associated impact to the cost base, together with all other changes that have been identified. This includes unavoidable cost pressures which will support the delivery of Council services, and a number of savings and efficiencies which do not impact negatively on services or outcomes.

Following receipt of the single year draft settlement, the Council has reached a final budget position for most areas. However, there are still a few minor areas where other changes could potentially be required – both in respect of the cost base and funding – accordingly the Council needs to retain some flexibility with regards to its council tax

setting decision.

The recommended option reflects a need to increase council tax by at least 2.99%, with the potential for a larger increase being needed subject to finalisation of the cost and funding base by the end of January 2023. If the final position shows a shortfall between funding and the cost base, then a contribution from reserves will be required to balance the budget for 2023/24.

## **1. Background**

### Economic and Financial Context

1.1 Since early 2020, the Council's operating environment has been immensely volatile and this shows little sign of changing in the short-term. The Covid-19 pandemic – which is widely regarded to have receded – has been followed by a global economic crisis with the Ukraine war a key contributing factor. Inflation has risen to unprecedented levels and is expected to remain at high levels for a prolonged period. This has implications for our residents, businesses and the Council itself, because inflation has the effect of diminishing spending power. With all else being equal, higher prices lead to different choices being made with regards to consumption and investment, and lead to a recession. The economy is in recession when it has two or more quarters of negative growth. The economy contracted by 0.2% in quarter three and is expected to contract during the fourth quarter. The recession is forecast to last until late 2023.

1.2 Inflation has been high throughout the 2023/24 budget setting process. The rate of CPI inflation was 9% in April 2022 and has increased thereafter peaking at 11.1% in October 2022. It is expected to gradually reduce, reflecting a permanently higher price base. The Bank of England have attempted to utilise monetary policy tools to reduce inflation, with the base rate increased to 3.5% (December 2021 0.1%) and quantitative easing starting to be reversed. This approach has the effect of increasing the cost of borrowing, and increases saving incentives effectively removing money from the economy. This represents an additional cost for many households. However, this is expected to have limited impact on the root causes of inflation (e.g. Ukraine war), although could impact against subsequent inflation waves.

1.3 Government plans for public spending and financing reflect the size of the economy. Therefore, the much changed economic forecasts now project a smaller economy than had previously been expected, together with higher costs either due to; high inflation (e.g. state pension and benefits) or higher interest rates (e.g. borrowing). In the Autumn Statement presented on 17 November 2022, the Government set out a revised plan for the public finances. The Autumn Statement sets out short-term increases in public spending as growth slows and unemployment rises – fiscal policy intervention designed to result in shallower recession and unemployment. Once growth returns, there

is forecast to be lower increases in public spending – reducing pressure on Bank of England to raise the base rate further. Long-term, the plan is to grow public spending slower than growth in the economy. In summary, the Council must go forward on the assumption that its funding might not increase from 2025/26 onwards like it has in recent years.

1.4 The context set out above amounts to a material change of circumstances which the Council has continuously been reacting and responding to. The approved 2022/23 proposal contained specific risk mitigation measures – such as increasing the size of the contingency and ensuring an appropriate level of reserves – which have provided capacity during the financial year to mitigate against emergent risk. The budget setting process for the 2023/24 budget proposal has also specifically considered how the Council’s spending power and cost base might continue to be impacted and makes some specific adjustments in respect of this.

Advice of the Executive Director for Resources (section 151 officer)

1.5 The economic context and national financing framework we operate within continues to be ever challenging, and it requires the Council to remain agile and adaptive. The rate of inflation has reached unprecedented levels and is expected to remain higher for longer than originally assumed. This has had significant implications for the cost of providing services and will continue to do so in future.

1.6 The Local Government finance settlement for 2023/24 provides a much needed increase in core spending power, which has helped to reduce the deficit to the position reported here. And it is also helpful that the Government’s intentions for 2024/25 have been set out, which enables us to have slightly more certainty longer than is normally the case. The note of caution to this is that circumstances can change quickly, and no allocations have actually been guaranteed in this regard.

1.7 A number of other further variables provide uncertainty beyond 2025/26, any of which could further worsen our outlook, including:

- The potential for social care reforms to resume without full funding
- The requirement for a General Election to be held no later than January 2025
- The potential implementation of Fair Funding reforms during the plan period
- Unpredictability in demand and complexity
- Prolonged inflation, over and above the current expectation
- Impact of recession on council tax and business rates collection and taxbase growth

Analysis indicated that the impact of different assumptions in respect of the above changes could further increase the deficit by £23m from 2025/26.

1.8 With this in mind, it is important that council tax and budget setting decisions give due consideration to the medium term financial prospects for the Council, and do not solely consider the financial outlook for 2023/24 and 2024/25 only. My advice is to maximise the council tax flexibilities available, i.e. consider setting the maximum 4.99% rate if the current circumstances are maintained through to February, to put the Council in the strongest position possible from which to navigate the challenges likely to be encountered in the medium-term. It is also important to note that there is a cumulative impact to not maximising council tax, which could impair the funding base for all future years permanently.

1.9 As it stands, whichever council tax rate is set and based on the current figures, use of reserves will be required to balance the budget for the first time in five years. Whilst the Government has signalled it will be monitoring reserve use in budget setting, and indeed is encouraging it in the latest policy paper outlined elsewhere in this report, effective financial management principles dictate it must be proportionate and with purpose rather than plugging gaps that do not have sustainable plans. The council has had an effective savings strategy in recent years, however if the current medium term gap grows either as a result of foregone council tax or risks outlined above materialising, alongside a higher than sustainable level of reserve usage, a more radical assessment of future service delivery may be required.

1.10 Maximising the rate of council tax places a greater burden on residents, at a challenging time economically. However, doing so could ensure the Council is able to provide better quality services for a longer duration if austerity is to return from 2025/26.

1.11 When compared to our comparator authorities, Lincolnshire County Council is in a strong financial position and remains fully in control of its destiny. This reflects the Council's strong and prudent approach to financial management, with a longer-term focus. This will continue to be essential going forward.

#### The Medium-Term Financial Strategy

1.12 An updated Medium Term Financial Strategy was approved last year and has supported our budget setting process this year. The Strategy is being refreshed with minor changes and will be included with the report for the meeting of the Executive on 7 February 2023.

#### The Budget Process

1.13 This year's budget process started in the spring of 2022 with a re-assessment of the Council's high-level budget assumptions. Following this, budgets have been examined in detail, and a number of new cost pressures have emerged in addition to the pressures identified for 2023/24 in the previous year's budget process. In some areas, cost pressures previously identified have been reduced. The Council has adopted a longer term strategy

to deliver efficiency savings and this is described in more detail in paragraphs 1.16 to 1.17. As this year has progressed, our assumptions have been refined as new information has emerged.

1.14 In terms of budget holder input, the budget process is substantively complete and the Council therefore has a near-complete position in respect of its cost base, subject to any external changes becoming necessary (e.g. national policy/new burdens), the finalisation of the tax base position and clarifications around emergent pressures within educational transport (see 1.43). This is recognised in the variable council tax setting recommendation.

1.15 The Provisional Local Government Finance Settlement was published on 19 December 2022. Following this, the Final Local Government Finance Settlement is expected to confirm the Provisional Settlement in February 2023, and at the end of January 2023 we will receive confirmation of the council tax base and business rates income, in addition to collection fund balances from the Lincolnshire District Councils. Once all this information has been received, the budget proposals for 2023/24 will be confirmed at the meeting of the Executive on 7 February 2023 before being taken to Full Council's budget setting meeting due to be held on 17 February 2023.

#### An Efficient Cost Base

1.16 The Council continues to progress a programme of transformation the with the aim of reducing bureaucracy and reliance on manual processes, whilst also ensuring back office services are optimised. This approach will continue to allow the council to maintain and invest in its valued frontline services maximising outcomes for residents. The savings presented in this report total £11.5m for 2023/24. The Medium Term Financial Plan includes additional savings over the period 2024/25 to 2026/27 totalling £11.8m, totalling £23.3m over the four year period. These represent savings that we know that can be delivered over the four year period, as robust work has been undertaken to verify them. If accelerated delivery allows them to be brought forward, we will do so but will always seek to place them in the year they can be delivered in their entirety to ensure that the council's overall reputation for robust financial management is maintained.

1.17 In addition to taking the necessary actions to control increases in the cost base and identify ways to make delivery models more efficient and effective, the Council needs to ensure that fees and charges are current and generate sufficient income to cover cost and minimise the cost of the activity for taxpayers, unless there is a specific policy choice for that to not be the case.

#### Autumn Statement 2022

1.18 The Chancellor of the Exchequer presented the Autumn Statement on 17 November 2022, and was the first major fiscal statement since the mini-budget in September. The economic context has been covered earlier within this report.

1.19 The Autumn Statement set out the planned level of public spending and financing (including taxation) and borrowing levels through to 2027/28. The Autumn Statement also contains policy measures and announcements relevant to Local Government. Taken together, these changes set an updated framework and new resource limits for the 2023/24 Local Government finance settlement.

1.20 The Autumn Statement included notification of additional funding for local authorities in 2023/24 to help Council's deal with some of the pressures currently being experienced, including inflationary pressures. Key announcements include:

- A decision to delay elements of the national rollout of social care charging reforms from October 2023 to October 2025. Funding for implementation will be maintained within local government to enable local authorities to address current adult social care pressures.
- Additional investment worth £1bn in 2023-24 and £1.7bn in 2024-25 to get people out of hospital on time and into social care. This funding will be split between the Better Care Fund and a ringfenced adult social care grant.
- Additional flexibility in respect of council tax setting, with the referendum limit for general increases set at 3%, with social care authorities also able to increase the adult social care precept by up to 2% per year.
- Confirmation that the 2023 business rate revaluation will be implemented from April 2023, and the multiplier frozen at 2022/23 levels with the Council compensated through additional section 31 grant multiplier cap funding.
- Confirmation that the Government is seeking recommendations from Pay Review Bodies where applicable for pay awards for 2023-24.
- The National Living Wage (NLW) will increase by 9.7% to £10.42 an hour from April 2023. In addition, the ambition for the NLW to reach two-thirds of median earnings by 2024, and for the age threshold to be lowered to those aged 21 and over, is retained.

#### Local Government Finance Policy Statement 2023/24 to 2024/25

1.21 Subsequent to the Autumn Statement, and in part recognising the need to provide some information to support the financial planning activities of local government, the Government published a finance policy statement on 12 December 2022 stating their intention for the draft settlement.

1.22 Most of the detail within the policy statement reiterates the announcements from the Autumn Statement, and where that is the case it has not been written again in this section. However, where there is new or different information, they are summarised below (focussed on 2023/24):

- Repurposed money from delayed charging reform will be distributed to local authorities through the Social Care Grant for adult and children’s social care. This is in addition to the existing Social Care Grant.
- The new social care grant discharge funding is expected to be utilised in a way that enables tangible improvements to adult social care in particular to address discharge delays and will come with new reporting requirements regarding performance and use of funding to support improvement against objectives.
- The Revenue Support Grant (RSG) will increase in line with CPI.
- The Rural Services Delivery Grant will remain unchanged.
- There will be new rounds of New Homes Bonus (NHB) payments in 2023-24. Although, as with last year, these will not attract new legacy payments.
- The Services Grant will reduce in 2023-24. This is in part because there will no longer be an increase in National Insurance Contributions, therefore the government will not be compensating local government for these contributions from 2023-24.
- In addition, some funding will go to increase the funding for the Supporting Families programme. The same as last year, the remainder of the Services Grant will be distributed by the Settlement Funding Assessment.
- Four grants – the Independent Living Fund; Council Tax Discounts (family annexe); Local Council Tax Support Administration Subsidy; and Natasha’s Law – will be consolidated into the finance settlement while keeping their existing distribution.
- In recognition of the inflationary pressures across the sector, the Lower Tier Services Grant will be repurposed and a proportion of the expired New Homes Bonus legacy payments to create a new one-off funding guarantee, ensuring all authorities see at least a 3% increase in their Core Spending Power before any decision they make about organisational efficiencies, use of reserves, and council tax levels.
- The Government will be extending the Statutory Override for the Dedicated Schools Grant for the next 3 years from 2023-24 to 2025-26.

1.23 In recognition that local authority reserves have increased during the period of the pandemic, the Government are intent on establishing a new mechanism to aid understanding of the reserves being held and their purpose. In addition, the Government have encouraged local authorities to consider how they can use their reserves to maintain services in the face of immediate inflationary pressures, taking account of the need to maintain appropriate levels of reserves to support councils’ financial sustainability and future investment need.



### 2023/24 Local Government Finance Settlement (Provisional)

1.24 The provisional settlement announced on 19 December 2022 covered the year 2023/24 only and confirmed a £59.5bn potential funding package for local authorities (£5bn or 9% increase from 2022/23), with the key changes from 2022/23 set out below:

- £1.9bn increase predicated on maximising council tax increases (3% core increase + 2% adult social care precept)
- £1.9bn increase through additional social care grants (£1.5bn social care grant, £0.3bn BCF, £0.4bn ASC discharge fund, £0.3bn reduction to reflect Independent Living Fund being rolled in to social care grant)
- £1.7bn increase in settlement funding assessment (revenue support grant and baseline funding level) and compensation for business rate multiplier under indexation
- £0.4bn reduction in Services grant, to reflect reversal of Health and Social Care NI Levy
- £0.3bn reduction in New Homes Bonus payment values, to reflect a one year extension to the scheme with no legacy payments

1.25 The announcements above translate in to a core spending power position for Lincolnshire, which can be seen in point 1.28 (Table A). It is important to note that the estimated position for Lincolnshire is based on the Government's assumption of council tax setting decisions for Lincolnshire, which are of course the preserve of the Full Council budget setting meeting in February, and therefore the council tax estimates are considered to be illustrative only. The key grant changes from 2022/23 levels for Lincolnshire are as follows:

- An increase in the social care grant of £21.2m from 2022/23 levels, which splits out as follows:
  - o £16.6m core uplift
  - o £3.0m adult social care precept equalisation
  - o £1.6m independent living fund rolling in (net nil item)
- A £6.3m increase in settlement funding assessment, which comprises:
  - o £2.2m increase in revenue support grant
  - o £4.1m increase in baseline funding (NNDR)
- A £5.6m increase in the ASC Market Sustainability and Improvement Fund. The total funding for 2023/24 will be £7.9m, which contains the original 2022/23 £2.3m Market Sustainability and Fair Cost of Care Fund.
- A new ASC Discharge Fund of £4.8m, which is expected to be allocated through the better care fund.
- A £3.4m reduction to the Services Grant, to reflect the reversal of the Health and Social Care NI Levy costs (cost reduction assumed in budget proposal).

- A £0.8m reduction in New Homes Bonus, which primarily reflects the expiration of legacy payments from prior year housing growth.
- Rural service delivery grant (RSDG) funding is maintained at 2022/23 levels.
- The improved better care fund (IBCF) is maintained at 2022/23 levels.
- The business rates top-up grant has increased by £3.7m to £95.1m. This reflects the impact of the business rates revaluation on the Council's estimated net NNDR yield and its NNDR baseline funding.

In addition to having the ability to increase council tax by up to 3% and the adult social care precept by up to 2%. For reference, each 1% increase is worth approximately £3.5m.

1.26 There will be new grant conditions placed on both the ringfenced adult social care grant and the discharge funding and therefore the budget assumes new costs. The grant conditions are expected to be published early 2023.

1.27 There are several announcements in respect of business rates to consider:

- The 2023 business rates revaluation will be implemented from April 2023, which will see every non-domestic property receive a new valuation. This impacts upon the Council's estimated net NNDR yield and its NNDR baseline funding, giving rise to a £3.7m increase in the top-up grant.
- The business rates multiplier has been frozen for the third year in succession. The Council will be compensated for its share of foregone income through additional section 31 grant.

The complete taxbase position for business rates will not be known until the end of January when budgetary information is received from the District Councils.

1.28 The core spending power position for Lincolnshire – subject to the council tax estimate considered in point 1.25 – is as follows:

Table A – Core Spending Power

CORE SPENDING POWER	2022/23	2023/24
Settlement Funding Assessment	132,684,023	139,027,032
Compensation for under-indexing the NNDR multiplier	11,392,103	19,697,364
Council Tax Requirement excluding parish precepts	341,704,591	363,742,535
Improved Better Care Fund	34,256,698	34,256,698
New Homes Bonus	1,659,252	850,194
Rural Services Delivery Grant	7,277,390	7,277,390
Social Care Grant	35,191,087	56,394,128
Market Sustainability and Fair Cost of Care Fund	2,273,366	-
ASC Market Sustainability and Improvement Fund	-	7,886,616
ASC Discharge Fund	-	4,802,736
Services Grant	7,684,039	4,329,831
Grants rolled in	1,613,645	-
<b>Total</b>	<b>575,736,194</b>	<b>638,264,524</b>

1.29 While only a one year settlement, the Government have stated their intentions and proposals for the 2024/25 settlement. At the time of writing, and due to the late issue of the settlement, the impact assessment beyond 2023/24 is ongoing. Any changes will be incorporated in to the Executive budget report in February 2023. There is no certainty beyond 2024/25 when the economic and fiscal context looks considerably bleaker.

1.30 In previous years, the Government had committed to two major financial reforms. The first was the move to 75% business rate retention. The second was the Review of Relative Needs and Resources (formerly known as the Fair Funding Review). The move to 75% business rate retention had already been scrapped twelve months previously. The Review of Relative Needs and Resources has since been delayed again, and at this point no definite implementation date has been announced.

1.31 In view of the continuing financial uncertainties about our future levels of funding, a one-year budget is proposed for 2023/24.

#### The Medium Term Financial Plan

1.32 The Council’s financial planning framework seeks to forecast the cost base and funding base forward over a medium term period, normally either three or four years.

1.33 At this point in time, the Medium Term Financial Plan shows that the Council cannot achieve a balanced budget in any of the four years from 2023/24 through to 2026/27 without the use of reserves. This can be seen in Table B below:

Table B – Medium Term Financial Plan Summary (prior to reserve usage)

<b>2023/27 MTFP Summary</b>	<b>2023/24 Budget (£)</b>	<b>2024/25 Budget (£)</b>	<b>2025/26 Budget (£)</b>	<b>2026/27 Budget (£)</b>
Budget Requirement	595,571,638	619,386,444	637,762,945	659,960,491
Total Funding	(585,227,568)	(612,334,726)	(624,965,733)	(645,019,173)
<b>RESIDUAL DEFICIT (+) / SURPLUS (-)</b>	<b>10,344,070</b>	<b>7,051,718</b>	<b>12,797,212</b>	<b>14,941,318</b>

1.34 The budget shortfall in each year will need to be supported by reserves to achieve a balanced budget. However, this is prior to receiving the Lincolnshire District Councils confirmation of Council Taxbases and Collection Fund positions affecting all years, and prior to potential reforms to local government funding which could impact during the medium term financial plan period.

1.35 The Medium Term Financial Plan includes a number of savings and efficiencies which arise from various projects within our Transformation Programme. These include savings from changes to delivery models in Adult Care and Children’s Services; savings on travel and office-related costs arising from Smarter Working, as well as savings from reductions in office space and savings from Digital transformation.

1.36 The medium term financial plan position reflects an amalgamation of cost, income and funding assumptions. The Council undertakes sensitivity analysis to understand the impact of a change to the position, with the risk reflected in the size of the financial volatility reserve. In the full budget proposal to Full Council, the report will consider the major risks to the financial proposal in the robustness of estimates statement, together with the mitigating action or tools to support the proposal.

1.37 The Financial Volatility reserve currently stands at £46.9m. This reserve is essential for the management of an uncertain financial situation in terms of both costs and future funding. The Executive Director of Resources (Section 151 Officer) advice is that a Financial Volatility Reserve level of around £40m to £50m is prudent, given the financial outlook beyond 2025/26. The current balance is notionally sufficient to support the overall budget deficits in the three future years. As stated in the report, the reserve requirement will change once the Council tax base and collection fund position is known. This earmarked reserve is available to support budget deficits arising over the medium term and will allow us time to transition to a lower cost base if this is required after funding reforms are implemented.

1.38 The current position for 2023/24 is shown in Table C, which reflects an opening base budget of £546.8m with changes to get to the current budget requirement for 2023/24 of £585.2m after £10.3m planned reserve usage. The summary revenue budget assumes a 2.99% council tax increase (including 2% adult social care precept). The impact of different council tax increase decisions can be seen in point 1.60 (Table F).

Table C – Summary Revenue Budget 2023/24

<b>SUMMARY REVENUE BUDGET</b>	<b>2023/24 Budget (£)</b>
<b>EXPENDITURE</b>	
Net Base Budget	546,874,855
Cost Pressures (including inflation)	64,880,272
Savings & Additional Income	(11,380,753)
Other Movements (e.g. service grant funding)	(4,802,736)
Total	595,571,638
<b>RESERVE ADJUSTMENTS</b>	
Transfer to/from Earmarked Reserves	(10,344,070)
Transfer to/from General Reserves	-
<b>BUDGET REQUIREMENT</b>	<b>585,227,568</b>
<b>FUNDING</b>	
County Precept	(358,699,881)
Business Rates	(131,118,502)
Non-Specific Government Grants	(39,015,057)
Social Care Grants	(56,394,128)
<b>Total Funding</b>	<b>(585,227,568)</b>

## Revenue Budget 2023/24

1.39 Table C above shows our overall proposed budget for 2023/24 at this point in time, with a budget requirement of £585.2m (the budget requirement was £544.6m in 2022/23 so this is an increase of 5.2%). Following receipt of budgetary information from the District Councils at the end of January 2023, there may be a need for funding to be drawn from the Financial Volatility Reserve if a structural budget deficit above remains. The potential changes in our anticipated funding are explained in paragraphs 1.14 to 1.15 above.

1.40 A number of unavoidable cost pressures and other increases in expenditure due to changes in service specific grants (e.g. BCF) have been added into the proposed budget, totalling £64.9m, and these are summarised in Appendix A. The most significant of these are:

### 1.41 Adult Care and Community Wellbeing:

- The largest financial pressure relates to an £11.7m net increase in costs incurred by uplifting rates paid to providers, due to a 9.7% increase in national living wage and 5.5% CPI forecast for increase in inflation.
- £4.0m increase in cost due to working age adults demand increase between 2% – 3.5% across Homecare/Community Supported Living & Residential Care.
- £5.6m Lincolnshire's 2023-24 share of the new £400m ringfenced adult social care grant. The government expects this new funding to enable improvements to discharge delays, social care waiting times, workforce pressures, low fee rates and promotion of technological innovation in the sector.
- £3.7m Lincolnshire's 2023-24 share of the new £300m ASC discharge funding. This funding is required to be pooled as part of the Better Care Fund to ensure those people who need to draw on social care when they are discharged from hospital can do so and free up beds. The budget proposal already planned an uplift to better care fund budgets prior to the settlement, therefore the amount shown is the additional amount up to Lincolnshire's £4.8m share of the new funding.
- £2.4m change in costs resulting from delivery of ACCW programme of service improvement. The programme continues to broaden the offer available to service users. Improving capacity and/or access to services supports more people to remain independent within their own homes/communities and improve the efficiency of how those services are delivered

### 1.42 Children's Services:

- £1.4m - rises in Children in Care (CiC) related costs. Despite the recent growth and the potential for future increase, there continues to be an emphasis on prevention from children coming into care and exit planning from the care system where it can be achieved. Cost rises of £0.794m reflect the potential growth in CiC population rising by 2.0 per 10,000 p.a. from the current rate of 50. Even with the recent increase, the Lincolnshire number of CiC per 10,000 remains significantly below the most recent published figures both nationally

and by our statistical neighbours (67 per 10,000 and 63.4 per 10,000 respectively as of 31 March 2021). Further cost rises of £0.610m reflect the increased costs across the composition of placement types supporting this vulnerable group. Supporting our internal foster carers is a key consideration to this. In addition, unfavourable market conditions including a national demand for placements are also causing cost rises.

- £1.4m social care legal costs due to the complexity of cases; reliance on expert advice; the use of counsel and increase in CiC numbers. Children's Services continue to apply the statutory threshold to initiating care proceeding and pre-proceedings

#### 1.43 Place:

- The pronounced inflationary pressures being experienced in the construction sector result in an expected increase of £5.5m in the cost of plant, labour, materials and equipment in the Highways maintenance contract.
- Increased energy costs for signals and street lighting driven by price inflation result in a budget pressure of £3.8m for 2023/24.
- A £4.2m cost pressure for the delivery of educational transport to meet statutory and policy requirements arises from continuing inflation and challenging market conditions and is partially offset by savings resulting from the ongoing Transformational Programme. The further development of new procurement tools and approaches, market engagement and management activity, improved contract management, an overhaul of routing and demand management activity is expected to yield further savings in the year of £2.1m.

There is a significant risk that the cost of educational transport will need to increase further, over and above the pressure reported above. The service are undertaking a comprehensive review of the cost base, taking into account changes in activity levels, and the impact of inflation pressures and the change in the national living wage on contract rates. It is the expectation that this will result in additional cost, but the amount cannot currently be quantified. It is envisaged that any further changes to the cost base will be reported back to the Executive at its meeting on 7 February 2023.

#### 1.44 Fire and Rescue:

- Increased vehicle costs, primarily due to fuel cost inflation causes a pressure of £0.2m.
- The progressive withdrawal of the Home Office FireLink grant and increasing FireLink costs result in a £0.2m cost pressure for 2023/24.

#### 1.45 Other Budgets:

- £7.9m for the estimated cost of 2023/24 pay awards. This approximately equates to an increase in pay costs of around 4% and takes into account the recent change in the national living wage from April 2023. The pay award for 2023/24 will need to ensure the bottom pay point exceeds the Low Pay Commission's estimate of the national living wage in April 2024. There is a risk that pay award costs end up higher than the budget assumption, which may require offsetting through the contingency budget.
- £7.5m for the additional cost of the 2022/23 pay award above the budgeted assumption. The original pay award assumption was based on a 2% uplift, however the economic context necessitated a bigger uplift and the final agreed pay award amounted to an approximate 6.4% uplift in pay award costs.
- £3.0m for the additional cost of Local Government Pension Scheme contributions. The contribution rate and structure is changing from April 2023, with the current primary rate fixed percentage based on employee pay costs) and secondary contribution rate (lump sum payment to cover the historic pension fund deficit) changing to a single higher fixed percentage rate. The cost estimate is the current estimate with a detailed cost impact analysis ongoing.
- £0.9m additional capital financing costs, to reflect the ongoing cost to the revenue budget of capital investment.
- £0.8m to re-increase the contingency budget to £6.5m for 2023/24. The economic context means the heightened cost base risk is expected to remain for the foreseeable, and the Council needs to have regard to this within its risk mitigation tools. The size of the contingency is expected to reduce in future years as and when the inflation risk recedes.

#### 1.46 Resources:

- The cost of energy has increased significantly over the previous twelve months, initially reflecting an increase in demand after the economic activity started to surge following the relaxation of Covid-19 restrictions set against reduced supply levels. The Ukraine war has exacerbated supply issues further, with restrictions on energy from Russia. The budget proposal assumes a £4.4m increase in budgeted energy costs in 2023/24, although it is important to note that costs are already higher in 2022/23 and are expected to remain at higher levels for the foreseeable future.
- Other inflation costs within property services are expected to lead to additional cost in 2023/24 of approximately £1.1m. This reflects the basket of indices which form part of the contract and reference the prevailing rate of inflation in addition to the change in the national living wage.
- The new contract for the East Midlands Public Service Network is forecast to cost the Council an additional £1m. This reflects a change in the cost and income model, with a reduction in income from schools and external partners ensuring a bigger cost share for the Council.

1.47 Budgetary savings, changes to income and service specific grants are also detailed in Appendix A, and total £16.2m. The most significant of these relate to:

1.48 Adult Care and Community Wellbeing:

- The main changes relate to social care specific additional funding announced in the settlement, which offsets the expenditure considered in 1.41.

1.49 Children's Services:

- The CiC transformational programme that is helping to realise our ambition of improving outcomes for children and achieving financial stability. The key strategic aims include providing the right help to the right children and for the right duration; to support families to come to their own solutions by focusing on building networks and providing care locally. CiC transformational savings of £1.3m, include the continued strategic management of placements, and the opening of two new children's homes to ensure that more local and high-quality provision is available and are more cost effective.
- Children's Services carried out a review of its budgets to realise efficiency savings for 2023/24. £0.8m has been identified through utilisation of grants that are continuing into future years and changes in demand level budgets.

1.50 Place:

- The continuation of the roll-out of separated waste paper and card collections is forecast to provide further savings of £0.7m in 2023/24.

1.51 Resources

- The multi-phase review of Business Support will deliver savings, both in the context of core staffing and reduced printing and photocopying activity. Combined, this represents a saving of £0.9m in 2023/24.

1.52 The Council is proposing a one year budget, with the Net Revenue Budget by service area shown in Table D on the next page and details of cost base adjustments contained in appendix A. In addition, the Council has an indicative four year medium term financial plan position which is set out below:

1.53 The table on the following page shows the Net Revenue Budget by service area for 2023/24 at this point in time, with comparative budgets for 2022/23. Please note the educational transport risk impact assessment is ongoing and could lead to a change in the budget proposal. In addition, the funding position may change when the local taxation position is updated at the end of January 2023.



Table D – Net Revenue Budgets by Service

2022/23 Budget (£)	REVENUE BUDGETS	2023/24 Change (£)	2023/24 Budget (£)
	<b>CHILDREN'S SERVICES</b>		
13,350,149	Children's Education	(231,643)	13,118,506
83,172,022	Children's Social Care	1,104,244	84,276,266
	<b>ADULT CARE &amp; COMMUNITY WELLBEING</b>		
126,722,909	Adult Frailty & Long Term Conditions	11,195,142	137,918,051
92,939,086	Adult Specialities	7,267,340	100,206,426
30,914,476	Public Health & Community Wellbeing	277,115	31,191,591
5,334,059	Public Protection	72,768	5,406,827
(56,609,618)	Better Care Fund	(4,802,736)	(61,412,354)
(34,847,318)	Public Health grant income	(696,682)	(35,544,000)
	<b>PLACE</b>		
84,994,680	Communities	1,427,392	86,422,072
401,932	Lincolnshire Local Enterprise Partnership	-	401,932
2,400,847	Growth	(4,900)	2,395,947
38,011,119	Highways	9,070,770	47,081,889
	<b>FIRE &amp; RESCUE</b>		
21,884,595	Fire & Rescue	325,547	22,210,142
	<b>RESOURCES</b>		
7,626,069	Finance	461,133	8,087,202
16,592,464	Organisational Support	(789,173)	15,803,291
2,341,558	Governance	359,510	2,701,068
13,783,052	Corporate Property	5,559,687	19,342,739
8,790,176	Commercial	(95,043)	8,695,133
5,077,096	Transformation	61,000	5,138,096
15,480,480	IMT	1,850,584	17,331,064
3,087,172	Corporate Services	-	3,087,172
<b>481,447,005</b>	<b>SERVICE TOTAL</b>	<b>32,412,055</b>	<b>513,859,060</b>
	<b>OTHER BUDGETS</b>		
5,691,020	Contingency	808,980	6,500,000
42,989,307	Capital Financing Charges	67,173	43,056,480
19,423,438	Other Budgets	15,408,576	34,832,014
<b>68,103,765</b>	<b>OTHER BUDGETS TOTAL</b>	<b>16,284,729</b>	<b>84,388,493</b>
	<b>SCHOOLS BUDGETS</b>		
518,089,518	Schools Block	32,748,771	550,838,289
110,116,512	High Needs Block	15,255,364	125,371,876
3,391,650	Central School Services Block	(168,481)	3,223,169
40,902,135	Early Years Block	2,857,207	43,759,342
(675,175,730)	Dedicated Schools Grant	(50,692,861)	(725,868,591)
<b>(2,675,915)</b>	<b>SCHOOLS BUDGETS TOTAL</b>	<b>-</b>	<b>(2,675,915)</b>
<b>546,874,855</b>	<b>BUDGET REQUIREMENT (pre-reserves)</b>	<b>48,696,784</b>	<b>595,571,638</b>
	<b>RESERVE ADJUSTMENTS</b>		
(2,304,000)	Transfer to/from Earmarked Reserves	(8,040,070)	(10,344,070)
<b>544,570,855</b>	<b>BUDGET REQUIREMENT</b>	<b>40,656,713</b>	<b>585,227,568</b>
	<b>FUNDING</b>		
(344,871,853)	County Precept (2.99% increase shown)	(13,828,028)	(358,699,881)
(122,594,790)	Business Rates	(8,523,712)	(131,118,502)
(41,913,028)	Non-Specific Government Grants	2,897,972	(39,015,057)
(35,191,183)	Social Care Grants	(21,202,945)	(56,394,128)
<b>(544,570,855)</b>	<b>TOTAL FUNDING</b>	<b>(40,656,713)</b>	<b>(585,227,568)</b>

### Revenue Support Grant 2023/24

1.54 Our Revenue Support Grant, which is the Government's General Grant funding for councils, will be £23.4m in 2023/24.

### Other Revenue Government Grants 2023/24

1.55 The table below summarises our other non-ringfenced Revenue Grants and the amounts confirmed for these in 2023/24. As stated in paragraph 1.25 above, there are changes to some service specific grants which are applied direct to the service where they relate to. For example, the ASC Market Sustainability and Improvement Fund and ASC Discharge Fund are applied directly to adult social care, with an equal and opposite uplift to expenditure.

Table E – Other Government Grants

<b>2022/23 (£)</b>	<b>OTHER GOVERNMENT GRANTS</b>	<b>2023/24 (£)</b>
(7,277,390)	Rural Services Delivery Grant	(7,277,390)
(1,659,252)	New Homes Bonus Grant	(850,194)
(127,726)	InShore Fisheries Conservation (est.)	(127,726)
(639,400)	Extended Rights to Free Travel (est.)	(1,503,000)
(292,638)	School Improvement Grant (est.)	-
(98,000)	Virtual Schools Head grant (est.)	(98,000)
(1,477,470)	Independent Living Fund	-
(1,437,000)	Fire Pension Grant (est.)	(1,437,000)
(7,684,039)	Services grant	(4,329,831)
(35,191,183)	Social Care Grant	(56,394,128)
<b>(55,884,098)</b>	<b>TOTAL</b>	<b>(72,017,269)</b>

### Council Tax 2023/24

1.56 In previous years, the early January Executive budget proposal formalises the preferred change in the council tax rate, which forms a key part of the proposal that is consulted upon. The lateness of the finance settlement, together with the potential for further changes to the cost base if material risks emerge between now and early February means that it is more prudent to not formalise a preference at this stage of the budget setting process. Instead, there are a range of potential options still under consideration, which have differing impacts on the residual deficit position.

1.57 There are three key options which have been modelled for the purposes of this report. These are as follows:

- 2.99% total increase (split 0.99% general rate, 2% ASC precept)
- 3.99% total increase (split 1.99% general rate, 2% ASC precept)
- 4.99% total increase (split 2.99% general rate, 2% ASC precept)

1.58 The net revenue budget position considered in Table C (point 1.38) assumes a total increase of 2.99%, for modelling and illustrative purposes. However, the advice of the section 151 is to maximise the increase, as set out earlier in this report.

1.59 The impact of the different council tax increase options on the budget proposal structural deficit over the medium term financial plan period is as follows:

Table F – Council tax increase scenario's

COUNCIL TAX	2023/24 Budget (£)	2024/25 Budget (£)	2025/26 Budget (£)	2026/27 Budget (£)
<b>Option A</b>				
Band D Council Tax (%)	2.99%	2.99%	2.99%	2.99%
Band D Council Tax (band D £)	1,474.99	1,519.09	1,564.51	1,611.29
County Precept	(357,199,881)	(373,397,819)	(390,330,652)	(408,031,853)
Deficit	10,344,070	7,051,718	12,797,212	14,941,318
<b>Option B</b>				
Band D Council Tax (%)	3.99%	2.99%	2.99%	2.99%
Band D Council Tax (band D £)	1,489.31	1,533.84	1,579.70	1,626.93
County Precept	(360,667,770)	(377,023,422)	(394,120,416)	(411,992,418)
Deficit	6,876,181	3,426,115	9,007,449	10,980,754
<b>Option C</b>				
Band D Council Tax (%)	4.99%	2.99%	2.99%	2.99%
Band D Council Tax (band D £)	1,503.64	1,548.60	1,594.90	1,642.59
County Precept	(364,138,081)	(380,651,483)	(397,912,674)	(415,958,047)
Deficit	3,405,869	(201,947)	5,215,191	7,015,124

As can be seen above, the medium term financial plan structural deficit is permanently higher if a lower council tax increase is adopted.

1.60 The referendum threshold limit for 2023/24 has been set in the Provisional Finance Settlement at up to 3% for core increases with up to an additional 2% for the adult social care precept. This is not expected to change in the final settlement, due in February 2023.

1.61 It is estimated that a Council Tax increase of 2.99% will generate additional income of £10.2m based on the Council tax base for the current year. The assumed increase in Council Taxbase will generate a further £5.3m of income. Together these increases total £15.5m in 2023/24. By way of illustration, a 1.0% increase in Council Tax would generate £3.5m of additional income based on the assumed Council tax base for 2023/24. This means that a 1% increase in Council Tax would generate additional income of £3.5m which could be used to help reduce the deficit position and a 1% decrease would create an additional deficit budget position of £3.5m which would need to be funded by the Financial Volatility reserve.

1.62 The final figures on the Council Taxbase and any surpluses or deficits on the Council Tax element of the Collection Fund will not be received from Lincolnshire District Councils until 31 January 2023. We have currently assumed an increase in Taxbase of 1.5% in all years of the medium term financial plan.

1.63 The collection fund estimate for council tax has not yet been received from the district council's. This is expected to be received during January 2023. At this point in time we have assumed a modest Council Tax collection fund surplus for the 2022/23 financial year, which is in recognition of the recent trend. It is possible that the actual position may

differ, positively or negatively. The final information on Taxbase changes and any further surplus or deficit on the Council Tax collection fund relating to 2022/23 will be reported to the Executive at its meeting on 7 February 2023, together with the impact on funding that this will have.

1.64 An Equality Impact Analysis will be completed for the proposed increase in Council Tax. This will be reported back to the Executive at its meeting on 7 February 2023.

#### Business Rates 2023/24

1.65 The District Councils have until 31 January 2023 to provide business rates returns showing:

- the position on the business rates element of the collection funds; and
- the value of the section 31 compensation grant due to the County Council.

At the time of preparing this report, the Council had not received notification of provisional Business Rates Collection Fund positions from any of the seven District Councils. Any surplus or deficit from business rates collection will only have a one off effect on the 2023/24 budget. The current working assumption within the budget presented in this report is that there will be a minor residual deficit arising from the Business Rates Collection Fund 2022/23.

1.66 The 2023 business rates revaluation will be implemented from April 2023, meaning that each non-domestic property in Lincolnshire will received a new rateable value. To ensure the exercise is fiscally neutral, the Government change the multiplier to ensure that at a national level the gross liability is unchanged as a result of revaluation. The local impact will be determined through the business rate submissions of each district Council.

1.67 The Local Government finance settlement made a series of confirmations in respect of 2023/24. This includes the change to the baseline funding level, top-up grant and safety net threshold. In addition, the Government have confirmed that the multiplier will be frozen at 2022/23 levels, the third time it has been frozen. Local authorities will be compensated for its share of foregone income, through additional multiplier cap section 31 grant funding.

1.68 However, while some of the information is known, a complete picture cannot be presented until the detailed taxbase data has been received from District Council's. At this stage, the amount of funding from business rates in 2023/24 is expected to increase because of the multiplier cap increase and top up grant change. A comprehensive analysis of the changes to the business rates position incorporating the impact of the 2023 revaluation will be reported to the Executive at its meeting on 7 February 2023, together with the impact on funding that this will have.

1.69 A Business Rates Pool will continue to operate in 2023/24, with the assumption that for now there will be a pooling gain next year of £2.0m.

#### Financial Risks

1.70 There are a number of risks which may impact on the budget for 2023/24 and we have taken a realistic, but prudent approach to our estimates. The key risks to the budget proposal are considered to be: which currently pose the most significant risks are:

- The economic context, with a contracting economy and relatively high levels of inflation
- The achievement of cost base reductions across all years of the plan, although not all years are shown in this report
- The uncertainty over the funding base beyond 2024/25
- Social care activity changes
- Other demand changes (e.g. education transport/waste disposal)
- Council tax and business rates collection and tax base

The budget proposal recognises that the inherent risk, and informs the need to hold contingencies and reserves. The report to Full Council will contain the robustness of estimates statement, which will expand on these areas and contextualise against the mitigating action or tools available.

#### Reserves

1.71 Our General Reserves currently stand at £16.4m. The purpose of our General Reserves is to cover financial risks and our strategy is to maintain these reserves at a level which is between 2.5% and 3.5% of the budget requirement each year. Some last-minute adjustments may be required when our funding for 2023/24 is confirmed, to ensure that the General Reserves amount remains within 2.5% to 3.5% of the budget requirement. It is currently at 2.8% for 2022/23.

1.72 The Council holds earmarked reserves and grant reserves in addition to the general fund reserve. Earmarked reserves are held for a specific purpose (e.g. risk mitigation), and grant reserves are grant funding that has not yet been spent in the manner dictated by the grant conditions. The Council also holds reserves on behalf of schools.

1.73 The Financial Volatility earmarked reserve position is covered in paragraph 1.37 above, and will be adjusted as required to resolve the residual budget deficit for 2023/24.

1.74 As part of a comprehensive review of earmarked reserves, the Council has identified £8.7m of reserve balances which are able to be re-purposed. This includes the following reserves:

- business rate volatility reserve
- support to businesses, and
- Youth offending service reserve

1.75 The Development Fund Initiatives earmarked reserve is planned to be fully utilised in a manner which supports delivery of the Council's transformation programme and associated saving programme.

#### The Capital Strategy

1.76 A Capital Strategy 2022/23 was approved last year and has supported our budget setting process for the capital programme this year. The Strategy is being refreshed for 2023/24 and will be included with the report for the meeting of the Executive on 7 February 2023.

#### Capital Programme

1.77 A ten year Capital Programme has been compiled in line with the principles set out in our Capital Strategy, including the principle of Affordability. The full Gross Programme is shown at Appendix B and totals £229.3m for 2022/23 plus a further £131.3m for future years. After grants and contributions are taken into consideration, we have a Net Programme of £146.8m for 2022/23 plus a further £82.7m for future years.

1.78 The economic context set out earlier on in this report has had direct financial implications for some major capital schemes. In addition, capital re-phasing means that the delivery profile will shift backwards with the cost of delivery having greater inflationary impact. Specifically, the Grantham Southern Relief Road bridge and the North Hykeham Relief Road are both expected to be completed later than initially planned (see 1.81 for detail), and the current economic context has further increased the cost of these schemes.

#### 1.79 Children's Services:

- The Building Communities of Specialist Provision; Together in Lincolnshire Strategy is making significant changes to the existing special education provision, creating an integrated and sustainable school system where pupils can attend their nearest special school, confident that their education and health needs can be fully met. The overall programme budget has been increased to £101.8m in response to the market volatility and higher level of inflation being experienced. This increase in budget has been funded by the

Department for Education High Needs Provision capital allocation awarded for the period 2022-24 (£16.8m).

1.80 Place:

- Issues with the construction of the eastern embankment for the Grantham Southern Relief Road bridge has necessitated the bridge being lengthened by approximately 70m. This is expected to result in approximately 18 months delay and increase costs and consequently it is proposed to increase the budget allocation for this project by £24.5m.
- Although construction of the North Hykeham Relief Road is not expected to commence until late 2025, the current material and labour inflation will have a significant impact on the scheme costs, and it is prudent to plan accordingly. This results in a proposed increase of £35.9m in the scheme's budget.
- To ensure the capital programme remains affordable and to recognise the remaining risks of the major highway schemes currently in progress, some budgets for schemes where spend has not yet been committed have been re-phased into later years.

1.81 Capital financing charges have been calculated based on the latest ten-year capital programme and take account of estimated interest rates for future borrowing. Interest receipts on treasury investments are expected to be higher due to increases in the bank base rate and this has helped to offset the anticipated higher cost of borrowing.

1.82 In 2021/22 a Voluntary Revenue Provision was made, which had the effect of increasing the amount set aside to repay the cost of capital expenditure to a level which is above the minimum required. This Voluntary Revenue Provision (£26.2m) can be used to decrease the cost of capital financing charges in future years if required.

Flexible Use of Capital Receipts Strategy

1.83 The Council previously approved the strategy of using Capital Receipts flexibly to fund revenue transformation projects from 2016/17 to 2019/20, in line with the Government's amended policy. From 2020/21 this was changed so that the strategy is now that capital receipts will only be used to repay loans or fund new capital expenditure. Transformation projects will instead be funded by using existing revenue budgets or earmarked reserves. This amended strategy will continue into 2023/24.

1.84 The statutory guidance relating to the flexible use of capital receipts requires councils to approve annually a Flexible Use of Capital Receipts Strategy. The proposed strategy for 2023/24 will be presented to the Executive on 7 February 2022 and will confirm that the Council has not identified any transformation projects in 2023/24 to be funded using this flexibility.

## 2. Legal Issues:

### 2.1 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.

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.

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.

It is not considered that this applies to any of the proposed reductions set out in this Report and its Appendices.

In particular, in the event that any of the proposed reductions cannot be achieved, the usual budget management processes such as the use of Earmarked Reserves, or virement, would be followed, and approval sought at the appropriate levels in accordance with Financial Regulations, including full Council where necessary. Furthermore, a contingency has been built into the budget proposals in the form of the Financial Volatility reserve (balance £46.9m) and the annual contingency budget of £6.5m for 2023/24, for when additional funding cannot be found by way of Earmarked Reserves or virement from other service areas.

A full Equality Impact Analysis will be developed in respect of the final budget proposal and in particular any Council Tax proposals in the light of feedback received during the consultation process.

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.

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.

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 1998.

**3. Conclusion**

3.1 These budget proposals reflect an estimate of the level of Government funding expected to be available to the Council and a proposal to increase council tax by up to 4.99% in 2023/24, split between the County Precept (up to 2.99%) and ASC precept (2%).

3.2 A thorough review of Council services was carried out during this year's budget process. Unavoidable cost pressures as well as savings have been identified, and the Capital Programme has been reviewed. The budget proposals aim to reflect the Council's priorities whilst operating within the resources available to it.

3.3 The budget proposals have been developed alongside, and in accordance with, the draft Medium Term Financial Strategy and a proposed final version of this Strategy will be reported to Executive in February. Final budget proposals will be reported to the Executive on 7 February 2023.

#### **4. Legal Comments**

The Executive is responsible for publishing initial budget proposals for the budget for the purposes of consultation before determining the budget it will recommend to the full Council.

The matters to which the Executive must have regard in reaching its decision are set out in the body of the report.

The recommendations are within the remit of the Executive and are lawful. The Executive has the power to accept the Recommendation, or to agree one of the alternative approaches referred to in the report, subject to the limits on Council Tax increases referred to in the report.

#### **5. Resource Comments**

Please refer to the advice of the Council's section 151 officer (points 1.5 – 1.11).

#### **6. Consultation**

##### **a) Has Local Member Been Consulted?**

N/A

##### **b) Has Executive Councillor Been Consulted?**

Yes

##### **c) Scrutiny Comments**

There are no scrutiny comments at this stage in the budget process.

##### **d) Risks and Impact Analysis**

An Equality Impact Analysis will be complete for the proposed increase in Council Tax. This will be reported to the Executive at its meeting on 7 February 2023.

Further Equality Impact Analyses will need to be undertaken on a service by service basis.

## 7. Appendices

These are listed below and attached at the back of the report	
Appendix A	Changes to the Cost Base 2023/24
Appendix B	Capital Investment Programme

## 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
Autumn Statement 2022	<a href="https://www.gov.uk/government/topical-events/autumn-statement-2022">https://www.gov.uk/government/topical-events/autumn-statement-2022</a>
Provisional local government finance settlement: England, 2023 to 2024	<a href="https://www.gov.uk/government/collections/provisional-local-government-finance-settlement-england-2023-to-2024">https://www.gov.uk/government/collections/provisional-local-government-finance-settlement-england-2023-to-2024</a>
Council Budget 2022/23	<a href="#">Agenda for Council on Friday, 18th February, 2022, 10.00 am (moderngov.co.uk)</a>
Review of Financial Performance 2021/22	<a href="#">Agenda for Council on Tuesday, 27th September, 2022, 10.00 am (moderngov.co.uk)</a>

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CHANGES TO THE COST BASE 2023/24

APPENDIX A

Adult Care and Community Wellbeing

Page 41

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Increased Costs	(INF) Social care inflation	The financial rate paid to providers of older peoples care and physical disability services increases each year to reflect changes in inflation, national living wage etc. The rate is encompassed in the 3 year residential contracts and/or the homecare prime provider contracts and published in the annual statement attached to the Adult Care Charging Policy. Forecast aligned to LPC forecast April 2022 followed by 4% pa for 2025-26 and 2026-27	7,033,426
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Increased Costs	(FUN) New/additional expenditure (grant funded)	Offsetting increase in expenditure to reflect increase in ASC Market Sustainability and Improvement Fund, as announced in the Local Government finance settlement.	5,613,250
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Increased Costs	(FUN) New/additional expenditure (grant funded)	Offsetting increase in expenditure to reflect anticipated increase in better care fund (ASC Discharge Fund). An initial increase was assumed and has been allocated elsewhere. The amount shown opposite reflects the additionality that was announced in the Local Government finance settlement.	3,682,789
Adult Care and Community Wellbeing	Adult Specialities	Adult Specialities	Increased Costs	(DEM) Social care demand	Demand for adult specialities continues to increase with between 2.3% - 6.0% for learning disability and mental health long term care respectively.	3,629,489
Adult Care and Community Wellbeing	Adult Specialities	Adult Specialities	Increased Costs	(INF) Social care inflation	The financial rate paid to providers of mental health and learning disability services increases each year to reflect changes in inflation, national living wage etc. The rate is encompassed in the 3 year residential contracts and/or the homecare prime provider contracts and published in the annual statement attached to the Adult Care Charging Policy. Forecast aligned to LPC forecast April 2022 followed by 4% pa for 2025-26 and 2026-27	2,807,511
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Increased Costs	(INF) Social care inflation	Additional 1%-1.6% increase in unit price paid to ASC care providers reflecting both the NLW increase to £10.42 and the increase and catch up in inflation. Important to note that the revised estimate also reflects the reversal of the health and social care NI levy.	1,278,000
Adult Care and Community Wellbeing	Adult Specialities	Adult Specialities	Increased Costs	(INF) Social care inflation	Additional 1%-1.6% increase in unit price paid to ASC care providers reflecting both the NLW increase to £10.42 and the increase and catch up in inflation. Important to note that the revised estimate also reflects the reversal of the health and social care NI levy.	926,000
Adult Care and Community Wellbeing	Adult Specialities	Adult Specialities	Increased Costs	(INF) Social care inflation	Additional 1%-1.6% increase in unit price paid to ASC care providers reflecting both the NLW increase to £10.42 and the increase and catch up in inflation. Important to note that the revised estimate also reflects the reversal of the health and social care NI levy.	721,000
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Increased Costs	(INC) Delivery model change	To deliver the new homecare rates structure supporting the fair cost of care there needs to be significant operational change to enable services to be delivered within the rate set. The changes need to maximise personal homecare capacity by reviewing the length of visit, the number of visits per day and whether other organisations can support with non personal care activity	701,000
Adult Care and Community Wellbeing	Public Health & Community Wellbeing	Public Health & Community Wellbeing	Increased Costs	(FUN) New/additional expenditure	Offsetting increase in expenditure to reflect anticipated uplift in Public Health grant. This is subject to confirmation when the Public Health grant has been announced.	696,682

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
				(grant funded)		
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Invest to save	(INC) Delivery model change	Expansion of eligibility criteria for the reablement service supporting delivery of adult care ambition to support people to maximise their independence. This facilitates a saving within the service shown further below.	500,000
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Increased Costs	(DEM) Social care demand	Increasing demand for working age adults with physical disabilities (all services) and homecare for older people. Assumed reduction in demand for older peoples residential	409,587
Adult Care and Community Wellbeing	Public Protection	Public Protection	Increased Costs	(INF) Social care inflation	Additional 1%-1.6% increase in unit price paid to ASC care providers reflecting both the NLW increase to £10.42 and the increase and catch up in inflation	91,000
Adult Care and Community Wellbeing	Public Protection		Reduced Costs	(RED) Delivery model change	Business Support Review as part of transformation	(12,352)
Adult Care and Community Wellbeing	Public Health & Community Wellbeing		Reduced Costs	(RED) Delivery model change	Business Support Review as part of transformation	(26,567)
Adult Care and Community Wellbeing	Various		Reduced Costs	(RED) Efficiency	Lease car efficiency savings	(39,200)
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Extra Care Housing	Reduced Costs	(RED) Delivery model change	Capital Investment in extra care housing, reducing reliance on long term residential placements	(127,000)
Adult Care and Community Wellbeing	Public Health & Community Wellbeing	Wellbeing	Reduced Costs	(RED) Efficiency	Savings Target 1% - Use of Public Health Grant to cover grant compliant services freeing up LCC services	(393,000)
Adult Care and Community Wellbeing	Public Health grant income	Wellbeing	Increased income	(FUN) New/additional funding (grant funded)	Assumed increase in Public Health grant funding. This is subject to confirmation when the Public Health grant has been announced.	(696,682)
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Long Term Care	Reduced Costs	(RED) Delivery model change	Assumed delivery of operational change is successful to support the new homecare rate model	(701,000)
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Long Term Care	Invest to save	(RED) Delivery model change	Expansion of eligibility criteria for the reablement service supporting delivery of adult care ambition to support people to maximise their independence.	(748,000)
Adult Care and Community Wellbeing	Adult Specialities	Adult Specialities	Reduced Costs	(RED) Efficiency	Savings Target 1% - S117 complex cases change in 65:35 apportionment between LCC:ICB (JCOG Paper Sept21)	(800,000)
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Long Term Care	Reduced Costs	(RED) Delivery model change	Savings Target 1% - Continued reduction in traditional care options due to strengths based practice	(817,000)
Adult Care and Community Wellbeing	Better Care Fund	Adult Frailty & Long Term Conditions	Change in Better Care Fund	(FUN) New/additional funding (grant)	Initial planned increase in better care fund resources to support additional costs within the scope of the better care fund.	(1,119,947)

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
				funded)		
Adult Care and Community Wellbeing	Better Care Fund	Adult Frailty & Long Term Conditions	Change in Better Care Fund	(FUN) New/additional expenditure (grant funded)	Additional increase in BCF arising from the Autumn Statement, badged as the ASC discharge fund in the LG finance settlement. The expenditure offset is shown above, reflecting the new burdens associated with new funding.	(3,682,789)
Adult Care and Community Wellbeing	Adult Frailty & Long Term Conditions	Adult Frailty & Long Term Conditions	Increased Costs	(FUN) New/additional expenditure (grant funded)	Increase in the Market Sustainability and Fair Cost of Care Fund, announced in the LG finance settlement. The cost offset is shown above in this table.	(5,613,250)
<b>TOTAL ADJUSTMENT (CURRENT POSITION)</b>						<b>13,312,947</b>

## Children's Services

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
Children's Services	Children's Social Care	Legal Costs	Increased Costs	(DEM) Social care demand	Social Care legal costs: based on current spending levels caused by complexity of cases; reliance on expert advise; use of counsel, and increase in CiC. Children's Services continue to apply the statutory threshold for initiating care proceedings and pre-proceedings. * this continues to be under review and a further update will be necessary.	1,400,000
Children's Services	Children's Social Care	Children in Care (CiC) - Placements	Increased Costs	(DEM) Social care demand	Growth in CiC population based on 0-17 projections and 2.0 (from 0.5) per 10,000 increase p.a. (108 CiC with a financial cost increase from 2023 - 2027). Below East Midland's neighbours per 10,000.	794,368
Children's Services	Children's Social Care	Looked After Children	Increased Costs	(INF) Social care inflation	CiC: increase in costs across the composition of placement types supporting this vulnerable group (5% inflationary applied for residential placements and 3% for all others). This is caused by unfavourable market conditions due to the national demand for placements.	609,739
Children's Services	Children's Social Care	Special Guardianship Orders	Increased Costs	(DEM) Social care demand	Special Guardianship Orders (SGOs) continue to be seen as an important option for permanency for children who need to be removed from their birth parents. The expected increases are based on past trends.	284,806
Children's Services	Children's Education	Children with Disabilities	Increased Costs	(INF) Social care inflation	The rise in the national living wage / inflation will have a direct impact on the costs for delivering domiciliary care and direct payments in the support for children with disabilities.	190,079
Children's Services	Children's Education	Education Support Services	Reduced Costs	(INF) Income inflation	Additional income generation, a reduction in the cost of software and budget reductions to meet service requirements	(1,000)
Children's Services	Children's Social Care	Leaving Care Services	Reduced Costs	(DEM) Social care demand	Savings planned from the new Supported Accommodation pathway in meeting the needs to 16-17 year old care leavers. The new contract is now in place.	(43,250)
Children's Services	Children's Social Care	Social Care: Early Help Services	Reduced Costs	(DEM) Social care demand	Supported Childcare: reduction in volume of early years support and subsequent underspends due to disadvantaged 2 year old and 3&4 year old early years entitlement.	(52,000)
Children's Services	Various		Reduced Costs	(RED) Efficiency	Lease car efficiency savings	(88,200)
Children's Services	Children's Social Care	Social Care: FAST	Reduced Costs	(RED) Efficiency	Unaccompanied Asylum Seekers Children grant utilisation - to undertake a review to identify existing Council costs to offset against available grant from the Home Office.	(150,000)
Children's Services	Various		Reduced Costs	(RED) Delivery model change	Business Support Review as part of transformation	(153,735)
Children's Services	Children's Social Care	Social Care: Fostering & Adoption	Reduced Costs	(RED) Efficiency	Staying Put Scheme: that enables care leavers to remain with their foster carers after they turn 18. The Children and Families Act 2014 introduced this new duty on Local Authorities but not all care leavers or foster carers choose this as the route going forward. The confirmation of Government grant funding to 2024/25 and reduction in current / forecast numbers on the scheme means budget can be released.	(200,000)
Children's Services	Children's Social Care	Children in Care (CiC) - External Placements	Reduced Costs	(RED) Delivery model change	Opening of new children's homes (1) September 2022, (2) August 2023. Savings secured through a reduction in placement costs compared to an external residential placement cost.	(272,221)
Children's Services	Children's Education	Education: School Improvement	Reduced Costs	(RED) Efficiency	Re-purposing and in-accordance with the guidance utilising de-delegation budgets for primary maintained schools differently and efficiencies within the service delivery.	(370,000)
Children's Services	Children's Social Care	Children in Care (CiC) - External Placements	Increased Costs	(RED) Delivery model change	Impact of the pandemic from increased CiC and requirement to secure external placements. The transformational work plans to see spending levels reduce by c.£3m from 2023 to 2026.	(1,075,985)



Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
					TOTAL ADJUSTMENT (CURRENT POSITION)	872,601

## Fire and Rescue

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
Fire and Rescue	Fire & Rescue	Fuel Costs	Increased Costs	(INF) Energy/utility inflation	Increased fuel cost for appliances & service vehicles (50% increase)	135,000
Fire and Rescue	Fire & Rescue	Firelink Grant	Reduced Income	(INC) New cost	The government have announced that this grant will be phased out from 22/23 over a five year period. The total grant is £305k, so this equates to a £61k pa reduction. 23/24 represents the cumulative reduction for 22/23 and 23/24.	122,000
Fire and Rescue	Fire & Rescue	Nettleham HQ costs	Increased Costs	(INF) Contract inflation	These costs are associated with the headquarters facilities at Nettleham as part of the joint Fire and Police HQ. Costs have increased within support service costs and general inflationary costs.	60,000
Fire and Rescue	Fire & Rescue	VAT Costs	Increased Costs	(INC) New cost	Fleet VAT reclassification	40,000
Fire and Rescue	Fire & Rescue	Emergency Services Network (ESN) - Ongoing maintenance/running costs	Increased Costs	(INC) New cost	Additional Firelink costs	38,547
Fire and Rescue	Fire & Rescue	Fire & Rescue Training	Reduced Costs	(RED) Delivery model change	The purchase of the Waddington Training Site - funded from the New Capital Development Fund - will mean there is no longer a requirement to pay the MOD a lease rental.	(70,000)
<b>TOTAL ADJUSTMENT (CURRENT POSITION)</b>						<b>325,547</b>

Place

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
Place	Highways	Highways Asset Management	Increased Costs	(INF) Contract inflation	Contract Inflation. Cost of plant, labour and equipment outstripping budgetary increases. Inflation expected to be 18% in 2022/23; 10% in 2023/24; 5% in 2024/25; 2% p.a. thereafter	5,488,000
Place	Highways	Highways	Increased Costs	(INF) Energy/utility inflation	Signals and street lighting energy costs based on latest (Q1/2022) ESPO Energy Report. 2023/24 pressure includes budgetary shortfall for 2022/23 (£0.754m) and 2023/24 pressure of £3.079m	3,833,000
Place	Communities	School Transport	Increased Costs	(DEM) Other demand	Home to Schools Transport - TBC (awaiting commentary from MP)	3,000,000
Place	Communities	Home to School Transport	Increased Costs	(INF) Contract inflation	Home to Schools Transport - current contractual commitment (Nov-21) including budget assumptions for cost rises through national living wage, inflationary challenges and market conditions; PSVAR legislative requirements and mainstream pupil growth in entitlement. The budget is facing unfavourable market conditions and is demand-led in nature.	1,198,254
Place	Highways	Highways Asset Management	Increased Costs	(INC) New cost	Asset growth - average of 18km of newly adopted road per annum	30,000
Place	Communities	Food Safety	Reduced Income	(FUN) New/additional funding (grant funded)	Food safety enforcement grant (rolled in to revenue support grant)	19,584
Place	Various		Reduced Costs	(RED) Efficiency	Lease car efficiency savings	(22,540)
Place	Highways		Reduced Costs	(RED) Delivery model change	Business Support Review as part of transformation	(17,000)
Place	Communities	Home to School Transport	Increased income	(INF) Income inflation	Home to Schools Transport: Post 16 Income	(31,818)
Place	Highways	Highways	Reduced Costs	(RED) Efficiency	Improve our productivity within the Network Compliance team by taking back in house the invoicing transactions from Business Support to the Highways Service.	(50,000)
Place	Highways	Highways	Reduced Costs	(RED) Efficiency	Improve data capture and streamline invoicing process for 3rd party claims arising from damage to Highways assets following road traffic incidents.	(200,000)
Place	Communities	Home to School Transport	Reduced Costs	(RED) Delivery model change	Home to Schools Transport: Re-evaluation of PA requirements	(279,818)
Place	Communities	Home to School Transport	Reduced Costs	(RED) Delivery model change	Home to Schools Transport: Alternative Transport Solutions	(282,955)
Place	Communities	Home to School Transport	Reduced Costs	(RED) Delivery model change	Home to Schools Transport: Improved Routing	(717,600)
Place	Communities	Waste Management	Reduced Costs	(RED) Delivery model change	Savings from paper and card recycling collections	(735,209)
Place	Communities	Home to School Transport	Reduced Costs	(RED) Efficiency	Home to Schools Transport: Better procurement of supply contracts	(738,636)
<b>TOTAL ADJUSTMENT (CURRENT POSITION)</b>						<b>10,493,262</b>

## Resources

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
Resources	Corporate Property	Utility Costs	Increased Costs	(INF) Energy/utility inflation	Increase in utility costs, and assumed contractual inflation costs based on latest ESPO data. 23/24 pressure includes budgetary shortfall for 22/23 (£258k) and 23/24 (£668k)	4,388,000
Resources	Corporate Property	Property Contract Inflation	Increased Costs	(INF) Contract inflation	Property contract- Revised core contract inflation, the impact of increases in NI and NLW. 23/24 represents £450k shortfall for outsourced contracts. The remaining element relates to expected 23/24 inflation.	1,070,152
Resources	IMT	IMT	Increased Costs	(INC) Delivery model change	East Midlands Public Service Network (LCC Broadband)	1,000,000
Resources	IMT	IMT	Increased Costs	(INF) Contract inflation	Service support & maintenance contract Inflation	588,192
Resources	Governance	Legal Services	Increased Costs	(INC) Delivery model change	Realignment of Legal Lincolnshire Surplus target to more accurately reflect current economic position. A business plan is under way and is planned for completion to report to ED Resources (Q1 2023/24)	400,000
Resources	Commercial	Corporate Support Service Contract	Increased Costs	(INF) Contract inflation	Corporate Support Service contract, CSC indexation (6.89%)	356,387
Resources	IMT	IMT	Increased Costs	(INC) New cost	IT activity growth	262,392
Resources	Finance	Corporate Support Service Contract	Increased Costs	(INF) Contract inflation	Corporate Support Service contract, Gross v Net (new service)/Exchequer Services/Social Care Service indexation (6.89%)	224,633
Resources	Finance	Finance	Increased Costs	(INC) New cost	External audit scale fee increase resulting from PSAA national auditor appointments	195,000
Resources	Corporate Property	Corporate Property	Increased Costs	(INF) Contract inflation	Increase in insurance premiums, attributable to non school properties. The insurance contract is due for retender but the outcome of this will not be known until spring 2023.	100,500
Resources	Organisational Support	Corporate Support Service Contract	Increased Costs	(INF) Contract inflation	Corporate Support Service contract, HR & Payroll indexation (6.89%)	67,173
Resources	Transformation	Transformation	Increased Costs	(INC) Delivery model change	Performance Management (ongoing Business Objects licence) until Power BI is in a position to fully replace old system	61,000
Resources	Corporate Property	Corporate Property	Increased Costs	(INF) Energy/utility inflation	Revised Increase in property rates. Assumed increased costs for 23/24 and beyond in line with medium term planning.	50,700
Resources	Corporate Property	Corporate Property	Increased Costs	(INC) New cost	Cloud booking software (SW business case costs)	43,650
Resources	Finance	Finance	Increased Costs	(INF) Contract inflation	Increased bank charges	27,500
Resources	Corporate Property	Corporate Property	Increased Costs	(FUN) Previously reserve funded	Additional cost for sanitisers for public health benefits for staff in line with the Smarter Working programme	20,000
Resources	Finance	Finance	Increased Costs	(DEM) Other demand	Increased cost of final accounts work	14,000
Resources	Various		Reduced Costs	(RED) Efficiency	Lease car efficiency savings	(3,920)
Resources	Governance	Legal Services	Increased income	(INF) Income inflation	Increased chargeable hours to external clients. Updated and will be reviewed in line with LSL Business Plan Review.	(40,000)

Director	Budget Book Line	Service	Change Type	Summary Narrative	BUDGET ADJUSTMENT	2023/24 £000's
Resources	Corporate Property	Corporate Property	Reduced Costs	(RED) Delivery model change	Revised Chance to Share - Kirton provision ended (delayed to 2023/24)	(70,000)
Resources	Organisational Support	Business Support	Reduced Costs	(RED) Delivery model change	Printing Review	(100,000)
Resources	Various	Property	Reduced Costs	(RED) Efficiency	Savings Target 1% - supplies and services, and vacancies	(113,315)
Resources	Commercial	Commercial	Reduced Costs	(RED) Delivery model change	Customer and Digital Transformation (customer digital delivery)	(378,000)
Resources	Organisational Support	Business Support	Reduced Costs	(RED) Delivery model change	Business Support Review as part of transformation	(756,346)
<b>TOTAL ADJUSTMENT (CURRENT POSITION)</b>						<b>7,407,698</b>

## Other Budgets

Director	Budget Book Line	Service	Change Type	Report Narrative	BUDGET ADJUSTMENT	2023/24 £000's
Other Budgets	Other Budgets	Pay Award	Increased Costs	(INF) Pay inflation	Pay award assumption 4% for 23/24 & 24/25 then 2% pa onwards	7,913,090
Other Budgets	Other Budgets	Pay Award	Increased Costs	(INF) Pay inflation	Pay Award 22/23 amount required in excess of 2% assumption - based on July 22 Employers' offer	7,500,000
Other Budgets	Other Budgets	Pensions	Increased Costs	(C&T) Pension costs	Assumed LGPS Employer Contribution 23/24 after next revaluation	2,055,370
Other Budgets	Other Budgets	Pension Deficit Contribution	Increased Costs	(C&T) Pension costs	LGPS Lump Sum Deficit current revaluation	1,000,000
Other Budgets	Capital Financing Charges	Capital Financing	Increased Costs	(C&T) Capital financing	MRP cost pressure moved to 2023/24 and 2024/25	946,945
Other Budgets	Contingency	Contingency	Increased Costs	(C&T) Other	Re-increase opening balance to £6.5m	808,980
Other Budgets	Other Budgets	Corporate Support Service Contract	Reduced Income	(INF) Contract inflation	Serco Contract Commercial Discount comes to an end	705,800
Other Budgets	Other Budgets	Pension Liabilities	Increased Costs	(C&T) Pension costs	Costs increase by inflation annually, partially offset by attrition.	107,996
Other Budgets	Other Budgets	Levy Payments	Increased Costs	(INF) Pay inflation	Apprenticeship Levy increase on 21/22 base	60,348
Other Budgets	Other Budgets	Eastern Inshore Fisheries & Conservation Authority	Increased Costs	(INF) Contract inflation	Inflation on annual payment	20,764
Other Budgets	Other Budgets	Insurance	Increased Costs	(C&T) Other	Insurance costs - to be retendered, indicative 30% increase in cost	(350,000)
Other Budgets	Capital Financing Charges	Capital Financing	Reduced Costs	(C&T) Capital financing	Ongoing MRP savings arising from MRP review	(367,000)
Other Budgets	Capital Financing Charges	Capital Financing	Reduced Costs	(C&T) Capital financing	Interest on borrowing reduced due to interest rates falling and internal borrowing, one year only	(512,773)
Other Budgets	Other Budgets	National Living Wage	Reduced Costs	(RED) Efficiency	This is a contingency budget which has not been used for some time as NLW increases have been budgeted for in service budgets. Can be removed as a saving.	(550,000)
Other Budgets	Other Budgets	Corporate Redundancy	Reduced Costs	(RED) Efficiency	Reduce corporate redundancy budget to reflect usual levels of expenditure.	(1,000,000)
Other Budgets	Other Budgets	Pay Award	Increased Costs	(FUN) Reduced expenditure (previously grant funded)	Reversal of 1.25% NIC increase	(2,054,792)
<b>TOTAL ADJUSTMENT (CURRENT POSITION)</b>						<b>16,284,729</b>

**CAPITAL INVESTMENT PROGRAMME**

**APPENDIX B**

Capital Programme (2022/23 plus Future Years)		Net Programme 2022/23 £m	Grants & Contribution 2022/23 £m	Revised Gross Programme 2022/23 £m	Net Programme 2023/24 £m	Grants & Contribution 2023/24 £m	Revised Gross Programme 2023/24 £m	Net Programme Future Years £m	Grants & Contribution Future Years £m	Gross Programme Future Years £m
<b>ADULT CARE AND COMMUNITY WELLBEING</b>										
<b>ADULT FRAILTY &amp; LONG TERM CONDITIONS</b>										
Welton Extra Care Housing		0.500	0.000	0.500	0.000	0.000	0.000	0.000	0.000	0.000
Adult Care		0.500	0.000	0.500	0.000	0.000	0.000	0.000	0.000	0.000
<b>Subtotals: Adult Frailty &amp; Long Term Conditions</b>		<b>1.000</b>	<b>0.000</b>	<b>1.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>
<b>PUBLIC PROTECTION</b>										
Registration Celebratory & Coroners Service	Coroners IT system for case management, and improvement to Gainsborough celebratory premises.	0.020	0.000	0.020	0.000	0.000	0.000	0.000	0.000	0.000
Safer Communities	Vehicle for Trading Standards	0.025	0.000	0.025	0.000	0.000	0.000	0.000	0.000	0.000
<b>Subtotals - Public Protection</b>		<b>0.045</b>	<b>0.000</b>	<b>0.045</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>
<b>Subtotals Adult Care and Community Wellbeing</b>		<b>1.045</b>	<b>0.000</b>	<b>1.045</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>
<b>CHILDREN'S EDUCATION</b>										
<b>SCHOOLS</b>										
Devolved Capital	Capital funding devolved to schools for improvements to buildings and school sites or investment in ICT hardware.	0.000	-0.993	0.993	0.000	0.000	0.000	0.000	0.000	0.000
Provision of School Places (Basic Need)	A programme of expansion and new build construction of school buildings.	0.000	-6.217	6.217	0.000	0.000	0.000	0.000	0.000	0.000
Schools Modernisation / Condition Capital	Programme to improve the condition of the school estate.	0.000	-4.914	4.914	0.000	0.000	0.000	0.000	0.000	0.000
New Schools Requirements		0.000	0.000	0.000	-0.300	-0.300	0.000	25.658	-9.336	34.994
School Mobile Classroom Replacement	The replacement of school mobile classrooms	0.000	0.000	0.000	0.600	0.000	0.600	2.400	0.000	2.400
SEND Provision Capital Funding for Pupils with EHC Plans	A programme of major investment in SEND provision.	9.444	-23.366	32.809	7.997	-2.694	10.690	4.245	0.000	4.245
Other Education & SEND Services	Capital funding for CWD short breaks and other education services	0.268	0.000	0.268	0.000	0.000	0.000	0.000	0.000	0.000
<b>Subtotals - Schools</b>		<b>9.712</b>	<b>-35.490</b>	<b>45.201</b>	<b>8.297</b>	<b>-2.994</b>	<b>11.290</b>	<b>32.303</b>	<b>-9.336</b>	<b>41.639</b>
<b>CHILDREN'S SERVICES</b>										
Early Help		0.016	0.000	0.016	0.000	0.000	0.000	0.000	0.000	0.000
Safeguarding Services	Capital funding for in-house provision and other safeguarding services including foster carers and supported accommodation	0.155	0.000	0.155	0.050	0.000	0.050	0.400	0.000	0.400
Children's Services - Children's Homes	Two new small children's homes for children who are looked after.	0.687	-1.520	2.207	1.171	0.000	1.171	0.000	0.000	0.000
<b>Subtotals - Children's Services</b>		<b>0.857</b>	<b>-1.520</b>	<b>2.377</b>	<b>1.221</b>	<b>0.000</b>	<b>1.221</b>	<b>0.400</b>	<b>0.000</b>	<b>0.400</b>
<b>Subtotals Children's Education</b>		<b>10.569</b>	<b>-37.010</b>	<b>47.579</b>	<b>9.518</b>	<b>-2.994</b>	<b>12.511</b>	<b>32.703</b>	<b>-9.336</b>	<b>42.039</b>

Capital Programme (2022/23 plus Future Years)		Net Programme 2022/23 £m	Grants & Contribution 2022/23 £m	Revised Gross Programme 2022/23 £m	Net Programme 2023/24 £m	Grants & Contribution 2023/24 £m	Revised Gross Programme 2023/24 £m	Net Programme Future Years £m	Grants & Contribution Future Years £m	Gross Programme Future Years £m
<b>RESOURCES</b>										
<b>PROPERTY</b>										
Property maintenance	To fund the maintenance and improvement programme for council properties	2.649	0.000	2.649	5.819	0.000	5.819	25.800	0.000	25.800
Orchard House Repairs	To complete essential repair work to the Lincoln County offices / Orchard House campus	0.002	0.000	0.002	0.000	0.000	0.000	0.000	0.000	0.000
Property Area Reviews	Programme of works for leased properties.	0.077	0.000	0.077	0.300	0.000	0.300	0.000	0.000	0.000
County Farms Grain Stores	The improvement to county farms grain stores	0.000	0.000	0.000	0.000	0.000	0.000	0.825	0.000	0.825
County Farms Block		0.667	0.000	0.667	0.373	0.000	0.373	1.375	0.000	1.375
Castle Motte	Contribution towards the programme of works to remove Lincoln Castle from the Heritage at Risk Register.	0.004	0.000	0.004	0.000	0.000	0.000	0.000	0.000	0.000
<b>Subtotals - Property</b>		<b>3.399</b>	<b>0.000</b>	<b>3.399</b>	<b>6.492</b>	<b>0.000</b>	<b>6.492</b>	<b>28.000</b>	<b>0.000</b>	<b>28.000</b>



Capital Programme (2022/23 plus Future Years)		Net Programme 2022/23 £m	Grants & Contribution 2022/23 £m	Revised Gross Programme 2022/23 £m	Net Programme 2023/24 £m	Grants & Contribution 2023/24 £m	Revised Gross Programme 2023/24 £m	Net Programme Future Years £m	Grants & Contribution Future Years £m	Gross Programme Future Years £m
<b>ICT</b>										
Infrastructure and Refresh Programme	General IT programmes including: IT development, replacement of PCs, other IT equipment and ICT infrastructure.	2.323	0.000	2.323	2.000	0.000	2.000	25.500	0.000	25.500
Improvement Transformation	To support the Transformation Programme by delivering enabling strategies in line with the Council's IMT strategy	2.000	0.000	2.000	2.000	0.000	2.000	0.000	0.000	0.000
Replacement ERP Finance System	Improvements to the ERP Finance system.	0.240	0.000	0.240	0.000	0.000	0.000	0.000	0.000	0.000
Care Management System (CMPP)	Installation of the Mosaic system.	0.014	0.000	0.014	0.000	0.000	0.000	0.000	0.000	0.000
ICT Development Fund	Improvements to ICT infrastructure and network.	0.028	0.000	0.028	0.000	0.000	0.000	0.000	0.000	0.000
IMT (Cloud Navigator/Windows 10)	Upgrade of hardware to Windows 10 system and development of Cloud Navigator to enable digital transformation of services to citizens.	0.088	0.000	0.088	0.000	0.000	0.000	0.000	0.000	0.000
Azure Data Migration	Migration of data from a physical to a cloud platform	0.051	0.000	0.051	0.000	0.000	0.000	0.000	0.000	0.000
<b>Subtotals - ICT</b>		<b>4.743</b>	<b>0.000</b>	<b>4.743</b>	<b>4.000</b>	<b>0.000</b>	<b>4.000</b>	<b>25.500</b>	<b>0.000</b>	<b>25.500</b>
<b>Subtotals Resources</b>		<b>8.142</b>	<b>0.000</b>	<b>8.142</b>	<b>10.492</b>	<b>0.000</b>	<b>10.492</b>	<b>53.500</b>	<b>0.000</b>	<b>53.500</b>
<b>FIRE AND RESCUE &amp; EMERGENCY PLANNING</b>										
Fire and Rescue	Refurbishment of fire and rescue properties.	0.359	0.000	0.359	0.000	0.000	0.000	0.000	0.000	0.000
Fire Fleet Vehicles and Associated Equipment	Rolling programme for the replacement of fire and rescue fleet vehicles and associated equipment.	1.913	0.000	1.913	2.691	0.000	2.691	6.478	0.000	6.478
<b>Subtotals - Fire and Rescue</b>		<b>2.272</b>	<b>0.000</b>	<b>2.272</b>	<b>2.691</b>	<b>0.000</b>	<b>2.691</b>	<b>6.478</b>	<b>0.000</b>	<b>6.478</b>

Capital Programme (2022/23 plus Future Years)		Net Programme 2022/23 £m	Grants & Contribution 2022/23 £m	Revised Gross Programme 2022/23 £m	Net Programme 2023/24 £m	Grants & Contribution 2023/24 £m	Revised Gross Programme 2023/24 £m	Net Programme Future Years £m	Grants & Contribution Future Years £m	Gross Programme Future Years £m
<b>PLACE</b>										
<b>COMMUNITIES</b>										
<b>CULTURE</b>										
Libraries	RFID replacement kiosks and library hub capital works.	0.399	0.000	0.399	0.000	0.000	0.000	0.000	0.000	0.000
Heritage / Archives	Future development of the Heritage service.	0.995	0.000	0.995	0.500	0.000	0.500	3.500	0.000	3.500
<b>Subtotals - Culture</b>		<b>1.394</b>	<b>0.000</b>	<b>1.394</b>	<b>0.500</b>	<b>0.000</b>	<b>0.500</b>	<b>3.500</b>	<b>0.000</b>	<b>3.500</b>
<b>ENVIRONMENT</b>										
Other Highways and Transportation	Block of small Transport projects including Active Travel schemes	0.939	0.000	0.939	0.000	0.000	0.000	0.000	0.000	0.000
Other Environment and Planning	Block of small projects.	0.007	0.000	0.007	0.000	0.000	0.000	0.000	0.000	0.000
Flood & Water Risk Management	A range of projects to alleviate flood and water risks.	1.606	0.000	1.606	0.000	0.000	0.000	0.000	0.000	0.000
Countryside Rights of Way		0.058	0.000	0.058	0.000	0.000	0.000	0.000	0.000	0.000
Local Flood Defence Schemes (to match fund EA)	Match funding with the Environment Agency for local flood defence schemes.	0.951	0.000	0.951	0.500	0.000	0.500	4.000	0.000	4.000
<b>Subtotals - Environment</b>		<b>3.561</b>	<b>0.000</b>	<b>3.561</b>	<b>0.500</b>	<b>0.000</b>	<b>0.500</b>	<b>4.000</b>	<b>0.000</b>	<b>4.000</b>
Waste - Fire Suppression Systems at Transfer Stations	Installation of fire suppression systems.	0.760	0.000	0.760	0.000	0.000	0.000	0.000	0.000	0.000
HWRC - Tattershall	Replacement Household Waste Recycling Centre at Tattershall	0.900	0.000	0.900	0.000	0.000	0.000	0.000	0.000	0.000
HWRC - Skegness	Replacement Household Waste Recycling Centre at Skegness	0.000	0.000	0.000	2.000	0.000	2.000	0.000	0.000	0.000
Equipment & Vehicles for Waste Transfer Stations	Replacement programme for vehicles and plant used for winter maintenance and in waste transfer stations.	0.512	0.000	0.512	0.600	0.000	0.600	0.189	0.000	0.189
Separated Paper and Card Scheme		1.069	0.000	1.069	1.660	0.000	1.660	0.728	0.000	0.728
Waste		0.035	0.000	0.035	0.100	0.000	0.100	0.000	0.000	0.000
<b>Subtotals - Waste</b>		<b>3.276</b>	<b>0.000</b>	<b>3.276</b>	<b>4.360</b>	<b>0.000</b>	<b>4.360</b>	<b>0.917</b>	<b>0.000</b>	<b>0.917</b>
<b>Subtotals - Communities</b>		<b>8.232</b>	<b>0.000</b>	<b>8.232</b>	<b>5.360</b>	<b>0.000</b>	<b>5.360</b>	<b>8.417</b>	<b>0.000</b>	<b>8.417</b>

Capital Programme (2022/23 plus Future Years)		Net Programme 2022/23 £m	Grants & Contribution 2022/23 £m	Revised Gross Programme 2022/23 £m	Net Programme 2023/24 £m	Grants & Contribution 2023/24 £m	Revised Gross Programme 2023/24 £m	Net Programme Future Years £m	Grants & Contribution Future Years £m	Gross Programme Future Years £m
<b>GROWTH</b>										
Lincolnshire Enterprise Partnership Contribution	Lincolnshire Enterprise Partnership funding for capital projects.	10.700	0.000	10.700	0.000	0.000	0.000	0.000	0.000	0.000
Lincolnshire Waterways		0.236	0.000	0.236	0.000	0.000	0.000	0.000	0.000	0.000
Economic Development - Business Unit Development	Development of business units.	1.096	0.000	1.096	0.000	0.000	0.000	0.000	0.000	0.000
Skegness Countryside Business Park		0.040	0.000	0.040	0.000	0.000	0.000	0.000	0.000	0.000
Broadband	Provision of superfast broadband across the county.	2.027	0.000	2.027	5.551	0.000	5.551	0.000	0.000	0.000
Economic Development - Horncastle Industrial Estate Extension	Extension of Horncastle Industrial Estate Extension.	0.000	0.000	0.000	1.500	0.000	1.500	0.000	0.000	0.000
<b>Subtotals - Growth</b>		<b>14.100</b>	<b>0.000</b>	<b>14.100</b>	<b>7.051</b>	<b>0.000</b>	<b>7.051</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>



Capital Programme (2022/23 plus Future Years)		Net Programme 2022/23 £m	Grants & Contribution 2022/23 £m	Revised Gross Programme 2022/23 £m	Net Programme 2023/24 £m	Grants & Contribution 2023/24 £m	Revised Gross Programme 2023/24 £m	Net Programme Future Years £m	Grants & Contribution Future Years £m	Gross Programme Future Years £m
Corringham Road (development with WLDC)	Major scheme development of Corringham Road, in partnership with West Lindsey District Council.	0.016	0.000	0.016	0.000	0.000	0.000	0.000	0.000	0.000
Sleaford Rugby Club (Sleaford Growth Scheme)	Improvement to ease congestion and improve the traffic flow at the Sleaford Rugby Club junction.	-0.004	0.000	-0.004	0.000	0.000	0.000	0.000	0.000	0.000
A52 Skegness Roman Bank		1.116	0.000	1.116	0.000	0.000	0.000	0.000	0.000	0.000
Local Highways Improvements(Pinchpoints) to support Coastal Route (between £2m-£5m p.a)		0.665	0.000	0.665	0.000	0.000	0.000	16.795	0.000	16.795
Highways Rural Road Fund		1.834	0.000	1.834	0.000	0.000	0.000	0.000	0.000	0.000
Highways B Class Roads and Lower		8.287	0.000	8.287	0.000	0.000	0.000	0.000	0.000	0.000
Other Highways	Block of smaller Highways projects.	0.892	0.000	0.892	0.000	0.000	0.000	0.000	0.000	0.000
Boston Development Schemes (Infrastructure & Economic)	A range of initiatives to support economic and housing growth whilst reducing traffic congestion in and around Boston.	0.000	0.000	0.000	2.754	0.000	2.754	0.000	0.000	0.000
A16 Leveling Up Fund		2.197	0.000	2.197	0.000	0.000	0.000	0.000	0.000	0.000
Boston Dolphin Lane		0.550	0.000	0.550	0.000	0.000	0.000	0.000	0.000	0.000
North Hykeham relief road (Scheme total £148m, DfT bid £100m)		2.029	0.000	2.029	1.534	-3.580	5.115	80.502	-101.077	181.579
<b>Subtotals - Highways</b>		<b>83.199</b>	<b>-43.991</b>	<b>127.190</b>	<b>42.545</b>	<b>-45.640</b>	<b>88.185</b>	<b>133.989</b>	<b>-143.137</b>	<b>277.127</b>
<b>Subtotals Place</b>		<b>105.530</b>	<b>-43.991</b>	<b>149.521</b>	<b>54.956</b>	<b>-45.640</b>	<b>100.597</b>	<b>142.406</b>	<b>-143.137</b>	<b>285.544</b>

Capital Programme (2022/23 plus Future Years)		Net Programme 2022/23 £m	Grants & Contribution 2022/23 £m	Revised Gross Programme 2022/23 £m	Net Programme 2023/24 £m	Grants & Contribution 2023/24 £m	Revised Gross Programme 2023/24 £m	Net Programme Future Years £m	Grants & Contribution Future Years £m	Gross Programme Future Years £m
<b>OTHER BUDGETS</b>										
New Developments Capital Contingency Fund	A council wide budget has been created to fund any schemes that are currently in the development stage. The funding will be awarded to these schemes on the approval of their business cases.	20.746	0.000	20.746	5.000	0.000	5.000	40.000	0.000	40.000
Capital Fund - CIL	This block relates to Community Infrastructure Levy receipt from developer as a contribution towards the construction of Lincoln Eastern Bypass and we have forward funded. Any income received will result in the reduction of the current capital programme.	-1.568	-1.568	0.000	0.000	0.000	0.000	0.000	0.000	0.000
<b>Subtotals Other Budgets</b>		<b>19.178</b>	<b>-1.568</b>	<b>20.746</b>	<b>5.000</b>	<b>0.000</b>	<b>5.000</b>	<b>40.000</b>	<b>0.000</b>	<b>40.000</b>
<b>Total Budget</b>		<b>146.737</b>	<b>-82.569</b>	<b>229.305</b>	<b>82.657</b>	<b>-48.634</b>	<b>131.290</b>	<b>275.087</b>	<b>-152.473</b>	<b>427.561</b>
<b>Funding:</b>										
Revenue Funding		14.416	0.000	14.416	0.161	0.000	0.161	0.759	0.000	0.759
Use of Capital Receipts		0.000	0.000	0.000	5.000	0.000	5.000	35.000	0.000	35.000
Borrowing		115.308	-82.522	197.829	77.496	-48.634	126.130	239.328	-152.473	391.801
Use of Capital Grants Unapplied		0.300	0.000	0.300	0.000	0.000	0.000	0.000	0.000	0.000
Use of Revenue Grant Reserves to Fund the Capital Programme		0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
Use of Other Earmarked Reserves		16.760	0.000	16.760	0.000	0.000	0.000	0.000	0.000	0.000
Government Grants & Contributions		0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000	0.000
<b>TOTAL FUNDING</b>		<b>146.784</b>	<b>-82.522</b>	<b>229.305</b>	<b>82.657</b>	<b>-48.634</b>	<b>131.290</b>	<b>275.087</b>	<b>-152.473</b>	<b>427.561</b>



**Open Report on behalf of Andrew Crookham, Deputy Chief Executive & Executive Director of Resources**

Report to:	<b>Executive</b>
Date:	<b>04 January 2023</b>
Subject:	<b>Commissioning of the social care client information system</b>
Decision Reference:	<b>I028446</b>
Key decision?	<b>Yes</b>

**Summary:**

The Council must re-commission its social care client case management system contract and this report recommends the continuation of the existing Mosaic system.

Mosaic records all work and engagement activity with the Council's social care clients. The system holds information that the Council and partner agencies record, and shares information regarding all services that the council provide to vulnerable Children and Adults. The system is used extensively across internal services and with select commissioned providers.

The current contract for Mosaic runs until 5<sup>th</sup> January 2024, with the maximum permitted number of annual extensions already exhausted. Current contract costs for Mosaic are c£0.352m per annum, including, Licensing, hosting, and support.

**Recommendation(s):**

That the Executive:

1. Approves the re-commissioning of the Mosaic social care client information system, via a direct contract award with Access Group, using the Crown Commercial Service (CCS) DAS framework agreement, to commence February 2023 for five years initially, with an option to extend for up to two years.
2. Delegates to the Deputy Chief Executive & Executive Director of Resources, in consultation with the Executive Councillor for Resources, Communications and Commissioning, authority to take all decisions necessary to conduct the procurement process up to and including the award and entering into of the contract.

**Alternatives Considered:**

Other options have been considered as part of this process:

**Do Nothing:**

This would not be recommended as the Council would be out of contract with its existing supplier and vulnerable to uncontrollable costs and system / security issues. The Council could also face legal challenges from other suppliers for continuing to utilise the Mosaic system and not putting the service out to the market in line with the requirements of the Public Contracts Regulations 2015.

**Partnership:**

This isn't a viable option at this time and there isn't a well-established approach with other authorities for this system. The Council operates a well configured system, which meets the existing needs of the service and has a roadmap of development to meet future priorities. The Council may want to consider how it uses its configuration to support other authorities if there is a future need.

**Influencing:**

Commercial aspects of the services cannot be delivered without funding, and it is not feasible for the services to be delivered through influence alone.

**Insourcing:**

This would not be recommended. Social care case management systems are extremely complex in nature in order to capture the needs of our most vulnerable residents and need to be regularly developed to meet statutory requirements. There is an established, albeit limited marketplace which provide effective case management systems and successfully deliver to authorities across the country. The Council already has an internal system development team which configures and maintains the system.

**Bespoke Tender Exercise:**

A bespoke tender would not be recommended. This is a relatively limited market. There are significant risks related to the disruption to service delivery arising from uncoupling from the existing system. The achievement of equally significant service enhancements to offset these risks is extremely unlikely. The Council is also unlikely to achieve a better commercial result compared with securing a contract through an established framework, where providers have already agreed to an overarching contract. A bespoke tender exercise would also incur significant cost, time and resourcing pressures.

**National G-Cloud framework agreement:**

The main issue with G-Cloud compared to the CCS DAS agreement is that the catalogue offers are generic and cannot be updated for the term of the framework. That would mean set prices, service levels etc. and no bespoke Council listing. In addition, it has a shorter call off duration than the CCS DAS (4 years maximum), requiring more resource input for a shortened contracting cycle, as well as a reduced period of time to explore commissioning options in the future and open up the opportunity to competition in the future.



**Reasons for Recommendation:**

- The Council needs to ensure it operates an effective social care case management system as a key enabler for front-line staff to fulfil the Council's statutory requirements in support of our clients who are the most vulnerable we deal with.
- The Council needs to re-commission the system as the existing contract for Mosaic runs out on 5<sup>th</sup> January 2024, with the maximum permitted number of annual contract extensions already implemented.
- A direct award through the CCS DAS Framework with the Access Group for the Mosaic system enables the Council to continue to build upon the significant resources invested in configuring the Mosaic system to meet service needs and will minimise; operational service delivery risk, costs and time of transition to a new system and staff disruption.

**1. Background**

- 1.1. Mosaic is the Council's social care case management system that records all work and engagement activity with the Council's clients. The system holds information that the Council and partner agencies record, and shares information regarding all services that the council provide to vulnerable Children and Adults.
- 1.2. It is a single point, workflow-based system, that has approximately 3,700 users representing both internal, (3,100) and external, (600) services, including Lincolnshire Partnership NHS Foundation Trust (Adult Care & Community Wellbeing) and Barnardo's (Children's Services).
- 1.3. Mosaic went live on 12<sup>th</sup> December 2016, following a tender procurement process and a highly complex implementation project, with extensive training undertaken, all at a significant cost to the Council. The current contract for Mosaic runs until 5<sup>th</sup> January 2024 with the maximum permitted number of annual extensions already exhausted.
- 1.4. In September 2021 the Mosaic product owner, Servelec, was acquired by the Access Group. Access Group also provide the Council with other key systems which can integrate with Mosaic, including Abacus which is used for social care finance and Synergy for education management.

**Current System Development**

- 1.5. The Mosaic system is highly configurable and extensive work has been undertaken over the past six years to constantly develop and improve the system, working alongside business leads in Adult Care & Community Wellbeing (ACCW) and Children's Services, to tailor the system to meet service delivery needs. The Council has also led regional authority groups to help set the forward direction of Mosaic, being involved with many enhancements and integration work with applications beyond those delivered by the Access group

- 1.6. Work is also well underway to upgrade Mosaic in December 22 to the latest version, which will lay the foundations to ensure we are able to develop and comply with any future care reforms and DWP integration when required.
- 1.7. The Council is now in a position where the social care client information system needs to be re-commissioned. The Council is seeking a fully maintained and hosted system to support the Council's delivery of its legislative obligations regarding adults' and children's social care, providing a suitable platform for cross service delivery and mobile working.
- 1.8. Due to the critical public facing services supported by this system, along with the significant investment, lead times and implementation overheads required to evolve the existing system to operational maturity, any new contract award must minimise operational service risk, cost of transition / implementation, and staff disruption.

#### Commissioning Approach

- 1.9. The marketplace for social care client information systems is extremely niche and is dominated by two main suppliers. The intention is to enter into a direct contract award with Access Group for the existing Mosaic platform as it allows the Council to build upon its extensive investment into the system, and will provide the least disruption to staff and implementation costs incurred.
- 1.10. This would be achieved using a national Crown Commercial Service (CCS) DAS framework agreement, which will enable the provider to upload an offer bespoke to the Council in relation to service levels and price and discussions are ongoing as part of regular contract management.
- 1.11. However, the current Framework is only available until February 2023, and it is currently unknown what contract provision will be available after then. The Council therefore needs to have a decision in place to continue with Mosaic ahead of the Framework ending.
- 1.12. As part of the offering on the marketplace we will agree a performance framework and service levels as well as maintaining the development activities detailed above.

#### Cost

- 1.13. Current annual contract costs for Mosaic are c£0.352m per annum, this includes Licensing, hosting and support. Exact costs will not be known until the contract catalogue entry has been updated by Access Group, however contract price increases are index linked, and based on current annual costs, plus existing levels of inflation, it's anticipated that annual costs would be in the region of £0.397m for the 23/24 financial year. Future price increases would be subject to the relevant indexation in the Crown Commercial Service framework agreement.

## 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.

An Equality Impact Analysis has been prepared for this system which identifies any potential impact on persons with a protected characteristic. Applicable mitigating factors are set out in the impact analysis, which can be found at Appendix A. The Impact Analysis will act as a live document throughout the delivery of the system and the conclusions drawn from it will be kept under review so that as issues arise, any potential for differential impact can be mitigated wherever possible.

#### Joint Strategic Needs Assessment (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 and Wellbeing Strategy (JHWS) in coming to a decision.

The system is critical in supporting the delivery of services to vulnerable adults and children which are specifically focused on improving their wellbeing. The client level information which the system records and reports upon provides key data to support a wider business intelligence analysis, resulting in better focused needs assessments and service design.

#### 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 specific nature of the system itself is not of direct relevance to Crime and Disorder, however maintaining our existing effective system will result in more efficient processes for how staff engage with the system and will support their ability to maintain accurate client information, which should allow resources to be focussed on operational service delivery including those aimed at reducing crime and disorder.

### **3. Conclusion**

- 3.1. Social care case management software is a critical tool to support front-line staff and their effective intervention with the most vulnerable people in our communities. The Council must ensure it has an effective software solution in place and having been configured over the past 6 years, the existing Mosaic system is primed to meet current and future service delivery needs. The Council has a mechanism to directly award a contract for the Mosaic system through the CCS framework and using that framework will best mitigate against potential risks.

#### **4. Legal Comments:**

The Council has the power to make the decision proposed. Use of a Framework is a compliant procurement route and consistent with the Council's Contract Regulations.

The decision is consistent with the Policy Framework and within the remit of the Executive

#### **5. Resource Comments:**

The cost set out within this report will be met from the budget approved by Council for this service. Any inflationary uplifts will be addressed through our budget setting process for future years.

Accepting the recommendation within the report will offer value for money, as this is more beneficial than the time and investment which would be required to move to a new case management system.

#### **6. Consultation**

##### **a) Has Local Member Been Consulted?**

N/A

##### **b) Has Executive Councillor Been Consulted?**

Yes

##### **c) Scrutiny Comments**

At its meeting on 15 December 2022, the Overview and Scrutiny Management Board considered the report and unanimously agreed to support the recommendations to the Executive.

In its discussion on this item, the Board explored the following topics:

- **Marketplace**

The Board explored the alternative suppliers for a social care client information system. It was confirmed that it was a very niche market, and the other main supplier was Liquid Logic which had a similar share of the market as Mosaic. There were also smaller systems which were not used to the same extent as Mosaic and Liquid Logic by local authorities.

- **Commissioning Approach**

The Crown Commercial Service framework agreement would provide the ability to bespoke the service level agreements. These had been reviewed with the Access Group in line with the current service level agreements to ensure that they were suitable for the Council and that the Council would be able to directly manage the contract as it would like to.

It was confirmed that it was currently unclear what would replace the Crown Commercial Service framework, which was due to end shortly. The Crown Commercial Service framework did create great flexibility and there was familiarity within the Council with how the framework worked. However, there would always be the option of the Council conducting its own tender process and letting the market bid for the work with the Council.

- **Costings**

The Board reflected on the unknown costs for renewal and the potential increase in costs year on year, such as from the current £352,000 per annum to an anticipated £397,000 for 2023/24 due to current levels of index-linked inflationary increases. The contract could be implemented for up to seven years, and each year the costs would increase in line with index-linked inflation. It was confirmed that there was currently no protection in place from future inflationary increases, but there was an option to try to enter into a fixed price contract instead. This would depend on whether it would be more advantageous to be in a fixed price contract or rely on indexation each year.

#### **d) Risks and Impact Analysis**

- 6.1. Awarding the contract using the Crown Commercial Service Framework agreement presents a number of risks, as it is a national framework agreement and not bespoke to the Council. The contract does allow for a level of adaptation to mitigate against some of those risks, which has to be balanced against the economic advantages of a direct award through the framework and the ability to maintain an existing system which supports our most vulnerable citizens.
- 6.2. Issues which the Council will be seeking to agree or obtain assurance about with the supplier through the scope of the framework agreement include intellectual property rights, matters of liability, supplier terms, business continuity, disaster recovery and exit planning.

## 7. Appendices

These are listed below and attached at the back of the report	
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Appendix A	Equality Impact Analysis
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## 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 Louisa Harvey, who can be contacted at [louisa.harvey@lincolnshire.gov.uk](mailto:louisa.harvey@lincolnshire.gov.uk)

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## Equality Impact Analysis to enable informed decisions

### The purpose of this document is to:-

- I. help decision makers fulfil their duties under the Equality Act 2010 and
- II. for you to evidence the positive and adverse impacts of the proposed change on people with protected characteristics and ways to mitigate or eliminate any adverse impacts.

### Using this form

This form must be updated and reviewed as your evidence on a proposal for a project/service change/policy/commissioning of a service or decommissioning of a service evolves taking into account any consultation feedback, significant changes to the proposals and data to support impacts of proposed changes. The key findings of the most up to date version of the Equality Impact Analysis must be explained in the report to the decision maker and the Equality Impact Analysis must be attached to the decision making report.

**\*\*Please make sure you read the information below so that you understand what is required under the Equality Act 2010\*\***

### Equality Act 2010

The Equality Act 2010 applies to both our workforce and our customers. Under the Equality Act 2010, decision makers are under a personal duty, to have due (that is proportionate) regard to the need to protect and promote the interests of persons with protected characteristics.

### Protected characteristics

The protected characteristics under the Act are: age; disability; gender reassignment; marriage and civil partnership; pregnancy and maternity; race; religion or belief; sex; sexual orientation.

### Section 149 of the Equality Act 2010

Section 149 requires a public authority to 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 relevant protected characteristics and persons who do not share those characteristics
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The purpose of Section 149 is to get decision makers to consider the impact their decisions may or will have on those with protected characteristics and by evidencing the impacts on people with protected characteristics decision makers should be able to demonstrate 'due regard'.

### **Decision makers duty under the Act**

Having had careful regard to the Equality Impact Analysis, and also the consultation responses, decision makers are under a personal duty to have due regard to the need to protect and promote the interests of persons with protected characteristics (see above) and to:-

- (i) consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms,
- (ii) remove any unlawful discrimination, harassment, victimisation and other prohibited conduct,
- (iii) consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics,
- (iv) consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

## **Conducting an Impact Analysis**

The Equality Impact Analysis is a process to identify the impact or likely impact a project, proposed service change, commissioning, decommissioning or policy will have on people with protected characteristics listed above. It should be considered at the beginning of the decision making process.

### **The Lead Officer responsibility**

This is the person writing the report for the decision maker. It is the responsibility of the Lead Officer to make sure that the Equality Impact Analysis is robust and proportionate to the decision being taken.

### **Summary of findings**

You must provide a clear and concise summary of the key findings of this Equality Impact Analysis in the decision making report and attach this Equality Impact Analysis to the report.

## Impact – definition

An impact is an intentional or unintentional lasting consequence or significant change to people's lives brought about by an action or series of actions.

### How much detail to include?

The Equality Impact Analysis should be proportionate to the impact of proposed change. In deciding this asking simple questions “Who might be affected by this decision?” “Which protected characteristics might be affected?” and “How might they be affected?” will help you consider the extent to which you already have evidence, information and data, and where there are gaps that you will need to explore. Ensure the source and date of any existing data is referenced.

You must consider both obvious and any less obvious impacts. Engaging with people with the protected characteristics will help you to identify less obvious impacts as these groups share their perspectives with you.

A given proposal may have a positive impact on one or more protected characteristics and have an adverse impact on others. You must capture these differences in this form to help decision makers to arrive at a view as to where the balance of advantage or disadvantage lies. If an adverse impact is unavoidable then it must be clearly justified and recorded as such, with an explanation as to why no steps can be taken to avoid the impact. Consequences must be included.

Page 71

**Proposals for more than one option** If more than one option is being proposed you must ensure that the Equality Impact Analysis covers all options. Depending on the circumstances, it may be more appropriate to complete an Equality Impact Analysis for each option.

**The information you provide in this form must be sufficient to allow the decision maker to fulfil their role as above. You must include the latest version of the Equality Impact Analysis with the report to the decision maker. Please be aware that the information in this form must be able to stand up to legal challenge.**

## Background Information

<b>Title of the policy / project / service being considered</b>	Re-commissioning of the Social Care Client Case Management System	<b>Person / people completing analysis</b>	Mark Williams – Interim Mosaic Lead
<b>Service Area</b>	Corporate Services	<b>Lead Officer</b>	Louisa Harvey – Interim Head of Corporate Systems
<b>Who is the decision maker?</b>	LCC Executive	<b>How was the Equality Impact Analysis undertaken?</b>	Desktop review and Discussions and feedback from Champions User Group and Sensory services, also consultation with staff groups
<b>Date of meeting when decision will be made</b>	04/01/2023	<b>Version control</b>	Version 2.0
<b>Is this proposed change to an existing policy/service/project or is it new?</b>	Existing policy/service/project	<b>LCC directly delivered, commissioned, re-commissioned or de-commissioned?</b>	Re-commissioned
<b>Describe the proposed change</b>	No actual change - Re-commission of the current Social Care Client Case Management System.		

## Evidencing the Impacts

In this section you will explain the difference that proposed changes are likely to make on people with protected characteristics. To help you do this first consider the impacts the proposed changes may have on people without protected characteristics before then considering the impacts the proposed changes may have on people with protected characteristics.

You must evidence here who will benefit and how they will benefit. If there are no benefits that you can identify please state 'No perceived benefit' under the relevant protected characteristic. You can add sub categories under the protected characteristics to make clear the impacts. For example under Age you may have considered the impact on 0-5 year olds or people aged 65 and over, under Race you may have considered Eastern European migrants, under Sex you may have considered specific impacts on men.

### **Data to support impacts of proposed changes**

When considering the equality impact of a decision it is important to know who the people are that will be affected by any change.

#### Population data and the Joint Strategic Needs Assessment

The Lincolnshire Research Observatory (LRO) holds a range of population data by the protected characteristics. This can help put a decision into context. Visit the LRO website and its population theme page by following this link: <http://www.research-lincs.org.uk> If you cannot find what you are looking for, or need more information, please contact the LRO team. You will also find information about the Joint Strategic Needs Assessment on the LRO website.

#### Workforce profiles

You can obtain information by many of the protected characteristics for the Council's workforce and comparisons with the labour market on the [Council's website](#). As of 1<sup>st</sup> April 2015, managers can obtain workforce profile data by the protected characteristics for their specific areas using Agresso.

**Positive impacts**

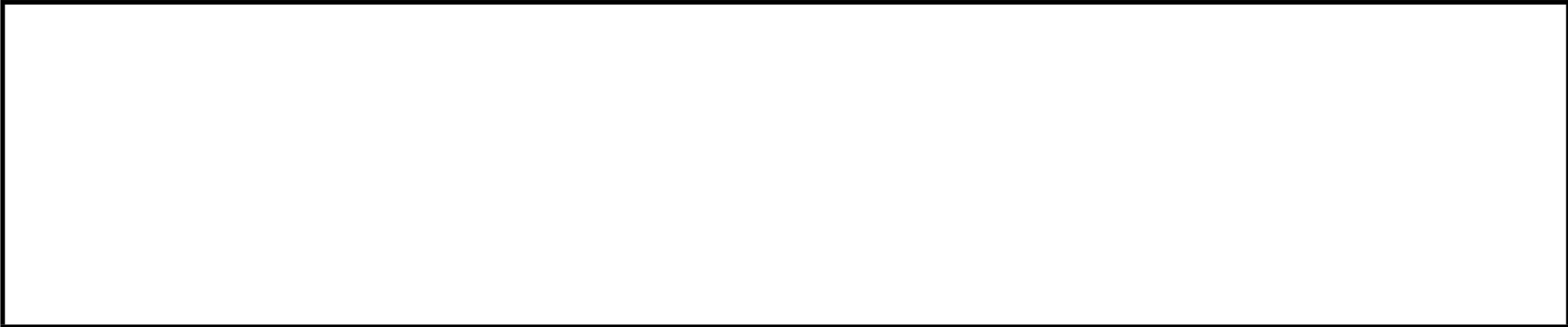
The proposed change may have the following positive impacts on persons with protected characteristics – If no positive impact, please state '*no positive impact*'.

<b>Age</b>	No positive impact
<b>Disability</b>	No positive impact
<b>Gender reassignment</b>	The introduction of the new Gender recording ability on a person record allows multiple options for recording gender. The changes for recording Gender were made in collaboration with transgender and non-binary people who informed and shaped the decisions and development of this new feature.
<b>Marriage and civil partnership</b>	No positive impact
<b>Pregnancy and maternity</b>	No positive impact
<b>Race</b>	No positive impact
<b>Religion or belief</b>	No positive impact

Sex	No positive impact
Sexual orientation	No positive impact

**If you have identified positive impacts for other groups not specifically covered by the protected characteristics in the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.**

Continuation of the existing system which allows for the protected Characteristics to be held and continued accessibility of records across partner organisations





**Adverse/negative impacts**

You must evidence how people with protected characteristics will be adversely impacted and any proposed mitigation to reduce or eliminate adverse impacts. An adverse impact causes disadvantage or exclusion. If such an impact is identified please state how, as far as possible, it is justified; eliminated; minimised or counter balanced by other measures.

If there are no adverse impacts that you can identify please state 'No perceived adverse impact' under the relevant protected characteristic.

**Negative impacts of the proposed change and practical steps to mitigate or avoid any adverse consequences on people with protected characteristics are detailed below. If you have not identified any mitigating action to reduce an adverse impact please state 'No mitigating action identified'.**

<b>Age</b>	No perceived adverse impact
<b>Disability</b>	Visual impairment – continuation that visual disabilities may be impacted by screen and processes however this can be mitigated by options available for voice control, windows accessibility settings and adapted IT equipment
<b>Gender reassignment</b>	No perceived adverse impact
<b>Marriage and civil partnership</b>	No perceived adverse impact
<b>Pregnancy and maternity</b>	No perceived adverse impact

<b>Race</b>	Continuation of all system content being in English which could have an adverse impact for users who have English as a second language. No mitigating action available as application only exists in English with no current development plans by the product owner.
<b>Religion or belief</b>	No perceived adverse impact
<b>Sex</b>	No perceived adverse impact
<b>Sexual orientation</b>	No perceived adverse impact

**If you have identified negative impacts for other groups not specifically covered by the protected characteristics under the Equality Act 2010 you can include them here if it will help the decision maker to make an informed decision.**

None

## Stakeholders

Stake holders are people or groups who may be directly affected (primary stakeholders) and indirectly affected (secondary stakeholders)

You must evidence here who you involved in gathering your evidence about benefits, adverse impacts and practical steps to mitigate or avoid any adverse consequences. You must be confident that any engagement was meaningful. The Community engagement team can help you to do this and you can contact them at [engagement@lincolnshire.gov.uk](mailto:engagement@lincolnshire.gov.uk)

State clearly what (if any) consultation or engagement activity took place by stating who you involved when compiling this EIA under the protected characteristics. Include organisations you invited and organisations who attended, the date(s) they were involved and method of involvement i.e. Equality Impact Analysis workshop/email/telephone conversation/meeting/consultation. State clearly the objectives of the EIA consultation and findings from the EIA consultation under each of the protected characteristics. If you have not covered any of the protected characteristics please state the reasons why they were not consulted/engaged.

## Objective(s) of the EIA consultation/engagement activity

No new engagement or consultation has taken place, as with the Re-commissioning of Mosaic, (the Social Care Client Case Management System) currently being used, there would be no system usage or accessibility changes that would impact either positively or negatively. Considerations and consultation would be required if the Social Care Client Case Management system was changed to an alternative application and / or new processes within it, which would be reviewed as part of the ongoing monitoring of this EIA. Original activity involved consulting with User Groups and Lincoln Sensory Services.

**Who was involved in the EIA consultation/engagement activity? Detail any findings identified by the protected characteristic**

<b>Age</b>	None due to proposed continuation of the same system.
<b>Disability</b>	None due to proposed continuation of the same system
<b>Gender reassignment</b>	None due to proposed continuation of the same system
<b>Marriage and civil partnership</b>	None due to proposed continuation of the same system
<b>Pregnancy and maternity</b>	None due to proposed continuation of the same system
<b>Race</b>	None due to proposed continuation of the same system
<b>Religion or belief</b>	None due to proposed continuation of the same system

<b>Sex</b>	None due to proposed continuation of the same system
<b>Sexual orientation</b>	None due to proposed continuation of the same system
<b>Are you confident that everyone who should have been involved in producing this version of the Equality Impact Analysis has been involved in a meaningful way?</b> The purpose is to make sure you have got the perspective of all the protected characteristics.	<p>Yes, as it is a continuation of the same system and processes.</p> <p>However, engagement exercises will be undertaken at the appropriate stage if the outcome was not to re-commission and continue the usage of Mosaic, or if there were fundamental changes to the use of the current system.</p> <p>An analysis was taken for original implementation involving internal and external groups.</p>
<b>Once the changes have been implemented how will you undertake evaluation of the benefits and how effective the actions to reduce adverse impacts have been?</b>	Although this is a continuation of the same system and processes there will be reviews for each upgrade of the system.

## Further Details

**Are you handling personal data?**

Yes

If yes, please give details.

The information contained within Mosaic is critical and highly sensitive personal data, (along with case notes), held for more than 570,000 clients. However, there is no change to the scope or data currently held by the re-commissioning process.

Page 82

Actions required	Action	Lead officer	Timescale
Include any actions identified in this analysis for on-going monitoring of impacts.	Regular Ongoing review for internal development and as part of future upgrades.	Mark Williams	Ongoing

Version	Description	Created/amended by	Date created/amended	Approved by	Date approved
V1.0	Initial draft	Mark Williams	18.11.2022		
V2.0	Second Draft including amendments and further information around disability accessibility work undertaken.	Mark Williams	01.12.2022	Louisa Harvey	02.12.2022

**Examples of a Description:**

'Version issued as part of procurement documentation'  
 'Issued following discussion with community groups'  
 'Issued following requirement for a service change; Issued following discussion with supplier'



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**Open Report on behalf of Derek Ward, Director of Public Health**

Report to:	<b>Executive</b>
Date:	<b>04 January 2023</b>
Subject:	<b>The Director of Public Health's Annual Report 2022 - The Diverse Communities of Greater Lincolnshire</b>
Decision Reference:	<b>I028012</b>
Key decision?	<b>No</b>

**Summary:**

In 2021, the Chief Medical Officer (CMO) highlighted the challenges of coastal communities in his Annual Report, including case studies on coastal communities in Lincolnshire and North-East Lincolnshire. The report identified some of the reasons for inequalities and set out a range of recommendations to improve outcomes. The CMO noted the lack of available data published at a geographical level small enough to capture coastal outcomes, posing a challenge to being able to plan national and local strategies.

This DPH Annual Report has analysed local data and identified four types of community across Greater Lincolnshire- urban centres, urban industrial centres, coastal communities and rural and market towns. The report describes the four types of community and highlights the key challenges and opportunities for health and wellbeing, that vary across different places. We hope this fresh perspective will add value to the work of those supporting health and wellbeing, and delivering health and care services, across Greater Lincolnshire.

**Recommendation(s):**

That the Executive notes the contents of the Annual DPH Report and approve its publication to Lincolnshire County Council's website.

**Alternatives Considered:**

- |    |  |
|----|--|
| 1. | Do not approve the publication of the Annual DPH Report 2022 |
|----|--|

**Reasons for Recommendation:**

Directors of Public Health have a statutory duty to produce an annual report on the state of health of the people they serve. Local authorities have a statutory duty to publish the report.

**1. Background**

Directors of Public Health in England have a statutory duty to produce an independent report on the state of health of the people they serve on an annual basis.

This annual report has been created for Greater Lincolnshire, as part of the Greater Lincolnshire Public Health pilot. North-East Lincolnshire, North Lincolnshire and Lincolnshire County Council have worked together to produce this annual report which examines the diverse communities of Greater Lincolnshire.

The County Council as one of the local authorities to whom the Report is directed has a statutory duty to publish the report and the report should be as accessible as possible to the wider public. The Annual DPH Report is attached as an appendix to this covering report

**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 report actively seeks to explore and highlight health inequalities.*

#### Joint Strategic Needs Assessment (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 and Wellbeing Strategy (JHWS) in coming to a decision.

*This report is an independent professional view of the state of health the people in Lincolnshire by the Director of Public Health. It has therefore drawn from a wide range of evidence, including but not limited to, the JSNA. The analysis and conclusions are designed to inform and support the ongoing delivery of the JHWS.*

#### 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.

*Section 17 considerations were made as part of the research and development of this report, through no specific impacts were identified.*

### 3. Conclusion

There are significant challenges for preventing ill health and improving life expectancy across Greater Lincolnshire. By developing a better understanding of the complexity of our local communities, we can begin to tailor our approaches to prevention and treatment in a way that better meets the needs of local people.

#### 4. Legal Comments:

Under Section 73B (5) of the National Health Service Act 2006, the Director of Public Health for a local authority must prepare an annual report on the health of the people in the area of the local authority and under Section 73B (6) of the Act the local authority must publish the report.

The decision is consistent with the Policy Framework and within the remit of the Executive.

#### 5. Resource Comments:

The annual report highlights how Lincolnshire has utilised the Public Health grant monies received to enhance the outcomes of the population and further understand people's needs and future direction.

### 6. Consultation

#### a) Has Local Member Been Consulted?

n/a

#### b) Has Executive Councillor Been Consulted?

n/a

#### c) Scrutiny Comments

n/a

#### d) Risks and Impact Analysis

Not applicable

### 7. Appendices

These are listed below and attached at the back of the report	
Appendix A	The Director of Public Health Annual Report 2022- The Diverse Communities of Greater Lincolnshire

## 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
See References section within the Director of Public Health Annual Report 2022	<a href="https://www.moderngov.co.uk/2023/01/04/agenda-for-executive-on-wednesday-4th-january-2023-10.30am/">Agenda for Executive on Wednesday, 4th January, 2023, 10.30 am (moderngov.co.uk)</a>

This report was written by Andrea Ball, who can be contacted on 07423417365 or [andrea.ball@lincolnshire.gov.uk](mailto:andrea.ball@lincolnshire.gov.uk).

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# Appendix A

# THE DIVERSE COMMUNITIES OF GREATER LINCOLNSHIRE

DIRECTOR OF PUBLIC HEALTH ANNUAL REPORT 2022





## CONTENTS

1.0 Foreword	3
2.0 Introduction	4
2.1 The four community types in Greater Lincolnshire	4
3.0 Urban centres	7
4.0 Urban industrial centres	13
5.0 Coastal communities	19
6.0 Rural and market towns	25
7.0 Conclusion and recommendations	31
8.0 References	34
9.0 Annex – Reflections on 2021 Annual Reports	38
Lincolnshire	38
North Lincolnshire	39
North East Lincolnshire	40

## 1.0 FOREWORD

Welcome to my fourth annual report as Director of Public Health, but my first for the whole of Greater Lincolnshire. Lincolnshire and neighbouring authorities of North and North East Lincolnshire have faced huge public health challenges over the past few years in steering residents through the Covid-19 pandemic as safely as possible.



As we have emerged more fully from the restrictions that the pandemic brought to us all, we have faced new challenges, not least the mental wellbeing and other health related issues arising from periods of lockdown. And new concerns have arisen such as the cost of living challenge brought about by the economic crisis.

Over recent years, previous annual reports have centred on themes such as the burden of disease, response to the pandemic and the impact of Covid-19 on children and young peoples' health and wellbeing. The Chief Medical Officer's annual report for 2021 highlighted coastal communities as having some of the worst health outcomes in England and the lack of data and understanding of the different communities in areas which would help plan local strategies and improve outcomes for health. Both Lincolnshire and North East Lincolnshire were "coastal case studies" in Professor Whitty's report.

Greater Lincolnshire typically has large areas of rural land and urban centres of differing sizes. So having analysed local data, this report identifies the four types of community we have – urban centre, urban industrial, coastal community and rural and market town – and the differences and opportunities for health and wellbeing.

There are significant challenges for preventing ill health and improving life expectancy across Greater Lincolnshire. Each community has different characteristics and opportunities that lead to different health outcomes. But the challenges can also have common themes across the region. Poor housing and fuel poverty require different solutions in urban and rural areas but is a consistent problem. The lack of a

teaching hospital means recruitment and retainment of a health and care workforce is a challenge over all of Greater Lincolnshire, although it is felt more acutely in coastal strips. Poor air quality not only affects urban areas but agricultural air pollution is also a growing concern.

The report sets out how different health needs in the four types of community need different approaches. The local environment and its assets also need to be harnessed to improve health and wellbeing in our communities. We live in a beautiful, green and blue county and we should maximise the health and wellbeing benefits of being outdoors in the countryside and along our coastline and rivers.

There are also ways in which we can maximise training opportunities and recruitment to health and care, flexing the workforce to improve health and wellbeing and the support available. By developing a better understanding of the complexity of our local communities we can target and tailor our approach to prevention and treatment which meets the needs of local people.

Finally, I'd like to acknowledge and thank all of those who have supported the writing and production of this year's Director of Public Health Annual Report.

**Derek Ward**  
Director of Public Health for  
Greater Lincolnshire



## 2.0 INTRODUCTION

In this Annual Report, we have analysed local data and identified four types of community across Greater Lincolnshire. In the following pages we will describe the four types of community and highlight key challenges and opportunities for health and wellbeing, which vary across the different places. We hope this fresh perspective will add value to the work of those supporting health and wellbeing, and delivering health and care services, across Greater Lincolnshire.

Coastal communities have some of the worst health outcomes in England, including low life expectancy and high rates of major diseases. In 2021, the Chief Medical Officer (CMO) highlighted the challenges of coastal communities in his Annual Report, including case studies on coastal communities in Lincolnshire and North East Lincolnshire. The report identified some of the reasons for inequalities and set out a range of recommendations to improve outcomes (DHSC, CMO Annual Report, 2021).

An important challenge noted by the CMO is the lack of data and understanding at this geography to help plan national and local strategies to improve outcomes. The Coastal Communities All Party Parliamentary Group (APPG) agreed in June 2022 that a coastal strategy is needed to address inequalities in education, health, and housing in coastal areas.

In addition to 50 miles of coastline, Greater Lincolnshire has large expanses of rural land and urban centres of different size and make-up. There are some obvious geographic distinctions between these places and each has different challenges and opportunities when it comes to health and wellbeing. Some are subtle differences, for example proximity to neighbouring service centres, which if better understood will help us to promote health, reduce inequalities and provide services to those who need them. Until now, there has been limited work to explore the main characteristics of these different communities and what those characteristics mean for health and wellbeing, and service delivery.

### 2.1 THE FOUR COMMUNITY TYPES IN GREATER LINCOLNSHIRE

To classify communities, we used small geographies (known as Lower Super Output Areas or LSOAs) to segment areas according to key characteristics. Those key characteristics included features such as building density, industrial make-up, and proximity to the coastline. We have distilled this complex landscape into four “summary-type” models as we describe below. Clearly the geography of the county is far more complex, but to help planning and service delivery we think it is important to simplify whilst still highlighting the key differences.

The four types of community identified across Greater Lincolnshire are:

- Urban centre
- Urban industrial
- Coastal community
- Rural and market town

Each type, and the challenges and opportunities for health and wellbeing, are described in more detail in the chapters that follow.

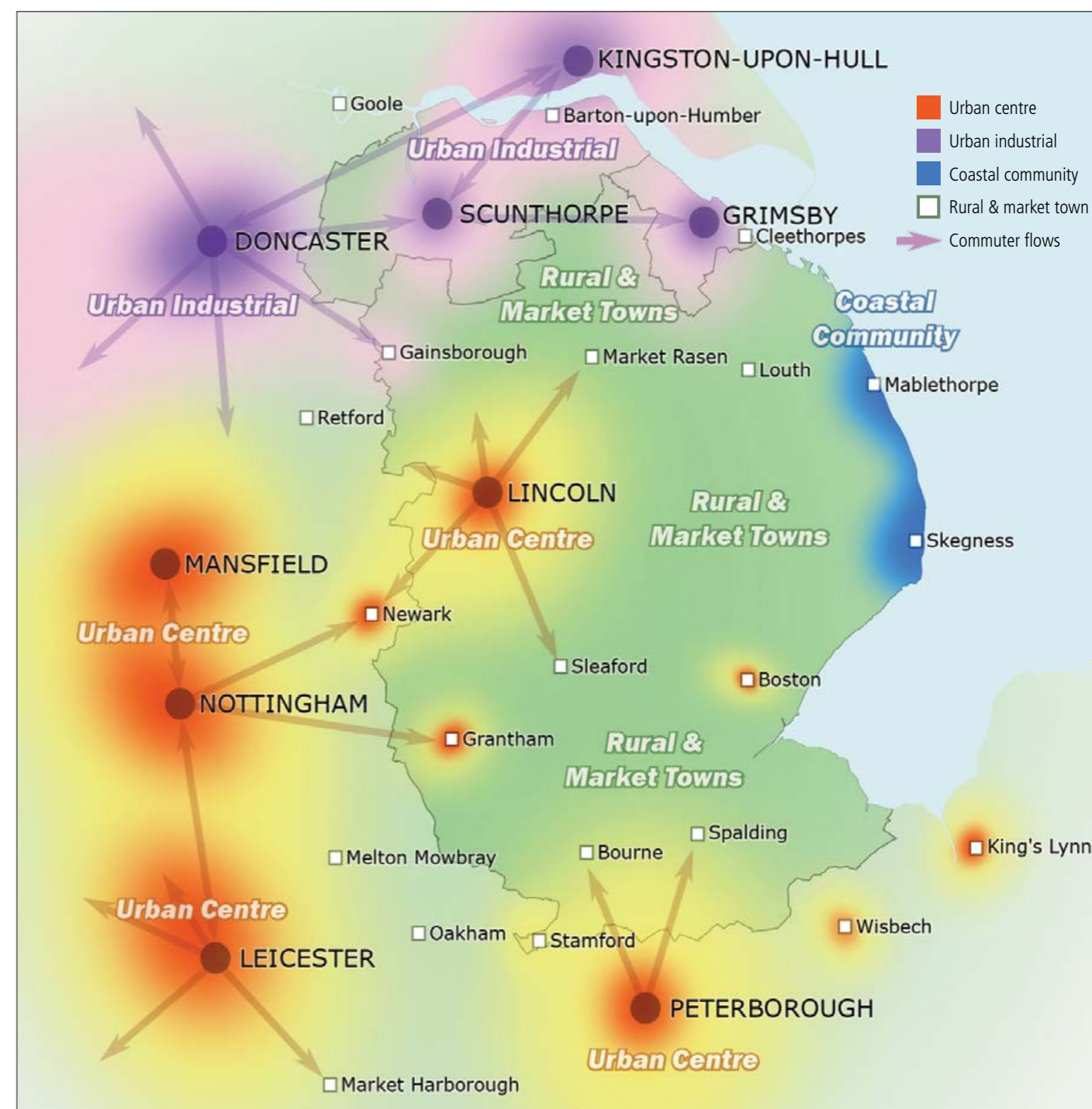
In summary, urban centre communities can be categorised as those where building density is highest. Urban industrial communities also have a high building density but, in addition are characterised by their links to heavy industry such as electricity generation, gas, steel, mining, and quarrying, with a low amount of agricultural work, financial, professional, and scientific

services. Coastal communities are those directly situated on the coast, with local business dominated by accommodation, leisure, and food services. The remaining areas are classified as rural and market town communities. See Figure 1 below for a map showing the different communities.

Whilst this work has identified distinct

geographies with different characteristics, it is important to note that many places have features of more than one type of area. The types are intended to provide greater understanding of the challenges involved in improving health and delivering services across an area as diverse as Greater Lincolnshire. Areas may fall between two types and have

Figure 1: The four types of community in Greater Lincolnshire and where they are found



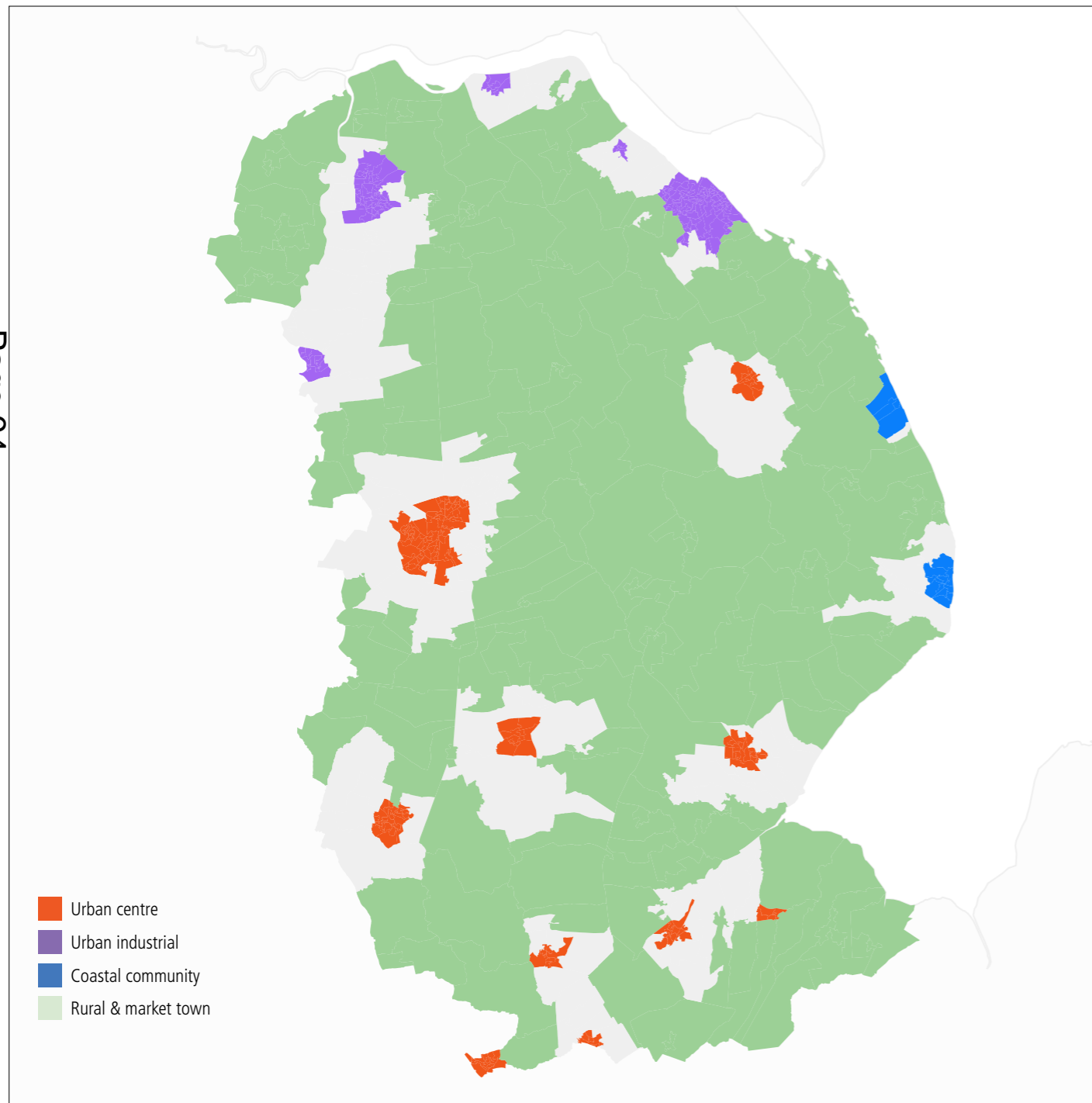
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characteristics of either, or both, depending on their connections. In some instances, an area may have strong linkages with a neighbouring category which changes the challenges and opportunities in that community. A judgement should be made of the most important factors when considering each community, to apply the findings to strategy development and the

planning of services.

To understand the main differences between, and typical natures of, each type of community, only the most central LSOAs for each category were used in statistical analyses. The LSOAs used in analyses are shown in Figure 2.

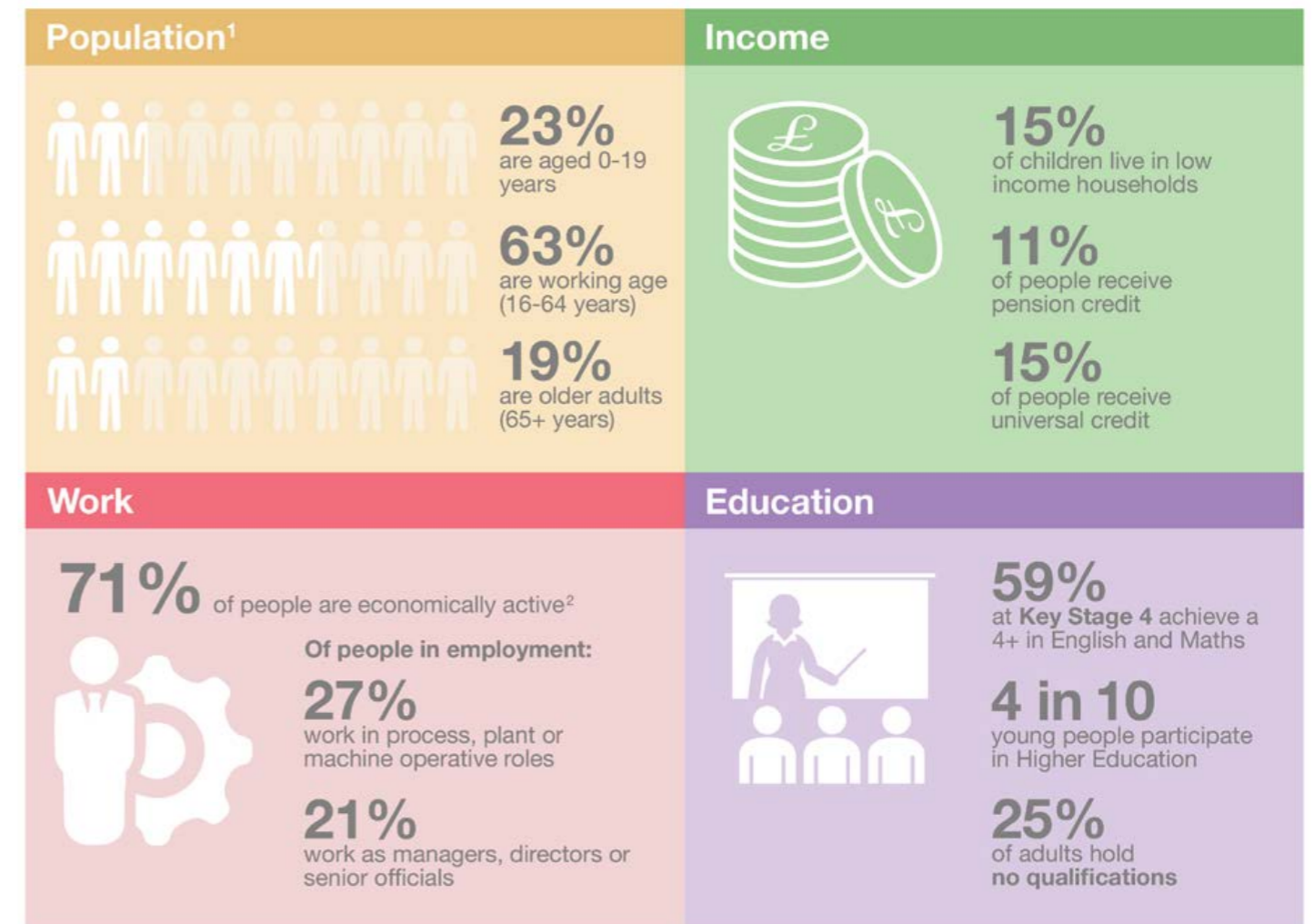
Figure 2: Lower Super Output Areas utilised in category analyses



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### 3.0 URBAN CENTRES

Urban centres in Greater Lincolnshire – places such as Lincoln, Grantham, and Boston – provide a range of services to surrounding communities as well as significant employment opportunities and transport linkages. Out of a total population in Greater Lincolnshire of around 1.1 million people, an estimated 325,000 live in urban centres. They are often attractive places to live and work because of the cultural, heritage and economic benefits, which mean large numbers of people choose to live in these communities. There are pockets of strong employment, coupled with low social mobility in places. Urban centre communities are younger than average, made up of an economically active population with lower-than-average levels of deprivation and living in good housing. These communities have good access to community and health services.



1. There is an overlap between those who are aged 0-19 and 16-64.  
 2. People not in employment who have not been seeking work within the last 4 weeks and/or are unable to start work within the next 2 weeks.





Boston town centre

Lincoln is a regional service sector hub, with dominant employment opportunities in public services across local government and the NHS. The retail, heritage and cultural offer in the city is also strong, bucking the trend of high street decline in similarly sized towns and cities in the East Midlands. The city has a particularly young demographic due to development and investment in the University of Lincoln, and together, the University of Lincoln and Bishop Grosseteste University attract approximately 16,000 students.

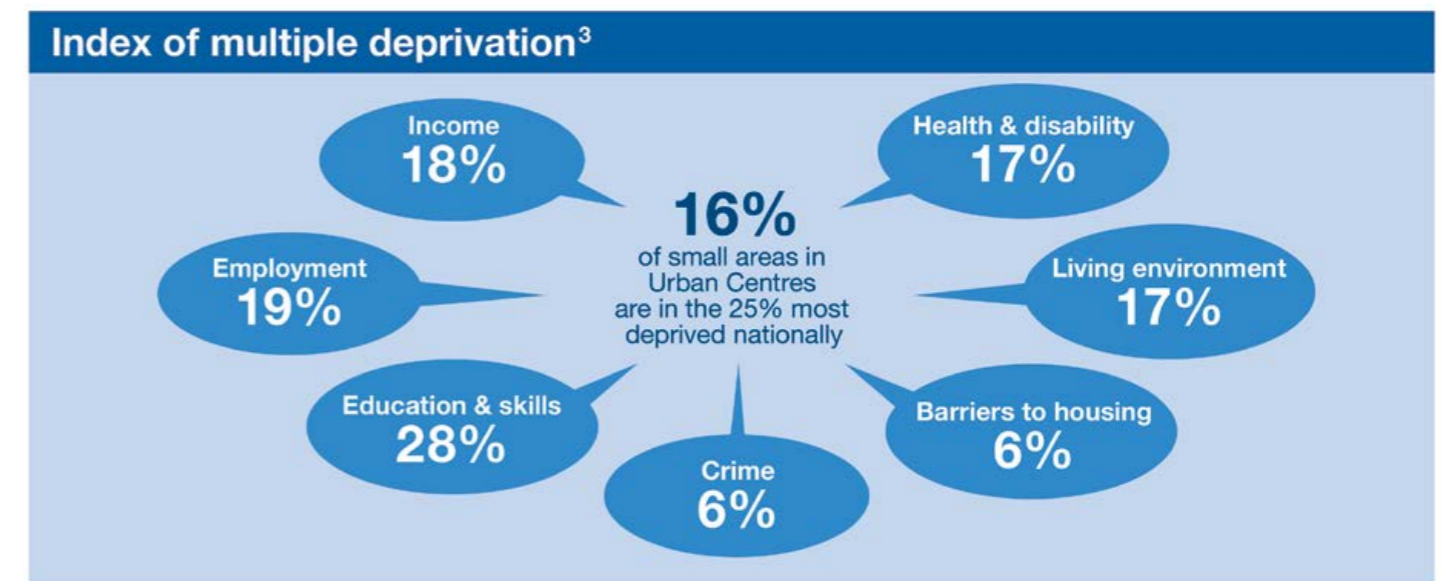
Grantham has a strong manufacturing base, although employment is dominated by public services, food, and logistics. The town is well connected to national infrastructure, intersected by both the A1 and the East Coast mainline. The strategic location of Grantham has led to recent investments to help grow the town, such as the Grantham Southern Relief Road, which will connect the A52 to the A1, bypassing the town centre and creating significant opportunity for development space.

Boston serves as a hub to the nationally important food sector, and therefore food production, haulage and logistics are the

key employment sectors in the town. A large proportion of the population is employed in agency activities, servicing the food and land-based sector. Boston also has a large population of first and second generation migrant workers, particularly from Eastern Europe. As a result, Boston's population has grown more quickly than other towns in Lincolnshire.

With a lower-than-average skills level, employment and wages pose significant risks to the town. Boston Borough is ranked as the most deprived of all local authorities in England in the 'Skills' domain of the 2019 Index of Multiple Deprivation (Department for Levelling Up, Housing and Communities & Ministry of Housing, Communities and Local Government, 2021). It has a more limited sectoral make up compared to Lincoln and Grantham. Levels of entrepreneurialism are low resulting in a relatively 'static' economy. The town centre is attractive, with significant cultural assets; however, infrastructure is a major challenge, particularly given the large flows of goods movement from the food sector and the Port of Boston into the national network.

Urban centre communities have good access



3. The Index of Multiple Deprivation (IMD) is a measure of small area deprivation in England. IMD divides England into 32,844 small areas (average population 1,500 people/650 households) and ranks them from 1 (most deprived) to 32,844 (least deprived). For each of the areas of life presented here (e.g. income, crime, etc), the % represents the number of small areas in this type of community that fall into the 20% most deprived nationally. A higher percentage than 20% means there is more deprivation than the average for England.





Page 96

to health services. In Greater Lincolnshire, urban centres have above average access to general practice, pharmacy and hospitals

using public or private transport and walking. However, health problems like obesity, respiratory problems, cancer, and diabetes are made worse by unhealthy living and working conditions, inadequate green space, and noise and air pollution (e.g. from traffic congestion and industry). Safe space for walking, cycling and active living can be more limited in urban centres, discouraging healthy behaviours such as active travel.

Overall, urban centres have lower than average rates of elective and emergency hospital admissions. However, hospital admissions due to some specific causes such as cancer and emergency admissions due to falls are higher in urban centres (NHS Digital, Hospital Episode Statistics, 2022). Mortality rates are higher than average in urban centres than across Greater Lincolnshire. The highest all-age disease specific mortality rates are cancer (282 deaths per 100,000 population) and cardiovascular disease (CVD) (272.4 deaths per 100,000 population). Additionally, the all-age suicide rate is also higher than average, although this difference is not statistically significant (NHS Digital, Civil Registration Mortality data, 2022).

### KEY CHALLENGES URBAN CENTRE COMMUNITIES

Within urban centre communities, key challenges include:

- Clustering of people from vulnerable groups, usually in the most deprived areas where there are fewer opportunities and more challenges around access to services, work, and health literacy. Areas of deprivation and affluence often sit closely alongside each other and so the geographical scale of analysis matters when targeting support and initiatives.
- Over recent years Boston has seen an influx of Eastern European migrant workers, and the

agri-food industry in the surrounding rural area is reliant on this workforce. There have been some issues with community cohesion, as well as instances of exploitation of migrant workers defined as modern day slavery.

- In some areas, overcrowding can be an issue with concentrations of houses of multiple occupation (HMOs) in the private rented sector. Boston and Lincoln also have the highest number of homeless people and rough sleepers in Lincolnshire. Rough sleeping is known to lead to a significant reduction in life expectancy. The homeless

problem is exacerbated where people have no recourse to public funds due to not having settled status in the United Kingdom.

- The risk of outbreaks of infectious diseases is higher in urban, overcrowded environments; for example, as observed through the Covid-19 pandemic. Health conditions such as Tuberculosis are more common in urban centres and the spread of such infectious diseases is likely to be exacerbated by overcrowded living conditions and rough sleeper congregations on the streets.
- Urbanisation is linked to high rates of depression, anxiety, and mental ill health, and is a growing concern. People living in urban areas can suffer from social isolation even though they live near

other people. Students, young professionals, and migrant workers who have re-located to urban centres are often distanced from their families and usual support networks, and so are at increased risk.

- Urban populations are among the most vulnerable to climate change, experiencing higher temperatures due to the effect of large concrete expanses and lack of green cover (known as urban heat islands). This is something made more acutely obvious during the heatwaves of summer 2022. Parts of Lincoln and Boston are also at risk from fluvial flooding (where rivers, lakes, and streams overflow).

### KEY OPPORTUNITIES FOR URBAN CENTRES

- Training opportunities at undergraduate and postgraduate level are limited due to the lack of teaching hospitals in Greater Lincolnshire. Further opportunities could be explored to help seek further investment in a teaching hospital that could help to overcome the challenges presented in the recruitment and retention of a health and care workforce, such as The Campus for Future Living planned in Mablethorpe.
- Increase awareness of opportunities for people to connect and create meaningful community relations and interactions to reduce isolation and increase the feeling of belonging to benefit people's mental health and wellbeing. Continued promotion and development of the Connect to Support Lincolnshire directory of services and community assets would support this.
- Expanding accessible green space and active travel routes would improve health and wellbeing

through the reduction of vehicle traffic and would also increase healthy behaviours such as physical activity.

- Traffic congestion in urban areas can lead to longer journey times and contribute to air and noise pollution. Three of the air quality management areas across Greater Lincolnshire are in Lincoln, Boston, and Grantham. There is an opportunity to support more research into air pollution, particularly how to monitor and tackle particulate air pollution from industries and traffic.
- There should be consistent and concerted use of health impact assessments for new developments (urban extensions) and regeneration schemes. These should consider the potential to exacerbate inequalities between these and unimproved communities.



**SUMMARY**

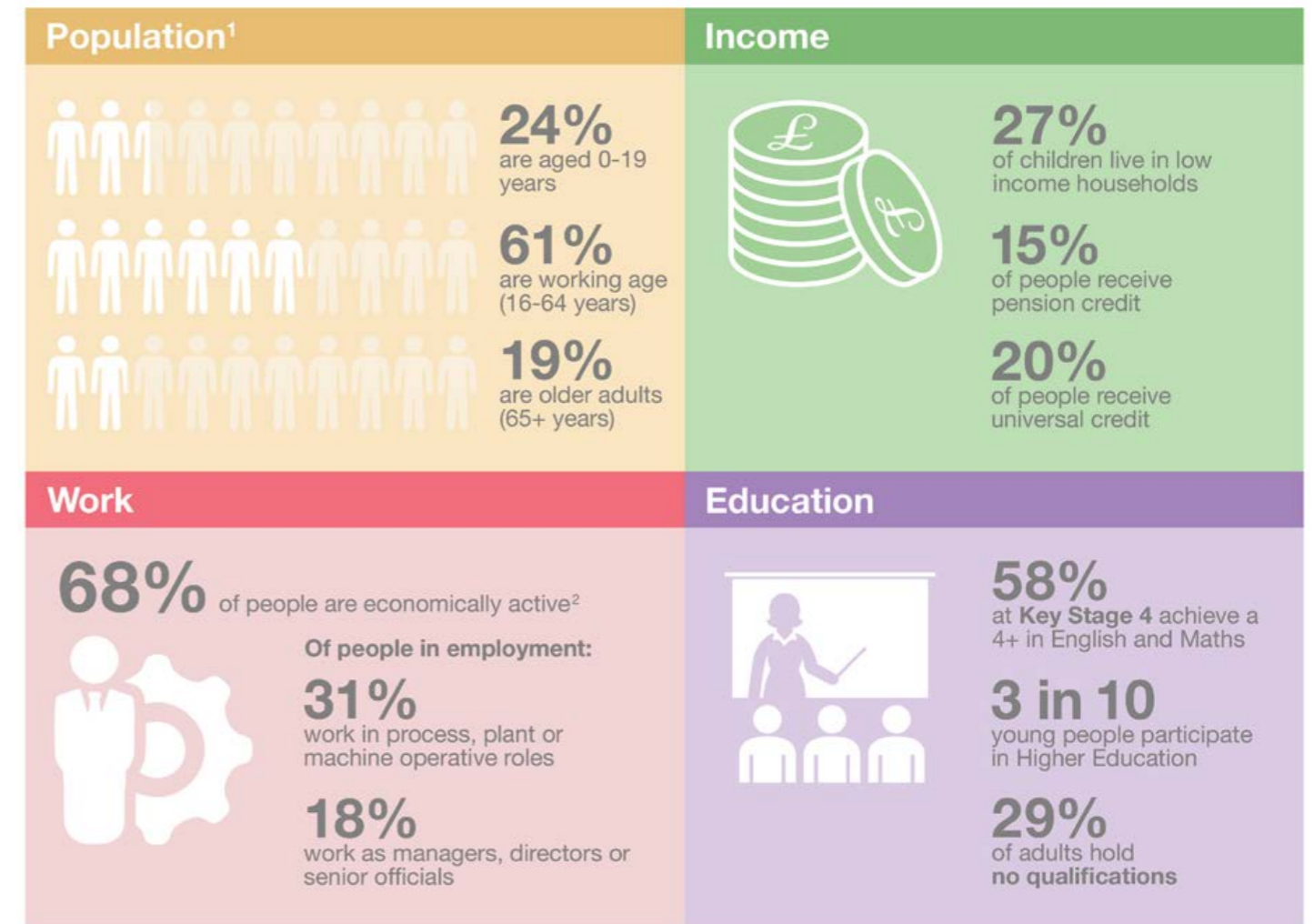
Urban centre communities are younger than average, made up of an economically active population with lower-than-average levels of deprivation usually living in good housing. These communities have good access to community and health services. However, health outcomes in some domains are worse, particularly

cancer, cardiovascular disease, and suicide. Reducing environmental challenges such as air pollution, poorer access to green space and the high density of fast-food outlets would have a significant impact on the health and wellbeing of urban centre communities.



# 4.0 URBAN INDUSTRIAL CENTRES

Characterised by heavier industry and industrial heritage, including oil, gas, chemicals, steel and mining, urban industrial centres are another ‘type’ of community identified in Greater Lincolnshire. The urban industrial area of Greater Lincolnshire centres around the three towns of Scunthorpe, Grimsby and Gainsborough. An estimated 253,000 people live in urban industrial communities. The heavier industrial base (as well as the industrial heritage) influences the local culture, the types of employment available and the skills needed to take up those jobs, and this is reflected in the health challenges faced. As in other urban centres, there are pockets of strong employment growth, but in urban industrial centres higher levels of economic inactivity and low social mobility are more pronounced. These areas have a younger than average age profile, with over 60% of the population aged under 50 years and almost a quarter under 19.



1. There is an overlap between those who are aged 0-19 and 16-64.  
 2. People not in employment who have not been seeking work within the last 4 weeks and/or are unable to start work within the next 2 weeks.





Although their expansion was driven by different industrial drivers – steel for Scunthorpe, port trade and engineering for Gainsborough, and fishing, as well as imported and exported goods, for Grimsby – in modern times all three towns face deep seated socio-economic challenges following rapid de-industrialisation. In many communities, unemployment and economic inactivity is high with low aspiration amongst communities. The Humber bank is the single most polluting cluster in the whole of the UK, connected to 25% of the UK’s energy generation. This means that the area has a major role to play in reaching net zero and big economic opportunities around decarbonisation. Significant levels of investment in the area are anticipated over the coming years making the Humber a major hub for renewables in the UK.

Urban industrial areas are dominated by single people renting low-cost homes in the short-term, families with limited resources, and elderly people. Levels of deprivation are high, much higher than in urban centre communities and rural and market towns. Educational outcomes are worse than average for Greater Lincolnshire, with fewer children achieving a

Level 4 in English and Maths at Key Stage 4 and a lower-than-average proportion of young people participating in further education. Grimsby and the surrounding areas have among of the lowest levels of qualifications in the country. Almost a third of the population is employed in process, plant, and machine operative occupations – the highest across Greater Lincolnshire (ONS, 2011 Census, 2022).

Overall, inequalities in healthy life expectancy are stark, affecting many of the communities living closest to the docks in Grimsby and Scunthorpe, and Gainsborough’s most urban areas. Within Scunthorpe and Grimsby, there are general hospitals supporting the local and surrounding populations with acute care. These hospitals also serve some residents from neighbouring rural areas of Lincolnshire. They are also well served by GP surgeries, and pharmacy provision, however the need for specialist care can result in referral to nearby cities such as Hull, or Sheffield. In comparison, residents of Gainsborough will typically travel to Lincoln for acute hospital care.

Urban industrial centres typically present higher rates of both elective and emergency

**Index of multiple deprivation<sup>3</sup>**



3. The Index of Multiple Deprivation (IMD) is a measure of small area deprivation in England. IMD divides England into 32,844 small areas (average population 1,500 people/650 households) and ranks them from 1 (most deprived) to 32,844 (least deprived). For each of the areas of life presented here (e.g. income, crime, etc), the % represents the number of small areas in this type of community that fall into the 20% most deprived nationally. A higher percentage than 20% means there is more deprivation than the average for England.



hospital admissions compared to the wider Greater Lincolnshire population. Hospital admissions due to liver disease are highest here, and admissions due to respiratory disease, cardiovascular disease, and substance misuse are all also higher than average. Rates of admissions due to cancer are lower-than-average, but cancer mortality rates are

significantly higher, which may suggest issues around late diagnosis. Beside cancer, urban industrial areas also have higher mortality rates from cardiovascular, liver, and respiratory disease, as well as above average all-cause mortality rates (NHS Digital, Civil Registration Mortality Data, 2022).

### KEY CHALLENGES FOR URBAN INDUSTRIAL COMMUNITIES

Within urban industrial communities, key challenges include:

- Older terraced houses in these towns are more likely than housing in other areas to be poorly maintained, resulting in damp or mould. Often also poorly insulated, these properties can be difficult to heat in winter and vulnerable to extremes of heat in summer (Tunstall, 2013). Increasingly available to residents as short-term private lets, such properties and the associated 'churn' of residents moving in and out of the area, can generate instability in the local population (e.g. affecting personal support networks) and pose a challenge for continuity of services for residents with health or care needs (USCREATES, 2017).
- Urban industrial communities are exposed to higher levels of air pollution from traffic or adjacent industry (Environment Agency, 2021). Two Air Quality Management Areas (AQMAs) are currently in action, one within central Grimsby and the other within Scunthorpe, for Nitrogen Dioxide (NO<sub>2</sub>) and particulate air pollution respectively (Defra, 2022).
- The environment is vital in supporting healthy living; however, urban industrial areas have a higher concentration of amenities such as betting shops and fast-food restaurants, as well as poorer access to green open spaces. Rates of anti-social behaviour are higher and litter is much more common, which can affect physical activity levels and reduce mental wellbeing and social connectivity (Glasgow Centre for Population Health, 2013).
- Although physical access to healthcare services is better than in other communities across Greater Lincolnshire, potential barriers remain, such as the ability to attend appointments during the working day due to working long hours or zero hours contracts, as well as educational barriers. These potential barriers are interrelated with the social determinants of health, as well as a lack of system knowledge, and these factors are likely to influence a person's ability to access healthcare in a timely way (Ensor, et al. 2004).
- Geographic isolation combined with poor transport connectivity can make access to employment opportunities in other areas more challenging. Many younger adults move away from home to university or for work and never return to the area. There are enormous challenges within health and social care, in particular the recruitment of professional staff in healthcare with numerous long-term vacancies and considerable agency dependence at the local hospitals.



The Port of Immingham

### KEY OPPORTUNITIES FOR URBAN INDUSTRIAL COMMUNITIES

There are also important advantages and opportunities for our urban industrial areas:

- Northern Lincolnshire is uniquely positioned to be at the centre of growth in offshore wind and green energy industries. The ports of Grimsby, Immingham and Killingholme are collectively amongst the biggest ports by tonnage in the UK. The Humber has been made a Freeport which should facilitate the attraction of inward investment to build new facilities (such as manufacturing or research and development), with the likely accompaniment of jobs in the area. The local economy needs stronger foundations and the right support to fully exploit these growth industries and integrate them into the wider economy and community (ultimately translating into better living standards for people in the most deprived neighbourhoods).
- Levelling Up funding has the potential to dramatically improve currently under-utilised, and in parts run down, town centres. In Grimsby major plans are underway to reconnect the "Top Town" area, which includes the Freshney Place shopping centre, to the waterfront areas of the town. This development will include a new cinema, leisure facilities and revitalised indoor market. The potential for developing new healthcare facilities within existing empty town centre buildings are also being explored. The transformation of Scunthorpe town centre as part of the Scunthorpe Town Deal will seek to reduce the number of larger unoccupied shops to create a positive future for many more independent businesses and add jobs in the town centre. There are also plans to revolutionise transport and travel across Barton and Brigg.



**SUMMARY**

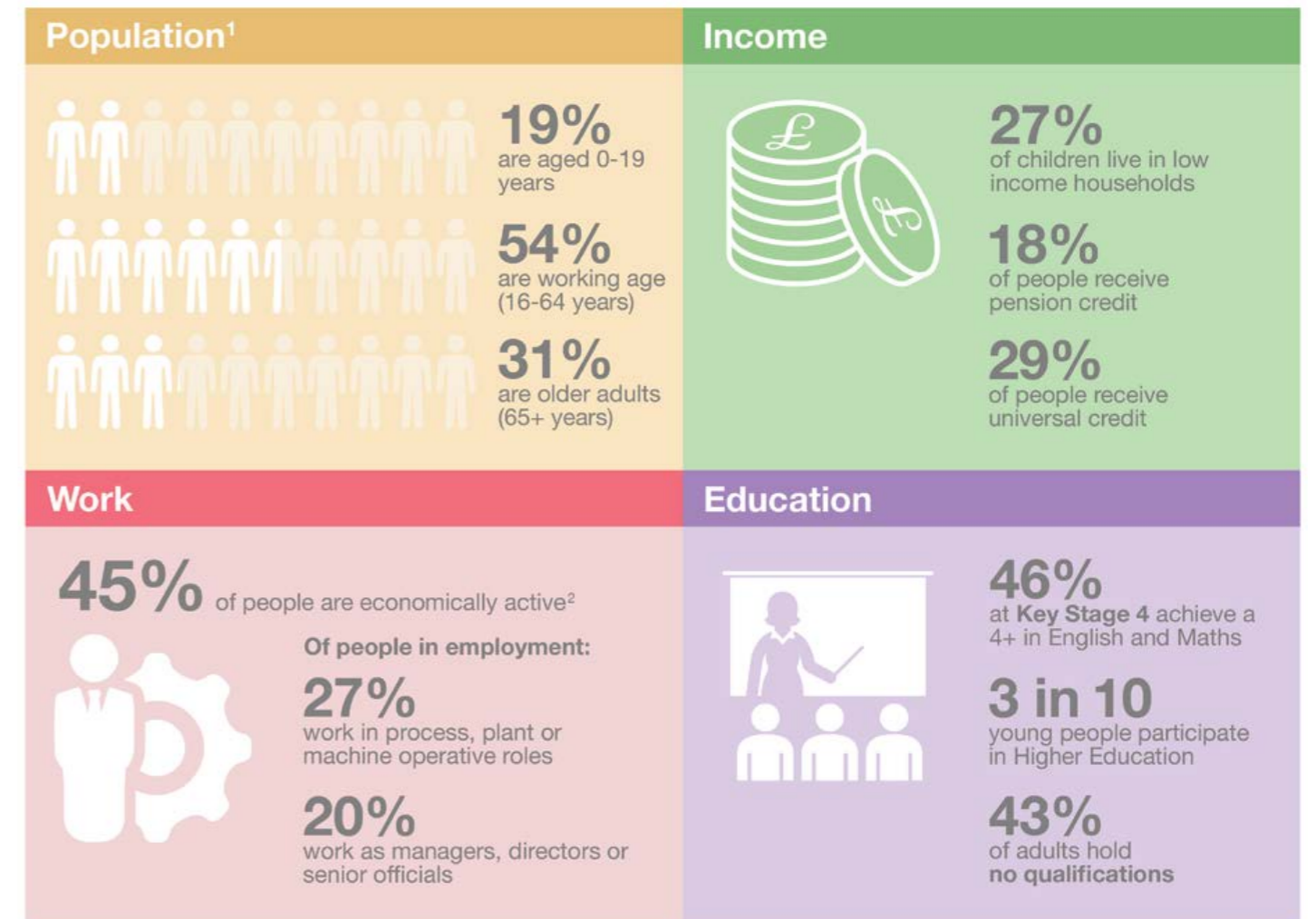
Urban industrial communities, like urban centres, are younger than average and have good access to services and support infrastructure. However, urban industrial communities are particularly challenged by historically embedded, extensive deprivation. There are fewer opportunities for higher education in urban industrial centres and the economy is predominantly focused on

heavy industry and plant/process operation occupations. This contributes to preventable ill health and early mortality. However, there are some important opportunities on the horizon for our urban industrial communities and it is vital that we work together across sectors to make the most of these inward investment opportunities.



# 5.0 COASTAL COMMUNITIES

From the Humber Estuary to the north and the Wash in the south, Greater Lincolnshire has more than 50 miles of coastline. The coastline is diverse, with coastal resort towns that attract tourists and day trippers (such as Skegness and Mablethorpe) alongside rural coastal communities such as Ingoldmells and Anderby Creek. In Greater Lincolnshire, an estimated 29,000 people live in coastal communities. Coastal communities have a strong local identity and clear patterns of seasonality in business and leisure activity, as well as population.



1. There is an overlap between those who are aged 0-19 and 16-64.  
 2. People not in employment who have not been seeking work within the last 4 weeks and/or are unable to start work within the next 2 weeks.





Page 101

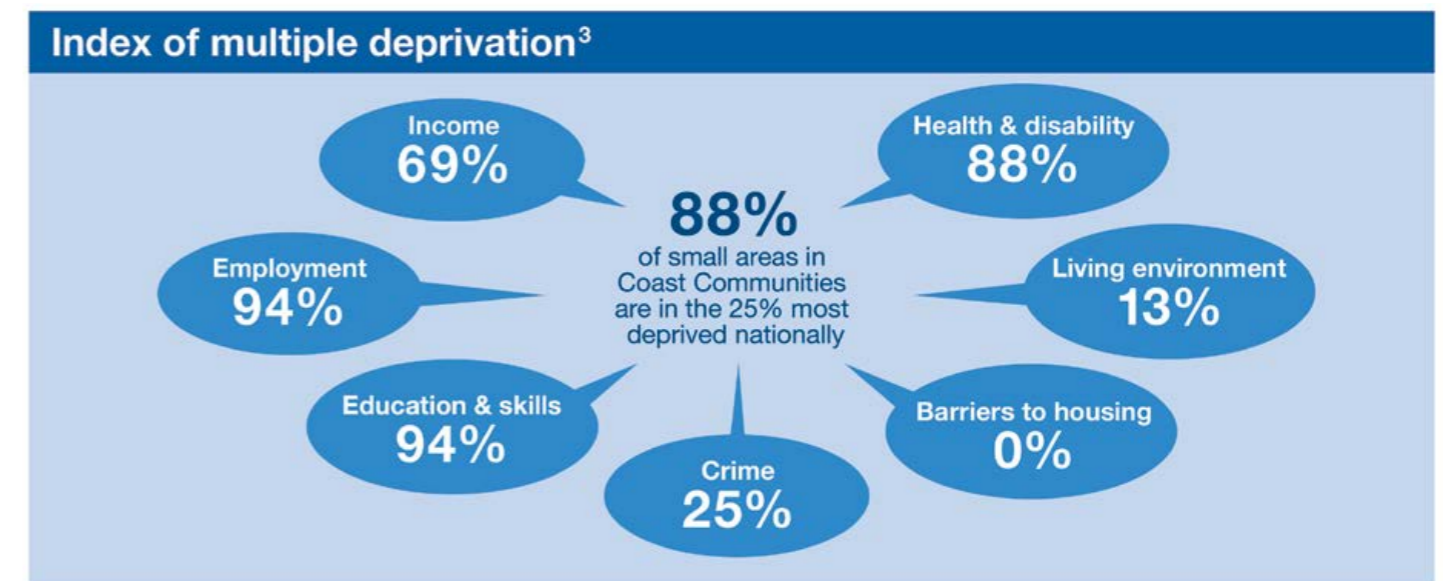
Skegness town and beach

Coastal communities such as Skegness and Mablethorpe all developed in the 19th Century when improving transport routes facilitated the development of these modern-day coastal resorts. Transport routes to coastal areas are limited and so the coast is relatively remote, especially as Lincolnshire’s coastal communities are surrounded by large rural areas. All of Greater Lincolnshire’s coastal communities have a large number of retired people who often live in residential or holiday parks, which means Greater Lincolnshire’s coastal communities have an older than average age profile.

Coastal communities experience significant challenge. They are characterised by high levels of deprivation, with nearly 9 out of 10 coastal community areas in the 20% most deprived areas of England, and over a quarter of children living in low-income households (Ministry of Housing, Communities & Local Government, English Indices of Multiple Deprivation, 2019). Educational attainment is much lower than in other communities, both among children at Key Stage 4 and in adults (Nexus, 2022). Coastal communities also have significantly higher rates of reported crime when compared to other areas, with the exception of urban industrial

communities. This may be a result of the large seasonal influx of people to tourist destinations. Local employment is dominated by low skill and low wage jobs with significant seasonality (East Lindsey District Council and Connected Coast, 2021). Given the heavy reliance of coastal communities on the visitor economy, towns such as Mablethorpe and Skegness were heavily economically impacted during Covid-19 (Centre for Towns, 2020). Flood risk continues to be a major constraint on development, particularly housing, whilst connectivity remains a significant challenge. There are high levels of fuel poverty and poor-quality housing.

The Greater Lincolnshire coastline is beautiful. This blue space includes wild coast, extensive dune-backed salt marsh, internationally recognised Special Protected Areas (SPAs), Sites of Specific Scientific Interest (SSSIs), Special Areas of Conservation (SAC), and national nature reserves fronting the Humber Estuary and the Wash. Residents on the coast can benefit from this extensive green and blue space, which brings benefits for health and wellbeing. Evidence suggests that it is important to regularly visit such sites to enjoy the health benefits, which include a positive association with mental



3. The Index of Multiple Deprivation (IMD) is a measure of small area deprivation in England. IMD divides England into 32,844 small areas (average population 1,500 people/650 households) and ranks them from 1 (most deprived) to 32,844 (least deprived). For each of the areas of life presented here (e.g. income, crime, etc), the % represents the number of small areas in this type of community that fall into the 20% most deprived nationally. A higher percentage than 20% means there is more deprivation than the average for England.





Mablethorpe

wellbeing and negative association with mental distress (White et al. 2021).

Caravan parks are a particular feature of coastal communities, with upwards of 24,000 static caravans along the Greater Lincolnshire coastline (East Lindsey Core Strategy, 2018). Caravan parks bring challenges, including a seasonal influx of temporary residents who often have higher health and care needs.

Coastal communities have good access to both GP surgeries and pharmacies; however, access to more specialised services (such as acute hospitals) is poor. As an example, the journey from Mablethorpe or Skegness to Lincoln Hospital is a 77-mile round trip.

Coastal communities have the highest rates of many unhealthy behaviours (e.g. physical inactivity, smoking, poor diet) and there is a

seasonal influx of people with specific needs linked to homelessness and drug or alcohol misuse that creates a challenge for local service delivery. Coastal community residents have the highest rates of both elective and emergency hospital admissions. Admissions for a range of long-term conditions such as cancer, chronic obstructive pulmonary disease (COPD), cardiovascular disease (CVD) and intentional self-harm are significantly higher in coastal communities compared to Greater Lincolnshire as a whole (NHS Digital, Hospital Episode Statistics, 2022). In addition, coastal communities have the highest all-cause mortality rates (both for all ages and for under 75s). The highest disease specific mortality rates in coastal communities are cardiovascular disease and cancer.

## KEY CHALLENGES FOR COASTAL COMMUNITIES

Coastal communities across Greater Lincolnshire experience the most entrenched issues. Key challenges include:

- High inward migration of older adults, the economically inactive and people in poorer health, coupled with outward migration of young adults, many of whom leave the area to go to college, university, or for work, and do not return.
- The employment market is dominated by low paid, low skilled, seasonal work, leading to low income and poor long-term career prospects and progression. This contributes to a vicious cycle with educational attainment, leading to significantly lower levels of qualifications, impacting opportunities for higher skilled employment.
- Lower educational attainment also affects health literacy, meaning people may have less understanding about how behaviours affect their health and wellbeing, and around how to make changes to their behaviour.
- Coastal areas often have higher concentrations of fast-food takeaway and gambling outlets, increasing the opportunities for unhealthy behaviours. These structural and environmental factors can impact on the success of individuals and families who are seeking to change health behaviours.
- Coastal communities present a unique challenge in relation to housing. Houses of multiple occupation and temporary accommodation (e.g. static caravans) are common. Whilst more affordable, these units are usually the worst type of accommodation for energy efficiency, contributing to fuel poverty. As static caravans are not meant for permanent living, they are exempt from regulations to control their condition meaning many older, vulnerable people are living in substandard shelter. Additionally, the popularity of coastal areas among retirees has driven up local house prices and newbuild locations are limited due to the coastal flood risk (with some areas, such as the Humberston Fitties, having previously experienced substantial coastal flooding).
- Recruiting and retaining skilled and experienced workers across health and social care (e.g. GPs, experienced practice nurses, dentists and health visitors) is a significant challenge. Delivery of health services is becoming ever-more challenging in coastal areas where they struggle to reach the critical mass needed to be sustainable.
- The health services infrastructure, pharmacies, hospitals, and GPs are put under extra strain during peak holiday season, due to the influx of tourists. Holiday periods, and especially the 'summer swell', cause a lot of demand on Urgent Care Services (Out of Hours) and temporary GP registrations increase across all coastal practices. This is a particular problem as it generates a large volume of work at weekends and bank holidays on an already fragile system.



### KEY OPPORTUNITIES FOR COASTAL COMMUNITIES

Greater Lincolnshire's coastal communities have some exciting opportunities ahead:

- The high, and increasing, number of older people provides an opportunity to develop more localised coastal health and care provision, such as the proposed Campus for Future Living in Mablethorpe. This is a medical and innovation hub of national significance, focusing on attracting and developing healthcare professionals, research, and providing intergenerational future living (Connected Coast, 2022).
- The coastal towns of Mablethorpe and Skegness could benefit from a combination of Towns Regeneration Funding or Levelling-Up and UK Renewal Investment to help develop infrastructure in local areas that can support vibrant social networks. Good transport links, community facilities and design that considers how people live and interact are all vitally important to help people to access work, stay healthy and remain linked into their communities.
- The Government's Levelling-up White Paper discusses prosperity across the nation, investing in the poorest communities, giving everyone access to good schools and the opportunity to receive excellent education and training. It identifies good health as being just as important in "spreading opportunity, contributing not only to the economy but also ensuring that everyone, wherever they live, can enjoy fulfilling, happy and productive lives". To achieve this, we need "strong public services not only to support positive health and educational outcomes but also attract new talent and investment to an area, boosting local economies." (Department for Levelling Up, Housing and Communities, 2022). Greater Lincolnshire coast communities must benefit from this agenda.
- Create more opportunities to utilise blue space in coastal regions, for example, by promoting the benefits for both physical and mental health and wellbeing through regular visits to the sea.

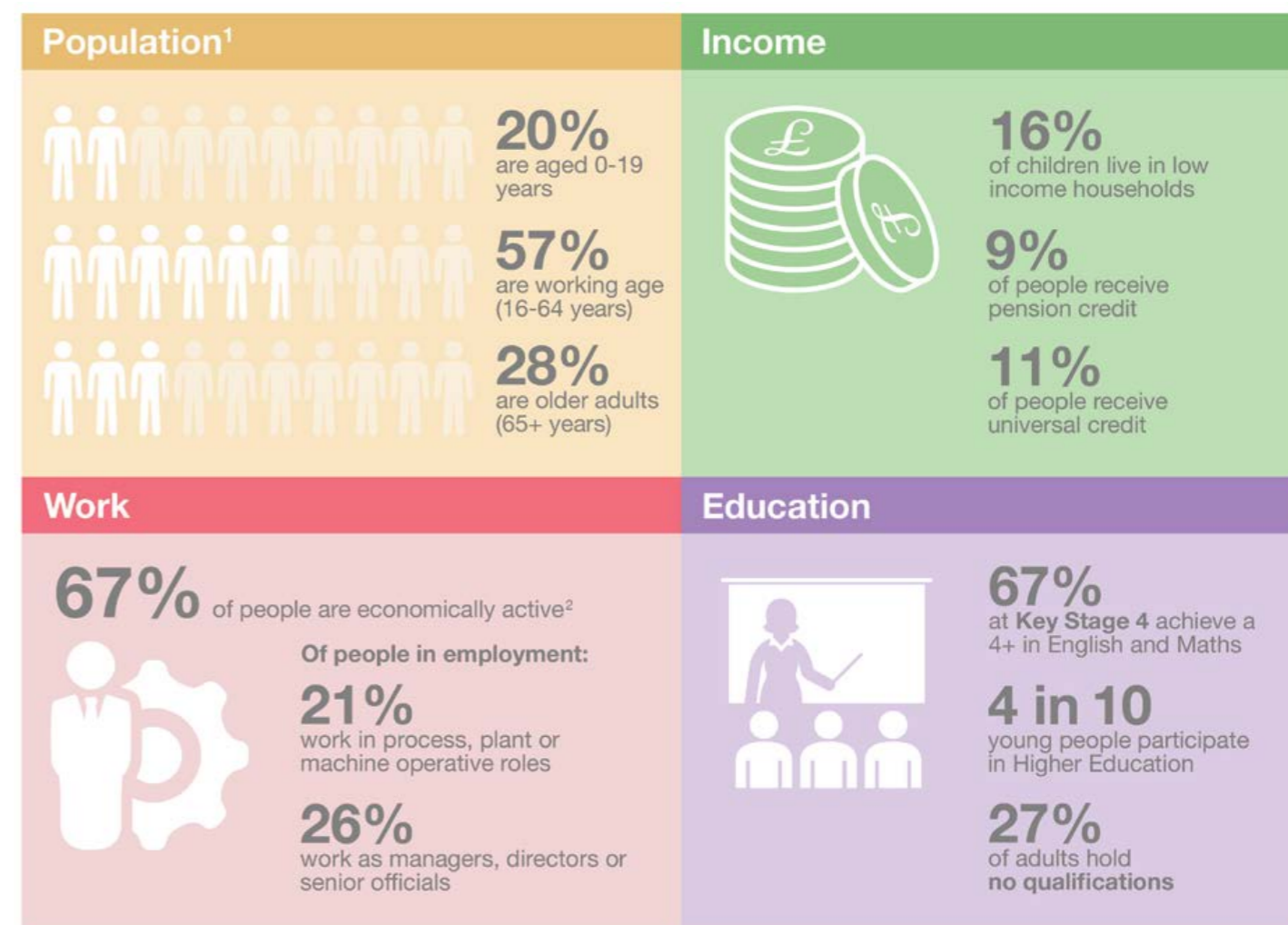
### SUMMARY

Coastal communities are challenged by an ageing population and pockets of considerable deprivation. As a result, on average local people have more complex health and care needs than the wider Greater Lincolnshire population. Meeting those more complex needs is challenged by the geographical isolation of coastal communities. Many of the factors contributing to health risks in coastal communities relate to the wider social

determinants of health as well as access to health and care services, so working together with partners across all sectors is especially important. Additionally, there are specific opportunities in our coastal communities (e.g. The Campus for Future Living in Mablethorpe) that, if we work together to deliver, should bring significant benefits to the socioeconomic circumstances and health and wellbeing of coastal community residents.

## 6.0 RURAL AND MARKET TOWNS

Greater Lincolnshire has large areas of open countryside and farmland, dotted with market towns, villages, and hamlets. In these rural and market town communities, the local population density is low, on average 30 times lower than the national average. That said, an estimated 311,000 people live in rural and market town communities across Greater Lincolnshire. Most people live a long way from urban areas, and this means that many towns and villages have remained self-contained. They often have shops, pubs, post offices, local halls, chapels, and churches, which offer a variety of social activities for residents.



1. There is an overlap between those who are aged 0-19 and 16-64.  
 2. People not in employment who have not been seeking work within the last 4 weeks and/or are unable to start work within the next 2 weeks.





Page 1/14

Holbeach

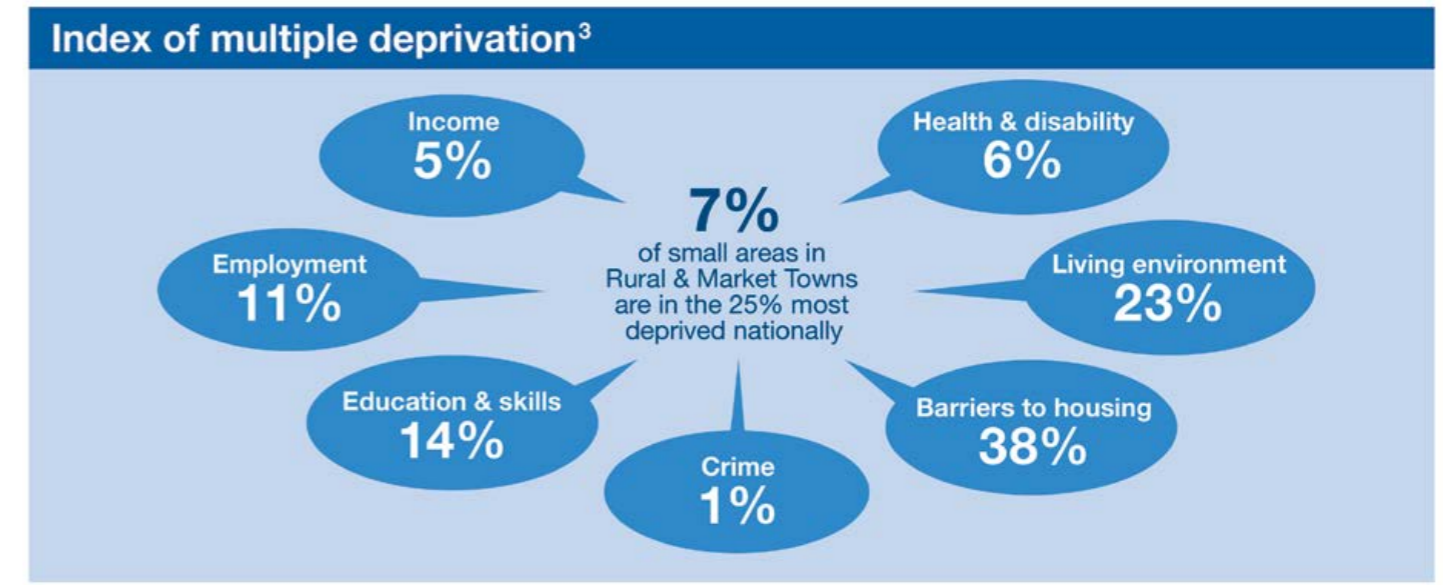
Rural and market town communities are characterised by lower levels of deprivation, apart from barriers to housing and services. Fuel poverty is a challenge for some, with many houses not connected to the gas network and so reliant upon oil or solid fuel for heating. The housing stock is often older and less energy efficient. Both transport and digital connectivity is poorer; the road network is made up of extensive single-track roads which can be a challenge for modern traffic volumes, and digital infrastructure often trails behind urban areas. This can impact on social isolation and limit access to employment and further education.

Greater Lincolnshire's rural and market town communities have good access to green space, with well-evidenced benefits for physical and mental health. Access to formal leisure facilities and events is likely to require access to a car or public transport, so interventions which make the most of abundant open space, such as health walks, are beneficial. Rates of recorded crime are lowest across Greater Lincolnshire in rural communities. Many people living in rural areas are asset rich in terms of property ownership,



but they can be cash limited which may bring additional challenges as the cost of living continues to rise.

The dispersed nature of rural and market towns impacts on access to services, with provision usually more limited than in urban areas. Health outcomes such as life expectancy, infant mortality and premature mortality are better; however, average outcomes can mask small pockets of significant deprivation and



3. The Index of Multiple Deprivation (IMD) is a measure of small area deprivation in England. IMD divides England into 32,844 small areas (average population 1,500 people/650 households) and ranks them from 1 (most deprived) to 32,844 (least deprived). For each of the areas of life presented here (e.g. income, crime, etc), the % represents the number of small areas in this type of community that fall into the 20% most deprived nationally. A higher percentage than 20% means there is more deprivation than the average for England.



poor health (Local Government Association, 2017). Additionally, whilst premature mortality from cardiovascular and respiratory disease is significantly lower than average, hospital admissions for cancer and mental health are above average. This might suggest a lower awareness of certain types of support (e.g. cancer screening and mental health services) and/or that such services are more difficult to access.

To improve health and wellbeing outcomes in rural and market town communities, we must make outreach – physically or digitally enabled – a priority for service development. This is because evidence tells us that the further an individual must travel to health services,

the less likely they are to use those services (LGA, 2017). Patients in rural areas under-use health care services (Asthana et al., 2003) and tend to be in worsening health when they do present (Campbell et al., 2001), requiring a more intensive response (Rural England, 2016).

North East Lincolnshire and Lincolnshire’s district councils are key to reducing health inequalities, influencing planning and housing policy, managing developments, homelessness prevention, energy efficiency promotion and Disabled Facilities Grants. Town and parish councils can also help develop an understanding of the local health profile and proactively promote health in their communities (LGA, 2017).

### KEY CHALLENGES FOR RURAL AND MARKET TOWN COMMUNITIES

Page 105  
 Within rural and market town communities, key challenges include:

- Outward migration of younger people and inward migration of older people. Older adults are likely to have comparatively more complex health and social care needs and experience greater levels of frailty than the healthier working age individuals moving out of the area, increasing pressure on health and care services.
- Increasing demand for rural living and migration from high income urban households is contributing to an acute housing crisis in rural areas and driving out low-income households. Only 8% of the housing stock in rural areas is affordable housing, compared to 20% in urban areas. This 8% is insufficient to meet demand (Institute for Public Policy Research (IPPR), 2018).
- Pastoral and arable farming are both common, affecting air quality on farms and in surrounding communities. Farm workers are particularly vulnerable to respiratory conditions, dizziness, nausea and even death, from direct and prolonged exposure to emissions. With limited regulations other than Environmental Permitting in place to protect them, nearby communities may experience dirt and dust exposure and excessive plant and algal growth (eutrophication) of fresh water. This is an area of limited understanding but an important issue for the health of our rural communities.
- Farmers work with potentially dangerous machinery, chemicals, livestock, at height or near pits and are exposed to harsh weather, vibration, noise, and dust. The nature of the work is physically demanding and repetitive. As a result, the number of fatalities, serious injuries, illness, or disabilities directly caused by agricultural work is significantly higher than other sectors (HSE, 2010). The personal and societal costs of this can be devastating and the true levels of ill health are unclear because often individuals in this sector do not consult their doctor or report incidents.
- International migration, particularly around Boston and South Holland, where many Eastern European migrants have travelled to for employment opportunities. They often live in private rented accommodation, accepting poor and overcrowded conditions, which can contribute to the spread of communicable diseases.

- Much of the employment in rural and market town communities is precarious, low paid and seasonal in nature, contributing to poverty. Further, the transient nature of the workforce affects our understanding of population health needs. Lincolnshire continues to work with the National Centre for Rural Health and Care to develop this evidence base.
- Recruiting and retaining an appropriately sized and skilled health and care workforce is challenging and a priority for the Lincolnshire Integrated Care System. Challenges include the social (e.g. housing availability and lack of leisure opportunities), the professional (e.g. limited specialist roles and the risk of professional isolation) and the demographic (e.g. age means that many professionals are leaving the workforce).
- Rural health and care services face additional costs due to diseconomies of scale, local markets for land, building and labour, longer travel times and high staff turnover. One of the biggest challenges in rural Greater Lincolnshire is the provision of community support (home care) to speed up hospital discharge. The ageing and geographically dispersed population makes care provision costly, contributing to higher charges for social care.
- Rising costs are threatening the viability of residential care homes and there is an under-representation of sheltered housing in rural areas (Rural England, 2017). Increasing the provision of housing with care, with a range of tenure options including shared ownership and private purchase is necessary.

### KEY OPPORTUNITIES FOR RURAL AND MARKET TOWN COMMUNITIES

- There are also important advantages and opportunities for our rural communities, including:
- Rural neighbourhoods tend to have a strong community identity. This can lead to good community assets such as Good Neighbour Schemes and Men’s Shed projects. Involvement with the voluntary sector such as the Humber and Wolds Rural Action, YMCA and branches of Age UK provides support for local communities and helps reduce isolation.
  - Lincolnshire’s rural strategic partnership with the Centre for Ageing Better is supporting our ageing population. East Lindsey has recently become the UK’s first age-friendly district.
  - Environmental Land Management Scheme funding could be used to better support rural Lincolnshire areas. Farmers and other land managers enter into financial agreements to deliver clean and plentiful water, clean air, thriving plants and wildlife, protection from environmental hazards, reduction of and adaptation to climate change and beauty, heritage, and engagement with the environment.
  - There are specific opportunities to enhance rural connectivity and access to services through enhancing provision of JustGo, Call Connect and voluntary car schemes (providing on-demand travel services), using public estates to develop rural multi-use centres and community hubs, and delivering services more rurally by using outreach, mobile services, and technology.
  - Exploring use of the government’s Rural Gigabit Voucher Scheme and Project Gigabit to improve broadband in rural Lincolnshire by 2026. This would enhance employment opportunities and reduce wider digital exclusion currently experienced in some rural areas.

**SUMMARY**

Rural and market town communities are made up of an older middle age and ageing population, which is highly dispersed across large spaces. Communities are more affluent (with small pockets of significant rural deprivation), but there are specific challenges, for example, energy inefficient properties. Access to health and community services is poorer than

average; however, the health of the population is generally better than average. There are specific opportunities to improve the health and wellbeing of the local population, for example through government schemes around land management and digital infrastructure, and through adapting services to increase outreach into local, often isolated communities.



Louth town centre

Page 106

# 7.0 CONCLUSION AND RECOMMENDATIONS

We have identified four dominant ‘types’ of community in Greater Lincolnshire:

- Urban centre
- Urban industrial
- Coastal community
- Rural and market town

Whilst each community faces a set of opportunities and challenges that lead to different health outcomes, there are also commonalities in the challenges facing communities in Greater Lincolnshire. For example:

- Poor housing and fuel poverty are issues in pockets across the whole region but for different reasons, that require different solutions, in our urban versus rural areas.
- The lack of a teaching hospital makes it more difficult to recruit and retain a health and care workforce across the entire county, but the problem gets worse closer to the coast.
- Poor air quality is known to be a challenge in urban areas, but the impact of agricultural air pollution and its effect on farmers and farm workers is poorly understood.

So what does this mean for improving health and wellbeing across Greater Lincolnshire?

## DIFFERENT HEALTH NEEDS NECESSITATE DIFFERENT APPROACHES

Differences in health outcomes, as well as access to primary and secondary care services across Greater Lincolnshire, are stark. The inverse care law states that those who most need medical care are least likely to receive it. There are several reasons for this, that vary by place, and which is why the Integrated Care Partnership must work together to understand local need and tailor services accordingly. For example, services in our coastal communities are challenged by the wicked combination of

geographical isolation and low levels of local skilled workforce. Coastal and urban industrial communities are challenged by low levels of education which impact on health literacy and a person’s ability to navigate our complex health system. And so on... There is significant analysis underpinning this Annual Report that can be used, alongside Population Health Management, to develop a more nuanced approach to health improvement and healthcare delivery across Greater Lincolnshire.

## FLEXING THE WORKFORCE IS KEY TO IMPROVING HEALTH AND WELLBEING

There are health and care workforce challenges across Lincolnshire, and many of the shortages faced locally are also national challenges that are well rehearsed. Additionally in Greater

Lincolnshire, as there is no teaching hospital, there are limited training opportunities at undergraduate and postgraduate level, which adds to challenges around recruitment and



retention of the workforce. As a health and care system, Greater Lincolnshire needs to maximise the impact of developments such as the Medical School at the University of Lincoln and The Campus for Future Living planned in Mablethorpe on the workforce, for example through creating opportunities for training and recruiting health and care professionals. Lincolnshire's coastal and rural communities also have an aging population and supporting older working age adults to participate in the

health and care workforce could be another important way to expand the workforce, reduce dependency on agencies and improve health and care outcomes. The Centre for Ageing Better are working across Lincolnshire to explore how best to support older adults in the workforce (e.g. their GROW programme), and collaborating around health and care roles specifically could be a good way to tackle some of the workforce challenges across the county.

### HARNESS THE LOCAL ENVIRONMENT & ASSETS

The local environment is an important enabler for health and wellbeing, but we do not always make the best use of the environment in supporting our local communities. For example, there is a growing evidence base on the benefits of blue space (both coastal and inland) for health and wellbeing, but it is not enough to have the blue space nearby to reap the benefits. Regular

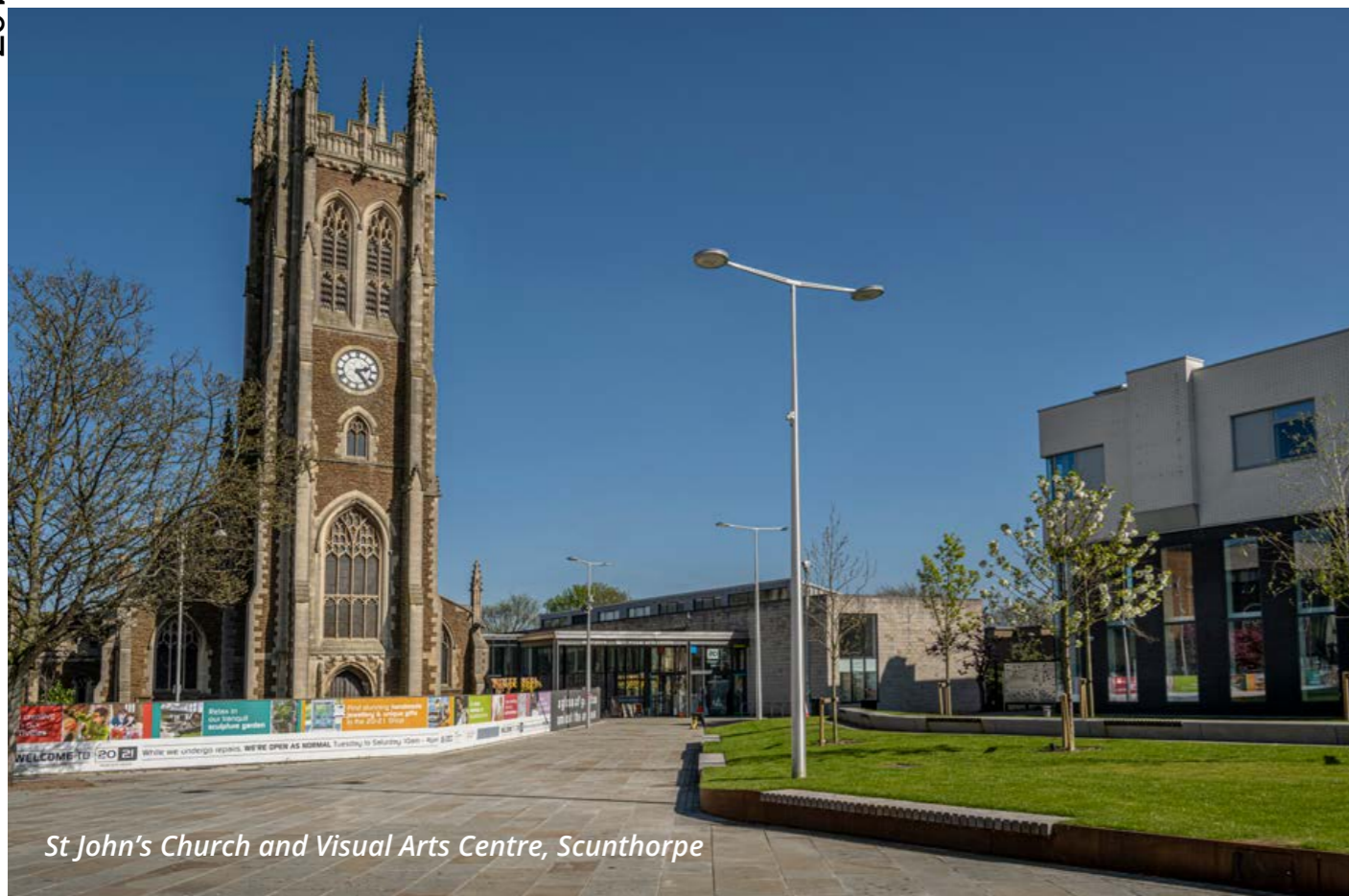
visits – i.e. twice a week – bring the most health benefits. We need to make sure that our health and care workforce knows about, and knows how to support, local people to make the most of evidence-based opportunities to strengthen health and wellbeing that are on the doorstep of our different communities.

There are significant challenges for preventing ill health and improving life expectancy across Greater Lincolnshire. With the areas of greatest need also those literally the hardest to reach, there are significant challenges ahead for improving health and wellbeing and reducing

health inequalities. By developing a better understanding of the complexity of our local communities, we can begin to tailor our approaches to prevention and treatment in a way that better meets the needs of local people.

### RECOMMENDATIONS

1. **Improve awareness of the diversity of Greater Lincolnshire's communities, and specifically what this means for health and wellbeing, across the workforce and volunteer community.**
2. **Embed recognition of, and a requirement to respond to, Greater Lincolnshire's diverse communities within practice across the Integrated Care Systems, to inform a more nuanced approach to service design and intervention delivery.**
3. **Explore opportunities to build understanding and intelligence around diverse communities into the Population Health Management approach across Greater Lincolnshire's Integrated Care Systems.**
4. **Support local communities to know about and act upon the benefits that natural and man-made assets, which vary across Greater Lincolnshire's diverse communities, can bring to health and wellbeing.**
5. **Raise awareness, across the health and social care system, of significant inward investment that has the potential to improve health and wellbeing, and how we can shape and influence these developments (e.g. around workforce development).**
6. **Be innovative in designing and delivering a health and care workforce to meet the needs of Greater Lincolnshire, including working with communities who may be looking for increased flexibility.**



St John's Church and Visual Arts Centre, Scunthorpe

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## 9.0 REFLECTIONS ON 2021 ANNUAL REPORTS

### LINCOLNSHIRE

The 2021 DPH Annual Report for Lincolnshire focused on the impact of Covid-19 on the children and young people (CYP) of Lincolnshire. During the pandemic, the support needs of CYP and their parents and carers increased. For example, there was an increased demand for services to support parental mental health and behavioural support for pre-school children. Lincolnshire also saw an increase in support needs for school-aged children; for example, to support children returning to school or who were missing school because of anxiety. Emotional and mental well-being has been a growing concern since the start of the pandemic, with children's mental health services under growing pressure.

A set of priorities were identified that have formed the core focus of much of the work in Lincolnshire as we moved into a period of recovery from the pandemic. Key developments against those priorities since the publication of the report include:

Work towards full restoration of the Healthy Child Programme to pre-covid levels.

Recommissioning Best Start Lincolnshire Services from 2023 to provide early learning activities for all children in their early years and their parents/carers, supporting the development of children from age 0-5 to give them the best start in life and be ready for school.

Additional central government investment into Lincolnshire that will help us, and our partners,

to build on the strong provision of children's centres and early help for families in Lincolnshire through the creation of Family Hubs.

The continued focus on trauma-informed training for teachers to support pupils returning to school and a focus in the school improvement commission on 'Recover Lincolnshire' with bespoke sessions for school leaders supporting them in dealing with the pandemic.

The establishment of a Children in Care Transformation Programme, which aims to ensure that when children do need to be in the care of the local authority, outcomes for Lincolnshire CYP are improved by providing care locally within Lincolnshire.

The start of a Children's Mental Health Transformation Programme that aims to create a seamless service for children and their families.

Supporting partners in Lincolnshire to develop and launch a new ten year all age strategy for physical activity and commissioning a new child and family weight management service.

Through the Integrated Care Board Health Inequalities programme, ensuring preventative and health care services reach and prioritise those most in need, such as Lincolnshire's most deprived communities.

A full update on developments since the 2021 report can be requested.

### NORTH LINCOLNSHIRE

The previous DPH Annual Report for North Lincolnshire was released in 2020. This report focussed on the three key themes of supporting positive mental health and wellbeing, encouraging people to be more physically active and taking a whole-system approach to creating healthy environments.

Within North Lincolnshire, partnerships and strategies have been refreshed to help improve mental wellbeing and resilience across communities and work continues to expand across Greater Lincolnshire. Progress has included:

- Promotion of the Five Ways to Wellbeing.
- Development and delivery of Make Every Contact Count (MECC) for Mental Health and Safe Talk and Assist suicide prevention training programmes.
- Collaboration with colleagues across the Humber region to introduce real-time surveillance and postvention (an intervention conducted after a suicide) support to reduce the impacts of suicide.
- Introduction of Qwell, a free, anonymous online counselling and emotional wellbeing service for men.
- Development of the Social Prescribing Model for North Lincolnshire, which enables GPs and practice nurses to provide non-clinical services, like supporting uptake of physical activity.

Exercise can benefit both physical and mental health and a variety of schemes to increase uptake of physical activity have been implemented. In 2019, the North Lincolnshire Physical Activity Partnership was established. The partnership has improved physical activity via a range of initiatives, providing better information

around ways to be active, promoting active travel and working with schools.

Key achievements have included expanding the Walking the Way to Health scheme and providing funding to satellite clubs, which support community/after school offers aimed at CYP who would not usually participate in after school sports. A partnership approach to support hospital discharge patients and prevent deconditioning has been adopted.

Unhealthy weight is another key priority for North Lincolnshire, the causes of which are complex and can be influenced by the environment in which we live, work and play. To help to understand the range and diversity of factors that may influence people's weight, a systems approach which involved a wide range of partners to identify solutions was adopted. One of the main outcomes was a research project led by young people, which explored and documented issues in their local environment that they felt contributed to unhealthy weight (such as prevalence of fast-food establishments). Many other outcomes have been achieved, such as:

- Working with leisure facilities to improve their range of healthier food options.
- Developing key health policies within the Local Plan (subject to approval) to include a 400m hot food takeaway exclusion zone around schools and colleges.
- Introducing health impacts assessments for future housing developments with more than 50 dwellings.
- Working with our partners to increase Active Travel for school pupils and people travelling to work.

## NORTH EAST LINCOLNSHIRE

The key priority of the 2021 DPH Annual Report for North East Lincolnshire was mental health, particularly in relation to the impacts of the Covid-19 pandemic. The pandemic had negative impacts on the mental health of a considerable number of people and mitigating these effects will be a key priority for public health policy over the coming years.

The 2021 DPH annual report highlighted many examples of ways in which the pandemic disrupted lives, impacted mental health, and undermined coping mechanisms. People in all stages of life experienced challenging circumstances, including missing education, enduring social isolation, and becoming unemployed. The range of effects suggests that recovery will be prolonged and complex for many.

Another focus of the report was the ability of mental health services to respond to these issues. Many traditional mental health services in North East Lincolnshire are under considerable strain with long waiting times, especially adolescent mental health services. Therefore, the report highlighted opportunities for other organisations to support mental health and wellbeing, such as schools, workplaces, and

the voluntary sector. The report also emphasised the critical importance new and emerging NHS structures should attach to improving these services.

However, there have been positive aspects of mental health practice which can be built on to enhance mental wellbeing across all ages. For instance, the first national lockdown coincided with abnormally fine spring weather and reduced traffic levels. This led to a large, though short term, surge in people adopting healthier lifestyle behaviours, such as enhanced walking or cycling. There has also been an increase in the number of volunteers providing support to people in more difficult circumstances. For many, voluntary activities have provided a sense of purpose to help them through these challenging times.

The report produced 11 recommendations for a range of organisations in North East Lincolnshire. These were strongly backed by the Place (Health and Wellbeing) Board at its meeting in July 2022 and all organisations have been asked to come back to the Board to identify how the recommendations are being implemented within their organisations and services.

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