



APPENDIX 5a

Greater Lincolnshire LGR Proposal

Evaluation of & Recommendations for Children's Services Delivery Models

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Table of Contents

1. About the author	3
2. The Commission	4
3. Context	5
PART 1	8
4. Evaluation of Potential delivery models	8
1. Option 1 - Shared Service across all 3 new LA's	8
2. Option 2 - Shared Service & separate Unitary 3 service	8
3. Option 3 - 3 x new Unitary separate services	8
4. Option 4 - Alternative Service Delivery Model	8
5. Learning from Others	25
6. Assessment against the DCN/Staff College Children's Services Maturity Matrix	29
7. Data Analysis	43
8. Risk	48
9. Other Factors to Consider	54
10. Preferred model	57
PART 2	60
11. Background	61
12. Modelling	65
13. Staffing Structure	98
14. Other Considerations	110
15. Summary and Conclusions	114
16. Reference List	1147



1. About the author

Kath has over 42 years of experience in local government, including more than eight years as a Local Authority Chief Executive.

During this time, Kath successfully led the turnaround and improvement of two failing councils that had been subject to concerns from both the Government and the Local Government Association. Each improvement programme placed a strong emphasis on whole organisation culture change. In one case, this involved addressing a negative organisational culture that had arisen due to a lack of focus on this key issue during a previous Local Government Reorganisation (LGR) process.

Kath started her career as a Children's Social Worker and has 34 years' experience at all levels within Children's Services. She was a DCS in 4 different local authorities where she led the effective turnaround of four Children's Services directorates to remove government intervention and deliver improved Ofsted inspection ratings. Kath also has 3 years' experience as part of a government intervention team in relation to Children's services which was commissioned by government and delivered via a contract with Serco.

She has experience of effective working within Combined Authority arrangements and in leading an organisation and Children's Services directorates in a post LGR context.

Kath has a well-established regional and national profile, having contributed as a conference and podcast speaker, served as a judge for national awards, and acted as a lead for LGA Peer Reviews and a spokesperson for Solace. She is widely recognised for her authentic and effective leadership and currently chairs the SOLACE Group Board.

She has extensive experience of partnership working across, health and care, blue light services and voluntary and community groups.

Kath has a proven track record of integrity, honesty and a clear moral code and has a passion for public service, and local government in particular, and in improving service delivery to ensure the sustainable improvement of organisations, services, teams and leaders.



2. The Commission:

To provide a recommendation and high level modelling of a delivery model for children's services in Greater Lincolnshire.

The commission is constructed in two parts:

Part1

- To critically evaluate the potential delivery models for Children's Services in Greater Lincolnshire. Each evaluation should include case studies and learnings from tried examples, for example reorganisation in Cumbria.
- A risk assessment/ matrix comparing the various delivery models should be provided.
- An assessment against the DCN/ Staff College Children's Services Maturity Matrix should also be provided.
- To provide a clear recommendation for the most suitable delivery model.

Part 2

- To provide high level modelling of the recommended delivery model using the PWC and PeopleToo data.
- To provide a high-level recommendation for the staffing structure of the recommended delivery model.



3. Context

a) LGR Proposals

On 5 February 2025, the Minister of State for Local Government and English Devolution, Jim McMahon MP, issued statutory invitations to all Councils in two-tier areas and small neighbouring unitary authorities to work together to develop unitary proposals.

The MHCLG guidance states that this can include:

- A single tier of local authority covering the whole of the county concerned (Type A),
- A single tier of local authority covering an area that is currently a district, or two or more districts (Type B),
- A single tier of local authority covering the whole of the county concerned, or one or more districts in the county; and one or more relevant adjoining areas Type C,
- A combined proposal – a proposal that consists of two or more Type B proposals, two or more Type C proposals, or one or more Type B proposals and one or more Type C proposals.

The model that South Kesteven DC and North Kesteven DC have proposed is for a three unitary split of Greater Lincolnshire and Rutland, creating three unitary authorities.

Unitary 1 (South)	Unitary 2 (Central)	Unitary 3 (North)
**South Kesteven DC **North Kesteven DC **South Holland DC *Rutland CC	**Boston BC, **City of Lincoln C, **East Lindsey DC **West Lindsey DC	*North East Lincolnshire (NEL) *North Lincolnshire (NL)
Population: 405,519	Population: 417,932	Population: 328,422
<p>It is argued that 'Service disaggregation will enable sub-regional horizontal integration of Adult's and Children's services with the current district services for homelessness, temporary accommodation and community safety, plus housing landlord responsibilities for authorities with a Housing Revenue Account (HRA)'.</p>		
<p>*Current Children's Services delivery Councils **Currently served by Lincolnshire County Council (LCC) CYPS</p>		



b) MHCLG Guidance

Local Government Reorganisation: Considerations for partnership working in social care for new unitary authorities

Published 25th July 2025

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

- a) Proposals should show how new structures will improve local government and service delivery and should avoid unnecessary fragmentation of services.
- b) Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.
- c) Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.

c) MHCLG LCR Feedback Letter Dated 3rd June 2025

For proposals that would involve disaggregation of services, we would welcome further details on how services can be maintained, such as social care, children's services, SEND, homelessness, and for wider public services including public safety. Under criterion 3c you may wish to consider:

- How each option would deliver high-quality and sustainable public services or efficiency saving opportunities.
- What would the different options mean for local services provision, for example: do different options have a different impact on SEND services and distribution of funding and sufficiency planning to ensure children can access appropriate support, and how will services be maintained?
- What is the impact on adults and children's care services?
- Is there a differential impact on the number of care users and infrastructure to support them among the different options?
- What partnership options have you considered for joint working across the new unitaries for the delivery of social care services?
- Do different options have variable impacts as you transition to the new unitaries, and how will risks to safeguarding to be managed?
- Do different options have variable impacts on schools, support and funding allocation, and sufficiency of places, and how will impacts on school be managed?



d) Timetable

- **28 November 2025** – Submission of the full proposal to government
- **April/May 2027** – Elections for Shadow Authorities
- **April 2028** – Vesting Day for new Unitary Councils



PART 1

4. Potential delivery models:

In relation to Children's services there are a range of models to be considered in determining arrangements within the LGR process.

These options include:

1. A single Shared Service for Children's Services across the wider Greater Lincolnshire footprint.
2. Shared services model across 2 new Unitary authorities (LCC footprint & Rutland), with the combining of 2 current unitary CYPS services (NL & NEL) into the 3rd new Unitary council.
3. The creation of 3 new Unitary Authorities - South/ Central /North (Disaggregation).
4. Alternative Delivery Model - Children's Trust / CiC.

Local Context

Currently across Greater Lincolnshire there are 4 Children's Services authorities:

- Lincolnshire County Council,
- North East Lincolnshire,
- East Lincolnshire,
- Rutland.

Each of these 4 current organisations have their own:

- DCS,
- CYPS Leadership Team,
- Lead Member,
- Scrutiny Committee,
- Accountability & Governance arrangements,
- Service delivery teams,
- Partnership arrangements and Boards,
- Commissioning arrangements,
- Ofsted ratings,
- Practice models,
- Etcetera.

Therefore, whichever model is chosen for the post LGR arrangements, consideration will need to be given to each of the issues above.



OPTION 1:

1. A single Shared service for Children's services across the whole of the wider Greater Lincolnshire footprint

This option is where one authority hosts and delivers Children's Services on behalf of all of the 3 of the new authorities, under a formal shared services agreement or delegation.

This would involve the joining up of the three current unitary authorities (Rutland; NEL & N) and LCC Children's Services into one Greater Lincolnshire service, hosted by one of the three new unitary authorities and providing services across the whole Greater Lincolnshire area.

A single Shared service across 3 Local Authority's (LA) hosted by one of the 3 new Unitary LA's

Unitary 1 (South)	Unitary 2 (Central)	Unitary 3 (North)
**South Kesteven DC **North Kesteven DC **South Holland DC *Rutland CC	**Boston BC, **City of Lincoln C, **East Lindsey DC **West Lindsey DC	*North East Lincolnshire *North Lincolnshire
(currently served by *Lincolnshire County Council CYPS)		

STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> Offers opportunities to secure greater economies of scale. Some key partners may already operate across the whole or the majority of the proposed footprint which facilitates engagement. Potential alignment with the GLCA. Lower risk of inequity between areas. 	<ul style="list-style-type: none"> The size of the service would be a huge challenge to manage. Challenges of accountability in each of the constituent LA's. Risk of combining and seeking to standardise different practice models and approaches across the whole area. Governance complexity. Potential dilution of local focus. Local identity and loyalties will be tested. Significant work to align: <ul style="list-style-type: none"> - cultures and ways of working, - social care practices, - workforce pay, terms and conditions, - case management systems, - staffing structures, - partnerships and stakeholder relationships.

	<ul style="list-style-type: none"> Predecessor authorities have different Ofsted ratings and different improvement priorities to align. It would be a challenge to not lose local voices and views from children, families and frontline practitioners. While the logic of shared services can make sense as separate councils evolve post LGR, a disconnect between newly established councils almost always occurs over a period of years, despite good intentions at inception (District Councils' Network, 2025). Learning shows that shared services 'almost always disaggregate within a few years of LGR' (District Councils' Network, 2025).
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Within this option there is a second consideration of **Central Leadership, Diffused Delivery**.

This is where a single leadership team operates a single Children's Services directorate which oversees delivery of children's services across the three new authorities, but delivery is decentralised into locality-based teams aligned to former council areas or other relevant geographies.

Some of the strengths and limitations identified above would be in part mitigated by the decentralised delivery into locality-based teams aligned to former council areas.

STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> Combines strategic leadership with place-based delivery. Easier to maintain partner relationships. Economies of scale. Potential for greater commissioning power. 	<ul style="list-style-type: none"> Blurred lines of accountability if not clearly defined. Potential inconsistencies between areas. Requires strong central oversight and performance management. Potential loss of individual locality focus on need.

Implications for the 4 x current CYPS arrangements:

- DCS**
 - The role of a single DCS over such a big footprint and on such a shared service model may be unattractive to the market.
 - A single DCS would have a huge task in effectively overseeing services across such a large footprint.

<ul style="list-style-type: none"> • Salary requirements to attract to the DCS role may compromise other Chief Executive (CX) & Exec salaries. • 3 current DCS's would be displaced but could be 'converted' into lead roles for the 3 LA's footprints. • Ofsted may not think oversight over such a large area was acceptable. • DfE may not think oversight over such a large area was acceptable. • The management relationship between the DCS and the 2 LA's that do not host the role would need to be carefully thought through. • The political relationship between the DCS and the 2 LA's that do not host the role would need to be carefully thought through.
<ul style="list-style-type: none"> • CYPS Leadership Team <ul style="list-style-type: none"> • A new tier of exec CYPS senior leadership would be required, but this could be recruited from the 4 existing teams. • 3 x current CYPS Leadership Teams would be displaced but some could be 'converted' into lead roles for the 3 x LA's footprints. • This would result in a diverse and very large leadership team for the DCS to manage.
<ul style="list-style-type: none"> • Accountability & Governance <ul style="list-style-type: none"> • There would need to be 1 x DCS reporting into 3 x CX's and 3 x Exec Leadership Teams and 3 x Lead Members. • There would be 3 x locality leadership teams reporting into 1 x DCS – this could be problematic and could result in the DCS having limited overall influence or oversight. • There could be 1 x shared CYPS O&S Committee which would provide reduced duplication or there could be 3 x CYPS O&S Committee that the DCS would need to serve, supported by the 3 x locality leadership teams. • There could be 1 x LCSP which would provide a reduced duplication opportunity for partners or there could be 3 x LSCP that the DCS would need to serve.
<ul style="list-style-type: none"> • Service delivery teams <p>Current service delivery teams based on the localities could remain as part of the new one organisation structure:</p> <ul style="list-style-type: none"> • Rutland (existing Unitary), • NEL (existing Unitary), • NL (existing Unitary), • Boston & South Holland (existing LCC Locality), • Lincoln & West Lindsey (existing LCC Locality), • N&S Kesteven (existing LCC Locality), • East Lindsey (existing LCC Locality). <p>This would retain a locality focus but could lose opportunities for consistency and economies of scale.</p> <p>It would also create complications as Boston & South Holland would be in separate councils under the proposed arrangement.</p>
<ul style="list-style-type: none"> • Partnership arrangements

- The current 4 LA partnership arrangements could join up to become 1 or 3.
- There are multiple partnerships attended by some agencies, causing possible duplication. Streamlining may reduce this.
- The size of a single partnerships footprint may result in a loss of focus for individual areas.
- The synergy with other partnerships such as CSP's and H&WB Boards would also need to be considered.

• **Commissioning arrangements**

- The current 4 x commissioning arrangements could remain in place although this may result in inequity; different approaches; loss of a market management opportunity; loss of economies of scale.
- Combining commissioning arrangements could create significant opportunities for market management; however, it may lead to a loss of local knowledge and existing market providers. Additionally, this approach would involve a complex recommissioning process and could cause potential service disruptions.

• **Ofsted ratings**

Current Ofsted ratings differ:

<u>SEND</u>		
Rutland (existing Unitary)	May 2023	No WSA
NEL (existing Unitary)	Sept 2018 March 2022	Written statement of action Good progress
NL (existing Unitary)	Dec 2021	No WSA
LCC (existing County)	Feb 2025	Improvement required
<u>Children's Social Care</u>		
Rutland (existing Unitary)	April 2024	Good
NEL (existing Unitary)	Oct 2021 Sept 2024	Inadequate Improvements noted
NL (existing Unitary)	Oct 2022	Outstanding
LCC (existing County)	April 2023	Outstanding

Children's Social Care

NEL CSC is on an improvement journey, and although good progress has been noted in the 7th Monitoring visit, they remain on an improvement plan.
Both LCC & NL are rated as Outstanding, with Rutland rated Good.

It would be important in any shared service arrangements to ensure a continued and robust focus on improvement. However, the coming together of all 4 councils into a single service could support the NEL improvement journey.

SEND

NEL SEND has demonstrated good progress since the inspection in 2018 when a Written Statement of Action (WSA) was required.

LCC has been judged to require some improvement. Whilst Rutland and NL have some areas for development there was no Written Statement of Action (WSA) required.

A shared service arrangement across the 3 x new Unitaries would involve working with NHS Lincolnshire for 2 x new LA footprints and with NHS Humber and North Yorkshire for the new North Unitary.

• **Practice models**

It is important to consider the existing social work practice models across the four current local authorities (LAs) and how these might be affected by:

- Adopting a single practice model for the entire service, or
- Adapting the current four models into three, aligned with the new three-LA arrangements.

Although detailed information on the current practice models was not available, if a single shared service model across the three new unitary authorities is proposed, careful consideration must be given to the models currently in use and whether changes would be required.

Opinion:

Whilst this model is an option for consideration, the size and scale of the footprint is too big, with great risk and budget responsibilities on the shoulders of one DCS and the potential disruption of most aspects of current delivery arrangements.

Learning from other LGR experiences suggest that while the logic of shared services can make sense as separate councils evolve post LGR, a disconnect between newly established councils almost always occurs over a period of years, despite good intentions at inception. Learning also shows that shared services 'almost always disaggregate within a few years of LGR'.

This option is not recommended.

OPTION 2

2. Combination of Shared Service and Aggregated Model:

- a) Shared Service across 2 x new unitary authorities (South & Central - LCC footprint + Rutland),**
- b) with the combining of 2 x current unitary CYPS services (NL & NEL) into the 3rd new Unitary council - North**

Shared service		Unitary 3 (North)
Unitary 1 (South)	Unitary 2 (Central)	
South Kesteven DC & North Kesteven DC	West Lindsey DC & City of Lincoln C	North East Lincolnshire & North Lincolnshire
South Holland DC	Boston BC	
*Rutland CC	East Lindsey DC	

Currently served by **Lincolnshire County Council CYPS**:

- Boston & South Holland (existing LCC Locality),
- Lincoln & West Lindsey (existing LCC Locality),
- N&S Kesteven (existing LCC Locality).

This option has 2 component parts:
<ul style="list-style-type: none"> • A single leadership team oversees delivery of children's services across two councils (South & Central - LCC footprint + Rutland) where one authority hosts and delivers Children's Services on behalf of one other of the new authorities, under a formal shared services agreement or delegation. • The coming together of North East Lincolnshire & North Lincolnshire Councils to create Unitary 3 (North).

a) Shared service across 2 x new Unitaries

STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> • Easier to manage workforce and contracts in the short term. • Economies of scale. • If a localities delivery model was agreed, it would provide some continuity for current LCC services & Rutland services. • Some key partners may already operate across the proposed footprint which would facilitate engagement. • Recruitment and retention of staff is likely to be easier in the 2 x predecessor LA's. 	<ul style="list-style-type: none"> • Still 2 x existing LA CYPS departments coming together to create one shared service. • Challenges of accountability across the 2 new LA's. • Governance complexity. • Potential dilution of local focus. • Risks of inequity between areas. • Potentially some sacrificing of area based delivery and local relationships. • Local identity and loyalties will be tested • Significant work to align: <ul style="list-style-type: none"> - cultures and ways of working, - social care practices, - workforce pay, terms and conditions,

	<ul style="list-style-type: none"> - case management systems , - staffing structures, - partnerships and stakeholder relationships. <ul style="list-style-type: none"> • Predecessor authorities may have different Ofsted ratings and different improvement priorities to align. • Critical not to lose local voices and views from children, families and frontline practitioners. • While the logic of shared services can make sense as separate councils evolve post LGR, a disconnect between newly established councils almost always occurs over a period of years, despite good intentions at inception. • Learning shows that shared services 'almost always disaggregate within a few years of LGR'.
b) Combining of 2 x current unitary CYPS services (NL & NEL) into the 3rd new Unitary council.	
STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> • Economies of scale, • Continuity for current services if delivery is maintained in 2 localities within the new authority, • Opportunity for area based delivery and local relationships to be maintained, • Some key partners may already operate across proposed footprint which would facilitate engagement, • Recruitment and retention of staff is likely to be less of a challenge due to 'lift & shift' opportunity. 	<ul style="list-style-type: none"> • Potential inequity in workforce and contracts. • Requirement for a change to single accountability. • Governance changes required. • Risks of inequity between areas. • Local identity and loyalties could be tested. • Significant work to align: <ul style="list-style-type: none"> - cultures and ways of working, - social care practices, - workforces pay, terms and conditions, - case management systems, - staffing structures, - partnerships and stakeholder relationships. • Predecessor authorities have different Ofsted ratings and different improvement priorities to align.
Implications for the 4 x current CYPS arrangements:	
<ul style="list-style-type: none"> • DCS <ul style="list-style-type: none"> • 2 x current DCS's would be displaced. 	

- The role of a single DCS over a shared service model may be unattractive to the market.
- The role of a single DCS over what is currently a 2 x LA footprint of NEL & NL may be unattractive to the market.
- Salary requirements to attract to the new footprint DCS roles may compromise other existing CX & Exec salaries.
- The management relationship between the DCS over the shared service and the LA that does not host the role would need to be carefully thought through.
- The political relationship between the DCS over the shared service and the LA that do not host the role would need to be carefully thought through.

• **CYPS Leadership Team**

- 2 x new CYPS senior leadership teams would be required, but this could be recruited from the 4 existing teams.
- Members of the 4 x current CYPS Leadership Teams would be displaced.

• **Accountability & Governance**

- The single DCS over the shared service model would need to report into 2 x CX's and 2 x Exec Leadership Teams.
- The single DCS over a shared service model would have 2 x Lead Members and 2 x locality leadership teams which could be problematic and could result in the DCS having limited overall influence or oversight.
- There could be 1 x shared CYPS O&S Committee over the shared service model which would provide a reduced duplication opportunity for the DCS or there could be 3 x CYPS O&S Committees that the 2 x DCS's would need to serve, supported by the 2 or 3 x locality leadership teams.
- There could be 2 or 3 x LCSPs instead of 4, which would provide a reduced duplication opportunity for partners.

• **Service delivery teams**

Current service delivery teams based in the localities could remain as part of the new shared service structure:

- Boston & South Holland (existing LCC Locality),
- Lincoln & West Lindsey (existing LCC Locality),
- East Lindsey DC (existing LCC Locality),
- N&S Kesteven (existing LCC Locality),
- Rutland (current Unitary).

This would retain a local focus but is not totally aligned to the split of the current LCC services into the 2 x new Unitary LA's with Boston & South Holland (existing LCC Locality) being separate within the 2 x new Unitary proposals.

Current service delivery teams based in the localities could lose opportunities for consistency and economies of scale.

For Unitary 3 (North) the current service delivery teams based on the localities of NL and NEL could remain as part of the combined service structure.

This would retain a locality focus but could lose opportunities for consistency and economies of scale.

• **Partnership arrangements**

- The current 4 x LA partnership arrangements could join up to become 2 or to become 3.
- There is potentially currently multiple partnerships that some agencies attend so this may reduce some duplication for partners.
- The size of a shared service partnerships footprint and a combined current LA partnership may result in a loss of focus for individual areas.
- The synergy with other partnerships such as CSP's and H&WB Boards would also need to be considered.

• **Commissioning arrangements**

- The current commissioning arrangements would need to be remodelled to a 3 LA model or to a 2 x shared service model and a combined current LA model although this may result in inequity; different approaches; loss of a market management opportunity; loss of economies of scale.
- If commissioning arrangements were to be combined within the shared service footprint this could bring market management opportunities but may result in some loss of local knowledge re need and the market providers.
- The current 2 x LA commissioning arrangements for the new combined unitary 3 model could remain in place via a locality arrangement although this may result in inequity; different approaches; loss of a market management opportunity; loss of economies of scale together.
- If commissioning arrangements for the new combined unitary 3 model were to be combined this could lead to the need to create new contracts and arrangements.

• **Ofsted ratings**

Current Ofsted ratings differ:

<u>SEND</u>			
Shared service Unitary 1 & 2 (South & Central)	Rutland (existing Unitary)	May 2023	No Written Statement of Action (WSA)
	LCC (existing County)	Feb 2025	Improvement required
Unitary 3	NEL (existing Unitary)	Sept 2018 March 2022	WSA Good progress
	NL (existing Unitary)	Dec 2021	No WSA
<u>Children's Social Care</u>			
Shared service Unitary 1 & 2 (South & Central)	Rutland (existing Unitary)	April 2024	Good
	LCC (existing County)	April 2023	Outstanding

Unitary 3	NEL (existing Unitary)	Oct 2021 Sept 2024	Inadequate Improvements noted
	NL (existing Unitary)	Oct 2022	Outstanding

Children's Social Care

NEL CSC is on an improvement journey, and although good progress has been noted in the 7th Monitoring visit, they remain on an improvement plan. NL are rated as Outstanding. It would be important in the new Unitary 3 (North) service arrangements to ensure a continued and robust focus on NEL improvement. However, the coming together of NEL & NL into a single service could support the NEL improvement journey.

LCC is rated Outstanding, with Rutland rated Good.

A shared service arrangement between Unitary 1 & 2 (South & Central) could support Rutland's journey to Outstanding.

SEND

In relation to new Unitary 3 - NEL has demonstrated good progress since the inspection in 2018 when a WSA was required. NL have some areas for development but there was no WSA required. There would need to be a combined focus on improvement.

LCC has been judged to require some improvement whereas Rutland has some areas for development there was no Written Statement of Action (WSA) required.

Within a shared service arrangement between Unitary 1 & 2 (South & Central) there would need to be a combined focus on improvement.

A shared service arrangement between Unitary 1 & 2 (South & Central) across the 2 new Unitaries would involve working with NHS Lincolnshire

NHS Humber and North Yorkshire would serve the new Unitary 3 (North).

• **Practice models**

Consideration would need to be given to the existing social work practice models across the current 4 x LA's and how this would be impacted by:

- A single practice model across the shared service – bringing together Rutland and LCC.
- A single practice model across the new Unitary 3 (North) bringing together NEL & NL.

Information about the different practice models within the 4 x current LA's was not available, but if a single shared service model across the 2 x new Unitary Shared service and the new Unitary combined service (North) were to be considered, thought would need to be given to the practice models currently in use and whether or not changes to the model would be required.

**Within this option (2b) there is a second consideration of
Central Leadership , Diffused Delivery**

This is where a single leadership team operates a single Children's Services directorate but with dedicated leadership for each locality which oversees delivery of children's services into locality-based teams aligned to former council areas or other geographies:

Shared service across new Unitary LA's 1 (South) & 2 (Central):

- Boston & South Holland (existing LCC Locality),
- Lincoln & West Lindsey (existing LCC Locality),
- East Lindsey DC (existing LCC Locality),
- N&S Kesteven (existing LCC Locality),
- Rutland (current Unitary).

Combined service within Unitary 3 (North):

- NEL (current Unitary),
- NL (current Unitary).

STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> • Combines strategic leadership with place-based delivery. • Easier to maintain partner relationships. • Retains local responsiveness. 	<ul style="list-style-type: none"> • Blurred lines of accountability if not clearly defined. • Potential inconsistencies between areas. • Requires strong central oversight and performance management.

Opinion:

Whilst this model is an option for consideration, the size and scale of each of the two footprints is significant, with great risk and budget responsibilities on the shoulders of one DCS and the potential disruption of most aspects of current delivery arrangements.

The coming together of NEL & NL LA's unto Unitary 3 (North) is favoured as it brings economies of scale and improvement opportunities for NEL

For the shared service arrangement between Unitary LAs 1 (South) and 2 (Central), insights from previous Local Government Reorganisation (LGR) experiences indicate that, although shared services may appear logical as councils evolve post-LGR, a disconnect between newly established councils almost always emerges over time, despite initial good intentions. Evidence also suggests that shared services tend to disaggregate within a few years following LGR.

This option is not recommended.

OPTION 3

3. The creation of 3 x new Unitary Authorities

Under this option, as part of local government reorganisation, the county council, three unitary authorities, and the relevant district authorities would combine to form three new single-tier unitary authorities.

Known as **Disaggregation**, this approach requires each new unitary authority to establish its own Children's Services structure and workforce from day one, with local leadership, systems, and separate services.

All Children's Services functions, such as early help, social care, SEND, and education services, would be divided into three distinct structures, operating consistently within the boundaries of each new authority.

Unitary 1 (South)	Unitary 2 (Central)	Unitary 3 (North)
**South Kesteven DC & **North Kesteven DC	**City of Lincoln C & **West Lindsey DC	*North East Lincolnshire (NEL) *North Lincolnshire (NL)
**South Holland DC	**Boston BC	
*Rutland CC	**East Lindsey DC	
Part of the County + Rutland	Part of the County	Coming together of 2 x existing Unitary LA's.
Current County Locality Delivery arrangements: <ul style="list-style-type: none"> Boston & South Holland (existing LCC Locality), Lincoln & West Lindsey (existing LCC Locality), N&S Kesteven (existing LCC Locality), Rutland (Existing Unitary). 		Current County Locality Delivery arrangements: <ul style="list-style-type: none"> North East Lincolnshire, North Lincolnshire.
(currently served by **Lincolnshire County Council CYPs)		
STRENGTHS	LIMITATIONS:	
<ul style="list-style-type: none"> Opportunity for alignment with place-based priorities. Opportunity for a localities delivery model to mitigate service disruption during transition. Local accountability. Local ownership from the start. Aligns with direction of travel of key partners towards neighbourhood and community working. 	<ul style="list-style-type: none"> Possible loss of some experienced senior staff. Risk of some service disruption during transition. Boston & South Holland areas would need to be separated. May be some dilution of local needs and identities. Large systems may lose agility Potential challenges in recruiting DCS level leadership for each authority. 	

<ul style="list-style-type: none"> Builds on district council strengths in place-based leadership, prevention, early help and collaboration. Communication is personalised and relates to local priorities. Opportunity to create consistency in practice and standards. Streamlined and clear management Some economies of scale. Single culture and vision for each LA. Potential for no DCS or management recruitment difficulties. 	<ul style="list-style-type: none"> Costly duplication. Potential for initial workforce uncertainty and anxiety. Need to transfer of records and data and establish new case management and ICT systems. Need to invest in strategic and operational alignment with key partners, whose scope may cover a wider /different footprint. May lose opportunities for economies of scale in specialist provision, for example in SEND or fostering, but this can be mitigated through developing regional partnership arrangements.
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Implications for 4 x current CYPS arrangements:

<ul style="list-style-type: none"> DCS <ul style="list-style-type: none"> The role of DCS over a clear footprint may be attractive to the market. 1 current DCS and Leadership team would be displaced but this may be managed through natural wastage. Clear relationship between DCS and CX and Exec Leadership teams. Clear relationship between DCS and Lead Member and political leadership.
<ul style="list-style-type: none"> CYPS Leadership Team <ul style="list-style-type: none"> 1 x current CYPS Leadership Teams would be displaced. Although new CYPS senior leadership teams would need to be established this could be streamlined into: <ul style="list-style-type: none"> Unitary 1 (South) – Rutland CYPS Leadership Team, Unitary 2 (Central) – LCC CYPS Leadership Team, Unitary 3 (North) – NEL or NL CYPS Leadership Team.
<ul style="list-style-type: none"> Accountability & Governance <ul style="list-style-type: none"> There would be 1 x DCS reporting into 1 x CX's and 1 x Exec Leadership Team. There would be 1 x Lead Member and 1 x Political leadership teams reporting into 1 x DCS. There could be 1 x CYPS O&S Committee for each new Unitary Council. There could be 1 x LCSP for each new Unitary Council. There would likely be synergy with each new Unitary CSP & H&WBB.
<ul style="list-style-type: none"> Service delivery teams <p>Current service delivery teams based on the localities could remain as part of the new organisational structures:</p> <ul style="list-style-type: none"> Rutland (existing Unitary), Boston & South Holland (existing LCC Locality), Lincoln & West Lindsey (existing LCC Locality), N&S Kesteven (existing LCC Locality),

- NEL (existing Unitary),
- NL (existing Unitary).

This would retain a locality focus and create opportunities for consistency and economies of scale.

• **Partnership arrangements**

- The current 4 LA partnership arrangements would reduce to 3.
- Existing partnership arrangements could be streamlined into:
 - Unitary 1 (South) – Current Rutland arrangements with added membership from the relevant current County partners, which could reduce duplication for some partners,
 - Unitary 2 (Central) – LCC arrangements with largely unchanged membership,
 - Unitary 3 (North) – NEL or NL combined membership, which could reduce duplication for some partners.
- Partnerships footprints could provide increased focus for individual LA areas, whilst opportunities for collaboration across one or more partnerships remains an option.
- The synergy with other partnerships such as CSP's and H&WB Boards would be streamlined.

ICB		
Unitary 1 (South)	Unitary 2 (Central)	Unitary 3 (North)
The new Unitary would involve working with both NHS Lincolnshire and NHS Leicester, Leicestershire and Rutland (LLR).	The new Unitary would involve working with NHS Lincolnshire.	The new Unitary would involve working with NHS Humber and North Yorkshire.

• **Commissioning arrangements**

- The current commissioning arrangements would need to be disaggregated and combined to mirror the 3 x Unitary arrangements.
- Regional commissioning remains an option where appropriate.
- Action would be required to mitigate any risks of inequity; loss of a market management opportunity; loss of economies of scale.

• **Ofsted ratings**

Current Ofsted ratings differ:

SEND				
Unitary 1 (South)	Rutland	May 2023	No WSA	No significant performance assessment differences. Opportunity to learn from each other and continue to improve together.
	LCC	Feb 2025	Improvement required	
Unitary 2 (Central)	LCC	Feb 2025	Improvement required	Single inspection judgement for the footprint.

Unitary 3 (North)	NEL	Sept 2018 March 2022	Written statement of action Good progress	No significant performance assessment differences. Opportunity to learn from each other and continue to improve together.
	NL	Dec 2021	No WSA	
Children's Social Care				
Unitary 1 (South)	Rutland	April 2024	Good	No significant performance assessment differences. Opportunity to learn from each other and continue to improve together.
	LCC	April 2023	Outstanding	
Unitary 2 (Central)	LCC	April 2023	Outstanding	Single inspection judgement for the footprint.
Unitary 3 (North)	NEL	Oct 2021 Sept 2024	Inadequate Improvements noted	NEL CSC is on an improvement journey from Inadequate, and although good progress has been noted in the 7 th Monitoring visit, they remain on an improvement plan. NL are rated as Outstanding, The coming together of the 2 councils into a single service could positively support the NEL improvement journey.
	NL	Oct 2022	Outstanding	
<ul style="list-style-type: none"> Practice models Consideration would need to be given to the existing social work practice models across the current 4 x LA's and how this would be impacted by the implementation/ adaptation of the current 4 x models into 3 x models based on the 3 x LA arrangements, 				
Opinion: This model is recommended and is the preferred model based on: <ul style="list-style-type: none"> Clear governance and accountability. Reasonable sized footprints. Limited differences in Ofsted performance judgements. Limited impact on current service delivery arrangements - particularly if a localities model of delivery is adopted. No likelihood of significant difficulties in recruiting / retaining existing DCS and CYPS Leadership team personnel. Clarity in partnership arrangements. Some disaggregation of LCC current arrangements, in particular, but the structure of social work teams (other than Boston & South Holland which would need to be split) could largely be a 'lift & shift'. Coming together of NEL & NL could cause some challenges but these could be mitigated if a localities model of delivery is adopted. 				

- Practice models and related systems across the new 3 x Unitary footprints will require further consideration.

OPTION 4

3. The creation of an Alternative Delivery Model - Children's Trust / CiC

This option is where the delivery of children's services is outsourced to a Trust or not-for-profit organisation that is separate from, but accountable to, the three new unitary councils.

The 3 new authorities could create a wholly owned or a jointly commissioned Children's Trust to deliver services across boundaries.

STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> • This can provide operational independence, while retaining accountability through a joint governance board. • Children's Trusts have a strong record of improving services under DfE statutory intervention, but in all but one case this is an intervention rather than a strategic council decision. • Allows focus on improvement and innovation. • Clear operational leadership. 	<ul style="list-style-type: none"> • Having Children's Services outside of the council can lead to 'blame' and criticism from the council(s) involved which destabilises effective services for children and families. • Requires upfront setup time and cost. • Complex to unwind if authorities later wish to separate. • Limited council control over spend or practice standards. • Confused governance with DCS of the Trust and DCS in each LA. • <i>"The Government considers that an independent trust model for partnership working is untested outside the context of local authority intervention. On balance, this model is not considered appropriate for delivering high-quality outcomes in social care services in the context of LGR"</i> (Ministry of Housing, Communities & Local Government, 2025)

This option to be excluded from further consideration as MHCLG has made it clear that government does not consider this option to be suitable.



5. Learning from others

Learning from Shared Services arrangements

a) A single Shared Service for Children's Services across the wider Greater Lincolnshire footprint

No examples have been identified of a shared service for Children's Services operating across a wider regional footprint.

b) Shared services model across 2 x new Unitary authorities

There are well-documented examples of shared leadership in Children's Services. These arrangements, however, have typically been local decisions by neighbouring councils rather than part of Local Government Reorganisation (LGR).

The most common model involves a shared Director of Children's Services (DCS) or a shared Children and Young People's Services (CYPS) leadership team, while retaining separate council services. Examples include:

- Harrow and Brent Councils,
- Cheshire West and Chester (CWaC) & Halton,
- Tri-Borough Partnership: Westminster, Kensington & Chelsea, and Hammersmith & Fulham,
- East Sussex and Surrey County Councils,
- Southwark and Lambeth.

Learning from the creation of Unitary Authorities (Disaggregation)

Previous LGR processes provide clear lessons on disaggregating Children's Services. Key examples include:

- Bedfordshire,
- Cumbria,
- Dorset.

Bedfordshire

Two Separate Children's Services from Day One.

In 2009, Bedfordshire was reorganised into two new unitaries: Bedford Borough Council and Central Bedfordshire Council. Each appointed its own DCS and leadership team and adopted its own delivery model.

Initially, some shared arrangements were in place for fostering and adoption, asylum support, youth offending, family group conferencing, and emergency duty teams. A shared Safeguarding Children Board also operated briefly. Over time, each council developed its own approach.



The learning from this approach

- Understanding constancy, focus and determination to drive improved outcomes for children is critical.
- Enabled strong local ownership and services.
- Supported political and community identity.
- Significant challenges in recruiting and retaining experienced staff, especially at senior levels, but possible to combat this through focused leadership work.
- Initial duplication of back office functions.
- Shared service arrangements are often short lived.
- Challenges in delivery of some specialist services.

Cumbria

Two Separate Children's Services from Day One.

In 2023, six district councils and Cumbria County Council were reorganised into two unitary councils, Cumberland Council and Westmorland and Furness Council.

The learning from this approach

- Common purpose for children and families across the council and with partners is essential.
- Build in engagement with children and families from initial planning onwards.
- Respond to what you're hearing from them.
- Understanding constancy, focus and determination to drive forwards improved outcomes for children is critical.
- Using community and partnership support to help deliver coordinated, connected and integrated family help through place-based family help hubs which include both a physical and virtual offer.
- Communicate constantly and effectively about plans and priorities. A year after inception, Ofsted highlighted the effectiveness of its approach to delivery, with a particular emphasis on the:
 - Firm establishment of a unique identity for the new unitary children's services.
 - Council's relentless drive for improvement.
 - Shared vision for children across the workforce and with partners which is supporting service improvements.
 - Ways in which it listens and acts on what children say matters to them and their families.
 - Swift action to recruit to and stabilise the workforce.

Dorset

Reorganising into Two Unitary Authorities

In 2019, nine councils in Dorset were reorganised into two new unitary authorities: Bournemouth, Christchurch and Poole (BCP), and Dorset.

BCP initially faced significant challenges aligning operating models, data systems, and cultures. After a difficult start, services are now performing well.

The learning from this approach

- The importance of providing early support for new political leaders so there is a clear vision and shared goals across the organisation.
- Proactively engaging with local communities and partners to build trust and understand local priorities.
- Investing in cultural change alongside structural change to mitigate the risks of post-merger frictions around, for example, practice and thresholds.
- Planning early for safe and effective digital integration.
- Maintaining focus on performance and safeguarding – leadership instability and poor change management are significant risks during transition.
- The council and its partners have harnessed place-based leadership to adopt and embed a child centred locality team model which provide a ‘multi-disciplinary team around the child and adults in the family.’
- Six locality teams bring together early help, children’s social care, educational psychology and SEND services to provide consistent support for families within a practice framework which emphasises strengthening families and communities and working with them and partners to create a bright and ambitious future for children, their families and the communities they live in. ‘Family help locality-based services are successful in achieving consistency across the *county*. This way of working means that families receive a continual service by the same practitioners until it is no longer needed, while families become linked into community early intervention and prevention services as part of Dorset’s Strategic Alliance plan. Easy access to universal and universal plus provision is seen as crucial’ (Dorset Council, 2023).
- The council has taken a long-term view of making sure children thrive and families are supported to be the best they can be through its Dorset Strategic Alliance for Children and Young People, a multi-agency partnership.
- The Strategic Alliance brings together senior people from the council, police, health, fire and rescue services, schools, early years settings and the voluntary and community sector to shape and transform services for children and young people in ways that achieve improved outcomes. The partnership’s ‘10 year and beyond’ plan recognises that a focus on children and young people is crucial to the future wellbeing and prosperity of Dorset (Dorset Council, 2025).

Learning in relation to the disaggregation of Children’s services:

- Seize opportunities to establish locality based co-located neighbourhood teams that can help families with tailored support in a wide range of needs.
- Referrals will be better managed through a council wide multi-agency dedicated and skilled team that works with family/early help to protect children who are suffering or are likely to suffer significant harm.
- ‘Appoint your DCS early’ - so they can:
 - Help articulate a clear vision and values to win hearts and minds and support workforce recruitment and retention.
 - Initiate high-quality planning and sufficiency to meet local needs.
 - Inform arrangements to disaggregate and migrate data and establish ICT infrastructure.
 - Pin down risks and challenges early.
- As well as a safe and legal on day one, focus on ‘what happens on day two and beyond’.



- Be really clear about services you can separate out before vesting day and which ones you can't but have plans in place to disaggregate early on. Separating out small contracts can take 'an inordinate amount of time.'
- Most staff are subject to TUPE, but that doesn't stop their anxieties about change, so visibility and regular communication is critical.
- 'If I'd only known' how complex, expensive, difficult and full of risk it is to separate out a county-level ICT service: 'I think we would have worked harder at a potentially different solution – actually spending some serious money upfront to buy what we needed and implement it in a different way rather than trying to split what we had.'
- 'The biggest thing we did that really made a difference was recruiting into the director and assistant director posts so that I had a full senior management team from day one and everybody was clear about their role.'
- Never take your eye off children's services: Ofsted arrived a year after vesting day and our work paid off, 'we got good, and we now know outcomes for our children are better than they were' and a recent SEND inspection highlighted that 'things have got better since LGR.'
- Despite the challenges, '**no regrets... it's worth it!**'

Summary

Based on the learning from others, a shared service arrangement in whole or part across the three new unitary authorities is not recommended.

Learning from those who have disaggregated services from day one, suggests that, although complex, and with some risks, disaggregation into the new LA footprints is the best choice. Such a decision would not preclude some regional working and commissioning opportunities.



6. Assessment against the DCN/Staff College Children's Services Maturity Matrix

Maturity Matrix Model

Colin Foster, Chief Executive of the Northampton Children's Trust, offers a Children's Services Maturity Matrix which is useful as a practical self-assessment tool to inform discussions and options for LGR.

The matrix uses a five point scale across seven key aspects of Children's Services:

- Inspection Outcomes,
- Quality of Practice,
- Workforce Stability,
- Local Area Partnership,
- Financial Sufficiency,
- Effectiveness of Corporate Support,
- Effectiveness of Political Support.

'Developing a judgement on each level of maturity on the scale of 1-5 in the 7 areas will lead to a structured discussion and effective articulation of where Children's services are at'.

While not a fixed model, 'an honest self-assessment of services against a maturity matrix creates a good starting place when considering LGR, helping to create a plan and risk log' to highlight opportunities and risks.

'It is within the gift of political leadership and officer leadership of LAs to create the right conditions which empower professionals in Children's Services and deliver the best possible outcomes for children, young people, families and care experienced young adults. LGR is a real opportunity to do this incredibly well, but if not done well can cause challenges for many years and continually fail residents'.

He proposes five grade descriptors for each level of maturity and shows these in a completed table:

Children's Services Maturity Matrix

	Inspection Outcomes	Quality of Children's Services Practice	Workforce Stability	Local Area Partnership Approach	Financial Sufficiency	Effectiveness of Corporate Support	Effectiveness of Political Support
5	Inspection outcomes are consistently positive and plans to continuously improve are clear as is the impact.	There is systemic understanding, activity and impact of children's service practice and QA. CYP play an active part in assessing the quality of services and driving continuous improvement. Data shows strong performance.	Children's Services workforce held in high regard, recognised, and celebrated. There is a high number of care experienced young people employed. Data shows low turnover of workforce and swift appointments.	The partnership has a clear plan which is underpinned by excellent relationships and strong impact can be evidenced.	Financial planning is joined up and fully resourced. Plans adapt as transformation progresses and there has been significant impact.	Corporate support for Children's Services is embedded in everything people do. It flows from top to bottom and is aligned with public outcomes.	Political support for Children's Services is embedded in everything people do. It flows from top to bottom and is aligned with public outcomes.
4	Inspection outcomes are improving with increased consistency of positive feedback and judgements. There are strong plans to improve, and impact is clearly evident.	QA of practice is articulated well and has a demonstrable impact on outcomes. There is some involvement of CYP in assessing the quality of services and driving continuous improvement. Majority of data shows strong performance with some small areas for development.	There is a fully coherent approach to recruitment and retention in an aspirational workforce plan. The workforce feel valued and supported.	The partnership plan is clear, there is commitment from all partners to deliver the plan and some impact can be evidenced.	Financial planning is understood by all and clear plans are in place with demonstrable impact.	There is some strong corporate support for Children's Services in most services that is articulated in different ways.	There is some strong political support for Children's Services in most services that is articulated in different ways.
3	Inspection outcomes are variable with some improvements in some areas but this is not consistent. There are strong plans in place to improve with some impact.	There are some good examples of QA and some impact on practice can be demonstrated. There is some meaningful involvement of CYP. Data shows some strengths with targeted areas for development.	There is some join up in approach to recruitment and retention but there has been little impact. Some of the workforce can see the improvements.	The partnership understands the need to improve, there are good relationships and variable impact can be evidenced but better planning is needed.	Financial planning has the right level of detail with some plans, but impact is variable.	There is variable corporate support for Children's Services but plans in place to improve.	There is variable political support for Children's Services but plans in place to improve.
2	Inspection outcomes are of a low standard and plans to improve are not coherent.	There is inconsistent QA of practice which has little impact and data is concerning.	There are some variable approaches to recruitment and retention with high levels of agency workforce.	There is an increasing awareness of the need for partnership working to improve services with some developing relationships but limited impact.	There are some financial initiatives to enable improvement, but they are ad hoc and do not show a full understanding of the requirements needed.	There is low effectiveness of corporate support for Children's Services variable understanding.	There is low effectiveness of political support for Children's Services variable understanding.
1	Inspection outcomes are poor and there is ineffective planning to improve.	There is no effective QA of practice and data is concerning.	There is no sustainable workforce plan for recruitment and retention and there are high levels of vacancies / agency workforce.	The partnership is not joined up, relationships need to develop and there is no evidence of impact.	There is no joined up financial planning in place and lack of shared understanding about priorities for improvement. Plans are not flexible or achievable.	There is little or no corporate support for Children's Services and high levels of tension.	There is little or no political support for Children's Services and high levels of tension.

Assessment: Based on Ofsted reports

Summary

SUMMARY OF SCORES			
	Unitary 1 (South)	Unitary 2 (Central)	Unitary 3 (North)
Inspection Outcomes	5	5	4
Quality of Practice	4	5	3
Workforce Stability	4	5	4
Local Area Partnership	4	5	3
Financial Sufficiency	4	5	4
Effectiveness of Corporate Support	4	5	3
Effectiveness of Political Support	4	5	3
Totals	29	35	24

Breakdown of scores detail

	Unitary 1 (South)		Unitary 2 (Central)	Unitary 3 (North)	
	LCC	Rutland	LCC	NEL	NL
Inspection Outcomes	Outstanding (April 2023)	Good (April 2024)	Outstanding (April 2023)	Inadequate but improving (October 2021) Monitoring Visit (September 2024)	Outstanding (October 2022)
SCORE	5		5	4	
Quality of Practice	<p>Outstanding social work practice.</p> <p>There is a shared understanding by professionals and families of the authority's strength-based model of practice. Scaling is used well at each meeting.</p> <p>Social workers demonstrate excellent practice, having significant knowledge and understanding of children's needs.</p> <p>Partnership working is one of Lincolnshire's strengths, which has stimulated creative and innovative practices to support the work with</p>	<p>Good-quality direct work undertaken with children and families is impactful and it makes a positive difference to their lives.</p> <p>Child protection enquiries start promptly. They provide a thorough analysis of children's needs and the level of risk children face.</p> <p>Timely initial child protection conferences help to ensure that appropriate safeguards are in place to protect children.</p> <p>Work undertaken in the duty and assessment service is having a positive impact on children's experiences.</p> <p>Skilful practitioners have used life-story work to help</p>	<p>Outstanding social work practice.</p> <p>There is a shared understanding by professionals and families of the authority's strength-based model of practice. Scaling is used well at each meeting.</p> <p>Social workers demonstrate excellent practice, having significant knowledge and understanding of children's needs.</p> <p>Partnership working is one of Lincolnshire's strengths, which has stimulated creative and innovative practices to support the work with vulnerable children and their families.</p>	<p>Since the most recent monitoring visit in January 2024, children subject to child in need and child protection planning are better safeguarded and benefit from greater consistency of worker.</p>	<p>Children benefit from a consistently high standard of social work practice.</p> <p>The commitment to children as a priority for the council and across the partnership is exemplary.</p> <p>Children in need of help and protection are provided the right help when they need it.</p> <p>Children and families are supported effectively in order to build resilience through a wide-ranging early help offer.</p> <p>The focus on a relational strength-based approach is a powerful element of</p>

	<p>vulnerable children and their families.</p> <p>Numerous approaches are used to determine quality and improve and strengthen practice and learning.</p> <p>Leaders have successfully focused on the areas for development since the last inspection of local authority children's services (ILACS) inspection in 2019. This has led to strengthening of practice with vulnerable adolescents at risk of exploitation and going missing and the response to homeless 16- and 17-year olds.</p>	<p>many children to understand their family history and to process early trauma.</p> <p>Skilled social workers in the disabled children's service have a good understanding of the needs of disabled children in care.</p> <p>Pathway planning is effective.</p> <p>An embedded, relationship-based model of practice used by practitioners in Rutland is helping to ensure that children and families receive consistent support that makes a positive difference to children's lives.</p>	<p>Numerous approaches are used to determine quality and improve and strengthen practice and learning.</p> <p>Leaders have successfully focused on the areas for development since the last inspection of local authority children's services (ILACS) inspection in 2019. This has led to strengthening of practice with vulnerable adolescents at risk of exploitation and going missing and the response to homeless 16- and 17-year olds.</p>		<p>social work practice in North Lincolnshire.</p> <p>Children and families develop meaningful relationships with their social worker, even when intervention is time-limited.</p> <p>Parents who are benefiting from children in need services or child protection planning told inspectors that support had come at the right time for them. They said that social workers are reliable, that they are helpful, that they went 'above and beyond' and that they did not feel judged.</p> <p>Sensitive work undertaken with children and family members aids the social worker in their understanding of family relationships and of the child's world.</p> <p>Assessments, including those for disabled children, are comprehensive.</p> <p>Children in the care of North Lincolnshire</p>
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					<p>children's services receive an exceptional service from workers who demonstrate that they care for them.</p> <p>Consequently, children told inspectors that they felt loved and that they felt listened to.</p> <p>Social workers, managers and leaders are ambitious for the children they care for.</p> <p>Foster carers told inspectors that they build strong and trusting relationships with social workers, enabling them to be open and honest during matching or if they need additional support.</p>
Score	4		5		3
Workforce Stability	A targeted recruitment strategy has led to an increase in permanent social workers. Additional funding has been made available to support the children's services workforce. This is helping the authority to stabilise its workforce and to	<p>Challenges remain in respect of the stability of the workforce. Leaders are fully aware of these challenges and have clear action plans in place to address them.</p> <p>Instability in the workforce is placing pressures on staff</p>	<p>A targeted recruitment strategy has led to an increase in permanent social workers. Additional funding has been made available to support the children's services workforce. This is helping the authority to stabilise its workforce and to</p>	<p>An effective workforce strategy has resulted in significantly improved workforce stability. A now permanent and experienced senior leadership team has energised and escalated</p>	<p>The 'grow your own' approach is contributing to the service's succession planning and a carefully considered approach to retention and recruitment.</p> <p>Although there is movement of workers, there is a longevity in the</p>

	<p>manage workloads more consistently.</p>	<p>who undertake additional work.</p> <p>However, for a small but significant number of care leavers, their experiences have not been as positive due to changes in PA and periods of staff absences. A care leaver described feeling bewildered by the number of changes in worker they have experienced.</p> <p>Rutland has some exceptionally skilled practitioners, who are kind and compassionate. These practitioners, who have manageable workloads, spend time with children and families, and they build positive relationships with them. This is having a positive outcome for many children and their families.</p> <p>Despite the above, recruitment and retention have remained a challenge in Rutland. As a result, a few children, predominantly in the throughcare service, have experienced many changes in social worker and PA.</p>	<p>manage workloads more consistently.</p>	<p>the pace of improvement in this practice area.</p> <p>Children's social care is benefiting from an experienced and permanent senior leadership team for the first time since the inadequate inspection judgement in 2021.</p> <p>Workforce stability continues to improve. The council and senior leaders have made North East Lincolnshire a more attractive place to work and have successfully recruited significantly more social workers than this time last year. Overall, this has resulted in an increase in the number of permanent staff, rising from 30% to 70% since the last judgement inspection.</p>	<p>workforce, with the vast majority of social workers being permanent employees.</p> <p>The culture of compassionate leadership and the strength-based approach has fostered a highly motivated, enthusiastic and loyal workforce.</p>
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		Positively, in response to this, vacancies have been recruited to, and new permanent staff have very recently started or are due to start work in Rutland imminently.			
SCORE	4		4		4
Local Area Partnership	<p>Children also benefit from strong partnership working. Partnership working is one of Lincolnshire's strengths.</p> <p>Strong partnerships at the strategic senior level are mirrored by strong and effective operational multi-agency working.</p>	<p>Too often strategy meetings are delayed due to a lack of police capacity.</p> <p>Strong relationships with midwifery services ensure the early identification of need, support and intervention pre-birth.</p> <p>Children are not consistently having their health needs assessed in a timely way when they enter care.</p> <p>Strategic partnerships are mostly effective and are particularly strong with education partners.</p> <p>Overall, the local authority works effectively with other agencies. The operation of early help services and a community partnership with Leicester City Football Club</p>	<p>Children also benefit from strong partnership working. Partnership working is one of Lincolnshire's strengths.</p> <p>Strong partnerships at the strategic senior level are mirrored by strong and effective operational multi-agency working.</p>	<p>Professional relationships have significantly improved and there is increasing confidence from partner agencies in both social workers' practice and management decision-making.</p>	<p>The commitment to children as a priority for the council and across the partnership is exemplary.</p> <p>Partners, notably schools and health professionals, are confident to lead in delivering interventions and the early help plan.</p> <p>High-quality information-sharing by a wide range of partner agencies, and a clear understanding of consent and threshold for services.</p> <p>There is excellent partner agency participation, enabling effective information-sharing.</p> <p>When more specialist help is needed, there are a range of services which</p>

		<p>have resulted in positive outcomes for many children in terms of developing confidence, self-esteem and self-belief. These are examples of strategic partnerships enabling effective multi-agency operations. Leaders recognise that there is, however, more to do as a partnership to strengthen timely police engagement in multi-agency strategy meetings and the timeliness of initial and review health assessments for children in care in Rutland.</p>			<p>support children and families with issues such as substance misuse, for their emotional well-being and mental health, and when they live with domestic abuse. These agencies form strong multi-agency networks around the child and family, contributing to comprehensive child in need or child protection plans, which help reduce the risks for children.</p> <p>Where children are at risk of exploitation, there is a strong and swift multi-agency approach to identifying and managing the risk to the child.</p> <p>Transformational systems leadership has ensured that the whole council, and the partnership, prioritises children.</p> <p>Strategic partnerships are robust and well-embedded.</p>
SCORE		4	5		3
Financial Sufficiency	They have responded to these pressures by contributing to placement	<i>No reference to finance in Ofsted report but based on</i>	They have responded to these pressures by contributing to placement sufficiency	<i>From 2022</i>	<i>No reference to finance in Ofsted report but based on</i>

	sufficiency financially and strategically, with cross-council support. The council has supported the development of three children's homes in Lincolnshire. They have further successfully invested in their fostering services. Additional funding has been made available to support the children's services workforce	<i>Outstanding judgement this is assessed to be good</i>	financially and strategically, with cross-council support. The council has supported the development of three children's homes in Lincolnshire. They have further successfully invested in their fostering services. Additional funding has been made available to support the children's services workforce	There are historic and some current concerns about the use of resources and the recent base budget position of the department. The service has over recent years had significant budget overspends met corporately at year end. The LA has approved both long term increases in the base budget for children's services and the use of one-off resources to fund immediate pressures and improvement activity.	<i>Outstanding judgement this is assessed to be good</i>
SCORE	4		5	4	
Effectiveness of Corporate Support	Leaders are well supported by a strong corporate performance team. The chief executive officer also brings a wealth of experience to the service, having previously been director of children's services in Lincolnshire. There is confidence across the council in the leadership of children's services. The council's senior leadership team integrated approach ensures a shared clear vision	A stable, permanent leadership team, with strong political and corporate support, has been successful in improving the quality and impact of social work practice with children. Leaders have created a culture whereby staff at every level operate in a reflective and open manner, and within a culture that keeps children's safety and well-being at the centre of their practice. Leaders and	Leaders are well supported by a strong corporate performance team. The chief executive officer also brings a wealth of experience to the service, having previously been director of children's services in Lincolnshire. There is confidence across the council in the leadership of children's services. The council's senior leadership team integrated approach ensures a shared clear vision across the local	<i>From 2022</i> Corporate leaders have overseen a decline in services to vulnerable children and their families. Key corporate support functions around finance and HR were not routinely integrated into leadership team conversations and opportunities as a result appear to have been missed, to bring capacity	Uncompromising and visionary political and executive leadership and from the leadership of the director of children's services (DCS), who have an unwavering ambition for children and families. This united political and service leadership has successfully fostered a compassionate and caring culture which has become

	<p>across the local authority and a strong focus on delivering high-quality children's services.</p>	<p>managers are child focused. They are committed to getting things right for children.</p> <p>Political and corporate leaders have shown ambition as corporate parents.</p>	<p>authority and a strong focus on delivering high-quality children's services</p>	<p>and expertise to address key service issues.</p>	<p>the bedrock of the council and the service.</p> <p>The commitment to children as a priority for the council and across the partnership is exemplary.</p> <p>The council, leaders and social workers are exceptionally proud of the children of North Lincolnshire.</p> <p>The local authority is an aspirational and ambitious corporate parent.</p> <p>North Lincolnshire Council and the senior leadership team keep children and their families at the heart of everything they do.</p> <p>Transformational systems leadership has ensured that the whole council, and the partnership, prioritises children.</p> <p>The highly impressive alliance forged between the leader of the council, the lead member for children's services, the chief executive and the DCS has</p>
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					ensured that this high-performing authority has not rested on its laurels.
SCORE	4		5		3
Effectiveness of Political Support	<p>Lincolnshire's children in care council, Voices4Choices, continues to influence service development through conversations with elected members.</p> <p>Elected members have unlocked significant financial resources to ensure that Lincolnshire continues to provide outstanding services for children and their families.</p> <p>Elected members and senior leaders across the council work successfully together to support the needs of children and their families. The lead member is a strong advocate for children's services and has provided continuity in the role since 2005.</p>	<p>A stable, permanent leadership team, with strong political and corporate support, has been successful in improving the quality and impact of social work practice with children.</p> <p>Political and corporate leaders have shown ambition as corporate parents.</p>	<p>Lincolnshire's children in care council, Voices4Choices, continues to influence service development through conversations with elected members.</p> <p>Elected members have unlocked significant financial resources to ensure that Lincolnshire continues to provide outstanding services for children and their families.</p> <p>Elected members and senior leaders across the council work successfully together to support the needs of children and their families. The lead member is a strong advocate for children's services and has provided continuity in the role since 2005.</p>	<p><i>From 2022</i></p> <p>Senior leaders and elected members are out of touch with the needs of the local population.</p> <p>Political leadership whilst demonstrating some greater engagement remains underdeveloped.</p> <p>The Portfolio Holder had carried previous experience holding the role under different party leadership in the past. Despite this it did not result in the quality of political leadership of the children's agenda that one would wish to see.</p> <p>Whilst there are some signs of greater political engagement in the children's agenda, particularly from the Leader, the quality and confidence of other political</p>	<p>Uncompromising and visionary political and executive leadership and from the leadership of the director of children's services (DCS).</p> <p>This united political and service leadership has successfully fostered a compassionate and caring culture.</p> <p>The council, leaders and social workers are exceptionally proud of the children of North Lincolnshire.</p> <p>The local authority is an aspirational and ambitious corporate parent.</p> <p>The highly impressive alliance forged between the leader of the council, the lead member for children's services, the chief executive and the DCS has ensured that this high-</p>

				leaders is still underdeveloped. There is a stability in political leadership and a wider council senior management team more closely engaged with understanding and supporting required improvement.	performing authority has not rested on its laurels.
SCORE	4		5		3

Summary

The matrix analysis indicates that disaggregating services into three new Unitary Councils, Unitary 1 (South), Unitary 2 (Central), and Unitary 3 (North), would involve certain risks. However, each new Unitary Council is expected to maintain strong capabilities within its respective Children's Services.

Unitary 1 (South) - The County elements are rated *Outstanding* by Ofsted, while Rutland is rated *Good*. Local Government Reorganisation (LGR) and disaggregation may lead to changes in both officer and political leadership, creating some risks in separating County services. However, the current strong performance across this footprint provides a solid foundation for joint leadership, shared learning, and maintaining high standards in Children's Services.

Unitary 2 (Central) - This area includes elements of the County rated *Outstanding* by Ofsted, although it represents only part of the current County footprint. LGR and disaggregation could bring leadership changes and risks in service separation. Nevertheless, existing performance offers a strong basis for sustaining high-quality Children's Services.

Unitary 3 (North) – This unitary combines two existing authorities: North Lincolnshire (*Outstanding*) and North East Lincolnshire (*Inadequate*). This creates challenges and a potential risk to North Lincolnshire if focus shifts toward improving North East Lincolnshire. However, Ofsted's latest monitoring visit shows good progress since the 2021 *Inadequate*



judgment. While LGR and disaggregation may introduce leadership changes and risks in merging services, current performance provides a strong platform for joint leadership and shared learning to achieve high standards in Children's Services.

It will be important to consider the learning from other LA's who have been through LGR and ensure early and detailed planning to deliver the 3 x Unitary model.

7. Data Analysis

2025 Newton Report

Scenario 2 – East, North & West

The Newton report describes the three new unitary authorities differently from other sources. In Scenario 2, the report refers to them as **East, North, and West**, whereas this commission and the submission to MHCLG identify them as **Unitary 1 (South), Unitary 2 (Central), and Unitary 3 (North)**.

Additionally, the composition of the existing councils within Newton's Scenario 2 differs from that outlined in this commission and in the MHCLG proposal.

For clarity:

Proposal to MHCLG	Areas covered	Newton Scenario 2	Areas covered	Differences
Unitary 1 (South)	South Kesteven DC; North Kesteven DC; South Holland DC ; Rutland CC	West	North Kesteven, South Kesteven, Lincoln , West Lindsey	Rutland not included in the Newton Scenario. Differences in Lincoln, West Lindsey and South Holland locations
Unitary 2 (Central)	East Lindsey DC Boston BC, City of Lincoln C , West Lindsey DC	East	East Lindsey, Boston, South Holland	Differences in Lincoln, West Lindsey and South Holland locations
Unitary 3 (North)	North East Lincolnshire, North Lincolnshire	North	North East Lincolnshire, North Lincolnshire	No difference

Therefore, although the Newton Report considers the impact of LGR on people services in Lincolnshire, it is based on a data split within the scenario 2 that is not comparable to the Unitary 1 (South); Unitary 2 (Central); Unitary 3 (North) modelling.

The only aspect of the Newton Scenario 2 modelling which corresponds with the composition of LA's within this commission is that for Unitary 3 (North) / Newton Scenario 2 North.

I will therefore extract from the Newton report the info relating to Unitary 3 (North) only.

	North Lincolnshire North East Lincolnshire & North Lincolnshire
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Total population:	335.7k
% population U18	20.6%
Under 18's population	69k
Indices of Multiple Deprivation 2019 score	26.78
Total demand CSC	5.7k
Total demand SEND	3.7k
ICB boundaries	NHS Humber and North Yorkshire
% change CSC (2025 – 2040)	-11%
% change SEND (2025 – 2040)	+39%
2025 CSC per resident	£80
2025 SEND per resident	£176
2025 Total per resident	£256
2040 CSC per resident	£116
2040 SEND per resident	£387
2040 Total per resident	£503
Total increase CSC per resident between 2025-40	£36
Total increase SEND per resident between 2025-40	£211
Total £ Increase	£247
Total % Increase	46%
CSC Provision Spend 2025	£14m
CSC Staffing cost 2025	£13m
CSC Service Cost 2025	27
Predicted CSC Service Cost 2040	39
PREVALENCE PER 10,000 U18 POPULATION	
CiN	116
CP	30
Referrals	455
Early Help	618
CiC	55
Children's Residential	3.7
Indep Fostering	2.0
Internal Fostering	41
Other	9.0
COST PER WEEK CIC	
2025	£704
2030	£829
2040	£1,150
% + /-	63%

COST PER WEEK RESIDENTIAL	
2025	£4,481
2030	£5,277
2040	£7,320
% + /-	63%
COST PER WEEK INDEP FOSTERING	
2025	£687
2030	£809
2040	£1,122
% + /-	63%
COST PER WEEK INTERNAL FOSTERING	
2025	£520
2030	£611
2040	£847
% + /-	63%
SEND	
Spend per resident 2025	£176
Spend per resident 2040	£387
% growth in spend (2025-2040)	122%
Mainstream Prevalence 2025	177
Mainstream Prevalence 2030	261
Mainstream Prevalence 2040	267
MAINTAINED SPECIAL SCHOOLS (MSS)	
MSS Prevalence 2025	74
MSS Prevalence 2030	89
MSS Prevalence 2040	90
INDEPENDENT NON-MAINTAINED SPECIAL SCHOOLS (INMSS)	
INMSS Prevalence 2025	12
INMSS Prevalence 2030	15
INMSS Prevalence 2040	16
OTHER DEMMAND	
Other Prevalence 2025	139
Other Prevalence 2030	171
Other Prevalence 2040	177
Education: SEND - UNIT COSTS VARIATION AND FORECASTING	
Mainstream	
2025	£185
2030	£218
2040	£302
% + /-	63%
Maintained Special Schools	
2025	£374
2030	£441
2040	£611
% + /-	63%
Independent Non-Maintained Special Schools	
2025	£4,342
2030	£5,115
2040	£7,096

% + /-	63%
Other	
2025	£91
2030	£107
2040	£149
% + /-	63%
SEND DEFICIT DISTRIBUTION	
Cumulative spend on EHCPs over past 3 yrs	26%
Service cost 2025 (placements cost + staffing)	£59m
Service cost 2040 (placements cost + staffing)	£131m
HOME TO SCHOOL TRANSPORT	
DIRECT TRANSPORT DEMAND VARIATION AND FORECASTING	
Spend per resident 2025	£137
Spend per resident 2040	£421
% growth in spend (2025-2040)	211%
PARENTAL AND PUBLIC TRANSPORT DEMAND VARIATION AND FORECASTING	
Direct Transport Prevalence 2025	3082
Direct Transport Prevalence 2030	5896
Direct Transport Prevalence 2040	6586
Education: HTS transport - UNIT COST DEMAND VARIATION AND FORECASTING	
Parental Prevalence 2025	64
Public Transport Prevalence 2025	1498
Parental Prevalence 2030	123
Public Transport Prevalence 2030	2867
Parental Prevalence 2040	137
Public Transport Prevalence 2040	3202
Education: DEMAND VARIATION AND FORECASTING	
Direct Transport	
2025	£72
2030	£85
2040	£117
% + /-	63%
Parental	
2025	£61
2030	£71
2040	£99
% + /-	63%
Public Transport	
2025	£17
2030	£20
2040	£28
% + /-	63%
Home Education Prevalence	
Persistent Absent Prevalence	250
Severe Absent Prevalence	2041
Exclusions Prevalence	246
	12

Name	Total Population 0-16	Total Population 0-4	Total Population 5-10	Total Population 11-16

	(MY 2024)	(MY 2024)	(MY 2024)	(MY 2024)
Unitary 1 (South)	74670	17890	26785	29995
Unitary 2 (Central)	72088	18207	26013	27868
Unitary 3 (North)	64317	16368	23025	24924

Summary

It is difficult to analysis the Newton data due to the differences in councils composition within the Newton work and that which is requested in this commission

Therefore further work will need to be commissioned to allow consideration of refreshed Newton data based on the 3 x Unitary model (S/ C/ N).

8. Risk

In relation to LGR planning, this Risk Register based on a model developed by Colin Foster, Chief Executive, Northampton Children's Trust, provides a good basis for discussions with Councillors, colleagues and partners:

Leadership Continuity	<p>LGR can result in senior leaders across the LA(s) retiring or in some cases being made redundant.</p>
	<p>Currently, there are four DCS's within the Greater Lincolnshire footprint, but only three will be required under the new unitary model. There is a risk that some may leave or retire before Vesting Day or during LGR implementation, although this cannot be predicted. One DCS position may potentially be displaced.</p> <p>Similarly, there are four CYPS Senior Leadership Teams in the current structure, and three will be needed under the new model. As with the DCS roles, there is a risk of departures or retirements, and one team may be displaced.</p> <p>In terms of continuity:</p> <p>Unitary 1 (South) has the Rutland DCS and CYPS Senior Leadership Team who would be unfamiliar with the services currently provided by LCC for the new Unitary but is an experienced CYPS Leadership team.</p> <p>Unitary 2 (Central) has the LCC DCS and CYPS Senior Leadership Team who are familiar with the services currently provided by LCC for the new Unitary and is an experienced CYPS Leadership team.</p> <p>Unitary 3 (North) has both the NEL & NL DCS's and CYPS Senior Leadership Team either of which would be familiar with the services currently provided by for half the new Unitary, but both of which are experienced CYPS Leadership teams.</p>
Workforce Alignment	<p>LGR can mean a split of countywide children's services, resulting in the workforce having to choose an LA. This can mean at least one new council having a less experienced children's services leadership team and wider workforce.</p>
	<p>Staff turnover is a real risk and a constant challenge in most CYPS services. There is a risk that experienced practitioners plan to retire because fear the changes and fear that they will not be working in the same team as they do currently.</p> <p>Unitary 1 (South) has the Rutland CYPS Directorate staff and all those practitioners and managers within LCC who currently serve the children within the districts of South Kesteven DC; North Kesteven DC and South Holland DC; aspects of the County and are experienced CYPS practitioners and managers. If a localities model were to be adopted, then teams and practitioners currently serving Rutland and the County localities could remain largely unchanged (at least in the short term) but have single leadership.</p> <p>Unitary 2 (Central) has the LCC CYPS Directorate staff and all those practitioners and managers within LCC who currently serve the children</p>

	<p>within the districts of Lincoln/West Lindsey; Boston within the County who are experienced CYPS practitioners and managers, and who are familiar with the services currently provided by LCC for the new Unitary footprint. If a localities model were to be adopted, then teams and practitioners currently serving the area could remain largely unchanged.</p> <p>Unitary 3 (North) has both the NEL & NL CYPS Directorate staff and all those practitioners and managers who currently serve the children within the new Unitary footprint. These staff and managers would be familiar with the services currently provided by for half the new Unitary, but both of which are experienced CYPS teams. If a localities model were to be adopted, then teams and practitioners currently serving the 2 x unitary authorities could remain largely unchanged (at least in the short term) but have single leadership.</p> <p>There will also be the challenge of different contracts, pensions and terms across different councils. Harmonising contracts will be challenging and the planning for this will need to commence as soon as possible.</p> <p>There will be a need to ensure that staff care is prioritised and that staff are given confidence in the new arrangements and that Leaders protect and support morale throughout the LGR process.</p>
Financial Stability	<p>Ineffective financial planning around the whole LA system that supports children's services and service reductions can lead to significant, unexpected additional costs such as children's homes provision, housing for care experienced young adults, workforce pay and reward offer, early help provision. Cross boundary delivery models also rely on council investment into the infrastructure.</p>
	<p>The modelling commissioned by PwC and PeopleToo will help leaders identify and understand the financial implications, challenges and opportunities.</p> <p>This will need to be given early consideration and planning to mitigate the risks that the data identifies.</p>
Equality, Diversity, Equity, Inclusion and Belonging (EDIEB)	<p>EDIEB is a priority consideration. Much work has already taken place to embed EDIEB across councils, but there is more to do. Commitments can become disjointed and dissipate through the LGR process.</p> <p>There will be an opportunity to 'take the best' from each of the councils involved in the Greater Lincolnshire LGR process in relation to Equality, Diversity, Equity, Inclusion and Belonging (EDIEB).</p> <p>Each of the 4 x DCS's will have an understanding of these issues within their CYPS context.</p> <p>Early planning and considerations as well as political appetite will need to be undertaken as part of LGR planning.</p>
Corporate Parenting	<p>Corporate parenting is a priority across all LGR plans. LAs have a moral and statutory responsibility to be the best possible corporate parent for children in care and care experienced young adults and commitment to fulfilling this duty can become disjointed and dissipate through the LGR process.</p>

	<p>There will be an opportunity to 'take the best' from each of the councils involved in the Greater Lincolnshire LGR process in relation to Corporate Parenting policies, protocols and initiatives.</p> <p>Each of the 4 x DCS's will have an understanding of these issues within their CYPs context.</p> <p>Early planning and considerations as well as political appetite will need to be undertaken as part of LGR planning.</p>
Shared Support Services	<p>While the logic of shared services can make sense as separate councils evolve post LGR, a disconnect between newly established councils almost always occurs over a period of years, despite good intentions at inception. This most often applies to support services such as IT, housing, transport, HR, finance, communications and marketing and training.</p>
	<p>There will be the option of shared services especially for those service areas that are complex and difficult to disaggregate within the required timescales.</p> <p>Where this is the case, it is suggested that the learning from others is considered:</p> <ul style="list-style-type: none"> • <i>'Appoint your DCS early' - so they can:</i> <ul style="list-style-type: none"> - <i>Help articulate a clear vision and values to win hearts and minds and support workforce recruitment and retention.</i> - <i>Initiate high-quality planning and sufficiency to meet local needs.</i> - <i>Inform arrangements to disaggregate and migrate data and establish ICT infrastructure.</i> - <i>Pin down risks and challenges early.</i> • <i>Be really clear about services you can separate out before vesting day and which ones you can't but have plans in place to disaggregate early on. Separating out small contracts can take 'an inordinate amount of time.'</i> • <i>'If I'd only known' how complex, expensive, difficult and full of risk it is to separate out a county-level ICT service: 'I think we would have worked harder at a potentially different solution – actually spending some serious money upfront to buy what we needed and implement it in a different way rather than trying to split what we had.'</i> <p>It is advisable to establish a clear plan for full disaggregation either before or immediately after Local Government Reorganisation (LGR). Evidence from previous LGR experiences shows that, although shared services may seem logical as councils evolve post-LGR, a disconnect between newly formed councils almost always develops over time, despite initial good intentions. Furthermore, learning indicates that shared services typically disaggregate within a few years of LGR.</p>
Corporate Leadership	<p>Lack of experience or willingness to consider experienced views in Children's Services can lead to ill-informed decision making and added risk. This often focuses on short term financially led decision making with long-term impact.</p>

	Although this is a risk, consideration within the Matrix would suggest that there is a high degree of Corporate commitment and understanding across the current 4 x councils that host children's services responsibilities.
Political Leadership	Lack of experience or willingness to consider experienced views in Children's Services can lead to inaccurate advice to elected members from senior officers leading to ill-informed decision making and added risk.
	Although this is a risk, consideration within the Matrix would suggest that there is a high degree of Corporate commitment and understanding across the current 4 x councils that host children's services responsibilities.
Children's Services Leadership	<p>Poor leadership of children's services gives poor advice to corporate and political leadership leading to ill-informed decision making and increased risk. Often this can stem from a serial interim with little or no track record as a DCS or in some cases an inexperienced DCS.</p> <p>There are currently 4 x DCS's within the greater Lincolnshire footprint and 3 x DCS's will be required within the 3 x Unitary model. There is a risk that some may leave, retire etcetera between now and Vesting Day or at the point of LGR implementation. However this cannot be predicted. There is however the potential for one DCS to be displaced.</p> <p>There are currently 4 x CYPS Senior Leadership Teams within the greater Lincolnshire footprint and 3 x Teams will be required within the 3 x Unitary model. There is a risk that some may leave, retire etcetera between now and Vesting Day or at the point of LGR implementation. However this cannot be predicted. There is however the potential for one CYPS Senior Leadership Team to be displaced.</p> <p>However, there is currently sufficient /excess of senior managers who currently serve the child population of Greater Lincolnshire and therefore the proposed 3 x new Unitary model.</p> <p>Learning from councils that have been through LGR and have chosen a disaggregation approach advise the early appointment of the DCS.</p>
Workforce Recruitment and Retention	<p>Significant structural change can unsettle the workforce and lead to an exodus if plans are not clear or well communicated.</p> <p>Staff turnover is a real risk and a constant challenge in most CYPS services. There is a risk that experienced practitioners plan to retire because fear the changes and fear that they will not be working in the same team as they do currently. There is also a risk that some practitioners and managers will seek to 'take control of their own destiny' and exit prior to LGR.</p> <p>There will also be the challenge of different contracts, pensions and terms across different councils. Harmonising contracts will be challenging and the planning for this will need to commence asap.</p> <p>There will be a need to ensure that staff care is prioritised and that staff are given confidence in the new arrangements and that Leaders protect and support morale throughout the LGR process.</p>

Services for Children	<p>Significant structural change can lead to an inexperienced workforce which has a negative impact on services for children.</p>
	<p>Staff turnover is a real risk and a constant challenge in most CYPS services. There is a risk that experienced practitioners plan to retire because fear the changes and fear that they will not be working in the same team as they do currently. There is also a risk that some practitioners and managers will seek to 'take control of their own destiny' and exit prior to LGR.</p> <p>There are currently 4 x CYPS Directorates within the greater Lincolnshire footprint and 3 will be required within the 3 x Unitary model. There is a risk that some may leave, retire etcetera between now and Vesting Day or at the point of LGR implementation. However this cannot be predicted.</p>
Delivery of Families First Partnership Reforms	<p>Families First reforms are to be implemented by 2027 with significant planning and pilots required across the partnership. Attention on LGR may divert focus.</p>
	<p>The social care reforms have specifically allocated funding to local authorities for early help and prevention. Lincolnshire CC has been one of the three pathfinders identified nationally to trial arrangements.</p> <p>It is understood that Rutland, North and NE Lincs have got different models but do have an early help offer.</p> <p>All children's services departments across the country are preparing for the Families First reforms and as such early consideration and liaison with the DfE will be required to ensure focus and delivery against the new requirements.</p> <p>There will also likely be a different roles played by schools across the current LA CYPS footprints. This will require early consideration and liaison with all schools will be required to ensure focus and clarity of expectations (and training) against any agreed Early Help requirements.</p>
Partnership Relations	<p>Relationships with partners can suffer as a result of new structures and changes in workforce. This can significantly impact on how safeguarding partnerships, and 'front door' arrangements work. Important to consider health and police structures and how these align with LGR plans.</p>
	<p>The current four local authority (LA) partnership arrangements would reduce to three, streamlined as follows:</p> <ul style="list-style-type: none"> • Unitary 1 (South): Based on existing Rutland arrangements, with added membership from relevant county partners—potentially reducing duplication for some partners. • Unitary 2 (Central): LCC arrangements, largely unchanged in membership. • Unitary 3 (North): Combined membership from NEL and NL, which could also reduce duplication for some partners. <p>These revised partnership footprints would allow for greater focus within individual LA areas, while still enabling opportunities for collaboration across one or more partnerships. Additionally, alignment with other partnerships, such as Community Safety Partnerships (CSPs) and Health & Wellbeing Boards, would be streamlined.</p>

	<p><u>Police</u></p> <p>Unitary 1 (South) - The new Unitary would involve working with both Leicester Police covering Rutland, and Lincolnshire Police serving the aspects of the current County footprint.</p> <p>Unitary 2 (Central) - The new Unitary would involve working with Lincolnshire Police serving the aspects of the current County footprint. This would be no change.</p> <p>Unitary 3 (North) - the new Unitary would involve working with Humberside Police. This would be no change.</p> <p><u>Health</u></p> <p>Unitary 1 (South) - The new Unitary would involve working with both NHS Lincolnshire and NHS Leicester, Leicestershire and Rutland (LLR).</p> <p>Unitary 2 (Central) - The new Unitary would involve working with NHS Lincolnshire. This would be no change.</p> <p>Unitary 3 (North) - the new Unitary would involve working with NHS Humber and North Yorkshire. This would be no change.</p>
<p>Creation of an Alternative Delivery Model</p>	<p>Children's Trusts have a strong record of improving services under DfE statutory intervention, but in all but one case this is an intervention rather than a strategic council decision. Having Children's Services outside of the council can lead to 'blame' and criticism from the council(s) involved which destabilises effective services for children and families</p> <p><i>"the Government considers that an independent trust model for partnership working is untested outside the context of local authority intervention. On balance, this model is not considered appropriate for delivering high-quality outcomes in social care services in the context of LGR"</i></p> <p><i>(Local Government Reorganisation: Considerations for partnership working in social care for new unitary authorities)</i></p> <p>This option to be excluded from further consideration as MHCLG has made it clear that government does not consider this option to be suitable.</p>

Summary

Each of these risks individually could have an adverse effect, however, the combined impact of multiple risks would be significant and far-reaching. It is therefore essential, when developing design principles and implementation plans, to assess both the likelihood and potential impact of each risk in detail for all three new unitary councils.

9. Other Factors to consider in deciding which model(s) could be suitable and in implementation of the chosen model:

The LGA identified nine key enablers:

- Longevity,
- Political impetus,
- Leadership and vision,
- Communication,
- Engagement and co production,
- Culture and staff stability, governance and accountability,
- Detailed planning and dedicated resources,
- IT,
- Management information.

Applying these in the context of LGR structural change highlights the importance of:

Longevity:

- Commit to a long-term structural model to ensure stability, continuity, and an environment where high-quality practice can thrive.
- Careful planning of how support and services for children and families will operate is essential, alongside consistency in implementing change.
- Early appointment of senior officers reinforces this commitment. Over time, the effectiveness of any council's children's services will largely depend on the effectiveness of the Director of Children's Services (DCS).

Political impetus:

- Strong political backing is critical to driving change.
- Political leaders must understand that Children's Services are complex, sensitive, and volatile.
- Elected members act as powerful advocates and influencers; therefore, appointing a shadow cabinet early in the process is key.

Leadership and vision:

- Articulate a clear vision of *why* the change is happening and how it will improve outcomes for children and families – this motivates and attracts staff.
- Leaders should be visible, values-driven, focused on practice and performance, approachable, and willing to listen. This fosters trust and helps staff feel supported during significant change.

Communication:

- Share the bigger picture about local children and families and the impact individuals and teams can make to create a sense of connection and belonging.
- In large-scale change, timely updates are essential. Delays in communication can fuel rumours and uncertainty.

Engagement and Co-production:

- Children and families want to tell their story once and have services join up around them.

- Actively learn from children and families about barriers and respond to feedback.
- Triangulate insights by listening to staff and partners about what works and what hinders progress.

Culture and staff stability:

- A key challenge 'is how to make the experience feel different and positive for staff, and how to create the conditions that ensure staff retention and continued recruitment both during the process of restructuring itself and as the new organisational form matures.'

Social workers won't stay where they don't feel valued and trusted:

- Somewhere they can share their emotions, discuss difficult cases, receive good supervision and support, in a service that isn't risk averse or rushes to blame.
- What encourages commitment and retention is a service culture which supports learning in a complex and challenging environment.

Governance and accountability:

- Establish clear oversight and reporting lines, supported by transparent performance management, quality assurance, and accurate data—always remembering that behind the numbers are real children and families.

Detailed planning and dedicated resources:

- A constant theme from large scale change in children's services is the need for dedicated project and programme management supported by HR, finance and legal resource to keep the change process on track.
- The importance of keeping support in place for some time after the 'go live' date to deal with legacy issues.

IT and management information systems:

- Ensuring effective data transfer and identifying the right case management system is a big responsibility.
- Safely transferring the right children and family records in a LGR context is a significant and sensitive task.

In any approach to planning large scale transformation for children's services, as well as the risks and benefits of the delivery model, it is important to understand which 'enablers' are in place, which may need more attention, and which are likely to militate against the approach.

Build on local place knowledge in managing large scale change across Children's Services: All the parties to LGR decisions bring with them local knowledge and wisdom. In choosing which planning option and delivery mechanism to provide the best services for children and families, use design principles which embed the importance of structures which:

- Enable children's services to operate as an integrated whole.
- Recognise place matters by capturing and building on the inter-relationship between children, families and communities.
- Align with and support partnership working, promote cross-council working, and are underpinned by a unified evidence-based model of practice.

And consider which enablers are in place, which may need more attention, and which are likely to mitigate against your chosen approach.

Your Greater Lincolnshire DCS's have also identified the further following issues for consideration in the planning for LGR:

- Education services face their own set of challenges in a disaggregated system. school improvement functions are really different across different councils as are our different responses to the issue that grants have been cut from central government
- Planning for school places could be difficult and risky
- Specialist placements are unevenly distributed; you may end up again with some local authorities that have got more challenges than others or some that have got more placements than others (LCC DCS LGR Discussion 27.08.25).

10. Preferred model

The creation of 3 x new Unitary Authorities

This option is where, through the process of local government reorganisation, the county council, the three existing unitary authorities and the relevant district authorities combine to become 3 new single tier unitary authorities.

Unitary 1 (South)	Unitary 2 (Central)	Unitary 3 (North)
South Kesteven DC North Kesteven DC South Holland DC Rutland CC	City of Lincoln C West Lindsey DC Boston BC East Lindsey DC	North East Lincolnshire North Lincolnshire

Each new unitary authority would establish its own Children's Services structure and workforce from day one, with local leadership, systems, and separate services.

Within each of the three unitary councils, all Children's Services functions, such as early help, social care, SEND, and education services, would be consolidated into a single, unified directorate, operating consistently across the new organisational footprint.

STRENGTHS

- Alignment with place-based priorities,
- Local accountability,
- Local ownership from the start,
- Aligns with direction of travel of key partners towards neighbourhood and community working,
- Builds on district council strengths in place-based leadership, prevention, early help and collaboration,
- Communication is personalised and relates to local priorities,
- Consistency in practice and standards,
- Streamlined management,
- Economies of scale,
- Single culture and vision.

LIMITATIONS:

- High transition risk,
- Loss of experienced staff,
- Risk of service disruption during transition,
- Boston & South Holland areas would need to be separated,
- Local needs and identities may be diluted,
- Large systems may lose agility Potential challenges in recruiting DCS level leadership for each authority,
- Costly duplication,
- Recruiting and retaining staff, particularly at senior levels, can be a challenge,
- Potential for initial workforce uncertainty and anxiety,
- Need to transfer of records and data and establish new case management and ICT systems,

- Need to invest in strategic and operational alignment with key partners, whose scope may cover a wider footprint,
- May lose opportunities for economies of scale in specialist provision, for example in SEND or fostering, but this can be mitigated through developing regional partnership arrangements.

Within each of the three new unitary footprints, it is recommended that service delivery be organised into locality-based teams. Where possible, these teams should align with former council areas to help mitigate risk, meet government expectations for locality-based services, and maintain continuity.

Within this model there is also an option for **Transitional Planning / Deferred disaggregated model for some or all services**. This would be the option of former council Children's Services functions continuing to operate for a defined period (e.g., 1 – 2 years), during which longer-term arrangements are co-designed and implemented. This could include those services that are complex to disaggregate such as:

- Commissioning arrangements – where new contracts would be required and potentially some joining up of contracts.
- IT systems – this would be wider than Children's Services.
- Social Work Recording systems – where a new single system would need to be decided upon and existing records decanted into the new system.

Not recommended but may be a pragmatic solution for some services.

Within this model there is also an option for **some continued partnership / shared services or collaboration for some services** across a wider footprint.

Not recommended.

This model of **the creation of 3 x new Unitary Authorities** is recommended and is the preferred model based on the fact that this offers:

- Clear governance and accountability,
- Reasonable sized footprints,
- Limited differences in Ofsted performance judgements,
- Limited impact on current service delivery arrangements - particularly if a localities model of delivery is adopted,
- No likelihood of significant difficulties in recruiting / retaining existing DCS and CYPS Leadership team personnel,
- Clarity in partnership arrangements,
- Some disaggregation of LCC current arrangements but this could largely be a 'lift & shift',
- Coming together of NEL & NL could cause some challenges but these could be mitigated if a localities model of delivery is adopted.

Practice models across the new 3 x Unitary footprints will require further consideration.



PART 2:

Greater Lincolnshire

LGR Proposal

High Level Modelling

for the

Recommended

Delivery Model for

Children's Services

Prepared by:
Kath O'Dwyer



Kath O'Dwyer Consultancy
October 2025

PART 2

Table of Contents

PART 2	60
11. Background.....	61
12. Modelling.....	65
13. Staffing Structure.....	98
14. Other Considerations.....	110
15. Summary and Conclusions	114

11. Background

The Commission

To provide a recommendation and high level modelling of a delivery model for children's services in Greater Lincolnshire.

The commission is constructed in two parts:

Part 2

- To provide high level modelling of the recommended delivery model
- To provide a high-level recommendation for the staffing structure of the recommended delivery model.

Update since the Part 1 report completion.

Political developments in recent weeks have resulted in a decision that Rutland is no longer part of the core proposal, and that North and North East Lincolnshire remaining separate for legal compliance with a view to merge in future.

Therefore, the new proposal is:

Unitary 1 - SK, NK, SH
Unitary 2 - BBC, COLC, EL, WL
Unitary 3 - N Lincs
Unitary 4 - NE Lincs

This report will therefore focus upon the creation of Unitary 1 and Unitary 2 councils from the existing County Council footprint.

Government guidance

Government guidance suggests that:

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

- a) Proposals should show how new structures will improve local government and service delivery, and should avoid unnecessary fragmentation of services.*
- b) Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.*
- c) Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.'*

'For proposals that would involve disaggregation of services, we would welcome further details on how services can be maintained, such as social care, children's services, SEND, homelessness, and for wider public services including public safety. Under criterion 3c you may wish to consider:

- *How each option would deliver high-quality and sustainable public services or efficiency saving opportunities.*
- *What would the different options mean for local services provision, for example:*
 - *Do different options have a different impact on SEND services and distribution of funding and sufficiency planning to ensure children can access appropriate support, and how will services be maintained?*
 - *What is the impact on adults and children's care services?*
 - *Is there a differential impact on the number of care users and infrastructure to support them among the different options?*

Key questions that require answering to inform the proposal are how to, if one decides to do so, safely disaggregate the Lincolnshire County Council Children's Services? What are the benefits from doing so?

MHCLG are encouraging of innovative partnerships, for example Regional Care Cooperatives. It is expected that these will augment disaggregated services, rather than be a delivery model.

The Preferred model - the creation of 2 x new Unitary Authorities from the County footprint

This conclusion is based on Part 1 work undertaken as part of this commission.

This option is where, through the process of local government reorganisation, the county council, the three existing unitary authorities and the relevant district authorities combine to become 2 new single tier unitary authorities.

This option would mean each new unitary standing up its own Children's Services structure and workforce, with local leadership and systems with separate services from day one.

In each of the 2 x Unitary Councils, the vast majority of Children's Services functions (e.g. early help, social care, SEND, education services) would be merged into a single, unified directorate, operating consistently across the new organisational footprint.

Unitary 1	Unitary 2
South Kesteven DC	City of Lincoln C
North Kesteven DC	West Lindsey DC
South Holland DC	Boston BC
	East Lindsey DC

STRENGTHS

- Alignment with place-based priorities,
- Local accountability,
- Local ownership from the start,
- Aligns with direction of travel of key partners towards neighbourhood and community working,
- Builds on district council strengths in place-based leadership, prevention, early help and collaboration,
- Communication is personalised and relates to local priorities,

- Consistency in practice and standards,
- Streamlined management,
- Economies of scale,
- Single culture and vision.

LIMITATIONS:

- High transition risk,
- Loss of experienced staff,
- Risk of service disruption during transition,
- Boston & South Holland areas would need to be separated,
- Local needs and identities may be diluted,
- Large systems may lose agility,
- Potential challenges in recruiting DCS level leadership for each authority,
- Costly duplication,
- Recruiting and retaining staff, particularly at senior levels, can be a challenge,
- Potential for initial workforce uncertainty and anxiety,
- Need to transfer of records and data and establish new case management and ICT systems,
- Need to invest in strategic and operational alignment with key partners, whose scope may cover a wider footprint,
- May lose opportunities for economies of scale in specialist provision, for example in SEND or fostering, but this can be mitigated through developing regional partnership arrangements.

However, within each of the 2 x new Unitary footprints, it is recommended that delivery be focused into locality-based teams, wherever possible aligned to former council areas to mitigate risk, meet government expectations for locality-based services, and maintain continuity.

Within this model, there is also an option for Transitional Planning / Deferred Disaggregation for some or all services. This would involve former council Children's Services functions continuing to operate for a defined period (e.g., 1–2 years), during which longer-term arrangements are co-designed and implemented. This could apply to services that are complex to disaggregate, such as:

- Commissioning arrangements – requiring new contracts and potentially some consolidation.
- IT systems – changes extending beyond Children's Services.
- Social Work Recording systems – requiring selection of a new single system and migration of existing records.

Not recommended.

Within this model there is also an option for some continued partnership/ shared services or collaboration for some services across a wider footprint.

Not recommended but may be a pragmatic solution for some services.

This model of the creation of 2 x new Unitary Authorities is recommended and is the preferred model based on the fact that this offers:

- Clear governance and accountability,
- Reasonable sized footprints,
- Limited differences in Ofsted performance judgements,
- Limited impact on current service delivery arrangements - particularly if a localities model of delivery is adopted,
- Little likelihood of significant difficulties in recruiting / retaining existing DCS and CYPS Leadership team personnel,



- Clarity in partnership arrangements,
- Some disaggregation of LCC current arrangements but this could largely be a 'lift & shift',
- Coming together of NEL & NL could cause some challenges but these could be mitigated if a localities model of delivery is adopted.

12. High level modelling of the recommended delivery model

For the **Lincolnshire County Council** footprint, service delivery for some services is currently managed through a locality model for Children's Services, based on the current 7 x District Council footprints.

However, some services are currently delivered in the following arrangements:

- a) Across the whole County Council footprint from a central team/resource.
- b) On a North and South footprint.
- c) On 7 x District Council footprints or a combination of these district footprints.

NB: Some services delivered on a combination of the district footprints bringing together Boston and South Holland which, in the new proposals, would be in separate Unitary Authorities. Therefore disaggregation of those services may be required.

a) Children's Services currently delivered on a single cross-county footprint

CYPS SLT	
Management Team	1 x DCS 1 x AD Safeguarding 1 x AD Children's Care Services 1 x AD Early Help 1 x AD Children's Health & Commissioning 1 x AD Education
Sector Led Improvement	1 x Head of Children's Transformation 1 x Head of Service Sector Led Improvement – Early Help 1 x Head of Service Sector Led Improvement – Safeguarding 1 x Social Care Team Manager (Sector Led Improvement)

Children in Care	
CiC Social Work Teams	1 x Children's Corporate Parenting Manager
North	1 x Team Manager 4 x Advanced Practitioner 2 x Life Story Worker 4 x Practice Supervisor 7 x Social Worker – Level 1 5 x Social Worker – Level 2 3 x Social Worker – Student
South	1 x Team Manager 3 x Advanced Practitioner 1 x Life Story Worker 4 x Practice Supervisor 6 x Social Worker – Level 1 5 x Social Worker – Level 2 3 x Social Worker – Student
Unaccompanied CiC South	1 x Practice Supervisor 4 x Social Worker Level 2
Fostering, Adoption & Leaving Care	1 x Head Of Fostering, Adoption & Leaving Care
Leaving Care	1 x Children's Services Manager
North (2 teams)	2 x Team Manager

	1 x Co-Ordinator 2 x Leaving Care Worker 12 x Project Worker 1 2 x Project Worker 2
South (2 teams)	2 x Team Manager 1 x Leaving Care Worker 2 x Practice Supervisor 15 x Project Worker 1 3 x Project Worker 2 1 x Project Worker 3
<u>Fostering</u>	
North	1 x Team Manager 3 x Advanced Practitioner 2 x Children and Families Officer 4 x Placement Support Worker 3 x Practice Supervisor 4 x Social Worker Level 1 3 x Social Worker Level 2 3 x Student Social Worker
South	1 x Team Manager 1 x Advanced Practitioner

	1 x Children and Families Officer 2 x Placement Support Worker 3 x Practice Supervisor 2 x Social Worker Level 1 9 x Social Worker Level 2 3 x Student Social Worker
Fostering Recruitment	1 x Adoption and Fostering Marketing & Recruitment Officer 1 x Practice Supervisor 2 x Social Worker Level 1 2 x Social Worker Level 2
<u>Adoption</u>	1 x Head of Service – Adoption
	1 x Service Manager for the L3R Regional Adoption Agency 1 x Team Manager 6 x Advanced Practitioner Adoption Support 1 x Children and Families Officer 3 x Early Help Worker 3 x Practice Supervisor Adoption 2 x Social Worker Level 1 5 x Social Worker Level 2 3 x Student Social Worker 1 x Family Adoption Links Marketing and Recruitment Officer



	<p>1 x Performance Support Officer - Level 2</p> <p>1 x Adoption Panel Chair</p> <p>1 x Adoption Panel Vice Chair</p> <p>1 x Agency Advisor to Adopt/Perm/Foster Panel</p> <p>1 x Fostering Panel Chair</p> <p>1 x Fostering Panel Vice Chair</p> <p>8 x Independent Panel Member</p>
Secure	<p>1 x Principal</p> <p>2 x Deputy Manager</p> <p>1 x Catering Manager</p> <p>1 x Catering Supervisor</p> <p>3 x Cook</p> <p>1 x Handy Person</p> <p>10 x Relief Residential Care Officer Level 1</p> <p>25 x Residential Care Officer Level 1</p> <p>15 x Residential Care Officer Level 2</p> <p>5 x Residential Care Officer Level 3</p> <p>4 x Night Care Officer</p> <p>1 x Site Manager</p> <p>3 x Support Worker</p>

	<p>3 x Teaching Assistant</p> <p>1 x Technical Supervisor</p> <p>1 x Head Teacher</p> <p>1 x Deputy Head</p> <p>12 x Instructor</p> <p>1 x Maths Teacher</p> <p>2 x Senior Teaching Assistant - Advanced Skills</p> <p>1 x Teacher</p> <p>1 x Unqualified Teacher</p>
Semi Independence	1 x Registered Manager - Children's Home
Denton Ave (Semi- Independence Unit)	<p>1 x Residential Care Officer Level 1</p> <p>4 x Residential Care Officer Level 2</p> <p>1 x Residential Care Officer Level 3</p>
Rowston Close Gainsborough (Semi- Independence Unit)	<p>1 x Relief Residential Care Officer Level 1</p> <p>1 x Residential Care Officer Level 1</p> <p>2 x Residential Care Officer Level 2</p>
Youth Hub	<p>1 x Team Manager</p> <p>1 x Comm & Interventions Practice Supervisor</p> <p>1 x Snr Comm & Interventions</p> <p>12 x Sports worker</p> <p>6 x Activity Worker</p>

	4 x Relief Activity Worker 2 x Apprentice
YOT	1 x Head of Youth Offending 1 x RJ Team leader 1 x Adv Prac 4 x Comm Interv Worker 2 x Effective Practice Officer 2 x Group work Facilitator 1 x Panel Coordinator#3 x Practice Supervisors 2 x relief Intev Worker 1 x Student SW 3 Relief Intev & Group Facilitators 1 x LCVYS Development Worker 2 x Victim Liaison Officers 9 x YOT Officers 7 x YOT Workers 4 x Youth Development Officers 11 x Youth Development workers
Education	
School Standards	1 x Head of School Standards 9 x Education Locality Lead

	3 x Interim Locality Lead
Virtual School	1 x H of Virtual School 1 x Assistant Head 2 x Inclusion Caseworkers 4 x Progress Coordinator (CwSW) 2 x Educ Progress Coordinator LAC) 8 x Education (Progress) Coordinator Looked After Children 1 x Education Officer-Looked After Children 1 x Children in Care Employment Officer 1 x Education (Progress) Coordinator Looked After Children 1 x ePEP Coordinator Virtual School 1 x Virtual School Aspiration Coach
Admissions	1 x H of S School Strategy 1 x Team Leader – Admissions 1 x Systems and Data Support Officer 1 x Admissions Officer - Process and Data 1 x Principal Fair Access Officer 5 x School Admissions Caseworker
Educ Welfare	2 x Team Manager 1 x Inclusion & Attendance Manager 13 x Safeguarding & Education Welfare Officer

	<p>1 x Attendance Lead</p> <p>1 x EM & Trav Family Education & Supp Officer</p> <p>1 x EM & Traveller Education Team Leader</p> <p>2 x Ethnic Minority and Traveller Education Officer</p>
Provision Planning	<p>1 x Admissions & Educ Provision Manager</p> <p>2 x Educ Provision Officer</p> <p>1 x SEND & AP Provision Officer</p> <p>1 x Educ Reorganisation Officer</p>
Food Educ Service	2 x Programme Officer
Inclusion	<p>1 x Head of Inclusion</p> <p>1 x Team Manager – Inclusion Team</p> <p>1 x Team Manager- Specialist Teachers</p> <p>1 x Inclusion Team Manager - Quality and Effectiveness</p> <p>2 x Dyslexia Outreach Teacher</p> <p>7 x Specialist Language Teacher</p> <p>1 x Specialist Language Teacher – Supply</p> <p>2 x Specialist Speech and Language Teaching Assistant</p> <p>2 x Assistant Caseworker Pupil Reintegration</p> <p>17 x Pupil Reintegration Caseworker</p> <p>1 x Pupil Reintegration Caseworker - Data and Information</p> <p>1 x Pupil Reintegration Practice Supervisor</p>

	<p>1 x Pupil Reintegration Team Panel Clerk</p> <p>3 x SEND Advice Line SALL Advisor</p> <p>1 x Qualified Habilitation Specialist</p> <p>1 x Registered Qualified Habilitation Specialist</p> <p>5 x SEST Teacher of children and young people with a vision impairment</p> <p>3 x SEST Teacher of children and young people with multisensory impairment</p> <p>1 x SEST Lead Teacher of deaf children and young people</p> <p>1 x SEST Senior Lead Teacher</p> <p>5 x SEST Specialist Teaching Assistant</p> <p>9 x SEST Teacher of Deaf Children and Young People</p> <p>1 x Specialist Assistive Technology Resource Officer</p> <p>1 x Visual Impairment Lead Specialist Teacher</p> <p>1 x Lead Teacher - Specialist Teaching Team</p> <p>9 x STT Specialist Teacher</p> <p>5 x STT Supply Specialist Teacher</p> <p>22 x Teacher - Specialist Teaching Service</p> <p>2 x Team Leader - Specialist Teaching Service</p> <p>4 x Inclusion Quality and Effectiveness Lead</p>
Safeguarding in Education	<p>1 x Safeguarding in Schools Team Leader</p> <p>2 x Safeguarding & Educ Welfare Officer</p>
Music Service	1 x Head of Service



	<p>1 x Business Manager</p> <p>5 x Partnership Manager</p> <p>74 x Tutor</p> <p>1 x x Music Support Tutor (Claims)</p> <p>1 x Event & Project Coordinator</p>
Home Tuition	<p>2 x County Interim Home Tuition Learning Mentor</p> <p>44 x County Interim Home Tuition Teacher</p> <p>3 x County Interim Home Tuition Team: Team Leader</p> <p>1 x Home Tuition Casework Coordinator</p>
InspireU	<p>1 x Principal</p> <p>3 x Senior Lead</p> <p>4 x Provision Manager</p> <p>2 x Pastoral Lead</p> <p>4 x Wellbeing Coach</p> <p>1 x Support Coordinator</p> <p>25 x Learning Support Assistant</p> <p>7 x Job Coach</p> <p>6 x Employment Coordinator</p> <p>5 x Functional Skills and GCSE Tutor L2</p> <p>2 x Employability + PSD Tutor L1</p> <p>3 x Employability + PSD Tutor L2</p>

	<p>2 x EHCP Assistant</p> <p>1 x Additional Support Specialist</p> <p>1 x Cover Tutor</p> <p>1 x Functional Skills and GCSE Maths Tutor</p> <p>1 x Functional Skills Tutor</p> <p>2 x Performance Officer:- Exams + Data</p> <p>1 x Systems Officer</p>
Children's Commissioning	<p>1 x Head of Children's Commissioning</p> <p>1 x Children's Commissioning Manager</p> <p>1 x Commissioning Manager</p> <p>2 x Commissioning Team Manager – Commercial Services</p> <p>1 x Strategic Commissioning Manager</p> <p>15 x Commissioning Officer</p> <p>2 x Commissioning Support Officer</p> <p>5 x Placement Support Officer</p> <p>1 x Senior Placement Support Officer</p> <p>1 x Programme Officer – Children's</p> <p>1 x Integrated Commissioning</p> <p>1 x Senior Programme Officer</p>
Safeguarding	

Quality & Standards	1 x Head of Service
Audit & Quality	5 x Team Manager Q & S 1 x Practice Supervisor Q & S 1 x Care Proceedings Case Manager 1 x Inspections & Policy Officer 4 x Practice Advisors 2 x Practice Advisors (Educ) 1 x Practice Advisors (Health) 2 x Independent Chair 21 x Indep Chair / LADO 3 x Indep Chair / LADO (Relief) 1 x Snr Liaise Officer 6 x Liaise Case Workers 2 x Learning & Devel Officers
LCSP	1 x CDOP Co-ordinator 1 x Independent Chair/ LADO 1 x Safeguarding Board Business Mgr 1 x LSCP Analyst 1 x LSCP Senior Safeguarding Co-ordinator 1 x Policy and Audit Officer

	1 x E-Learning Officer 1 x LSCP Training and Development Officer 1 x LSCP Training Support Officer 1 x Training Officer
ABG Participation Team	3 x Participation Officers
OT	1 x OT Team Manager 1 x Practice Supervisor – OT 2 x Advanced Practitioner OT 1 x Relief Worker – COVID 19 1 x Relief OT 4 x Occupational Therapist Level 1 4 x Occupational Therapist Level 2

Commentary

There are a number of options in relation to the services to children, that are currently delivered and configured on a **County wide footprint**:

1. Decision to leave as is and operate as a shared service hosted by one or more of the new Unitary Councils.
2. Decision to leave as is and operate as a shared service on a time limited basis to allow the new Unitary Authorities the time and space to disaggregate once the new Councils have been formed and embedded.
3. Develop plans for disaggregation and implement in advance of Vesting Day.

I would recommend that plans for disaggregation of the vast majority of services are developed and implemented in for Vesting Day.

b) The following services that are currently delivered on a North & South basis across the County

	North	South

CiC Social Work Teams	North	South
		Unaccompanied CiC South
Fostering	North	South
Leaving Care	North (2 teams)	South (2 teams)

Commentary

I am unclear as to the geography for the North and South split, however:

- **If these relate to the 2 x new Unitary Authority footprints, they could be delivered as an authority wide service in each of the new Unitary Authorities.**
- If these do not correspond with the 2 x new Unitary Authority footprints, they could be delivered:
 - as a shared service hosted by one or more of the new Unitary Councils.
 - operate as a shared service on a time limited basis to allow the new Unitary Authorities the time and space to disaggregate once the new Councils have been formed and embedded.
 - Develop plans for disaggregation and implement in advance of Vesting Day.
- **For the North & South services that have 2 x teams in each (Leaving Care), depending on current footprint, these could be managed and delivered on a locality basis within each LA.**

c) Current Children's Services currently delivered on a County Locality Model

The following services are currently delivered by the County Council on a Locality Model and as such would potentially, in the most part, allow a 'lift & shift' approach in the proposed 2 x New Unitary Authority model.

Some services delivered on a combination of the district footprints bring together Boston and South Holland which in the new proposals would be in separate Unitary Authorities. Therefore disaggregation of those services may be required.

There are also management and leadership arrangements for these services that sit centrally and would therefore require further consideration.



	County Footprint	Boston & South Holland	East Lindsey	N & S Kesteven	Lincoln & West Lindsey
Early Help	1 x Head of Service - Pathfinder			1 x Head of Service NK/SK Locality	1 x Head of Service Lincoln & West Lindsey Locality
		1 x Team Manager 2 x Practice Supervisor 6 x Snr EH Worker 40 X EH Worker	1 x Team Manager 2 x Practice Supervisor 5 x Snr EH Worker 30 X EH Worker	1 x Team Manager 3 x Practice Supervisor 6 x Snr EH Worker 45 X EH Worker	1 x Team Manager 2 x Practice Supervisor 7 x Snr EH Worker 50 X EH Worker
	Central Hub 1 x Team Manager 2 x Practice Supervisors 1 x Snr EH Worker 8 x EH Worker 1 x CE & Missing Co-ordinator 1 x Youth Housing Officer	7 x EH Worker 1 x Educ mentor	1 x Practice Supervisor 1 x Snr EH Worker 7 x EH Worker 1 x Educ mentor	1 x Practice Supervisor 2 x Snr EH Worker 10 x EH Worker 1 x Educ mentor	1 x Practice Supervisor 3 x Snr EH Worker 14 x EH Worker 1 x Educ mentor 1 x Student SW
	County Footprint	Boston & South Holland	East Lindsey	N & S Kesteven	Lincoln & West Lindsey



Contact	1 x Team Manager FGC & FT & Time	1 x Family Time Coordinator 6 x FT Worker	1 x Family Time Coordinator 5 x FT Worker	1 x Family Time Coordinator 25 x FT Worker 11 Relief FT Workers	1 x Family Time Coordinator
Time				1 x Practice Supervisor 4 x Time EH Worker	
FGC				2 x FGC Coordinators 14 x FGC Practitioners 1 x FGC Practitioner (adults)	
Fast	1 x Head of Service	Boston	North	North	Gainsborough
		1 x Team Manager 3 x Practice Supervisor 7 x Advanced Prac 6 x Level 1 SW 4 x Level 2 SW 3 x Student SW	1 x Team Manager 2 x Practice Supervisor 6 x Advanced Prac 4 x Level 1 SW 2 x Level 2 SW 4 x Student SW	2 x TM 4 x Practice Supervisor 6 x Advanced Prac 5 x Level 1 SW 1 x Level 2 SW 4 x Student SW	1 x TM 4 x Practice Supervisor 9 x Advanced Prac 7 x Level 1 SW 3 x Level 2 SW 4 x Student SW
		Spalding	South	South	Lincoln City
		1 x Team Manager	1 x Team Manager	1 x TM	2 x TM



		3 x Practice Supervisor 5 x Advances Prac 8 x Level 1 SW 2 x Level 2 SW 3 x Student SW	2 x Practice Supervisor 5 x Advanced Prac 4 x Level 1 SW 1 x Level 2 SW 4 x Student SW	4 x Practice Supervisor 6 x Advanced Prac 8 x Level 1 SW 4 x Level 2 SW 3 x Student SW	4 x Practice Supervisor 7 x Advanced Prac 8 x Level 1 SW 5 x Level 2 SW 3 x Student SW
Screening Team					8 x Advanced Practitioner 6 x Practice Supervisor 3 x Senior Early Help Worker
Early Years	1 x Head of Early Years 1 x Early Years Entitlements Consultant 1 x Early Years Entitlements Outreach Officer 1 x EYE Outreach Officer (Early Years Entitlements) 1 x Sector Support and Development Consultant 1 x Senior Early Years Entitlement Officer 1 x Senior Project Officer Early Years and Childcare	1 x Early Years Locality Lead 4 x Early Years Practitioner 5 x Early Years Specialist Teacher	1 x Early Years Locality Lead 4 x Early Years Practitioner 1 x Early Years Specialist Teacher 2 x Specialist Teacher	1 x Early Years Locality Lead 5 x Early Years Practitioner 6 x Early Years Specialist Teacher	1 x Early Years Locality Lead 5 x Early Years Practitioner 2 x Early Years Specialist Teacher 3 x Specialist Teacher

	<p>3 x Sufficiency & Sustainability Officer</p> <p>4 x Support Officer (EYE)</p> <p>2 x Sustainability and Development Consultant</p> <p>1 x Sustainability and Development Manager</p>				
Childrens Centres	<p>1 x Team Manager-Quality Assurance Ch Centre</p> <p>1 x Wraparound Childcare Programme Consultant</p> <p>3 x Wraparound Programme Delivery Officer</p> <p>1 x Sector Support & Development Consultant</p> <p>1 x Early Help Worker – FAB</p> <p>1 x Business Support Officer-Training Director</p> <p>4 x Early Years Improvement Advisor</p> <p>1 x Early Years Improvement Advisor - Transition</p> <p>1 x Early Years Improvement Advisor (SEND/Inclusion)</p> <p>1 x Early Years Lead Advisor - Sector Improvement</p>				

	<p>1 x Early Years Practitioner Lead for 0-2s</p> <p>1 x Early Years Practitioner Lead for Early Intervention</p> <p>1 x Lead Consultant - Professional</p> <p>1 x Principal Advisor – Early Education and Childcare</p> <p>4 x Sector Support & Development Consultant</p>				
	County Footprint	Boston & South Holland	East Lindsey	N & S Kesteven	Lincoln & West Lindsey
Family Hubs		<p>3 x Family and Baby Project Officer</p> <p>1 x Senior Performance Officer</p> <p>10 x Infant Feeding Peer Support Worker</p> <p>4 x Family Health Worker – Antenatal Education Programme</p> <p>2 x Senior Family Health Worker – Antenatal Education Programme</p> <p>1 x Senior Health Visitor – Antenatal Education Programme</p> <p>2 x Specialist Health Visitor</p>			
Family Centres				Grantham 2 x Caretaker / Cleaner	



TAC Team		2 x Team Manager 17 x EH Consultant 2 x Snr EH Consultant 1 x Practice Supervisor			
SEND	1 x Head of SEND 1 x Assistant Head 1 x SEND Review Manager 1 x SEND Employment Lead 1 x SEND Employment Officer	1 x Team Manager 2 x Practice Supervisors 3 x Caseworkers 2 x Assistant Case Workers 3 x Caseworker Level 1 3 x Caseworker Level 2 4 x Caseworker Level 2 1 x Systems Officer	1 x Team Manager 1 x Practice Supervisors 2 x Caseworkers 3 x Caseworker Level 1 5 x Caseworker Level 2 3 x Assistant Case Workers EL ESCO 1 x Practice Supervisor 8 x Keyworker	1 x Team Manager 2 x Practice Supervisors 1 x Caseworker 2 x Assistant Case Worker 6 x Caseworker Level 1 8 x Caseworker Level 2 1 x SEND Systems Officer	1 x Team Manager 2 x Practice Supervisors 4 x Caseworkers 3 x Assistant Case Workers 2 x Caseworker Level 1 7 x Caseworker Level 2 1 x Young Voices Chair
CwD					CWD Lincoln 1 x Team Manager 3 x Practice Supervisors 4 x Advanced Practitioners 4 x SW Level 1 8 x SW level 2

					3 x SW Students
0-19 Health Hub	1 x Children's Health Safeguarding Nurse Advisor 4 x Community Practice Educator 9 x Specialist Community Public Health Nurse (Student Health Visitor) 1 x Children and Young People's Continence Care Service Lead 2 x Children's Continence Deputy Nurse 1 x Children's Health Lead Nurse	1 x Children's Health Locality Manager 8 x Family Health Worker 5 x Health Visitor 3 x Practice Supervisor – Children's Health 1 x Registered Nurse 2 x Relief Health Visitor 1 x Relief Senior Health Visitor 15 x Senior Health Visitor	1 x Children's Health Locality Manager 2 x Snr C&YP Nurse 5 x C&YP Nurse 9 x Family Health Worker 5 x Health Visitor 2 x Practice Supervisor – Children's Health 2 x Registered Nurse 3 x Relief Health Visitor 8 x Senior Health Visitor	1 x Children's Health Locality Manager 8 x Family Health Worker 2 x Health Visitor 3 x Practice Supervisor – Children's Health 3 x Registered Nurse 2 x Relief Health Visitor 20 x Senior Health Visitor	1 x Children's Health Locality Manager 11x Family Health Worker 7 x Health Visitor 4 x Practice Supervisor – Children's Health 5 x Registered Nurse 4 x Relief Health Visitor 20 x Senior Health Visitor
	County Footprint	Boston & South Holland	East Lindsey	N & S Kesteven	Lincoln & West Lindsey
Residential	1 x HoF S CIC & Residential Estate 3 x Service Lead Residential Estates 2 x Handy person				
		Albion Street Spalding (SH)	Riverhead House, Louth	91 Eastgate Sleaford (NK)	Wickerby Cresent Lincoln

		1 x Registered Manager 1 x Assistant Manager 8 x Relief Residential Care Officer L1 6 x Residential Care Officer L1 5 x Residential Care Officer L2 1 x Residential Care Officer L2	1 x Registered Manager 2 x Assistant manager 1 x Cook 1 x Handy Person 13 x Relief Residential Care Officer L1 22 x Residential Care Officer L1 13 x Residential Care Officer L2 3 x Residential Care Officer L3 6 x Night Care Officer	1 x Registered Manager 1 x Assistant Manager 3 x Relief Residential Care Officer L1 2 x Residential Care Officer – CU L3 5 x Residential Care Officer L1 4 x Residential Care Officer L2	2 x Registered Manager 1 x Assistant Manager 1 x Cook 1 x Handy Person 10 x Relief Residential Care Officer L1 10 x Residential Care Officer L1 6 x Residential Care Officer L2 2 x Residential Care Officer L3
		Haven Cottage Boston	33 Northholme	The Beacon Grantham (SK)	Robin House, Lincoln
		1 x Registered Manager 1 x Assistant Manager 2 x Cook 1 x Handy Person 8 x Relief Residential Care Officer L1 11 x Residential Care Officer L1 5 x Residential Care Officer L2	1 x Registered Manager 11 x Relief Residential Care Officer L1 2 x Residential Care Officer – CU L1 1 x Residential Care Officer – CU L2 2 x Residential Care Officer – CU L 3 4 x Residential Care Officer L1	1 x Registered Manager 1 x Assistant Manager 8 x Relief Residential Care Officer L1 6 x Residential Care Officer Level 1 5 x Residential Care Officer Level 2 3 x Residential Care Officer Level 3	1 x Registered Manager 1 x Assistant Manager 5 x Relief Residential Care Officer L1 4 x Residential Care Officer Level 1 5 x Residential Care Officer Level 2 2 x Residential Care Officer Level 3



		3 x Residential Care Officer L3 1 x Support Worker	5 x Residential Care Officer L2		
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Summary of Teams /Services currently delivered by the County on a locality model basis aligned to the district council footprints

<i>Boston & South Holland currently configured under 1 x Locality within County arrangements so may require disaggregation</i>	Unitary 1 (South) South Kesteven DC North Kesteven DC South Holland DC	Unitary 2 (Central) City of Lincoln C West Lindsey DC Boston BC East Lindsey DC
Early Help Teams 2 teams per current Locality + Central Hub	Boston & South Holland N & S Kesteven	Boston & South Holland East Lindsey Lincoln & West Lindsey
Contact 1 x teams per current Locality	Boston & South Holland N & S Kesteven	Boston & South Holland East Lindsey Lincoln & West Lindsey
Fast	North K South K Spalding	Boston North South

		Gainsborough Lincoln City
Early Years 1 x team per current Locality + Central Resource	Boston & South Holland N & S Kesteven	Boston & South Holland East Lindsey Lincoln & West Lindsey
SEND 1 x team per current Locality + Central Resource	Boston & South Holland N & S Kesteven	Boston & South Holland East Lindsey Lincoln & West Lindsey
0-19 Health 1 x team per current Locality + Central Resource	Boston & South Holland N & S Kesteven	Boston & South Holland East Lindsey Lincoln & West Lindsey
Residential 8 x Units + Central Resource	Albion Street, Spalding (SH) 91 Eastgate, Sleaford (NK) The Beacon, Grantham (SK)	Riverhead House, Louth Wickerby Crescent, Lincoln Haven Cottage, Boston 33 Northholme Robin House, Lincoln

Commentary

County Footprint

For those services within the table above which are delivered, in part, as a centralised function across the County Footprint, decisions would need to be made as to whether these should:

- be duplicated in each of the 2 x new Unitary Councils,

- remain centralised, hosted by one Council, and continuing to serve the county footprint.
- There is also the option of these services remaining centralised for a time limited period with a view to future disaggregation.

I would recommend that these overarching teams be disaggregated to service each Unitary authority separately.

Boston & South Holland

For those services within the table above which are delivered on a Boston and South Holland footprint, if these two districts are to be in separate Unitary authorities, decisions would need to be made as to whether these should:

- be separated into each of the 2 x new Unitary Councils,
- remain centralised, hosted by one Council, and remaining to serve the 2 x district footprints.
- There is also the option of these services remaining centralised for a time limited period with a view to future disaggregation.

I would recommend that these overarching teams be disaggregated to service each Unitary authority separately.

East Lindsey

For those services within the table above which are delivered on an East Lindsey footprint, **no change** should be required, although management and leadership considerations may be required.

N & S Kesteven

For those services within the table above which are delivered on a North & South Kesteven footprint, decisions would need to be made as to whether these should:

- be separated into each of the 2 x locality areas,
- remain joint and serve the 2 x locality footprints across the new Unitary authority.
- There is also the option of these services remaining joint for a time limited period with a view to future disaggregation into localities.

I would recommend that these services remaining joint for a time limited period with a view to future disaggregation into localities.

Lincoln & West Lindsey

For those services within the table above which are delivered on a Lincoln & West Lindsey footprint, decisions would need to be made as to whether these should:

- be separated into each of the 2 x locality areas,
- remain joint and serve the 2 x locality footprints across the new Unitary authority .
- There is also the option of these services remaining joint for a time limited period with a view to future disaggregation into localities.

I would recommend that these services remaining joint for a time limited period with a view to future disaggregation into localities.

Summary of all Children's services delivered by the County on the 3 x models of delivery (a); b) & c):

- a) Centralised,

- b)** New Unitary Council,
- c)** North & South.

County wide footprint	New Unitary Council footprints	North & South Footprints
Children's Services Management Team	FAST	CiC Social Work Teams – 1 x North & 1 x South & 1 x UASC CiC Sth
Sector Led Improvement	Contact - 1 x teams per Locality	Fostering – 1 x North & 1 x South
Early Help - Central Resource	Early Help Teams 2 teams per Locality	Leaving Care - North x 2 & South x 2
Early Years - Central Resource	Early Years - 1 x team per Locality	
SEND - Central Resource	SEND - 1 x team per Locality	
0-19 Health - Central Resource	0-19 Health 1 x team per Locality	
Residential - Central Resource	Residential - 8 x Units	
Secure Accommodation Unit		
Semi-Independence Residential - Denton Ave & Rowston Close		
Youth Hub		
YOT		
Fostering Recruitment		
Adoption		
School Standards		
Virtual School		
Admissions		
Educ Welfare		

Provision Planning		
Food Educ Service		
Inclusion		
Safeguarding in Education		
Music Service		
Home Tuition		
InspireU		
Children's Commissioning		
Safeguarding Quality & Standards		
Audit & Quality		
LCSP		
ABG Participation Team		
OT		

Summary - High level modelling of the recommended delivery model

The services to children currently provided by the County Council are a mix of service delivery designs – Centralised; New Unitary Council footprints (with some shared locality arrangements) and via a North & South split.

There are therefore options for consideration:

County Wide services

There are a number of options in relation to the services to children that are current delivered and configured on a County wide footprint:

- Decision to leave as is and operate as a shared service hosted by one or more of the new Unitary Councils.

- Decision to leave as is and operate as a shared service on a time limited basis to allow the new Unitary Authorities the time and space to disaggregate once the new Councils have been formed and embedded.
- Develop plans for disaggregation and implement in advance of Vesting Day.

I would suggest that there should be a mix of these arrangements to deliver as much disaggregation as possible, where it makes sense for effective leadership and the delivery of services close to communities.

Current Centralised Overarching Teams with locality based services

For those services which are delivered in part as a centralised overarching function across the County Footprint, with locality based service teams, decisions would need to be made as to whether these should:

- be duplicated in each of the 2 x new Unitary Councils,
- remain centralised, hosted by one Council, and remaining to serve the county footprint.

There is also the option of these services remaining centralised for a time limited period with a view to future disaggregation.

I would recommend that these overarching teams be disaggregated to service each Unitary authority separately.

North and South split

I am unclear as to the geography for the North and South split, however, if these relate to the 2 x new Unitary Authority footprints, they could be delivered as an authority wide service in each of the new Unitary Authorities. For the North & South services that have 2 x teams in each (Leaving Care), depending on current footprint, these could be managed and delivered on a locality basis within each LA.

However, if the North and South split does not correspond with the 2 x new Unitary Authority footprints, they could be delivered:

- as a shared service hosted by one or more of the new Unitary Councils,
- operate as a shared service on a time limited basis to allow the new Unitary Authorities the time and space to disaggregate once the new Councils have been formed and embedded.
- Develop plans for disaggregation and implement in advance of Vesting Day

I would recommend that these services remaining joint for a time limited period with a view to future disaggregation into localities.

Locality Model

The services which are currently delivered by the County Council on a Locality Model would potentially, in the most part, allow a 'lift & shift' approach in the proposed 2 x New Unitary Authority model. There are, however, some management and leadership arrangements for these services that sit centrally and would therefore require further consideration.

For those services which are delivered on a 2 x locality footprint, but within the same new Unitary footprint, decisions would need to be made as to whether these should:

- be separated into each of the 2 x locality areas,
- remain joint and serve the 2 x locality footprints.

There is also the option of these services remaining joint for a time limited period with a view to future disaggregation.

I would recommend that these services remaining joint for a time limited period with a view to future disaggregation into localities.

Boston and South Holland

For those services which are delivered on a Boston and South Holland footprint, if these two districts are to be in separate Unitary authorities, decisions would need to be made as to whether these should:

- be separated into each of the 2 x new Unitary Councils,
- remain centralised, hosted by one Council, and remaining to serve the 2 x district footprints.

There is also the option of these services remaining centralised for a time limited period with a view to future disaggregation.

I would recommend that these services be separated into each of the 2 x new Unitary Councils

Proposals

Based on the information and analysis above I would suggest the following arrangements:

CS Snr Management Team	Create one team per new Unitary Authority
Sector Led Improvement	Disband – current Ofsted rating of outstanding
School Standards	Split into one Team per new Unitary Authority
Provision Planning	Split into one Team per new Unitary Authority
Food Educ Service	Split into one Team per new Unitary Authority
Virtual School	Split into one Team per new Unitary Authority
Music Service	Shared service across both Unitary Councils hosted by 1 x Council
Admissions	Split into one Team per new Unitary Authority

Educ Welfare	One Team per new Unitary Authority
Home Tuition	One Team per new Unitary Authority
InspireU	Split into one Team per new Unitary Authority
SEND	One Team per new Unitary Authority (Split central team – already 4 localities)
OT	Split into one Team per new Unitary Authority
Inclusion	One Team per new Unitary Authority
CiC Social Work Teams	One Team per new Unitary Authority
Fostering	One Team per new Unitary Authority
Fostering Recruitment	Split into one Team per new Unitary Authority
Adoption	Shared service across both Unitary Councils hosted by 1 x Council
Residential	One Team per new Unitary Authority (Split central team – already 4 localities)
Semi Independence	1 Unit per each Unitary Council (depending on geography)
Leaving Care	Two Teams per new Unitary Authority – Locality focussed
Fast	Join together and split into 1 service per new Unitary Authority
CwD	(Largely already 4 localities)

Screening Team	
Contact	Join together and split into 1 service per new Unitary Authority
Time	
TAC Team	
Early Help	One Team per new Unitary Authority (Split central team – already 4 localities)
Early Years	One Team per new Unitary Authority (Split central team – already 4 localities)
Children's Centres	Join together and split into 1 service per new Unitary Authority
Family Centres	
Family Hubs	
YOT	Shared service across both Unitary Councils hosted by 1 x Council
Youth Hub	Shared service across both Unitary Councils hosted by 1 x Council
Secure	Shared service across both Unitary Councils hosted by 1 x Council
Quality & Standards	Join together and split into 1 service per new Unitary Authority
Audit & Quality	
LCSP	Shared service across both Unitary Councils hosted by 1 x Council

Safeguarding in Education	Split into one Team per new Unitary Authority
ABG Participation Team	Join together and split into 1 service per new Unitary Authority
FGC	
0-19 Health Hub	One Team per new Unitary Authority (Split central team – already 4 localities)
Children's Commissioning	Split into one Team per new Unitary Authority but look to appropriate collaboration re market management

13. High-level recommendation for the staffing structure of the recommended delivery model.

Suggested proposals for current County wide services

Services to be disaggregated into separate services for each new Unitary authority

Service	Staffing	Proposal
School Standards	13 staff	Split – 6/7 staff per new Unitary Authority
Provision Planning	5 staff	Split – 2/3 staff per new Unitary Authority
Food Education Service	2 staff	Split – 1 staff per new Unitary and join with provision planning team
Virtual School	23 staff	Split – 11/12 staff per new Unitary Authority
Fostering Recruitment	6 staff	Split – 3 staff per new Unitary Authority
Admissions	10 staff	Split – 5 staff per new Unitary Authority
OT	14 staff	Split – 7 staff per new Unitary Authority
InspireU	72 staff	Split – 36 staff per new Unitary Authority
Children's Commissioning	32 staff	Split – 16 staff per new Unitary Authority
Youth Hub	27 staff	Split – 13/14 staff per new Unitary Authority

Services for which it is recommended that there is a continued shared service arrangement across the Lincolnshire area

Service	Staffing	Proposal

YOT	Shared service across both Unitary Councils hosted by 1 x Council	<p>The sharing of Youth Offending services across councils is not uncommon and provides capacity, strong relationships with the courts; economies of scale.</p> <p>Examples of a shared authority service include:</p> <p>Cheshire Youth Justice service covers the geographical areas of Cheshire West and Chester, Cheshire East, Halton and Warrington and has been operating as a pan-Cheshire partnership since 2017.</p>
Secure	Shared service across both Unitary Councils hosted by 1 x Council	Secure Accommodation Units are a regional and national resource with approx. 14 units across England. It is the case that each of these units are hosted by one local authority.
LCSP	Shared service across both Unitary Councils hosted by 1 x Council	Arrangements can cover two or more local authority boundaries by agreement and where this is in place local authorities can agree to delegate their safeguarding duties to a single authority Working together to safeguard children 2023: statutory guidance
Adoption	Shared service across both Unitary Councils hosted by 1 x Council	<p>In 2015, the government announced plans to regionalise adoption services to improve adopter recruitment and support, reduce costs, and speed up matching to deliver the best outcome for children in care. Regional Adoption Agencies bring together local services and expertise to streamline the adoption process and provide a child-centred approach to adoption in England. There are currently 32 Regional Adoption Agencies in England.</p> <p>The Lincolnshire adoption service is part of Family Adoption Links, a regional adoption agency consisting of:</p> <ul style="list-style-type: none"> • Lincolnshire County Council • North Lincolnshire Council • Leicester City Council • Leicestershire County Council

		<ul style="list-style-type: none"> • Rutland County Council • Northamptonshire Children's Trust
Music Service	Shared service across both Unitary Councils hosted by 1 x Council	The Lincolnshire Music Service is the lead organisation of the Lincolnshire Music Education Hub. A Music Hub is a partnership coordinated by a Hub Lead Organisation (HLO), that is responsible for supporting, delivering and enabling high quality music education for children and young people within a local area. The Hub programme funds a network of 43 Hub partnerships which cover every area of England. The Arts Council delivers the Hub programme on behalf of the Department for Education.

A suggested structure for each of the 2 x new Unitary Authorities:

DCS		
1 x Assistant Director - Education	1 x Assistant Director - Children's Care & Support	1 x Assistant Director - Young People & Partnerships
3 x Heads of Service	3 x Heads of Service	3 x Heads of Service

School Support	Pupil Support	SEND	CiC	CiN	Early Help	Young Peoples Services**	Assurance	Commissioning & Health
TEAMS			TEAMS			TEAMS		
School Support	Pupil Support	SEND	CiC	CiN	Early Help	Young Peoples Services	Assurance	Commissioning & Health
School Standards	Admissions	SEND	CiC SW including UASC-CiC	CiN including Fast, Screening Team & CwD	Youth	YOT	Quality, Audit & Standards	0-19 Health
Provision Planning & Food Educ Service	Educ Welfare	OT	Fostering & Recruitment		Early Help	Secure	FGC & ABG Participation Team	Commissioning
Virtual School	Home Tuition	Inclusion	Residential (incl Semi independence)		Early Years		Safeguarding in Education	
Music Service	InspireU		Adoption	Contact, TAC Team & Time	Children's Centres Family Centres Family Hubs		LSCP	
			Leaving Care					



*suggested shared services across 2 x new Unitary Authorities

Shared service host authority suggestions:

Unitary 1 – Young Peoples Services – YOT & Secure

Unitary 2 – Music Service, Adoption & LSCP

Each of the New Unitary Councils will need to establish an appropriate senior management structure for their Children's Services to oversee, manage and lead these services.

As outlined below, it may be that existing roles/postholders in the County could fulfil these roles, without too much disruption or to many recruitment challenges.

Executive / Senior Management Team

Future Need Unitary 1 (South)	Future Need Unitary 2 (Central)	Existing structures	Gap
South Kesteven DC North Kesteven DC South Holland DC	City of Lincoln C West Lindsey DC Boston BC East Lindsey DC	Lincs CC	
1 x Director of Children's Services - (Statutory DCS)	1 x Director of Children's Services - (Statutory DCS)	1 x Director of Children's Services - (Statutory DCS)	-1
1 x Assistant Director - Education	1 x Assistant Director - Education	1 x Assistant Director – Education	-1

1 x Assistant Director - Children's Care & Support	1 x Assistant Director- Children's Care & Support	1 x Assistant Director - Children's Care Services 1 x Assistant Director - Early Help 1 x Assistant Director - Safeguarding 1 x Assistant Director - Children's Health & Commissioning	-1 -1 +1 +1
1 x Assistant Director - Young People & Partnerships	1 x Assistant Director - Young People & Partnerships		
4	4	6	-2

The table above outlines how the Children's Services Senior Management Team could be configured in a way that utilises existing knowledge, skills and experience, and minimises disruption and recruitment challenges.

Option for consideration:

- **DCS**
 - The County DCS could 'slot' into one of the Unitary Authority DCS roles.
 - Is there an existing Assistant Director within the County with the skills and experience to be considered for the remaining DCS role, or would external recruitment be necessary?
- **AD Education**
 - The County AD Education could 'slot' into one of the Unitary Authority AD Education roles.
 - Is there another existing Assistant Director, or Head of Service, within the County with the skills and experience to be considered for the remaining AD Education role, or would external recruitment be necessary?
- **Assistant Director - Children's Care & Support and Assistant Director - Young People & Partnerships**
For the role of Assistant Director - Children's Care & Support and the role of Assistant Director - Young People & Partnerships, within the two new Unitary Authorities there are 4 Assistant Director roles within the County structure that could be considered for these roles, dependant on skills, knowledge and experience. These existing roles within the County Structure are:
 - Assistant Director - Children's Care Services,
 - Assistant Director - Early Help,
 - Assistant Director – Safeguarding,
 - Assistant Director - Children's Health & Commissioning.

Depending on the career plans of current postholders, and their transferable skills, knowledge and experience there could be minimum increased costs, disruption or recruitment challenges to deliver these arrangements.

Wider Management/Leadership Team

The table below summarises the nature and number of Heads of Service, Team Managers and other managers within the current County Council Children's Services Dept.

Children's Services Wider Management /Leadership		
County Wide Services		
Head of Service	Team Manager	Other
1 x Head of Children's Transformation		
1 x Head of Service Sector Led Improvement – Early Help		
1 x Head of Service Sector Led Improvement – Safeguarding		
1 x Children's Services Manager - Leaving Care		
1 x Head Of Fostering, Adoption & Leaving Care		
1 x Head of Service – Adoption	1 x Team Manager - Adoption	
1 x Service Manager for the L3R Regional Adoption Agency		
	1 x Principal – Secure	
		1 x Registered Manager – 2 x Semi Independence Units
1 x Head of Youth Offending	1 x RJ Team leader YOT	
1 x Head of School Standards	9 x Education Locality Lead	

1 x H of Virtual School		
1 x H of S School Strategy	1 x Team Leader – Admissions	
	2 x Team Manager- Educ Welfare	
	1 x Admissions & Educ Provision Manager	
1 x Head of Inclusion	1 x Team Manager – Inclusion Team	
	1 x Team Manager- Specialist Teachers	
	1 x Inclusion Team Manager - Quality and Effectiveness	
	1 x Safeguarding in Schools Team Leader	
1 x Head of Service – Music Service	5 x Partnership Manager – Music Service	
1 x Principal - InspireU	3 x Senior Lead- InspireU	4 x Provision Manager- InspireU
1 x Head of Children's Commissioning	1 x Children's Commissioning Manager	
	1 x Commissioning Manager	
	2 x Commissioning Team Manager – Commercial Services	
	1 x Strategic Commissioning Manager	
1 x Head of Service – Quality Standards	5 x Team Manager Q & S	
	1 x Safeguarding Board Business Mgr	
	1 x OT Team Manager	
<u>County Locality Model</u>		
1 x Head of Service – Pathfinder EH	5 x Team Manager	

	1 x Team Manager FGC & FT & Time	
1 x Head of Service - FAST	10 x Team Manager - FAST	
1 x Head of Early Years	4 x Early Years Locality Lead	
	1 x Team Manager-Quality Assurance Ch Centre	
	2 x Team Manager - TAC	
1 x Head of SEND	4 x Team Manager - SEND	
	1 x Team Manager - CwD	
	4 x Children's Health Locality Manager	
1 x HoF S CiC & Residential Estate	3 x Service Lead Residential Estates	9 x Registered Managers
North & South Footprints		
	1 x Team Manager South - CiC SW	
	1 x Team Manager North – CiC SW	
	2 x Team Manager- Leaving Care North	
	2 x Team Manager- Leaving Care South	
	1 x Team Manager - Fostering North	
	1 x Team Manager - Fostering South	
Totals		
21 x Heads of Service	92 x Team Managers	14 x Other Senior Managers



Staffing implications for the changes in structure proposed

Current County Council arrangements include 21 x Heads of Service; 92 x Team Managers; 14 x Other Senior Managers.

In relation to Heads of Service, the proposed structure above would require 9 posts/ postholders per new Unitary Council, with one shared, so 17 roles in total. The current County Model has 21 Head of Service roles, so potentially 4 posts more than would be needed in the new structures.

In relation to Team Manager/ Locality Lead roles, the proposed structure above would require 25 posts/ postholders per new Unitary Council, and 5 shared service Team Managers, so 55 roles in total. The current County Model has 92 Team Manager/Locality Lead roles.

In relation to Other Manager/ Lead roles, the proposed structure above would require 12 posts/ postholders across the 2 x new Unitary Councils. The current County Model has 14 Other Manager/ Lead roles, so potentially 2 posts more than would be needed in the new structures.

Therefore, depending on more detailed analysis of role functions and responsibilities, there are potentially a significant number of posts that would no longer be required or could be repositioned as required.

The proposals outlined above will require further consideration and discussion with those that know these services well, as nuances and issues may not be obvious from a desk top analysis.

Overall Summary

It is proposed that in the creation of 2 new Unitary authorities (Unitary 1 - SK, NK, SH; Unitary 2 - BBC, COLC, EL, WL), which together will cover the current County Council footprint, there would be a combination of shared services and separate services.

As outlined in Part 1 of this commission, separate unitary footprint services present both strengths and limitations:

STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> Opportunity for alignment with place-based priorities. Opportunity for a localities delivery model to mitigate service disruption during transition. Local accountability and local ownership from the start. Aligns with direction of travel of key partners towards neighbourhood and community working. Builds on district council strengths in place-based leadership. Communication is personalised and relates to local priorities. Opportunity to create consistency in practice and standards. Streamlined and clear management. Some economies of scale. Single culture and vision for each LA. 	<ul style="list-style-type: none"> Possible loss of some experienced senior staff. Risk of some service disruption during transition. Boston & South Holland areas would need to be separated. Costly duplication. Potential for initial workforce uncertainty and anxiety. Need to transfer of records and data and establish new case management and ICT systems. May lose opportunities for economies of scale in specialist provision, but this can be mitigated through developing regional partnership arrangements.

In relation to those services for which it is proposed a shared service arrangement, again, as outlined in Part 1 of this commission, this would present both strengths and limitations:

STRENGTHS	LIMITATIONS:
<ul style="list-style-type: none"> Combines strategic leadership. Easier to maintain partner relationships. Economies of scale. Potential for greater commissioning power. 	<ul style="list-style-type: none"> Blurred lines of accountability if not clearly defined. Requires strong central oversight and performance management. Potential loss of individual locality focus on need.

There is valuable learning for local areas that have experienced LGR in the past and it will be important to consider the learning from other LA's who have been through LGR and ensure early and detailed planning to deliver the 2 x Unitary model.

Bedfordshire - Initially the councils operated some shared service arrangements covering fostering and adoption, support for asylum seeking young people, youth offending, family group conferencing and emergency duty team. Subsequently each council developed its own arrangements.

Learning from those who have disaggregated services from day one, suggests that, although complex, and with some risks, disaggregation into the new LA footprints is the best choice.

However, such a decision would not preclude some regional working as outlined above, where there is a clear rationale for cross authority provision.

Section 8 of the Part 1 report focuses on risk, and it will be important that these issues are further considered by the implementation team as any single one of these risks will have an adverse effect, the impact of a combination of them will have a significant and widespread impact. It will be important in relation to design principles and implementation plans, to assess the likelihood and impact of each for these risks in more detail for each of the 2 x new Unitary councils.

Section 9 of Part 1 report focusses on the other factors to consider in deciding which model(s) could be suitable and in implementation of the chosen model. It will be important in relation to design principles and implementation plans, to assess the likelihood and impact of each for these risks in more detail for each of the 2 x new Unitary councils.

In addition, the Greater Lincolnshire DCS's have also identified the further following issues for consideration in the planning for LGR:

- Education services face their own set of challenges in a disaggregated system. school improvement functions are really different across different councils as are our different responses to the issue that grants have been cut from central government.
- Planning for school places could be difficult and risky.
- Specialist placements are unevenly distributed; you may end up again with some local authorities that have got more challenges than others or some that have got more placements than others.

The current County Councils service delivery model includes a Boston & South Holland footprint for some services. As these two localities are proposed to be in separate new Unitaries, this would require further consideration.

A number of services which are currently configured to deliver across the whole County footprint, are proposed to continue to be delivered on a shared service basis as the separation of these services into a 2 new Unitary model could be complex and may not, in the long-term, be advantageous. Where this is the case, there is a clear rationale for maintaining a regional approach. However, in relation to those services further consideration would need to be given to:

- Decision to leave as is and operate as a shared service hosted by one or more of the new Unitary Councils on a permanent basis.
- Decision to leave as is and operate as a shared service on a time limited basis to allow the new Unitary Authorities the time and space to disaggregate once the new Councils have been formed and embedded. This could be described as transitional planning or as a deferred disaggregated model and would involve some former county Children's Services functions continuing to operate for a defined period (e.g., 1 – 2 years), during which longer-term arrangements are co-designed and implemented. This could include those services that are complex to disaggregate.
- Develop plans for disaggregation and implement in advance of Vesting Day.

I would recommend an approach of 'leave as is' and operate as a shared service hosted by one of the new Unitary Councils on a permanent basis.

14. Other Issues to consider

Governance

Currently across Lincolnshire there is one Children's Services authority - Lincolnshire County Council. This organisation has its own

- Lead Member,
- Scrutiny Committee,
- Accountability & Governance arrangements,
- Partnership arrangements and Boards,
- Commissioning arrangements,
- Ofsted ratings,
- Practice models.

If 2 x new Unitary authorities are to be established in place of the County as part of LGR arrangements, further consideration will need to be given to each of the issues above.

Partners

Effective safeguarding requires strong operational and strategic links with Lincolnshire Police and as such there will be a need to:

- Review and update multi-agency safeguarding hubs (MASH).
- Align thresholds and escalation protocols.
- Share data securely across agencies.

The VCSE sector plays a vital role in prevention, and a range of other support ad community support. Strategic partnerships for each new Unitary authority should:

- Formalise VCSE involvement in commissioning and delivery.
- Provide core funding and capacity-building support.
- Embed VCSE organisations into effective partnership arrangements and locality teams, where appropriate.

Alignment with the Lincolnshire Integrated Care Board (ICB) is essential. Priorities include:

- Joint planning for community child health services.
- Integrated SEND pathways.

The 2 x new Unitary authorities would both involve working with NHS Lincolnshire

- Partnerships footprints could provide increased focus for individual LA areas, whilst opportunities for collaboration across one or more partnerships remains an option.
- The synergy with other partnerships such as CSP's and H&WB Boards would need to be separated or a decision for a joint board.
- There is a potential capacity issue for the ICB as it would need to build relationships and arrangements with 2 x Unitary Councils, rather than 1 x County.

The 2 x new Unitary authorities would both involve working with Lincolnshire Constabulary

- Partnerships footprints could provide increased focus for individual LA areas, whilst opportunities for collaboration across one or more partnerships remains an option.
- The synergy with other partnerships such as CSP's and H&WB Boards would need to be separated or a decision for a joint board.
- There is a potential capacity issue for the ICB as it would need to build relationships and arrangements with 2 x Unitary Councils, rather than 1 x County.

Commissioning arrangements

- The current commissioning arrangements would need to be disaggregated and combined to mirror the 2 x Unitary arrangements.
- Regional commissioning remains an option where appropriate.
- Action would be required to mitigate any risks of inequity; loss of a market management opportunity; loss of economies of scale.
- Some contract would need to be reconfigured to reflect 2 x Unitary arrangements.

Ofsted Judgements

Service Area	Location	Date	Judgement
Children's Social Care	LCC	April 2023	Outstanding
SEND	LCC	Feb 2025	Improvement required
YOT	LCC	April 2023	Outstanding

These inspection judgements provide a sound basis for the delivery of high quality services. In the case of Children's social care, plans for disaggregation will need to ensure that there is no negative impact on the quality of services.

Place-Based Localities

Via this approach there is strategic alignment and a fit with LGR goals and existing governance structures enabling a smoother transition during LGR.

There is a level of operational simplicity which will support an ease of implementation and transition. It builds on familiar district boundaries, which supports continuity, stakeholder engagement, and operational clarity, together with alignment with local identity and cohesion to create community identity.

While it may not fully reflect demand hotspots or deprivation clusters, these limitations can be mitigated through targeted commissioning and performance monitoring within each locality. This approach offers some ability to reflect local demand, demographics, and service pressure and some potential to reduce inequalities and improve outcomes.

The model offers a good governance fit with clarity and feasibility of leadership and accountability arrangements.

Operational modelling has some constraints but does provide sufficient data to propose a staffing and service delivery structure for the County Council footprint. However, even this data presents limits to the ability to assess travel time, caseload distribution, and supervision structures at a granular level.

The future unitary must balance local responsiveness with economies of scale. Locality-based teams may be preferable for many services, with some centralised functions which can drive consistency and efficiency.

However, the locality model offers a compelling framework for:

- Tailored service delivery that reflects local needs, deprivation levels, and population projections.

- Operational resilience, particularly in rural and hard-to-reach areas, through adjusted workforce deployment and flexible staffing.
- Partnership integration, enabling closer alignment with NHS, VCSE, and safeguarding partners at the place level.
- Strategic commissioning, with the potential to market shaping and outcome-based contracts.

Regional Care Co-operatives

As part of reforms to the children's social care system, the Department for Education (DfE) is working in partnership with local government to develop Regional Care Co-operatives (RCCs). The ambition is for RCCs to plan, commission and deliver children's care places in fostering, children's homes and secure homes. Greater Manchester and the South East were selected as the successful RCC pathfinder regions. [Regional Care Cooperatives \(RCCs\): pathfinder regions - GOV.UK](https://www.gov.uk/government/publications/childrens-care-cooperatives-rccs-pathfinder-regions)

It will be important for consideration of the roll out of RCC's in the planning for children's Commissioning and Fostering services in Lincolnshire.

Newton Report

I believe that there is a sound and compelling argument for the creation of 2 x Unitary Authorities from the current County Council boundaries for the provision of services to Children.

However, the Newton Report suggests that there are 5 key messages from their analysis which require strategic considerations as part of the wider LGR process:

- *The government's forthcoming decisions about the size of new unitary councils will have profound, long-lasting impacts on the most vulnerable members of society. The evidence strongly suggests larger-scale councils are essential to preserve service quality, prevent rising costs, and ensure financial sustainability of people-based services.*

My assessment and analysis suggests that for Children's Services, the proposal for the creation of 2 x Unitary Authorities from the current County Council boundaries, should not have a particularly detrimental effect on the service quality, the prevention of rising costs, or the financial sustainability of children's services, notwithstanding the current financial pressures for all councils in relation to the demand and cost of care placements and SEND services.

- *New unitary councils with populations substantially below 500,000 people will increase the price councils pay for care, putting further financial costs on these under-pressure services. Modelling suggests that if all new unitary councils had a population below this figure, this would result in additional unit costs of between £180m and £270m annually solely as a result of reductions in purchasing power. In contrast, if all new unitary councils had a population above 500,000, it would reduce care fees by £65m a year across England.*

My assessment and analysis suggests that for Children's Services, the proposal for the creation of 2 x Unitary Authorities from the current County Council boundaries, should not have a particularly detrimental effect on costs or the financial sustainability of children's services, notwithstanding the current financial pressures for all councils in relation to the demand and cost of care placements and SEND services. The Newton data outlines these predictions in detail, and as such will need to be given further consideration in the planning and financial forecasting as part of the LGR process.

- *Splitting county councils into smaller local authorities will require hundreds of new senior roles as councils already grapple with a shortfall in care staff. Modelling shows that if all*

new unitary councils had a population of below 500,000, this would result in a requirement of between 500 - 1,100 additional management and senior roles in care services. In contrast, if all new unitary councils had a population of above 500,000, fewer senior managers than are currently in place will be required, saving those areas money to reinvest in care services.

My assessment and analysis suggests that for Children's Services, the proposal for the creation of 2 x Unitary Authorities from the current County Council boundaries, should not have a significant impact on the number of management and senior roles required. However, this will require more detailed consideration based on final decisions on structure and disaggregation.

- *Breaking up high-performing county councils into substantially smaller councils could lead to worse services. The report reveals that larger authorities are more likely to receive 'Outstanding' or 'Good' ratings from Ofsted for children's services. Currently, 16 of the 21 county councils are already good or outstanding for these services. Consequently, directors of care and special needs services warn in the report that smaller services could struggle to attract staff and invest in improving services.*

My assessment and analysis suggests that for Children's Services, the proposal for the creation of 2 x Unitary Authorities from the current County Council boundaries, should not have a significant impact on the Ofsted judgements, the attraction of staff and the cost of improvement, as all service areas are starting from a strong base of positive inspection judgements. However, it is imperative that the 2 x new Unitary Authorities retain a focus on performance and improvements where necessary and seek to recruit high calibre managers and leaders.

- *Splitting county councils into smaller unitaries covering populations as small as 300,000 or lower could see some of these new authorities overwhelmed with demand. The report finds that the smaller the council, the more they could experience extreme concentrations of care users: effectively meaning care costs are highly variable between new authorities and may exceed planned budgets. This could leave some councils exposed to unaffordable costs and the use of expensive out of area placements. This could challenge their financial sustainability from inception.*

My assessment and analysis suggests that for Children's Services, the proposal for the creation of 2 x Unitary Authorities from the current County Council boundaries, should not have a significant impact on the demand for services, notwithstanding the current financial pressures for all councils in relation to the demand and cost of care placements and SEND services. The deployment of a localities model within the LGR proposals may not fully reflect demand hotspots or deprivation clusters, although these limitations can be mitigated through targeted commissioning and performance monitoring within each locality. This approach offers some ability to reflect local demand, demographics, and service pressure and some potential to reduce inequalities and improve outcomes.



15. Summary and Conclusions

The preferred model outlined in Part 1 of this commission, remains to be the creation of 2 x new Unitary Authorities from the County footprint.

Within each of the 2 x new Unitary footprints it would be recommended that delivery is focussed into locality-based teams, where possible, aligned to former council areas to mitigate and reduce risk, meet the government locality expectations and ensure some continuity.

The majority of Children's services are recommended for disaggregation other than for those services where there is a compelling case of the continuation of county wide single provision, however there are only a small number of services where this is the case.

- 15 services remain as delivery on a locality basis,
- 10 services – split to create delivery on a locality basis,
- 5 services – remain on a county footprint as a shared service across both Unitary Councils hosted by 1 x of the new Unitary Councils.

There are further options in relation to the 10 services to children, that are current delivered and configured on a County wide footprint:

- Decision to leave as is and operate as a shared service on a time limited basis to allow the new Unitary Authorities the time and space to disaggregate once the new Councils have been formed and embedded.
- Develop plans for disaggregation and implement in advance of Vesting Day

The latter is recommended.

For those services that are currently configured on a North and South split, if these footprints relate to the 2 x new Unitary Authority footprints, I recommend that they should be delivered as a separate council wide service in each of the 2 x new Unitary Authorities with future consideration of disaggregation into localities.

For those services which are currently delivered on a locality basis but with a centralised function across the County Footprint, I would recommend that these overarching teams be disaggregated to service each Unitary authority separately.

However, there are further options of:

- Leave as is and operate as a shared service on a time limited basis to allow the new Unitary Authorities the time and space to disaggregate once the new Councils have been formed and embedded.
- Develop plans for disaggregation and implement in advance of Vesting Day

The latter is recommended.

The services which are currently delivered by the County Council on a Locality Model would potentially, in the most part, allow a 'lift & shift' approach in the proposed 2 x New Unitary Authority model. There are, however, some management and leadership arrangements for these services that sit centrally and would therefore require further consideration.

For those services which are delivered on a 2 locality footprint, but within the same new Unitary footprint, I would recommend that these services remain joint and serve each of the 2

locality footprints within each of the new Unitary Authorities with future consideration of disaggregation into localities.

For those services which are delivered on a Boston and South Holland footprint, if these two districts are to be in separate Unitary authorities, these should be separated into each of the 2 new Unitary Councils.

For those services which are delivered on a North & South Kesteven and a Lincoln & West Lindsey footprint, decisions would need to be made as to whether these should:

- Be separated into each of the 2 x locality areas.
- Remain joint for a time limited period with a view to future disaggregation into localities.
- Remain joint and serve the footprint of each new Unitary authority.

I would recommend that they remain joint and serve the footprint of each new Unitary authority, with future consideration of disaggregation into localities.

There is also an option for transitional planning/ deferred disaggregated arrangements for some aspects of service systems etcetera. This would be the option of former County Children's Services functions continuing to operate for a defined period (e.g., 1 – 2 years), during which longer-term arrangements are co-designed and implemented. This could include those services that are complex to disaggregate such as:

- Commissioning arrangements – where new contracts would be required and potentially some joining up of contracts.
- IT systems – this would be wider than Children's Services.
- Social Work Recording systems – where a new single system would need to be decided upon and existing records decanted into the new system.

This is not recommended but may be a pragmatic solution where appropriate.

Social Work Practice models across the new 2 x Unitary footprints could continue without disruption from the current County practice model.

Section 12 of this report recommends a senior management structure of:

- 1 x Director of Children's Services - (Statutory DCS),
- 1 x Assistant Director – Education,
- 1 x Assistant Director - Children's Care & Support,
- 1 x Assistant Director - Young People & Partnerships.

This would result in 2 senior management posts needing to be recruited to across the 2 new Unitary Councils.

In relation to the wider Children's services management structures:

- 4 x additional Head of Service roles would be needed in the new structures.
- 33 x less Team Manager/Locality Lead roles would potentially be required.
- 2 x Other Manager/Lead roles would be needed in the new structures.

Therefore, depending on more detailed analysis of role functions and responsibilities, there are potentially a significant number of posts that would no longer be required or could be repositioned as required. The proposals outlined will require further consideration and discussion with those that know these services well, as nuances and issues may not be obvious from a desk top analysis.



I believe that the proposals within this report meet the government expectations of:

- The delivery of high quality and sustainable public services to citizens.
- Demonstrate how new structures will improve local government and service delivery and avoid unnecessary fragmentation of services.
- Create opportunities to deliver public service reform, including where they will lead to better value for money.
- Consider and address the impacts for crucial services such as social care, children's services, and SEND.

The anticipated effect on costs or the financial sustainability of children's services, notwithstanding the current financial pressures for all councils in relation to the demand and cost of care placements and SEND services, will need to be given further consideration in the planning and financial forecasting as part of the LGR process once final decisions have been made.



16. Reference List

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