

Council

(Extraordinary)



SOUTH
KESTEVEN
DISTRICT
COUNCIL

Tuesday, 18 March 2025 at 2.00 pm
Council Chamber - South Kesteven House, St. Peter's
Hill, Grantham. NG31 6PZ

Supplement

3. **Interim Local Government Reorganisation Proposal for South Kesteven** (Pages 3 - 51)
Appendices A-D attached, to include the interim proposal.

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Ministry of Housing, Communities & Local Government

Jim McMahon OBE MP
*Minister of State for Local Government and
English Devolution*
2 Marsham Street
London
SW1P 4DF

To: Leaders of all two-tier councils and
neighbouring unitary authorities

16 December 2024

Dear Leaders

The English Devolution White Paper published today sets out how the Government plans to deliver on our manifesto pledge to transfer power out of Westminster through devolution and to fix the foundations of local government. You will receive under separate cover a letter outlining the ambition and key elements of the White Paper, but I also wanted to write to areas which might be in scope for a joint programme of devolution and local government reorganisation, to set out a clear process and key milestones.

The Government's long-term vision is for simpler structures which make it much clearer for residents who they should look to on local issues, with fewer politicians able to focus on delivering. Local government reorganisation, alongside devolution over a large strategic geography, can drive economic growth whilst delivering optimal public services. To help deliver these aims, we will facilitate local government reorganisation in England for two-tier areas and for unitary councils where there is evidence of failure, or where their size or boundaries may be hindering an ability to deliver sustainable, high-quality public services.

Given how much interest there has been, and will continue to be in this programme, I am writing now to all councils in two-tier areas, and to neighbouring smaller unitary authorities, to give you further detail and to set out our plans to work with you over the coming months.

Local government reorganisation

My intention is to formally invite unitary proposals in January 2025 from all councils in two-tier areas, and small neighbouring unitary councils. In this invitation, I will set out further detail on the criteria I will consider when taking decisions on the proposals that are submitted to Government. I intend to ask for interim plans by March 2025.

As set out in the White Paper, new unitary councils must be the right size to achieve efficiencies, improve capacity and withstand financial shocks. For most areas, this will mean creating councils with a population of 500,000 or more. However, there may be exceptions to ensure new structures make sense for an area, including on devolution. Final decisions will be made on a case-by-case basis. We will ask you to work with other councils in your area to develop unitary proposals that are in the best interests of the whole area, rather than developing competing proposals.

Devolution

We are clear that reorganisation should not delay devolution. Plans should be complementary, with devolution remaining the overarching priority. In January, we will therefore also set out which areas will be included in our Devolution Priority Programme, aimed at places ready to come together under the sensible geography criteria set out in the White Paper and wishing to progress to an accelerated timescale. This will be with a view to inaugural mayoral elections in May 2026. This is an exciting programme and there has already been significant interest even before the White Paper was published.

I am aware that different places will be in different stages of their devolution journey. While some will already have an existing strategic authority, others may be in the process of establishing one, and others still may need reorganisation to take place before they can fully benefit from devolution.

I also understand that delivering these ambitious plans for devolution and for local government reorganisation will be a significant change. It will be essential for councils to work with local partners, including MPs, to develop plans for sustainable unitary structures capable of delivering the high-quality public services that residents need and deserve.

Transition and implementation

We are under no illusion about the scale of issues facing local government. It is in all our interests to make sure we are avoiding unnecessary spend at a time when budgets are already tight, so we will be working with sector partners to avoid use of expensive consultants wherever possible.

My department will be working closely with the Local Government Association, District Councils Network, County Councils Network and others, to develop a shared understanding of how reorganisation can deliver the best outcomes for local residents and businesses. We have a collective responsibility to ensure councils are better supported throughout reorganisation. This will include preparing robust proposals with evidence, standing up new unitary councils ready for vesting day and work to deliver the significant opportunities that are possible by creating suitably sized unitary structures. We will take a phased approach and expect to deliver new unitary authorities in April 2027 and 2028.

Timelines and next steps

I have heard from some areas that the timing of elections affects their planning for devolution, particularly alongside reorganisation. To help manage these demands, alongside our objectives on devolution, and subject to meeting the timetable outlined in this letter, I am minded-to lay secondary legislation to postpone local council elections from May 2025 to May 2026.

However, I will only do this where this will help the area to deliver both reorganisation and devolution to the most ambitious timeframe – either through the Devolution Priority Programme or where reorganisation is necessary to unlock devolution or open up new devolution options. There will be two scenarios in which I will be willing to postpone elections;

- Areas who are minded-to join the Devolution Priority Programme, where they will be invited to submit reorganisation proposals to Government by Autumn 2025.
- Areas who need reorganisation to unlock devolution, where they will be invited to submit reorganisation proposals to Government by May 2025.

For any area in which elections are postponed, we will work with areas to move to elections to new ‘shadow’ unitary councils as soon as possible as is the usual arrangement in the process of local government reorganisation.

For all other areas elections will take place as scheduled in May 2025, and I will invite in January proposals for reorganisation to be submitted to Government by Autumn 2025.

To lay the relevant legislation to postpone elections, I will need a clear commitment to devolution and reorganisation aims from upper-tier councils in an area, including a request from the council/s whose election is to be postponed, on or before Friday 10 January. This request must set out how postponing the election would enable the council to make progress with reorganisation and devolution in parallel on the Devolution Priority Programme, or would speed up reorganisation and enable the area to benefit from devolution as quickly as possible once new unitary structures are in place.

I am working together with my colleague and fellow Minister, Baroness Taylor, who will host a webinar with leaders and chief executives of councils to discuss the next steps I have outlined in this letter. I hope you will be able to attend that discussion.

I welcome your views on any matters raised in this letter. As set out above, I will require a clear commitment to delivering both reorganisation and devolution to the most ambitious timeframe, with any request to delay council elections by Friday 10 January. Please respond or direct any queries to

EnglishDevolutionLGEInquiries@communities.gov.uk.

I look forward to working with you to build empowered, simplified, resilient and sustainable structures for local government. I am copying this letter to council Chief Executives, and where relevant to Best Value Commissioners. I am also copying this letter to local Members of Parliament, and where relevant to Mayors of combined (county) authorities, and Police (Fire) and Crime Commissioners.

Yours ever,

JIM MCMAHON OBE MP
Minister of State for Local Government and English Devolution



Ministry of Housing, Communities & Local Government

Jim McMahon OBE MP

*Minister of State for Local Government and
English Devolution*
2 Marsham Street
London
SW1P 4DF

Your reference:
Our reference:

To: Leaders of two-tier councils and unitary councils in Lincolnshire

Boston Borough Council
City of Lincoln Council
East Lindsey District Council
Lincolnshire County Council
North Kesteven District Council
South Holland District Council
South Kesteven District Council
West Lindsey District Council
North East Lincolnshire Council
North Lincolnshire Council

5 February 2025

Dear Leaders

This Government has been clear on our vision for simpler, more sustainable, local government structures, alongside a transfer of power out of Westminster through devolution. We know that councils of all political stripes are in crisis after a decade of decline and instability. Indeed, a record number of councils asked the government for support this year to help them set their budgets.

This new government will not waste this opportunity to build empowered, simplified, resilient and sustainable local government for your area that will increase value for money for council taxpayers. Local leaders are central to our mission to deliver change for hard-working people in every corner of the country through our Plan for Change, and our councils are doing everything they can to stay afloat and provide for their communities day in, day out. The Government will work closely with you to deliver these aims to the most ambitious timeline.

I am writing to you now to formally invite you to work with other council leaders in your area to develop a proposal for local government reorganisation, and to set out further detail on the criteria, guidance for the development of proposals, and the timeline for this process. A formal invitation with guidance for the development of your proposals is attached at Annex A. This invitation sets out the criteria against which proposals will be assessed.

Developing proposals for reorganisation

We expect there to be different views on the best structures for an area, and indeed there may be merits to a variety of approaches. Nevertheless, it is not in council taxpayers' interest to devote public funds and your valuable time and effort into the development of multiple proposals which unnecessarily fragment services, compete against one another, require lengthy implementation periods or which do not sufficiently address local interests and identities.

The public will rightly expect us to deliver on our shared responsibility to design and implement the best local government structures for efficient and high-quality public service delivery. We therefore expect local leaders to work collaboratively and proactively, including by sharing information, to develop robust and sustainable unitary proposals that are in the best interests of the whole area to which this invitation is issued, rather than developing competing proposals.

This will mean making every effort to work together to develop and jointly submit one proposal for unitary local government across the whole of your area. The proposal that is developed for the whole of your area may be for one or more new unitary councils and should be complementary to devolution plans. It is open to you to explore options with neighbouring councils in addition to those included in this invitation, particularly where this helps those councils to address concerns about their sustainability or limitations arising from their size or boundaries or where you are working together across a wider geography within a strategic authority.

I understand there will be some cases when it is not possible for all councils in an area to jointly develop and submit a proposal, despite their best efforts. This will not be a barrier to progress, and the Government will consider any suitable proposals submitted by the relevant local authorities.

Supporting places through change

It is essential that councils continue to deliver their business-as-usual services and duties, which remain unchanged until reorganisation is complete. This includes progress towards the Government's ambition of universal coverage of up-to-date local plans as quickly as possible. To support with capacity, I intend to provide some funds for preparing to take forward any proposal, and I will share further information later in the process.

Considering the efficiencies that are possible through reorganisation, we expect that areas will be able to meet transition costs over time from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects.

The default position is that assets and liabilities remain locally managed by councils, but we acknowledge that there are exceptional circumstances where there has been failure linked to capital practices. Where that is the case, proposals should reflect the extent to which the implications of this can be managed locally, including as part of efficiencies possible through reorganisation, and Commissioners should be engaged in these discussions. We will continue to discuss the approach that is proposed with the area.

I welcome the partnership approach that is being taken across the sector to respond to the ambitious plans set out in the White Paper. My department will continue to work closely with the Local Government Association (LGA), the District Councils Network, the County Councils Network and other local government partners to plan how best to support councils through this process. We envisage that practical support will be needed to understand and address the key thematic issues that will arise through reorganisation, including managing service impacts and opportunities for the workforce, digital and IT systems, and leadership support.

Timelines and next steps for interim plans and full proposals

We ask for an interim plan to be submitted on or before 21 March 2025, in line with the guidance set out in the attached Annex. My officials will provide feedback on your plan to help support you to develop final proposals.

I will expect any full proposal to be submitted **by 28 November**. If I decide to implement any proposal, and the necessary legislation is agreed by Parliament, we will work with you to move to elections to new 'shadow' unitary councils as soon as possible as is the usual arrangement in the process of local government reorganisation.

Following submission, I will consider any and all proposals carefully before taking decisions on how to proceed. My officials are available throughout to discuss how your reorganisation and devolution aspirations might work together and what support you think you might need to proceed.

This is a once in a generation opportunity to work together to put local government in your area on a more sustainable footing, creating simpler structures for your area that will deliver the services that local people and businesses need and deserve. As set out in the White Paper, my commitment is that clear leadership locally will be met with an active partner nationally.

I am copying this letter to council Chief Executives. I am also copying this letter to local Members of Parliament and to the Police and Crime Commissioners for Lincolnshire and Humberside.

Yours sincerely,

JIM MCMAHON OBE MP

Minister of State for Local Government and English Devolution

LOCAL GOVERNMENT AND PUBLIC INVOLVEMENT IN HEALTH ACT 2007

INVITATION FOR PROPOSALS FOR A SINGLE TIER OF LOCAL GOVERNMENT

The Secretary of State for Housing, Communities and Local Government, in exercise of his powers under Part 1 of the Local Government and Public Involvement in Health Act 2007 ('the 2007 Act'), hereby invites any principal authority in the area of the county of Lincolnshire, to submit a proposal for a single tier of local government.

This may be one of the following types of proposal as set out in the 2007 Act:

- Type A – a single tier of local authority covering the whole of the county concerned
- Type B – a single tier of local authority covering an area that is currently a district, or two or more districts
- Type C – 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
- 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.

Proposals must be submitted in accordance with paragraphs 1 to 3:

1. Any proposal must be made by **28 November 2025**.
2. In responding to this invitation an authority must have regard to the guidance from the Secretary of State set out in the Schedule to this invitation, and to any further guidance on responding to this invitation received from the Secretary of State..
3. An authority responding to this invitation may either make its own proposal or make a proposal jointly with any of the other authorities invited to respond.

Signed on behalf of the Secretary of State for Housing, Communities and Local Government.

F KIRWAN

A senior civil servant in the Ministry of Housing, Communities and Local Government

5 February 2025

SCHEDULE

Guidance from the Secretary of State for proposals for unitary local government.

Criteria for unitary local government

- 1. A proposal should seek to achieve for the whole of the area concerned the establishment of a single tier of local government.**
 - a) Proposals should be for sensible economic areas, with an appropriate tax base which does not create an undue advantage or disadvantage for one part of the area.
 - b) Proposals should be for a sensible geography which will help to increase housing supply and meet local needs.
 - c) Proposals should be supported by robust evidence and analysis and include an explanation of the outcomes it is expected to achieve, including evidence of estimated costs/benefits and local engagement.
 - d) Proposals should describe clearly the single tier local government structures it is putting forward for the whole of the area, and explain how, if implemented, these are expected to achieve the outcomes described.
- 2. Unitary local government must be the right size to achieve efficiencies, improve capacity and withstand financial shocks.**
 - a) As a guiding principle, new councils should aim for a population of 500,000 or more.
 - b) There may be certain scenarios in which this 500,000 figure does not make sense for an area, including on devolution, and this rationale should be set out in a proposal.
 - c) Efficiencies should be identified to help improve councils' finances and make sure that council taxpayers are getting the best possible value for their money.
 - d) Proposals should set out how an area will seek to manage transition costs, including planning for future service transformation opportunities from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects.
 - e) For areas covering councils that are in Best Value intervention and/or in receipt of Exceptional Financial Support, proposals must additionally demonstrate how reorganisation may contribute to putting local government in the area as a whole on a firmer footing and what area-specific arrangements may be necessary to make new structures viable.
 - f) In general, as with previous restructures, there is no proposal for council debt to be addressed centrally or written off as part of reorganisation. For areas where there are exceptional circumstances where there has been failure linked to capital practices, proposals should reflect the extent to which the implications of this can be managed locally, including as part of efficiencies possible through reorganisation.

3. 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.

4. Proposals should show how councils in the area have sought to work together in coming to a view that meets local needs and is informed by local views.

- a) It is for councils to decide how best to engage locally in a meaningful and constructive way and this engagement activity should be evidenced in your proposal.
- b) Proposals should consider issues of local identity and cultural and historic importance.
- c) Proposals should include evidence of local engagement, an explanation of the views that have been put forward and how concerns will be addressed.

5. New unitary structures must support devolution arrangements.

- a) Proposals will need to consider and set out for areas where there is already a Combined Authority (CA) or a Combined County Authority (CCA) established or a decision has been taken by Government to work with the area to establish one, how that institution and its governance arrangements will need to change to continue to function effectively; and set out clearly (where applicable) whether this proposal is supported by the CA/CCA /Mayor.
- b) Where no CA or CCA is already established or agreed then the proposal should set out how it will help unlock devolution.
- c) Proposals should ensure there are sensible population size ratios between local authorities and any strategic authority, with timelines that work for both priorities.

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

- a) Proposals will need to explain plans to make sure that communities are engaged.
- b) Where there are already arrangements in place it should be explained how these will enable strong community engagement.

Developing proposals for unitary local government

The following matters should be taken into account in formulating a proposal:

Boundary Changes

- a) Existing district areas should be considered the building blocks for your proposals, but where there is a strong justification more complex boundary changes will be considered.
- b) There will need to be a strong public services and financial sustainability related justification for any proposals that involve boundary changes, or that affect wider public services, such as fire and rescue authorities, due to the likely additional costs and complexities of implementation.

Engagement and consultation on reorganisation

- a) We expect local leaders to work collaboratively and proactively, including by sharing information, to develop robust and sustainable unitary proposals that are in the best interests of the whole area to which this invitation is issued, rather than developing competing proposals.
- b) For those areas where Commissioners have been appointed by the Secretary of State as part of the Best Value Intervention, their input will be important in the development of robust unitary proposals.
- c) We also expect local leaders to engage their Members of Parliament, and to ensure there is wide engagement with local partners and stakeholders, residents, workforce and their representatives, and businesses on a proposal.
- d) The engagement that is undertaken should both inform the development of robust proposals and should also build a shared understanding of the improvements you expect to deliver through reorganisation.
- e) The views of other public sector providers will be crucial to understanding the best way to structure local government in your area. This will include the relevant Mayor (if you already have one), Integrated Care Board, Police (Fire) and Crime Commissioner, Fire and Rescue Authority, local Higher Education and Further Education providers, National Park Authorities, and the voluntary and third sector.
- f) Once a proposal has been submitted it will be for the Government to decide on taking a proposal forward and to consult as required by statute. This will be a completely separate process to any consultation undertaken on mayoral devolution in an area, which will be undertaken in some areas early this year, in parallel with this invitation.

Interim plans

An interim plan should be provided to Government on or before **21 March 2025**. This should set out your progress on developing proposals in line with the criteria and guidance. The level of detail that is possible at this stage may vary from place to place but the expectation is that one interim plan is jointly submitted by all councils in the area. It may be the case that the interim plan describes more than one potential proposal for your area, if there is more than one option under consideration. The interim plan should:

- a) identify any barriers or challenges where further clarity or support would be helpful.
- b) identify the likely options for the size and boundaries of new councils that will offer the best structures for delivery of high-quality and sustainable public services across the area, along with indicative efficiency saving opportunities.
- c) include indicative costs and arrangements in relation to any options including planning for future service transformation opportunities.
- d) include early views as to the councillor numbers that will ensure both effective democratic representation for all parts of the area, and also effective governance and decision-making arrangements which will balance the unique needs of your cities, towns, rural and coastal areas, in line with the Local Government Boundary Commission for England guidance.
- e) include early views on how new structures will support devolution ambitions.
- f) include a summary of local engagement that has been undertaken and any views expressed, along with your further plans for wide local engagement to help shape your developing proposals.
- g) set out indicative costs of preparing proposals and standing up an implementation team as well as any arrangements proposed to coordinate potential capacity funding across the area.
- h) set out any voluntary arrangements that have been agreed to keep all councils involved in discussions as this work moves forward and to help balance the decisions needed now to maintain service delivery and ensure value for money for council taxpayers, with those key decisions that will affect the future success of any new councils in the area.

South Kesteven District Council Local Government Reorganisation Interim Proposal

March 2025

Appendix C



SOUTH
KESTEVEN
DISTRICT
COUNCIL

Local Government Reorganisation for Greater Lincolnshire - Executive Summary

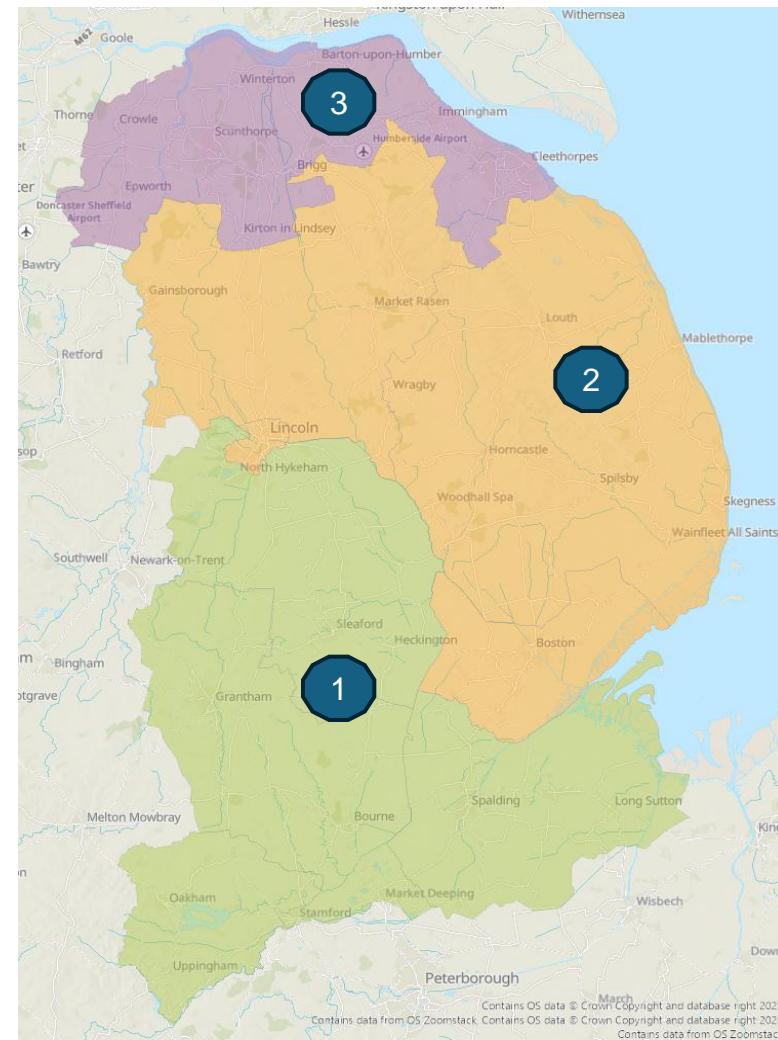
When attuned to the unique context of place, local government reorganisation can unlock transformational benefits. Our place-based interim proposal sets out how a strategic case for reorganisation can work for Greater Lincolnshire, renewing the power of local public services to deliver for our region and residents. We will work to develop a full business case for final submission in November 2025.

The South Kesteven District Council interim proposal, respecting all existing boundaries, is for a three unitary solution comprising the areas currently covered by:

- **Unitary 1 : North Kesteven DC, South Kesteven DC, South Holland DC and Rutland CC**
- **Unitary 2 : Boston BC; City of Lincoln Council, East Lindsey DC and West Lindsey DC**
- **Unitary 3 : North East Lincolnshire Council and North Lincolnshire Council**

→ This proposal delivers on all the criteria set out in the guidance received from the Ministry of Housing, Communities and Local Government (MHCLG). A proposal anchored in Place and attuned to the context of Greater Lincolnshire and Rutland.

Reorganisation represents a historic opportunity for Greater Lincolnshire and Rutland. We believe our proposal is the best arrangement to seize those opportunities and deliver the 21st century local public services that our residents expect and deserve.



Local Government Reorganisation for Greater Lincolnshire - Executive Summary

- Our proposal fully supports devolution, providing an appropriate ratio of Principal Authorities (unitary councils) to the Strategic Authority, with the inclusion of Rutland in our proposal this also ensures that we have no “devolution islands” left behind.
- Our proposal does not require any boundary changes providing the opportunity for successful delivery at pace, in line with the ambitious timescales set out by the Minister. The building blocks used reflect the local cultural and historical links within the region.
- In creating two new unitaries covering the existing Lincolnshire County Council area both with current populations above 400,000, we have balanced the government’s ideal target of 500,000 with its recognition that the population of new unitaries needs to be right for their area. Whilst the combination of the two existing unitaries in the north of Greater Lincolnshire have a combined population of 328,000, this is an existing unitary area.
- Our proposal aligns with sub-regional economic geography providing a balance of Gross Value Added (GVA) across the three proposed unitary areas
- Our proposal recognises that there is a complex relationship between scale, efficiency and effectiveness. Our proposal seeks to leverage the benefits of scale in the context of the wide range of council delivered services across Greater Lincolnshire and Rutland.
- Whilst our proposal likely requires the disaggregation of countywide services, it will offer opportunities for horizontal service integration and for a system and place based approach. Service transformation can balance the benefits of relative scale with local knowledge and connection.
- Our proposal includes indicative numbers for Councillors in each new unitary with these based on the electorate to councillor ratios published by the Local Government Boundary Commission for England (LGBCE). It embraces the opportunities to harness community empowerment and neighbourhood governance; alongside the opportunities for Parish and Town councils.
- At this early stage, we estimate implementation costs of between £20m and £42m.
- Engagement with our residents, communities, businesses and all stakeholders is essential. Wide ranging consultation in the Summer is planned to shape our final submission. In preparing this interim proposal we have actively engaged with all other Greater Lincolnshire councils and Rutland CC.

ALIGNMENT with MHCLG GUIDANCE

On 5th February 2025, the Minister of State for Local Government and English Devolution Jim McMahon MP (hereafter the Minister) issued statutory invitations to all Councils in two-tier areas and small neighbouring unitary authorities to work together to develop unitary proposals. The table below demonstrates how we have interpreted and met within our proposal the MHCLG guidance and the sections within our proposal (page number(s)) that cover these aspects.

MHCLG Guidance on the content of interim plans for submission by 21 March 2025								
MHCLG Guidance Content	A	B	C	D	E	F	G	H
	Barriers & Challenges	Size and Boundaries	Indicative Costs / future Transformation	Cllr numbers	Support for Devolution	Engagement	Preparation Costs	Collaborative working
Criteria for Unitary Local Government	1. Economy	N/A	YES – p10	N/A	N/A	YES – p9	N/A	N/A
	2. Population	N/A	YES – p8	YES – p18	N/A	N/A	N/A	N/A
	3. Services	N/A	YES – p11	YES – p11 & 18	N/A	N/A	N/A	N/A
	4. Local Needs & Culture	N/A	YES – p9	N/A	N/A	N/A	YES – p20	N/A
	5. Devolution	YES – p9	YES – p9	N/A	N/A	YES – p9	N/A	N/A
	6. Community	N/A	YES – p9	N/A	YES – p13	N/A	YES – p20	N/A
	Other	YES – p19	N/A	YES – p18	N/A	N/A	YES – p18	N/A

We have taken an evidence-based approach. All demographic, economic and spatial data is from the Office for National Statistics (ONS). Early indicative councillor numbers have been calculated from the 2024 Electoral Data released by the Local Government Boundary Commission for England (LGBCE), in line with LGBCE guidance. Council Tax data is from the Ministry of Housing, Communities & Local Government (MHCLG). Unless otherwise stated all financial information is from the publicly available 2025/26 Budget documents of the respective councils. Full references are at the end of the document. Further statistical information used to produce this document has been appended as supporting material.

Our Approach to Local Government Reorganisation

The Statutory Invitation set out six core criteria for reorganisation proposals. Summarised as:

1. **Economy** - Proposals should be for sensible economic areas, with an appropriate tax base which does not create an undue advantage or disadvantage for one part of the area.
2. **Population** - As a guiding principle, new councils should aim for a population of 500,000 or more.
3. **Services** - Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.
4. **Local Needs & Culture** - Meets local needs, considering issues of local identity and cultural and historic importance.
5. **Devolution** - New unitary structures must support devolution arrangements.
6. **Community & Local Democracy** - New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.

The design of the new unitary structures is the critical factor in the successful delivery of improved and sustainable public services, Greater Lincolnshire's ambitions - as set out in the Greater Lincolnshire Vision 2050 - and the Government's Plan for Change.

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An ill-thought through proposal rooted in expediency and prioritising anticipated efficiencies to the exclusion of other factors will risk dysfunction and fail to fully realise the opportunities reorganisation offers.

We have taken a **whole-of-system approach** paying close attention to the future dynamic with the Strategic Authority, other public service providers and the parishes.

Our place-based proposal delivers on all six of the MHCLG core criteria, unlocking the opportunities of scale, whilst being designed to mitigate against the potential disbenefits of larger units.

Local Government Reorganisation – Literature Review

To develop our proposal with an evidenced based approach, we carefully considered the examples of successful recent reorganisations in England and conducted a short literature review on the impacts of local government reorganisation in a Western context over the last thirty years.

Amongst independent academics the importance of economies of scale for the provision of local public services is a contested hypothesis. Scale unlocks benefits and opportunities, but also contains challenges and tradeoffs. Summarised:

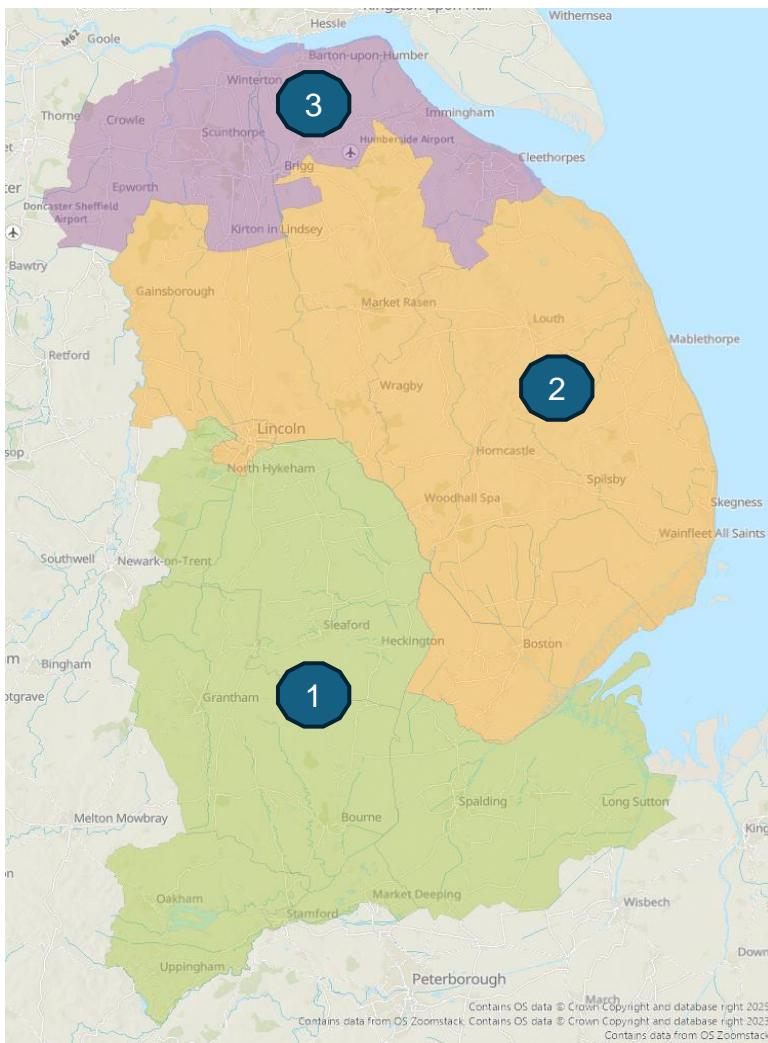
- There is no optimal size for local government. Size cannot be determined by a universal formula, but by the context and needs of each area.
- Larger units have the potential to positively impact service efficiency and performance, but realisation of gains, and the optimal aggregation scale varies significantly by organisation and service area, with population density arguably more important than population size in achieving economies of scale.
- Recent reorganised authorities in England have a mixed record in achieving the savings anticipated in business cases.
- Review of the 2008-09 unitary authorities observed different trends in the realisation of efficiencies and impact on performance for different service areas suggesting no single optimal size for a multi-purpose local authority.
- Reorganisations in Australia, Denmark and New Zealand saw efficiencies in some service areas offset by demands for increased resourcing in others resulting in limited or null net gains overall.
- Size had little impact on Comprehensive Performance Assessment (CPA) scores, and lower user satisfaction with 'visible services' was observed in larger units.
- Negative impacts on the health of local democracy are consistently observed in larger units.

At this early stage of analysis, we are assuming that the challenges of realising efficiency gains, and the negative impacts on user satisfaction and local democracy will be magnified by the vast geography and rurality of Greater Lincolnshire.

The assumption that reorganisation can universally unlock vast savings through economies of scale for multi-purpose authorities, and that the future governance model should be one that maximises those potential savings, to the known detriment of local democracy and performance for some service areas must be challenged. It is not supported by the recent experience of local government reorganisation in England or in other developed Western states. Our nuanced proposal has been developed to deliver unitaries of the scale necessary to capture efficiencies and drive service transformation, whilst being appropriate to the geographic context of Greater Lincolnshire and cognisant of the potential disbenefits, with mitigation built in at the design stage.

Proposed Option – Three Unitaries for Greater Lincolnshire & Rutland

The preferred option for local government reorganisation for Greater Lincolnshire is a **three unitary** solution including the existing county of Rutland (previously a member of the Greater Lincolnshire Local Enterprise Partnership). The map and key numbers for this proposal are summarised below, with the arguments supporting this proposal set out on the subsequent pages.



Unitary 1	Unitary 2	Unitary 3
North Kesteven DC	Boston BC	North Lincolnshire Council
South Kesteven DC	East Lindsey DC	North-East Lincolnshire Council
South Holland DC	City of Lincoln Council	
Rutland CC	West Lindsey DC	
Area sq. km		
2,997	3,323	1,040
Population – mid 2023 Estimate		
405,519	417,932	328,422
Population 2043 Projection		
446,315	449,787	337,152
Electorate 2024		
304,339	296,437	247,079
Council Tax : Chargeable dwellings and Band D equivalents (October 2024)		
180,147	191,763	150,604
Council Tax : Band D equivalents (October 2024)		
137,476	128,669	100,271
Economy Gross Value Added (GVA) £m 2022		
9,882	9,272	10,853

Place and Population

The proposed population of the individual unitaries (two of approximately 400,000 residents and one of 328,000) is below the aspiration of 500,000. We have received consistent guidance from the Minister and MHCLG civil servants that proposals for smaller populations will be considered, where there is a very clear rationale for doing so.

Greater Lincolnshire covers **6,976 sq.km** with a population of 1.1 million. A population density of 159 people per sq. km. To place this in a wider context Greater Lincolnshire could fit Greater London four times over within its geographic footprint. It takes as long to drive to Westminster from Market Deeping on the Peterborough border as to the Humber.

Challenges

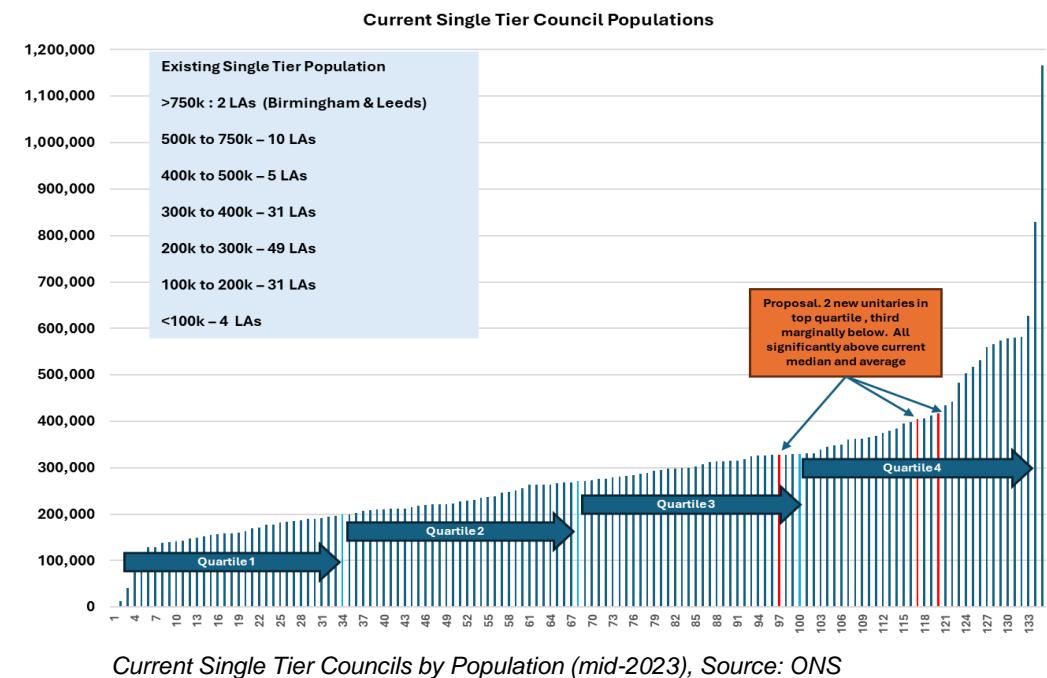
Realisation of 500,000+ population unitaries over this geography would entail the creation of **regional or sub-regional not local entities**. Geographies would lack coherence and belonging, consisting of diverse communities over a vast area whose principal shared interest would be membership of the new unitary. **In those conditions delivering robust and thriving local democracy would be challenging.**

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The removal of intermediary district authorities will create a vacuum between the sub-regional and the ultra-local - the ideal space for problems, such as pockets of embedded deprivation. A particular risk given the size of the area. Localist solutions such as boosting the capacity of the parishes or decentralising service delivery will impede the realisation of economies of scale that larger units offer. In addition, this will create over time a fragmented local policy environment of boards, bespoke intervention vehicles and partnerships – negatively impacting policy delivery, outcomes, coordination and democratic accountability. The exact dynamic that led to the creation of the two-tier system. Our three unitary proposal is designed to mitigate this risk.

Solution

Our proposed unitaries are within the upper quartile of current single tier councils by population. We consider that this strikes the right balance between the scale to ensure financial sustainability and service improvement, and the practical demands of Greater Lincolnshire's expansive geography and rural sparsity to enable a meaningful connection to the local, and for the unitaries to be accurately described as local government.



The Power of Place : Local Identity, Community Empowerment, Alignment with Devolution

Alignment with Local Identity

The internal and external boundaries of Greater Lincolnshire remained essentially unchanged from before the Norman Conquest to the 1970s. For a millennium until 1974, there were three sub-regional administrative divisions (or Parts) of Lincolnshire: Lindsey in north (dating back to the 7th century), and Kesteven, and Holland in the south. These administrative patterns are deeply embedded in the county and will be restored (with allowance for contemporary scale requirements) in our proposal. The new unitaries will bear the names of the historic administrative divisions rather than geographic descriptors.

Rutland's ceremonial county status, Lord Lieutenancy, and all other rights and privileges will be upheld. The name Rutland can be preserved in the proposed southern unitary of Kesteven, Rutland and Holland.

Empowering Neighbourhoods and Communities

The establishment of sub-regional authorities will leave a gap in local knowledge and capacity. The size of the new unitaries will necessarily inform a strategic scope, role and capability, which is less locally attuned than the old districts. This is a key challenge to be confronted in the design of the new unitaries and their future service delivery models. It provides a significant opportunity to empower town and parish councils, community groups and the third sector. Service delivery models will be co-developed that considers options for neighbourhood and community empowerment, engagement and governance.

A critical risk to be controlled is to ensure that the reorganisation does not mean a retreat from the local with the expectation that volunteers will fill the void. Our unitaries are of the right scale to effectively strategically steer and support local community anchor institutions, whilst retaining a crucial connection to our residents and local knowledge and problems.

Alignment with Devolution

Greater Lincolnshire has a devolution deal. The Greater Lincolnshire Combined County Authority (GLCCA) will have its first elections in May 2025 and be the Strategic Authority. It is crucial that the design of the new unitaries (Principal Authorities) ensures the optimal dynamic with the Strategic Authority, complementing, rather than creating potential rivals and risking dysfunction. MHCLG are keenly aware of this risk. The Statutory Invitation is clear that there must be an appropriate ratio between the Principal and Strategic Authorities. The White Paper establishes an ideal ratio of 3-1 (three 500,000 population Principals to the 1,500,000 Strategic).

The population of Greater Lincolnshire is 1.1 million. Therefore, the optimal solution is three unitaries of approximately 400,000 residents. If substantially larger, then due to the geography of Greater Lincolnshire, the unitary authority will itself cover a strategic region, adversely transforming the dynamic with the Strategic Authority. In that scenario, the principal authority would naturally think and act on a region level strategic basis. A likelihood heightened as the status quo option of a county unitary would continue an organisational culture founded on such a role and outlook. The case for a Strategic Authority to provide region level strategic leadership and coordination would be reduced. Potential consequences would be a Principal Authority distracted from its designated role of delivering core services, duplication and system redundancy, and the risk of dysfunction over the mantle of regional leadership.

Our proposal eliminates the risk of this scenario entirely.

Rutland CC is currently at risk of being a devolution island. Our proposal offers a solution; simplifying the negotiations in Leicestershire and aligned with Rutland's economic interests.

Aligning Economic & Administrative Geography

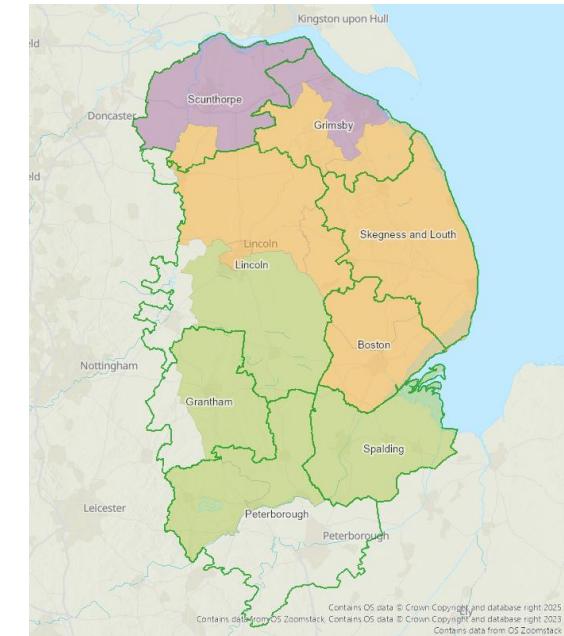
The English Devolution White Paper is clear that fragmentation of governance across local economies causes problems for local economic performance. Aligning economic and administrative geography where possible is essential to delivering the Government's missions for economic growth and housing. In a situation where the two are disconnected, **it is rational for local politicians to block economic activity**. The reward for voters and local politicians from increasing economic activity in that scenario are the disamenity costs of increased congestion, land development, and pressure on local services. Ongoing planning reform is intended to redress that dynamic, the proposed geographies are intended to maximise the impact of those reforms locally.

Travel to Work Areas (TTWA) have been used as a proxy for functional economic areas. There are seven TTWAs covering areas within the bounds of Greater Lincolnshire. The Southern Unitary would cover Grantham, Lincoln (partially), Peterborough (partially) and Spalding creating a combined GVA of £9.8 billion. Rutland was historically part of the Greater Lincolnshire Local Enterprise Partnership and is within the economic orbit of Peterborough. Rutland's economic interests lie with South Lincolnshire not Leicestershire. The Central Unitary covers Lincoln, Boston, and Skegness & Louth with a GVA of £9.2 billion. The Northern Unitary would encompass Grimsby and Scunthorpe – GVA £10.8 billion.

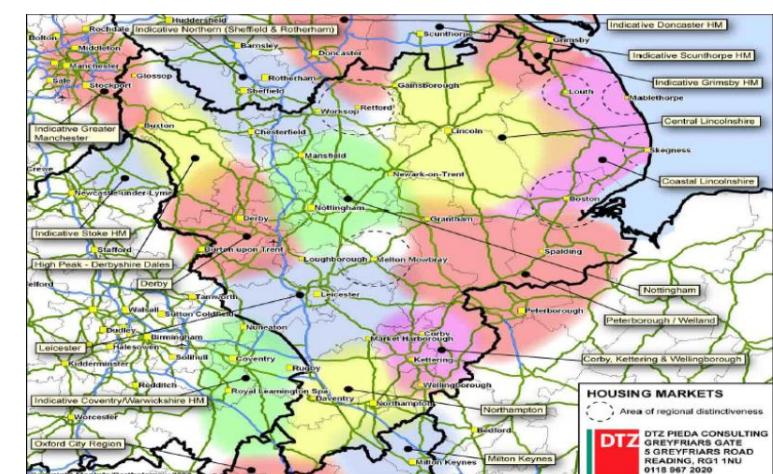
Housing Market Areas (HMAs) are a proxy for functional housing markets. There are five identified HMAs in Greater Lincolnshire used for strategic planning: Central Lincolnshire, Coastal Lincolnshire, Grimsby, Scunthorpe, and Peterborough & Welland. These are approximately aligned with the proposed unitaries. The inclusion of Rutland greatly simplifies strategic planning in Stamford, an area with significant housing affordability pressures. Currently a cross-boundary development (Stamford North) will deliver a large proportion of the allocated housing. In assessment, our reorganisation proposal will unblock challenges for spatial planning in Stamford, which would otherwise require a complex boundary review.

Reorganisation driven by economic geography would suggest centering a new unitary on Lincoln. However, the city with its extensive commuter hinterland only totals 300,000. Insufficient for the required scale, requires significant boundary changes and creates geographically incoherent periphery unitaries.

Our proposal practically aligns economic and administrative geography, whilst balanced against scale, local identity, democratic viability and convenience – no boundary changes are required. The discrete sub-regional economies are approximately captured, enabling effective sub-regional economic development to be delivered, complementing the Strategic Authority's regional Local Growth Plan, and establishing long-term functional building blocks to make further complex reform to planning, council tax, or future fiscal devolution simpler.



Greater Lincolnshire TTWAs with proposed unitaries, Source: ONS



Spatial Delineation of the East Midlands Sub-Regional Housing Markets. Source: DZT & CLG

Renewing Local Public Services

The English Devolution White Paper highlights clear priorities: economic growth, housing, prevention, with the overarching objective of restoring public trust. An overly large and cumbersome unitary would lose connection to their place, delivering a rearrangement of the status quo, rather than seizing the transformative opportunities to renew and reshape local public services to meet the challenges of the 21st century and beyond. Reorganisation offers the potential for significant service efficiencies and improvements. However, economies of scale are realised and vary by service area. Neither is there a linear relationship between size and performance for all service areas. The expansiveness and rurality of Greater Lincolnshire necessitates decentralisation in service delivery, so impeding the critical concentration to unlock significant economies of scale.

At this early stage, we believe that our proposal has the balance of scale and the attendant opportunities for aggregation, and with manageable geographies to remain in touch with and accessible to residents and so mitigate against the decline in user satisfaction in 'visible services' observed in larger and remote authorities. This will deliver better local services attuned to the needs of our residents. We will undertake bespoke and detailed modelling to identify opportunities for service aggregation, transformation and the indicative savings.

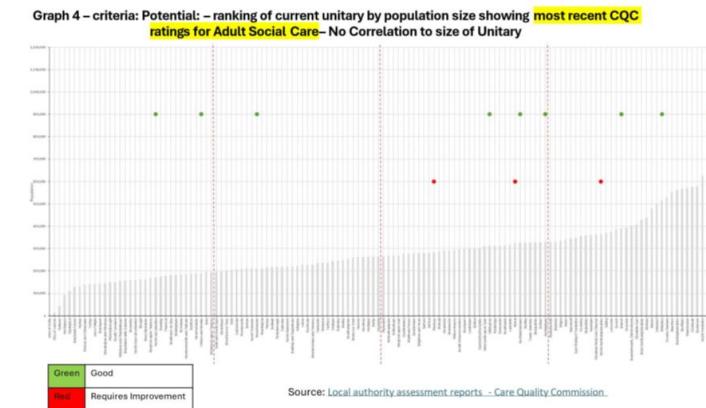
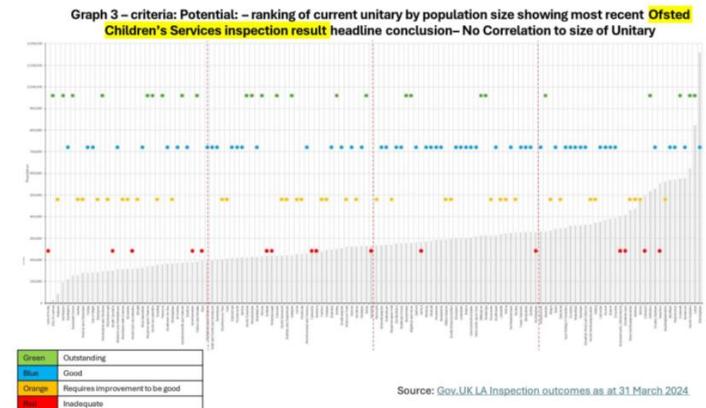
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Our proposal will very likely mean the disaggregation of Adult's and Children's services. We understand this entails significant associated costs and short-term disruption. We also recognize there is no correlation between service quality and unitary size. Local authorities are multi-purpose vehicles, not principally delivery agencies for Adults and Children's services. Decisions on the future governance of Greater Lincolnshire cannot be driven by an individual service, however significant. Detailed work will be undertaken into the feasibility of future delivery models including disaggregated directorates for each unitary, a shared service (hosted) model or a Trust for these critical services.

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). Our proposed unitaries can deliver economies of scale and resilience to demand surges and other pressures, for example the Southern Unitary will have a **HRA of 13,500 properties**, whilst retaining the local knowledge and connection essential in delivering effective place-based prevention programmes.

The inclusion of Rutland will involve the crossing of Health and "Blue Light" service boundaries. We believe this is justified given Rutland's economic orientation and parliamentary boundaries. The White Paper is clear that the Government wishes to realign other public service boundaries with those of Strategic Authorities. We note also that both North Lincolnshire and North East Lincolnshire already sit within different Health and "Blue Light" services.

Financial sustainability is crucial, as is achieving a sufficient and fair council taxbase, particularly given the spatial distribution of deprivation in Lincolnshire. We have balanced the composition of the three unitaries to achieve this. We have assessed the headline financial indicators of our building block authorities, in preparation for deeper analysis.



Above charts courtesy of Maldon District Council

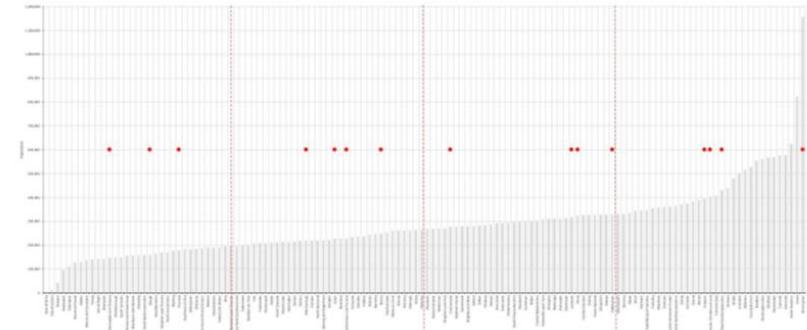
Financial Building Blocks

The table below sets out a number of core financial data for the Greater Lincolnshire authorities plus Rutland. All data is from the publicly available respective 2025/26 budget documents.

The full business case will set out a detailed cost benefit analysis for our proposal. Whilst we are aware at this stage that others – both within and outside of Greater Lincolnshire – are quoting significant potential financial savings from various models, we firmly believe that figures rooted in reality and supported by robust evidence must form the basis for any financial case.

Whilst future financial sustainability is key – and we are confident that our proposed LGR structure will deliver this – as the graph, right, shows there is no correlation between size of council and those that in the last three years have issued S114 notices or had capitalisation directives.

Graph 2 – criteria: financial viability: – ranking of current unitary by population size, showing the local authorities who issued a section 114 notice or had capitalisation directions in the last three years – No Correlation to size of Unitary



Source: [Exceptional financial support for local authorities for 2023-24 - GOV.UK](#) and [Exceptional financial support for local authorities for 2022-23 - GOV.UK](#) and [Exceptional financial support for local authorities for 2021-22 - GOV.UK](#)

Above chart courtesy of Maldon District Council

LA All data taken from published 2025-26 budget report papers	Net Service Cost General Fund	General Fund Debt Levels / Interest	Reserve Balances (Useable)	Tax Base 2025/26	Council Tax 2025/26	CTax Requirement	Business Rates	Drainage Rates
North Kesteven	£15.9m	£29m /£1.9m	£33.4m	40,000	£194.40	£7.776m	£12.5m	£0.992m
South Kesteven	£24.0m	£0m/£0m	£40.0m	50,140	£189.37	£9.495m	£7.2m	£1.026m
South Holland	£17.0m	£0m/£0m	£6.7m	30,890	£208.53	£6.441m	£7.1m	£3.571m
Rutland	£55.5m	£22m/£0.1m	£21m	16,293	£2,218.95	£37.551m	£8.1m	-
Boston	£13.0m	£1m	£13.0m	20,291	£223.65	£4.538m	£5.1m	£5.391m
City of Lincoln	£15.0m	£107m	£51.0m	25,764	£316.98	£8.16m	£7.1m	-
East Lindsey	£35.4m	£0m	£32.3m	48,166	£171.54	£8.26m	£19.9m	£2.927m
West Lindsey	£15.6m	£20m	£19.6m	32,757	£248.76	£8.15m	£6.7m	-
Lincolnshire County Council	£693.5m	-	£24.2m	248,008	£1,625.85	£403.2m	£155.8m	-
North Lincolnshire	£218m	£144.3m	£48.8m	52,168	£1,502	£79m	£37m	£2.173m
North East Lincolnshire	£207.4m	-	£20.5m	47,202.5	£1,639.74	£77.4m	£56.4m	£0.341m

Local Democracy & Indicative Councillor Numbers

The current single tier local authorities in England have a median electorate to councillor ratio of 3,200. The graph left shows the distribution of the ratio across these councils. The red columns reflect the current single tier authorities considered within this proposal.

More recent unitaries have tended to have a ratio in the top quartile.

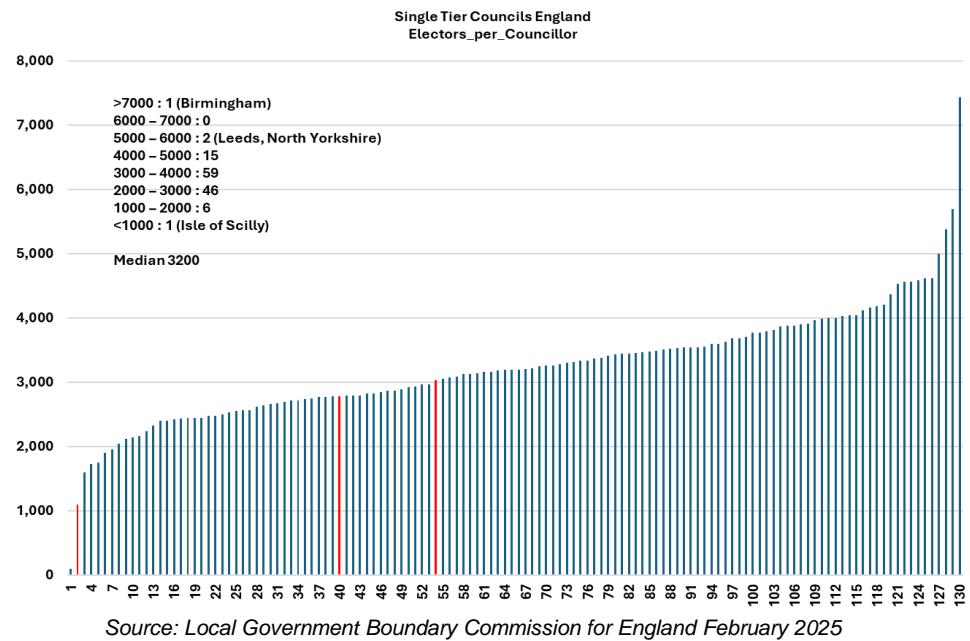
The table below shows both the current position for the councils within our three unitary proposal. As can be seen there are 472 council seats (including 27 in Rutland) and 435 individual councillors. This difference is due to the 37 councillors who are both district and county councillors. In addition to this there are around 500 parish and town councils, and over 3,500 parish councillors across Greater Lincolnshire.

As the table shows in current two-tier areas covered by the proposal the existing ratio of electorate to councillor is just over 1,700 – little over half the median ratio for the current set of single tier authorities in England.

A range of indicative future councillor numbers are shown in the final three columns of the table. We are cognisant from our literature review that adverse impacts on local democratic health have been observed in councils with larger populations and electorates. We have sought to mitigate against that consequence by suggesting a solution with feasible geographies and that encompasses a range of electorate ratio options, so we can better preserve the link between councillor and electorate.

We have also noted the Council Size Submission Guidance published by the Local Government Boundary Commission in England.

Proposal	CURRENT COUNCILLOR NUMBERS					PROPOSAL FUTURE COUNCILLOR NUMBERS			
	District	County / Unitary	Total	Total Councillors	Electorate per Cllr	Ratio 3200	Ratio 4000	Ratio 4500	Ratio 5000
Unitary 1	136	61	197	178	1,710	95	76	68	61
Unitary 2	154	36	190	172	1,723	93	74	66	59
Unitary 3	0	85	85	85	2,907	77	62	55	49
Total	290	182	472	435	1,949	265	212	188	170



We will work with the LGBCE to establish appropriate councillor numbers and local representation for the three unitary councils set out in this proposal.

Likewise, we will look at the options for greater roles for town and parish councils and / or options for localised decision making.

Consideration of Alternative Reorganisation Models

As part of the development of our proposal we carefully considered alternative local government reorganisation models for Greater Lincolnshire. Through this work we identified three realistic alternative models, these being:

- A. two unitary “continuity” model**, with the current county council and seven districts in Lincolnshire merging to become a single unitary authority; alongside the merger of the two current northern unitaries. This model has been submitted by Lincolnshire County Council as one of their two preferred options
- B. two unitary North-South split**. This model, albeit with City Of Lincoln within the “southern” unitary has been submitted by Lincolnshire County Council as the second of their two preferred options.
- C. three unitary model with an East-West split for the current Lincolnshire districts**. This model has also been considered and discounted by Lincolnshire County Council in their proposals submitted to government.

The summary of these three alternatives is set out on the next page, with a more detailed rationale as to their limitations explored on the subsequent pages.

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As with our proposed model of reorganisation our alternatives are all based on using existing district / county boundaries as the building blocks. As such we have discounted any potential models that would require either resetting of boundaries and / or encroachments into adjoining areas that already have devolution deals in place, or at an advanced stage of development. Our alternative models therefore do not include:

- A model of reorganisation centred upon the city of Lincoln as this would require not only very significant boundary changes but also struggle to reach any acceptable population level whilst also leaving no obvious unitary solution for those areas within Lincolnshire on the perimeter of a Lincoln centred unitary council
- Models of reorganisation within Greater Lincolnshire that involved significant geographic incoherence. E.g. a coastal ribbon running from North-East Lincolnshire to South Kesteven.
- A model of reorganisation that involves, either in full or in part, the current Peterborough City Council unitary area
- A model of reorganisation that involves splitting Rutland. This is distinct from engaging the Local Government Boundary Commission to review the Stamford/Rutland border to deliver the optimal arrangement for effective spatial planning.
- A model of reorganisation that involves, either in part or in full, Melton District Council (Leicestershire) or Newark and Sherwood District Council (Nottinghamshire).

Additionally, though maintaining the integrity of existing borders, given the population expectations we discounted at an early stage a four unitary model for Greater Lincolnshire.

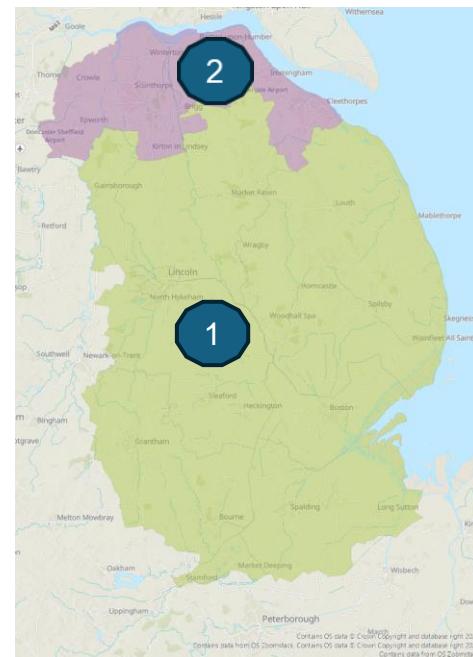
Overview of Alternative Models

This page sets out the top-level detail for the three alternatives models for local government reorganisation in Lincolnshire that we have considered.

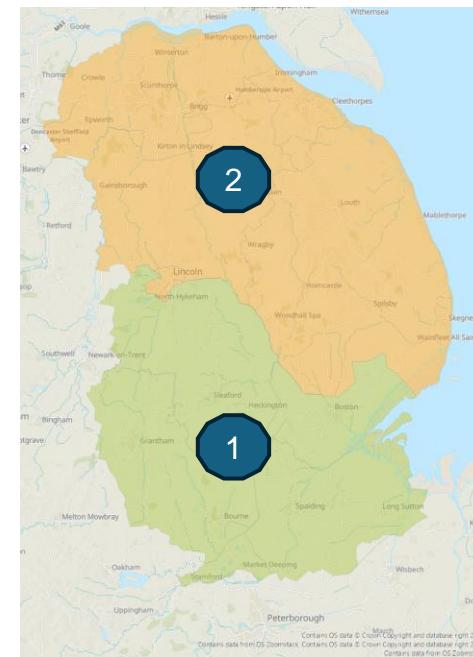
- A. The two unitary “continuity” scenario,
- B. The two unitary North-South split, and
- C. The three unitary model with an East-West split for the current Lincolnshire districts

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ALTERNATIVE “A”



ALTERNATIVE “B”



ALTERNATIVE “C”



	Alternative A “Continuity” Model		Alternative B North-South 2 Unitary Model		Alternative C East-West 3 Unitary Model		
	Unitary 1	Unitary 2	Unitary 1	Unitary 2	Unitary 1	Unitary 2	Unitary 3
	All current Lincs district councils	NL NEL	NKDC, SKDC SHDC, BBC	CoL, ELDC WLDC, NL, NEL	NKDC, SKDC CoL, WLDC	BBC, ELDC SHDC	NL NEL
Area sq. km	5,938	1,040	2,979	3,999	2,864	3,074	1,040
Population MYPE 2023	782,808	328,422	436,243	674,987	468,155	314,653	328,422
Population 2024 Projection	849,581	337,152	482,409	704,324	494,975	354,606	337,152
Electorate	571,098	247,079	323,965	494,482	338,546	232,552	247,079
Council Tax Chargeable Dwellings	354,746	150,604	194,361	310,989	208,885	145,861	150,604
Council Tax Band D equivalents	250,015	100,271	142,050	208,236	149,797	100,218	100,271
GVA £m	18,130	10,853	10,449	18,534	11,376	6,754	10,853

Evaluation of Alternative Models

Reorganisation Criteria	Alternative A “Continuity” Model	Alternative B North-South 2 Unitary Model	Alternative C East-West 3 Unitary Model
1 - Economy	Covers a region-level economic area. Duplication of and conflicts with the Strategic Authority role.	Aligned to sub-regional functional economic areas. Complements the Strategic Authority.	Aligned to sub-regional functional economic areas. Complements the Strategic Authority.
2 - Population	One 782,000 unitary and one 328,000 current unitarized area. Meets scale requirements. One significantly exceeding the 500,000 target, and creates the third largest unitary by population in England spanning a diverse landscape and economy. Significant potential for disassociation with local need and ability to be an effective community anchor. The other unitary is significantly smaller though as in our proposed option providing a sensible starting point.	One 436,000 unitary and one 674,000 unitary. Meets scale requirements in the context of Greater Lincolnshire geography.	One 468,000 unitary and two low 300,000 unitaries. Too small for scale requirements.
3 - Services	Prevents service disaggregation of Adults and Children’s services. Regional scale and rural geography will require decentralisation preventing the maximisation of potential economies of scale. Enables redistribution between areas. Rather than providing the building blocks for transformation and improvement reinforces the status quo	Potentially disaggregates children’s and adults services. Sub-regional and cohesive geographies to unlock potential economies of scale. Avoids concentrating deprived areas. Greater northern population to support taxbase to address greater deprivation vs south. However overarching scale, particularly in the Northern Unitary, has the potential to act as a drag on transformation and improvement across the whole of Greater Lincolnshire.	Potentially disaggregates children’s and adults services. Concentrates the most deprived areas in a single authority intensifying regional inequality.
4 - Local Needs & Culture	Reflects current arrangements dating from 1974.	Reflects historic and cultural factors. Recreates Lindsey in the north, and a merged Kesteven and Holland in the south.	Reflects current arrangements in the north.

Continued Evaluation of Alternative Models

Reorganisation Criteria	Alternative A “Continuity” Model	Alternative B North-South 2 Unitary Model	Alternative C East-West 3 Unitary Model
5 - Devolution	Inappropriate population ratio between the principal and strategic authorities. Introduces unnecessary risk to the dynamic. Potentially undermines the long-term devolution settlement in Greater Lincolnshire.	Aligns with and supports the devolution deal and long-term settlement. Workable population ratio between the principal and strategic authorities.	Aligns with and supports the devolution deal and long-term settlement. Appropriate population ratio between the principal and strategic authorities.
6 – Community & Local Democracy	Regional government. Creates a significant vacuum between the unitary and the parishes. Introduces a significant democratic deficit. Intensifies the negative impacts on local democracy. Again fails to provide a strong community anchor	Sub-regional government. Creates a vacuum between the unitary and the parishes. Introduces a substantial democratic deficit. Partially mitigates the negative impacts on local democracy from larger councils.	Sub-regional government. Creates a vacuum between the unitary and the parishes. Introduces a democratic deficit. Partially mitigates the negative impacts on local democracy from larger councils.
Summary Conclusion	A flawed and suboptimal proposal for reorganisation.	A workable proposal for reorganisation, if Rutland is not involved. However, it remains flawed and sub-optimal.	A flawed and suboptimal proposal for reorganisation.

Early Indicative Transition Costs and Implementation Plans

High-level costs to deliver reorganisation

Merging several districts / smaller unitary councils together whilst simultaneously disaggregating Lincolnshire County Council services, their assets and budgets across new unitary councils is a significant undertaking. Indicative transition costs have varied across unitaries created in the relatively recent past. We are aware that Lincolnshire County Council has presented implementation costs ranging between £27m and £42m. Previous pre-pandemic work by Leicestershire County Council estimated in their area of just under £20m, with limited difference between a two or three unitary solution. Somerset estimated their transition costs to a single unitary at £16.5m; whilst Buckinghamshire budgeted for £22m.

Given the range in transition cost estimation a key element for the end November 2025 Business Case for our proposal, if progressed, would be a robust analysis of anticipated transition costs to the three unitary proposal.

Cost to prepare business case

3

We estimate the direct costs for preparing the business case to be in the region of £150,000-£200,000. We are mindful also of the risk associated with indirect costs during this, and indeed the subsequent implementation period. It will be important that all the current local authorities continue to deliver on current local ambitions and that capacity is effectively managed to mitigate against any risk of reduced performance during this period.

Implementation team structure

Our business case will set out in detail our implementation approach and structure. Key components, reflecting SOLACE best practice, are set out below:

CRITICAL SUCCESS FACTORS	Clear vision and alignment; Definition and design of programme aim and workstreams; Engagement with political stakeholders; Continuing or new authority; Disaggregation of “upper tier” services; Stakeholder / Employee inclusivity and transparency; Resource allocation; Cultural and organisational change management; Legal and regulatory compliance; Managing external partnerships
KEY RISKS	Political resistance; Lack of planning; Lack of communication; Budget Overruns; Staff resistance and attrition; Operational Disruptions; IT Complexities
KEY ROLES / LEADS	Executive Lead; Programme Director & Manager(s); Stakeholder engagement and public relations; Legal and governance; Finance & budgeting; HR/OD & Change Management; Data and ICT integration; Policy and Strategy; Service experts; external “Honest Broker”

Barriers and Challenges

Capacity

- Long-term and ongoing financial pressures on Local Authorities means that there is limited spare capacity or funding available to deliver LGR ambitions.
- This will require Greater Lincolnshire Councils to review current plans and identify appropriate activities that can be de-prioritised, and associated resource and funding diverted to meet LGR objectives within the current MHCLG timetable. Reprioritisation of resources from transformation to LGR is likely to impact the realisation of Medium Term Financial Saving plans adding to existing pressures.

Funding

- Local Government Reorganisation is not a short term solution to the funding needs of local government and the need for fairer funding. The Government can support councils to deliver LGR by implementing the fairer funding review as a matter of urgency.
- Funding arrangements for the Internal Drainage Boards remain a significant concern for a number of authorities within Greater Lincolnshire

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Timescales

- The timescales set by the Minister are ambitious. The ability to have meaningful discussions to reach a local consensus and unite around a single agreed proposal, rather than the development of multiple competing business cases for the November deadline, are significantly time-pressured.

Structures

- Potential uncertainty from the Government's current intention to review the boundaries of the Greater Lincolnshire Combined County Authority in relation to the two current unitaries on the south bank of the Humber.
- Process for any new constituent members of GLCCA, and confirmation of the process to transition from existing two-tier arrangements (with four seats allocated to the seven Lincolnshire districts) – to the arrangements for the new unitary authorities which will replace all existing local authorities in the area.

Central Leadership and Engagement

- Alongside local leadership for this process we are seeking regular engagement from Ministers so that we can hold the discussions we need to have directly with the key decision makers and be assured that the substantial resources required to deliver reorganisation will be delivering mutually beneficial change.
- MHCLG capacity and anticipated timescales to provide initial meaningful feedback on interim proposals.

Local Engagement

As a district council we are close to all of our varying communities placing local engagement at the heart of all we do.

The timeline for the preparation and submission of this proposal has been limited. However, our elected members through briefing sessions have been engaged throughout. The Leader of the Council has actively engaged throughout with leaders of all the councils in the area covered by our proposal. Looking ahead to the period running up to the full business case submission at end November we envisage a broad spectrum of local engagement with residents; businesses; partners and the full range of stakeholders across the districts and unitary area covered by this proposal. We will build further on the strong and enduring relationships already in place leveraging existing engagement and community relationships; ensuring all voices are heard and respected. Regular workforce briefings have been delivered along with engagement with the Trade Unions.

As leaders of place, and with all our elected members – be that parish, district, county or unitary, - engaging with our communities we will be open and transparent in the development of the plans, setting up clear governance arrangements and being clear on the benefits from LGR across our areas that our proposal will bring.

We also note, as with the proposal from Lincolnshire County Council, that there are County Council elections, and an election for the first Mayor of Greater Lincolnshire on 1st May 2025. The timings of future engagement events will reflect the need to respect the pre-election period for these elections. Communication and engagement activities will align with the full business case development timelines, enabling the outcomes from engagement to inform the full proposal. An equality impact assessment will be part of the full business case.

Working Together

The region's established and regular discussions between leaders and chief executives have enabled strong collaboration in recent years - such as on the development of a 2050 Vision for Greater Lincolnshire - and provide a platform for future reorganisation. This includes utilising existing monthly meetings of all 10 councils.

At an operational level there are also regular meetings across different officer specialisms that enable a collaborative approaches to the development of local government reorganisation proposals. Through these groups, the region has established an agreed high-level data sharing list and platform.

As part of this interim plan, local authorities will develop and implement robust programme governance to take forward Local Government Reorganisation.

References

Literature and Practice Review

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South Kesteven District Council LGR Interim Proposal Supplementary Information

March 2025

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Population & Demographics

This page sets out the overall population totals based on the most recent data (July 2024) published by the ONS (July 2024).

For simplicity the seven Lincolnshire districts are listed first in alphabetical order; followed by Rutland, and then the two current northern unitaries again in alphabetical order. This ordering is used, with the exception of the deprivation data sets, throughout this supplementary information pack.

The top table shows the population by under 16, 16-64 ("working age"), 65 and over, plus the overall total. Plus the percentage of the total population that each of those three groupings represents.

In the bottom table populations are shown for under 18s, 18-29s, and then ten year age bands, with a final column covering all aged 90 years and over.

The overall total for each age group is shown followed by the age group total for each of our proposed unitary authorities.

Unitary 1 – North Kesteven DC, South Holland DC, South Kesteven DC, Rutland CC

Unitary 2 – Boston BC, Lincoln Council, East Lindsey DC, West Lindsey DC

Unitary 3 – North East Lincolnshire Council, North Lincolnshire Council

	Under 16	16-64	65 & over	Total	Under 16	16-64	65 & over
Boston	13,562	42,956	14,849	71,367	19.0%	60.2%	20.8%
East Lindsey	20,900	79,464	45,007	145,371	14.4%	54.7%	31.0%
Lincoln	16,881	70,826	15,607	103,314	16.3%	68.6%	15.1%
North Kesteven	20,200	72,243	28,760	121,203	16.7%	59.6%	23.7%
South Holland	16,850	57,383	23,682	97,915	17.2%	58.6%	24.2%
South Kesteven	25,710	85,686	34,362	145,758	17.6%	58.8%	23.6%
West Lindsey	16,302	56,551	25,027	97,880	16.7%	57.8%	25.6%
Rutland	6,584	23,363	10,696	40,643	16.2%	57.5%	26.3%
North East Lincolnshire	29,521	94,880	33,934	158,335	18.6%	59.9%	21.4%
North Lincolnshire	30,319	101,194	38,574	170,087	17.8%	59.5%	22.7%
TOTAL	196,829	684,546	270,498	1,151,873	17.1%	59.4%	23.5%
U1	69,344	238,675	97,500	405,519	17.1%	58.9%	24.0%
U2	67,645	249,797	100,490	417,932	16.2%	59.8%	24.0%
U3	59,840	196,074	72,508	328,422	18.2%	59.7%	22.1%

As the table above shows the working age percentage in each of the three proposed unitaries has less than a percentage point difference between the lowest, Unitary 1 with 58.9% and highest Unitary 2 with 59.8%.

24% of the population in both Unitary 1 and Unitary 2 are aged 65 and over. Unitary 3 is slightly lower at 22.1%. This is largely due to its slightly higher proportion of under 16 as compared with the other two proposed unitaries.

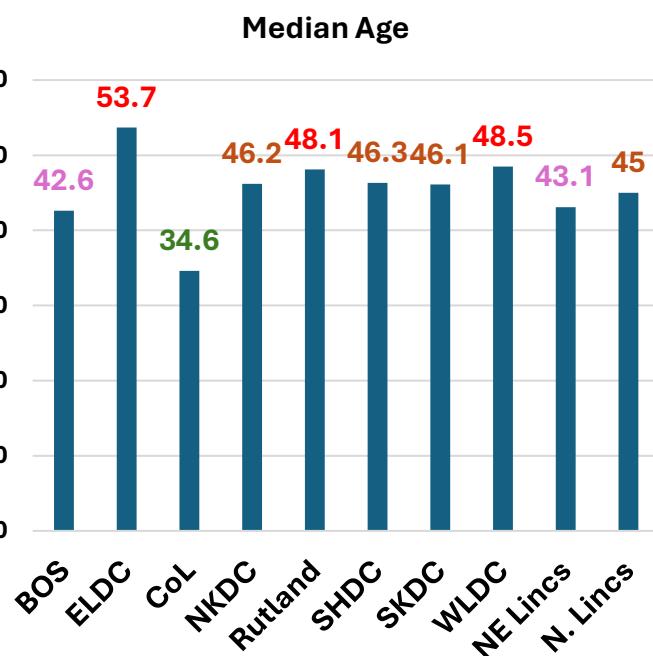
	Under 18	18-29	30-39	40-49	50-59	60-69	70-79	80-89	90+
Boston	15,234	8,698	9,321	8,781	9,893	8,603	6,826	3,256	755
East Lindsey	23,761	14,745	13,632	13,385	22,070	24,639	21,796	9,555	1,788
Lincoln	18,901	25,384	15,261	11,327	11,429	9,598	7,179	3,427	808
North Kesteven	22,849	14,312	14,761	13,760	18,122	15,757	13,610	6,799	1,233
South Holland	18,930	10,974	11,940	11,302	14,263	12,781	11,042	5,498	1,185
South Kesteven	29,174	15,790	17,084	17,479	21,735	18,844	16,437	7,656	1,559
West Lindsey	18,401	10,437	10,880	10,952	14,643	14,192	11,977	5,492	906
Rutland	7,972	4,427	4,099	4,710	5,922	5,328	5,003	2,613	569
North East Lincolnshire	33,257	19,736	20,420	17,603	22,228	20,366	15,525	7,666	1,534
North Lincolnshire	34,349	19,626	21,157	19,280	24,917	22,549	18,125	8,340	1,744
TOTAL	222,828	144,129	138,555	128,579	165,222	152,657	127,520	60,302	12,081
U1	78,925	45,503	47,884	47,251	60,042	52,710	46,092	22,566	4,546
U2	76,297	59,264	49,094	44,445	58,035	57,032	47,778	21,730	4,257
U3	67,606	39,362	41,577	36,883	47,145	42,915	33,650	16,006	3,278

Population & Demographics

This page expands on the overall population totals captured on the previous page.

The table top right shows the percentage of the population in terms of under 18s, 18-29s; then ten year age bands, until all aged 90+. The Lincoln 18-29 spike is due to the city's two universities.

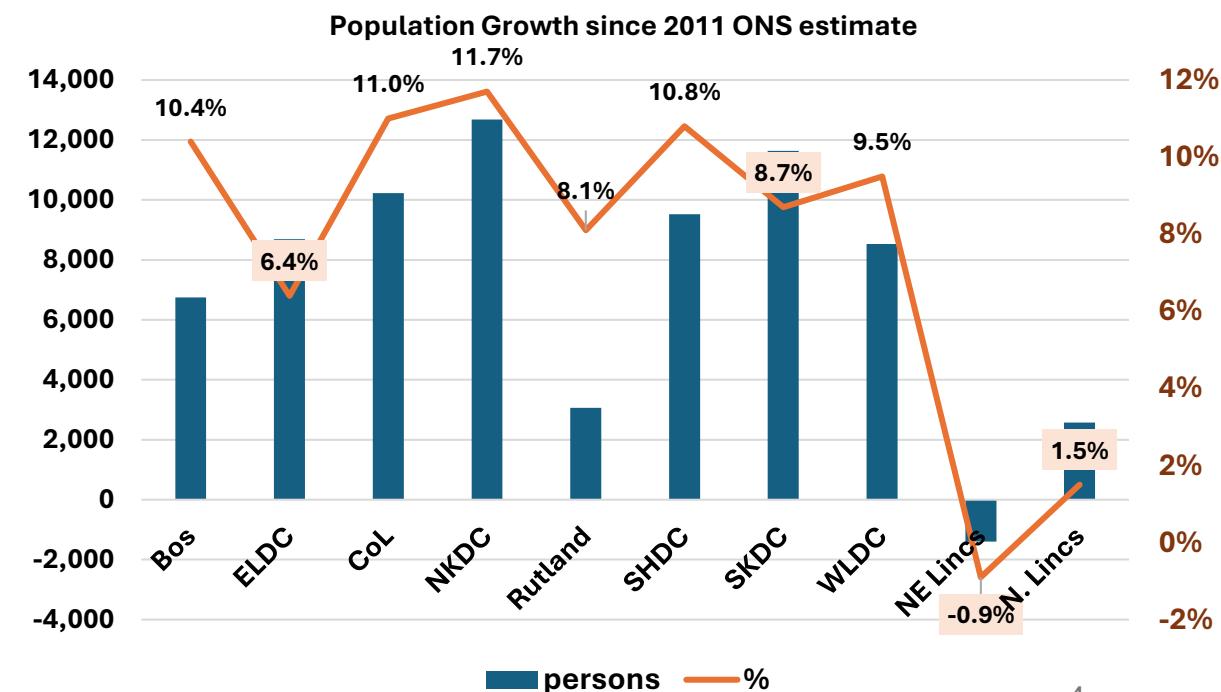
The chart below shows the median age for each council. The U1 councils are all similar, none having a median age below 46. The U2 group have a much broader range – with the median in ELDC being 53.7 years, as compared with almost 20 years less at 34.6 in Lincoln.



	Under 18	18-29	30-39	40-49	50-59	60-69	70-79	80-89	90+
Boston	21.3%	12.2%	13.1%	12.3%	13.9%	12.1%	9.6%	4.6%	1.1%
ELDC	16.3%	10.1%	9.4%	9.2%	15.2%	16.9%	15.0%	6.6%	1.2%
Lincoln	18.3%	24.6%	14.8%	11.0%	11.1%	9.3%	6.9%	3.3%	0.8%
NKDC	18.9%	11.8%	12.2%	11.4%	15.0%	13.0%	11.2%	5.6%	1.0%
SHDC	19.3%	11.2%	12.2%	11.5%	14.6%	13.1%	11.3%	5.6%	1.2%
SKDC	20.0%	10.8%	11.7%	12.0%	14.9%	12.9%	11.3%	5.3%	1.1%
WLDC	18.8%	10.7%	11.1%	11.2%	15.0%	14.5%	12.2%	5.6%	0.9%
Rutland	19.6%	10.9%	10.1%	11.6%	14.6%	13.1%	12.3%	6.4%	1.4%
NE Lincs	21.0%	12.5%	12.9%	11.1%	14.0%	12.9%	9.8%	4.8%	1.0%
N Lincs	20.2%	11.5%	12.4%	11.3%	14.6%	13.3%	10.7%	4.9%	1.0%
U1	19.5%	11.2%	11.8%	11.7%	14.8%	13.0%	11.4%	5.6%	1.1%
U2	18.3%	14.2%	11.7%	10.6%	13.9%	13.6%	11.4%	5.2%	1.0%
U3	20.6%	12.0%	12.7%	11.2%	14.4%	13.1%	10.2%	4.9%	1.0%

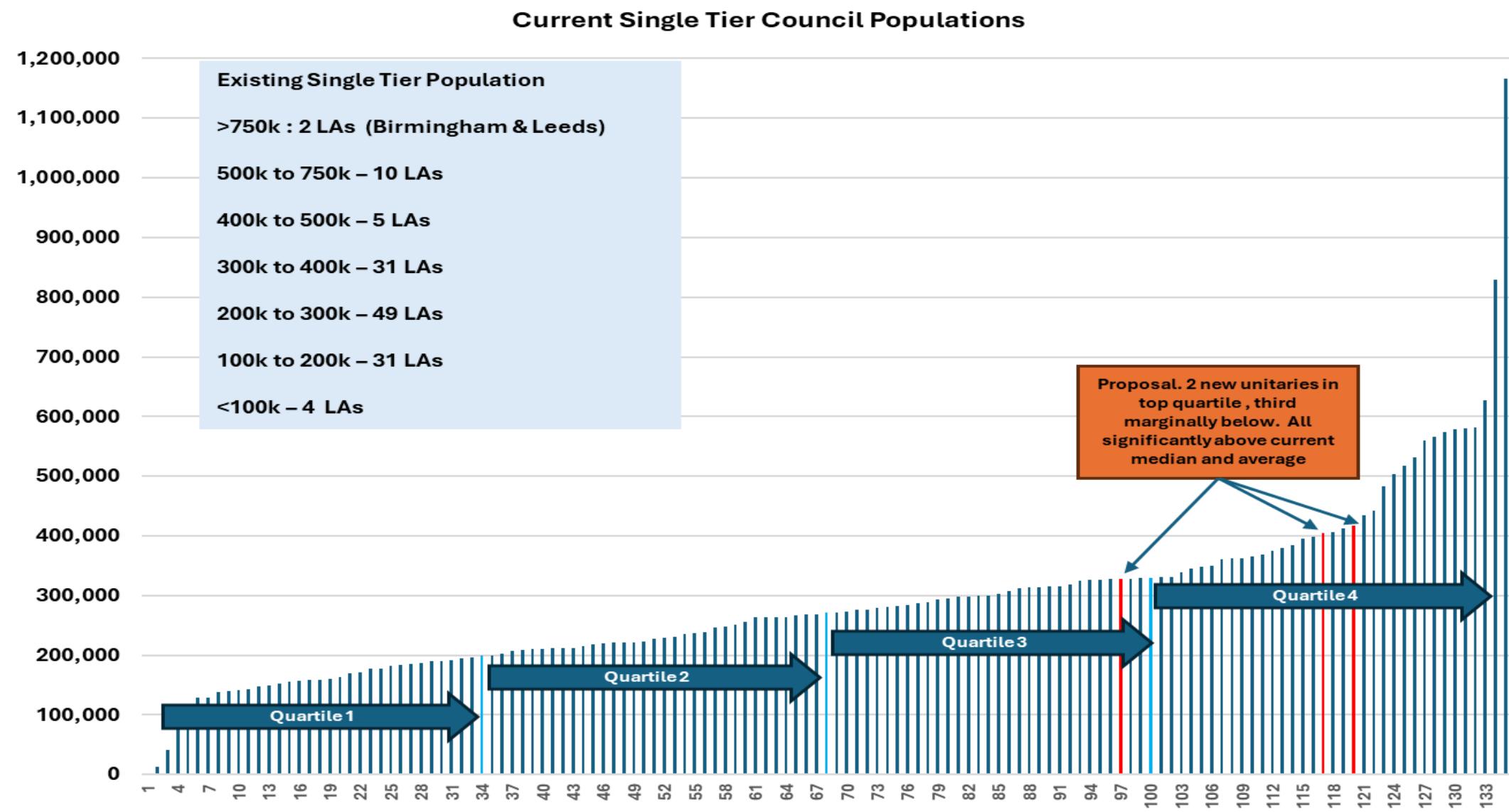
The chart to the left shows the populations growth since the 2011 ONS estimate in terms of both persons and percentage. Growth in 7 of the 10 councils has been between 8% and near 12%.

ELDC has been a little lower at 6.4%. However, the two northern unitaries have seen the population remain near to flat, with NE Lincs showing a 0.9% population decrease over that period.



Population & Demographics

This page provides a full size version of the population graph used on page 7 of the main proposal



Population Projections

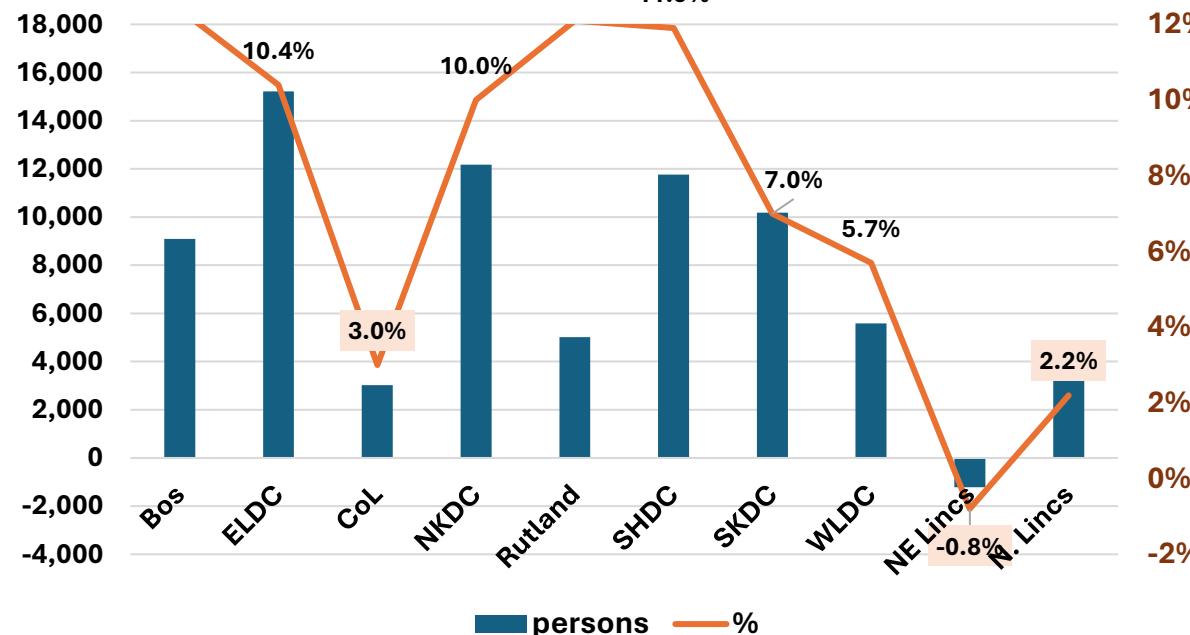
This page looks at population projections. The current ONS population projections date from 2020 and are based on the 2018 mid-year population estimates. The next iteration is expected from the ONS in spring this year, with the national level projections already released. The base figures used here will therefore differ from the mid-year 2023 estimate used on the two previous pages – the difference however is not significant.

The table left shows a projected growth path that would take the U1 and U2 populations near to 450,000 by 2043. With the already very small population differential between the two potential unitaries falling to less than 1%.

The dataset also provides age band projections, and continues to reconfirm an ageing population across most council areas.

The full business case will include an updated and expanded assessment of population and demographic mix projections over the next few decades using the latest ONS projections due out shortly but not released ahead of the interim proposal deadline.

Population Growth since 2011 ONS estimate
11.9%



AREA	2023	2028	2033	2038	2043
Boston	73,517	76,378	78,663	80,693	82,615
East Lindsey	146,507	151,397	155,329	158,673	161,718
Lincoln	99,486	101,088	102,322	102,342	102,514
North Kesteven	121,529	125,758	128,663	131,202	133,700
South Holland	98,502	102,127	105,078	107,703	110,272
South Kesteven	145,637	148,764	151,168	153,388	155,821
West Lindsey	97,347	99,247	100,637	101,795	102,940
Rutland	41,511	43,225	44,434	45,462	46,522
North East Lincolnshire	160,028	159,498	158,902	158,703	158,816
North Lincolnshire	174,548	175,743	176,491	177,331	178,336
U1	407,179	419,874	429,342	437,754	446,315
U2	416,857	428,110	436,950	443,502	449,787
U3	334,577	335,241	335,393	336,034	337,152
Total	1,158,613	1,183,224	1,201,685	1,217,291	1,233,255

12% The chart left shows the percentage population growth at individual council level. Again these will be updated once the latest ONS projections are released. The current projections for example see a 10% increase in North Kesteven, and a small decline in North East Lincolnshire. Neither unexpected given the data shown on the previous page. However, 10% growth is also projected for East Lindsey, 12% in Rutland but only 3% in Lincoln, all of which could be seen as higher for the former two and lower for the latter than expected..

Democracy - Councillors

The table right shows the current position across the ten councils expanding on the table in the main interim proposal document. This totals 472 seats.

In the two-tier areas 37 LCC councillors (53% of total LCC seats) are also district councillors.

For the overall councillor total these dual members are counted only once. There are therefore 435 current sitting councillors (noting that one LCC seat is currently vacant) giving an overall electorate ratio of just under 2,000.

As the table shows this ratio is much lower in Rutland (1,099) and higher in the two northern unitaries (2,782 and 3,029 respectively).

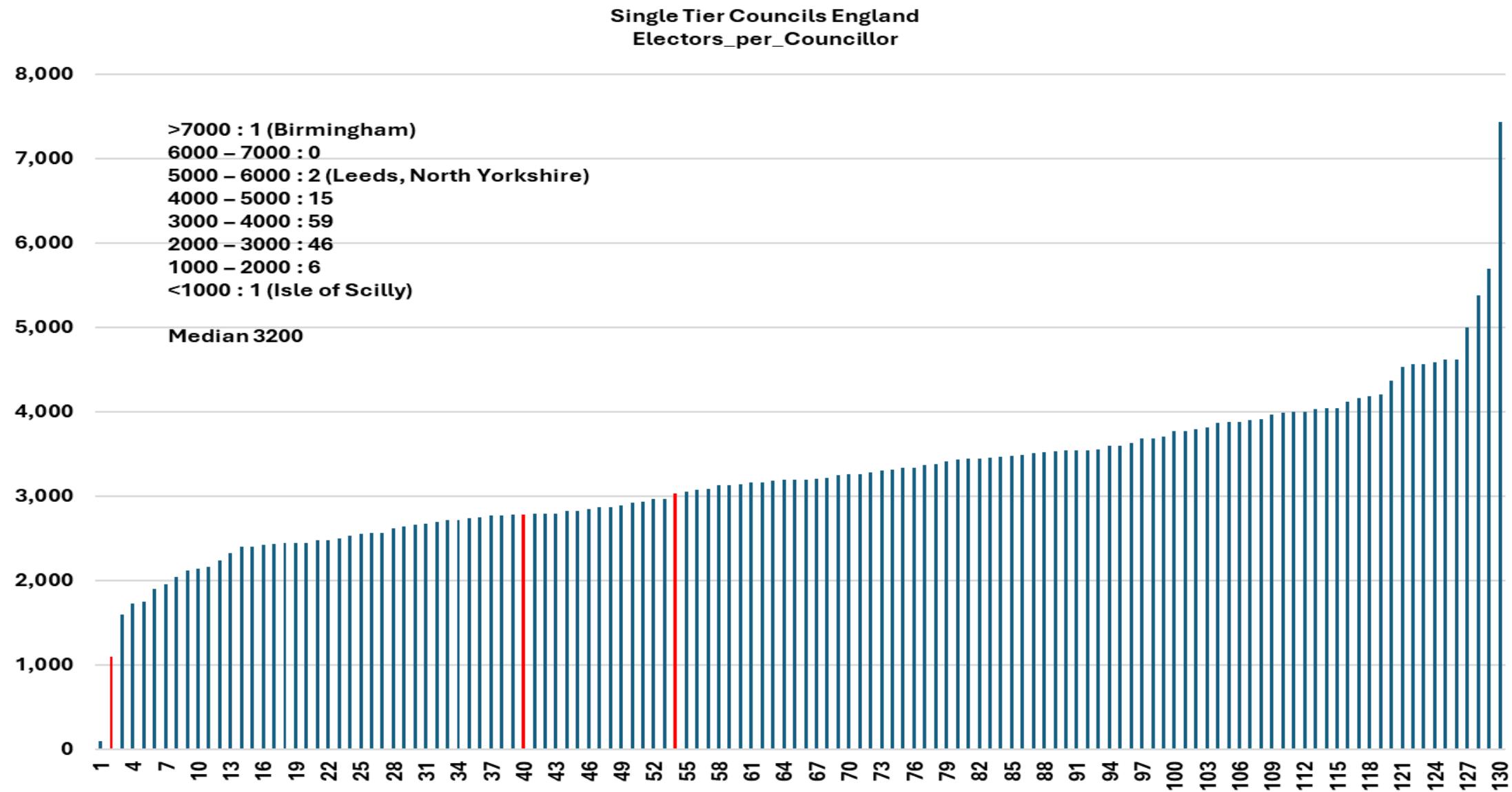
This second table below shows details for unitaries with +/- 10% of the indicative U1 and U2 populations; along with the newly formed Cumbria unitaries. Overall these LAs have a ratio of 3,665 electors per councillors, with the median slightly higher at 3,667.

LA	Unitaries	District	County	Total	Two Tier areas		Total Councillors	LBBCE	Electorate	Electorate per Cllr
	Cllrs	Cllrs	Cllrs	Seats	Dual Cllrs					
Boston		30	6	36	2		34	49,034	1,442	
East Lindsey		55	13	68	7		61	110,981	1,819	
Lincoln		33	8	41	3		38	62,003	1,632	
North Kesteven		43	11	54	6		48	93,256	1,943	
South Holland		37	9	46	7		39	72,537	1,860	
South Kesteven		56	14	70	6		64	108,868	1,701	
West Lindsey		36	9	45	6		39	74,419	1,908	
Rutland	27			27			27	29,678	1,099	
North East Lincolnshire	42			42			42	116,840	2,782	
North Lincolnshire	43			43			43	130,239	3,029	
U1	27	136	34	197	19		178	304,339	1,710	
U2	0	154	36	190	18		172	296,437	1,723	
U3	85	0	0	85	0		85	247,079	2,907	
TOTAL	112	290	70	472	37		435	847,855	1,949	

	Mid year 2023 Pop	LGBCE Electorate	Wards	Cllrs	Electorate per Cllr
West Northants	434,000	298,875	31	93	3,214
Cheshire East	412,458	312,766	52	82	3,814
BCP	404,050	297,296	33	76	3,912
Dorset	384,809	295,144	52	82	3,599
Leicester City	379,780	244,504	21	54	4,528
North Northants	367,991	268,606	26	78	3,444
Cheshire West	365,061	263,663	45	70	3,767
Cumberland	278,876	210,172	46	46	4,569
Westmoreland	228,187	176,452	33	65	2,715
	2,367,478	339		646	3,665

Democracy - Councillors

This page provides a full-page version of the graph used on page 17 of the main proposal



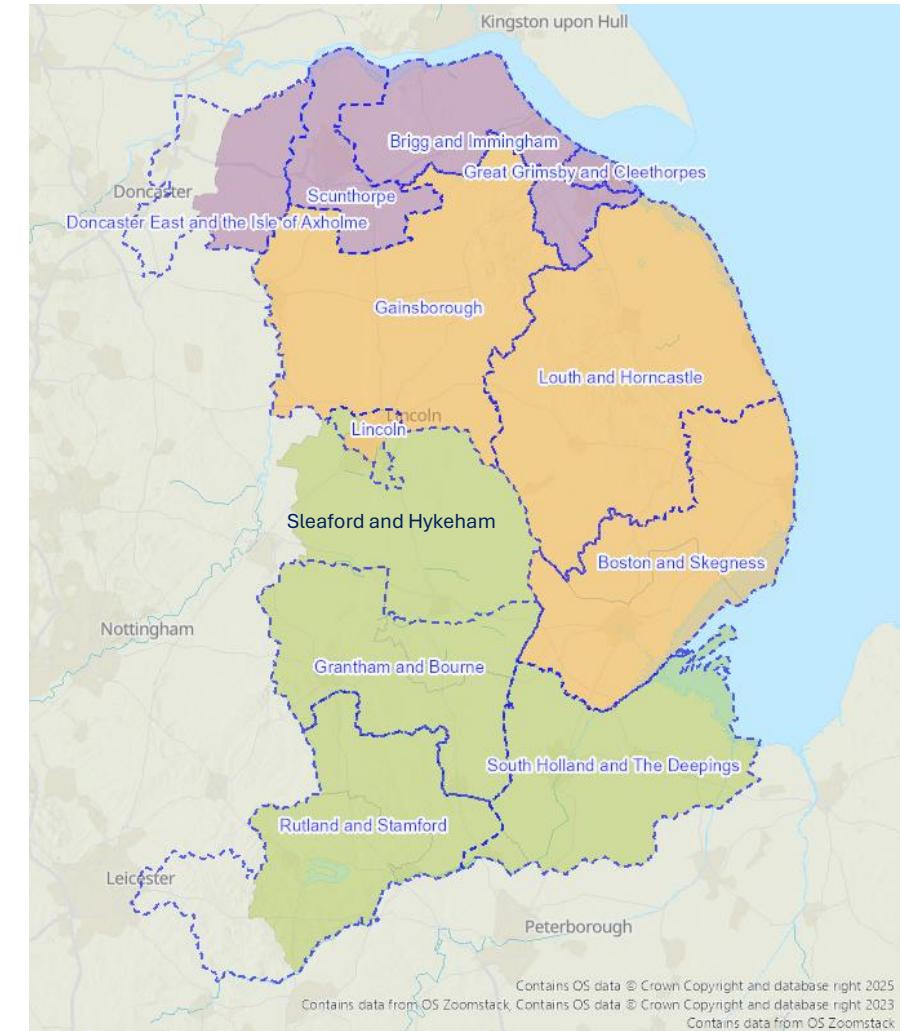
Overlay of Parliamentary Constituencies

Current LA Structure

The maps on this page provide an overlay of parliamentary constituencies on both the current local authority structure in Greater Lincolnshire and Rutland, and our proposal for a future three unitary structure.



Three Unitary Proposal



Deprivation

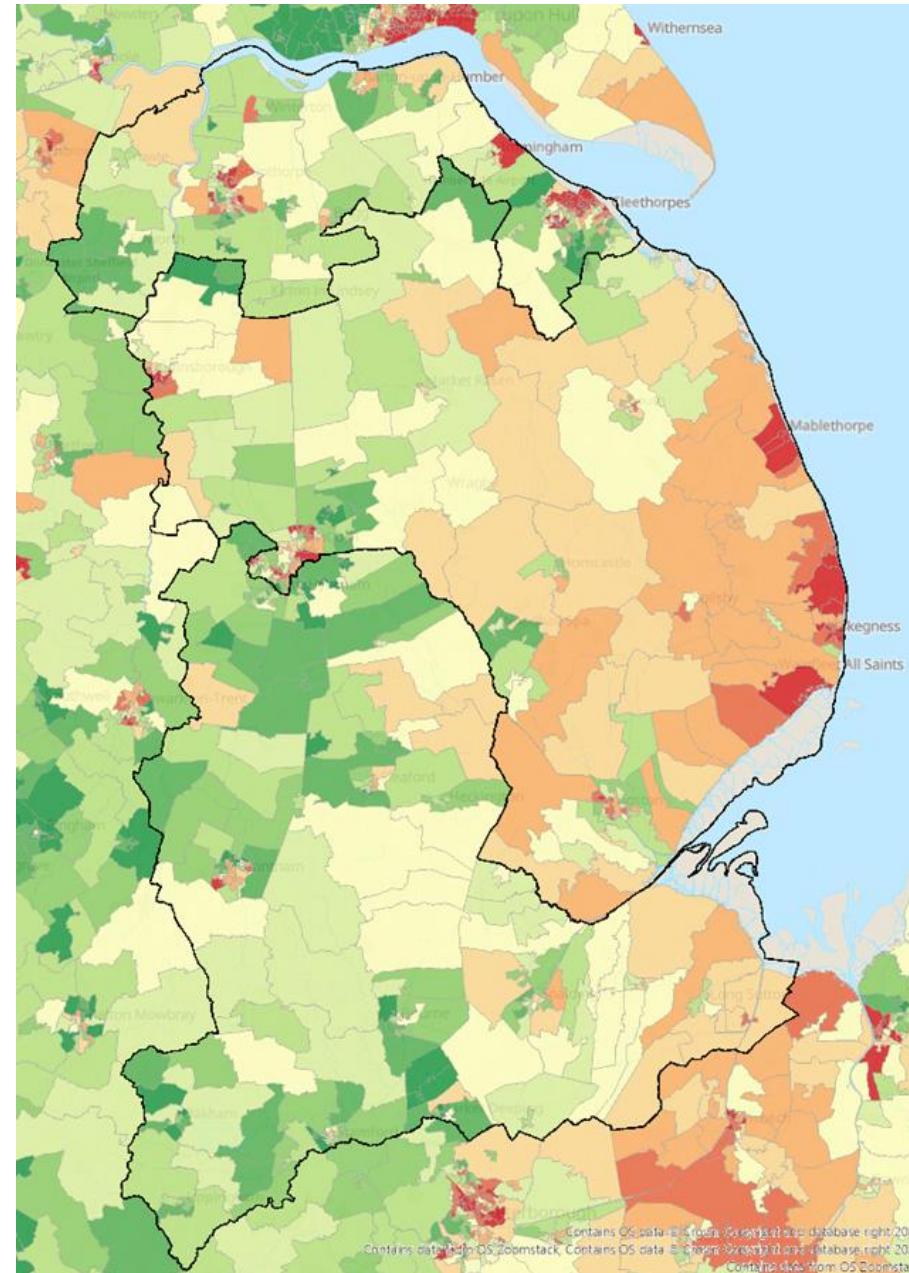
The table immediately below shows the overall deprivation ranking (out of the as then 314 LAs) for each of the councils considered within this three unitary proposal.

Whilst the map, right, shows the deprivation heat map at Lower Super Output Area (LSOA) level. With those in darker shades through to red in the more and most deprived deciles.

The map demonstrates specific pockets of deprivation in Grantham and Gainsborough, plus areas of Lincoln. However it highlights the greater prevalence of coastal deprivation in East Lindsey and in Grimsby and Immingham.

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LA	Deprivation Rank
North East Lincolnshire	29
East Lindsey	39
Lincoln	60
Boston	102
North Lincolnshire	115
West Lindsey	136
South Holland	168
South Kesteven	231
North Kesteven	271
Rutland	303



Deprivation

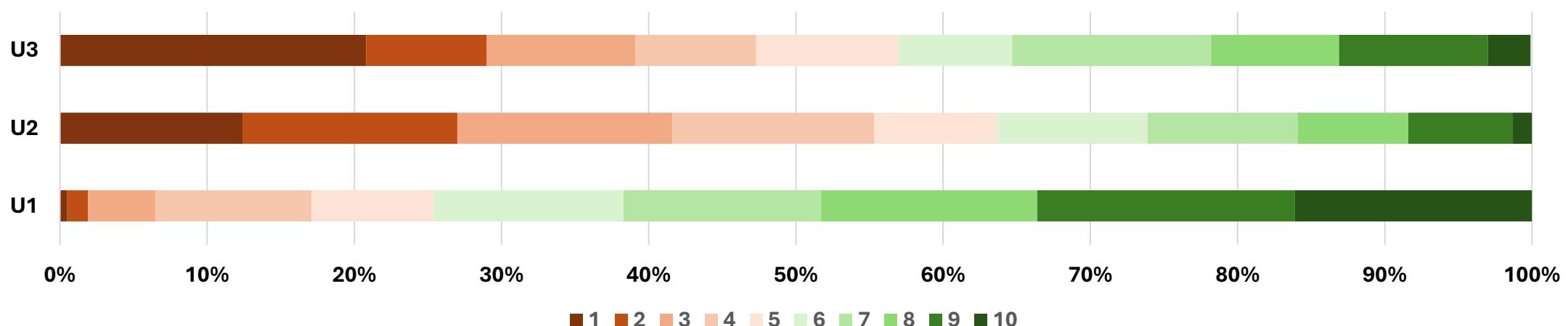
The table, right, shows for each local authority the number of LSOAs in each deprivation decile, where decile 1 is the most deprived and decile 10 the least deprived. A blank cell indicates no LSOAs in that decile. Thus North Kesteven has no LSOA in the most 20% deprived LSOAs and Rutland none in the most 40%.

Both South Holland and Boston have few LSOAs (4 and 1, and 1 and 4 respectively) in either the most deprived or least deprived quintiles

Totals in both numeric and percentage terms are then shown for each of the three unitary groupings considered within this analysis.

The bar chart below provides a visual representation of the percentage totals in each decile.

Deprivation Decile	Most Deprived										Least		
	1	2	3	4	5	6	7	8	9	10	TOTAL		
Boston	1	3	10	7	2	5	3	4	1		36		
East Lindsey	13	16	13	14	5	5	8	3	4		81		
Lincoln	10	9	7	5	5	6	6	6	3		57		
North East Lincolnshire	32	8	13	8	6	5	13	7	11	3	106		
North Kesteven			3	5	5	5	7	13	16	10	64		
North Lincolnshire	11	9	8	9	14	11	15	11	10	3	101		
Rutland					1	2	3	5	3	9	23		
South Holland		1	3	11	8	11	7	4	4		49		
South Kesteven	1	2	4	7	4	10	12	10	15	16	81		
West Lindsey	4	5	3	5	7	7	6	4	8	3	52		
U1	1	3	10	23	18	28	29	32	38	35	217		
U2	28	33	33	31	19	23	23	17	16	3	226		
U3	43	17	21	17	20	16	28	18	21	6	207		
Total	72	53	64	71	57	67	80	67	75	44	650		
U1	0.5%	1.4%	4.6%	10.6%	8.3%	12.9%	13.4%	14.7%	17.5%	16.1%			
U2	12.4%	14.6%	14.6%	13.7%	8.4%	10.2%	10.2%	7.5%	7.1%	1.3%			
U3	20.8%	8.2%	10.1%	8.2%	9.7%	7.7%	13.5%	8.7%	10.1%	2.9%			
Total	11.1%	8.2%	9.8%	10.9%	8.8%	10.3%	12.3%	10.3%	11.5%	6.8%			



Council Tax Base

The upper right table shows the 2024 figures for the number of chargeable dwellings in each council area, with totals for the three unitary option covered in this paper.

To provide a sense of band mix the percentage of properties in each band by council is shown.

The final column of this table shows the combined Bands A-C percentage.

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Local Authority	Band A	Band B	Band C	Band D	Band E	Band F	Band G	Band H	Band A-C
Boston	48.5%	20.7%	19.5%	7.5%	2.8%	0.7%	0.3%	0.1%	88.7%
East Lindsey	38.2%	21.3%	22.5%	9.7%	5.3%	2.1%	0.8%	0.1%	82.0%
Lincoln	60.0%	19.7%	10.8%	5.6%	2.7%	0.9%	0.3%	0.1%	90.4%
North Kesteven	25.4%	25.2%	24.5%	13.7%	7.1%	3.1%	0.8%	0.1%	75.2%
South Holland	37.3%	21.8%	24.0%	10.7%	4.8%	1.0%	0.3%	0.0%	83.2%
South Kesteven	29.6%	23.0%	17.5%	14.4%	9.1%	4.6%	1.7%	0.1%	70.1%
West Lindsey	36.9%	18.5%	17.5%	13.5%	8.5%	3.6%	1.2%	0.1%	73.0%
Rutland	9.6%	25.3%	18.6%	14.6%	13.7%	9.7%	7.8%	0.9%	53.4%
North East Lincolnshire	50.9%	24.3%	12.4%	7.1%	3.3%	1.3%	0.7%	0.1%	87.6%
North Lincolnshire	45.7%	21.1%	14.9%	10.1%	5.2%	2.2%	0.7%	0.0%	81.7%
U1	28.3%	23.6%	21.2%	13.3%	7.9%	3.8%	1.7%	0.2%	73.2%
U2	44.6%	20.2%	18.1%	9.3%	5.1%	2.0%	0.7%	0.1%	82.9%
U3	48.3%	22.7%	13.7%	8.6%	4.3%	1.8%	0.7%	0.1%	84.6%
TOTAL	40.1%	22.1%	17.9%	10.5%	5.8%	2.5%	1.0%	0.1%	80.0%

The lower right table shows the absolute number of chargeable dwellings and in the final column **the Band D equivalents** after applications of discounts and premiums to calculate the taxbase.

Local Authority	Band A	Band B	Band C	Band D	Band E	Band F	Band G	Band H	Total	Band D equiv ratio	Band D equivalents
Boston	15,226	6,484	6,125	2,351	863	231	82	16	31,378	0.66	20,704
East Lindsey	26,962	15,049	15,907	6,830	3,745	1,463	590	57	70,603	0.69	48,602
Lincoln	26,438	8,680	4,750	2,484	1,180	394	134	23	44,083	0.59	26,141
North Kesteven	13,451	13,364	12,978	7,275	3,752	1,659	421	47	52,947	0.76	40,293
South Holland	16,389	9,577	10,526	4,695	2,115	441	121	16	43,880	0.70	30,912
South Kesteven	19,583	15,248	11,552	9,496	5,992	3,072	1,115	98	66,156	0.76	50,141
West Lindsey	16,872	8,469	8,001	6,189	3,904	1,663	537	64	45,699	0.73	33,222
Rutland	1,641	4,342	3,189	2,503	2,346	1,659	1,333	151	17,164	0.94	16,130
North East Lincolnshire	37,778	17,995	9,202	5,229	2,448	952	508	54	74,166	0.64	47,584
North Lincolnshire	34,936	16,146	11,378	7,722	3,985	1,701	540	30	76,438	0.69	52,687
U1	51,064	42,531	38,245	23,969	14,205	6,831	2,990	312	180,147	0.76	137,476
U2	85,498	38,682	34,783	17,854	9,692	3,751	1,343	160	191,763	0.67	128,669
U3	72,714	34,141	20,580	12,951	6,433	2,653	1,048	84	150,604	0.67	100,271
TOTAL	209,276	115,354	93,608	54,774	30,330	13,235	5,381	556	522,514	0.70	366,416

Economy GVA – Gross Value Add

Authority	GVA (£ million 2022 current prices)														
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Boston	1,029	999	1,005	1,051	1,107	1,162	1,244	1,257	1,297	1,373	1,416	1,450	1,374	1,473	1,591
East Lindsey	1,848	1,778	1,801	1,882	1,927	2,034	2,067	2,104	2,146	2,265	2,272	2,436	2,342	2,558	2,695
Lincoln	2,159	2,134	2,146	2,166	2,196	2,304	2,356	2,510	2,533	2,620	2,734	2,843	2,689	2,862	3,026
North Kesteven	1,917	1,847	1,857	1,878	1,987	2,084	2,159	2,175	2,165	2,372	2,508	2,664	2,632	2,895	3,188
South Holland	1,472	1,446	1,450	1,481	1,574	1,687	1,716	1,733	1,830	2,001	2,079	2,116	2,155	2,421	2,468
South Kesteven	2,306	2,214	2,271	2,269	2,427	2,503	2,553	2,534	2,528	2,733	2,771	2,864	2,751	2,934	3,202
West Lindsey	1,138	1,075	1,083	1,102	1,150	1,251	1,303	1,324	1,313	1,371	1,458	1,603	1,597	1,805	1,960
Rutland	702	669	702	687	707	707	734	778	815	796	818	801	809	915	1,024
North East Lincolnshire	2,630	2,613	2,549	2,645	2,668	2,754	2,940	3,065	3,041	3,124	3,097	3,246	3,305	3,761	4,059
North Lincolnshire	3,804	3,442	3,672	3,372	3,383	3,471	3,523	3,913	4,016	4,353	4,254	5,037	4,409	5,785	6,794
U1	6,397	6,176	6,280	6,315	6,695	6,981	7,162	7,220	7,338	7,902	8,176	8,445	8,347	9,165	9,882
U2	6,174	5,986	6,035	6,201	6,380	6,751	6,970	7,195	7,289	7,629	7,880	8,332	8,002	8,698	9,272
U3	6,434	6,055	6,221	6,017	6,051	6,225	6,463	6,978	7,057	7,477	7,351	8,283	7,714	9,546	10,853

Economy GDHI – Gross Domestic Household Income

Authority	GDHI per head (£ 2022 current prices)														
	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
Boston	13,883	14,024	14,016	14,472	14,884	14,930	15,392	15,828	15,758	16,012	16,111	17,194	16,867	17,417	18,332
East Lindsey	13,172	13,567	13,998	14,389	14,858	15,339	15,872	16,560	16,607	17,045	17,731	18,430	18,536	18,845	19,807
Lincoln	11,829	12,440	12,398	12,748	13,033	13,030	13,352	13,643	13,762	14,005	14,425	14,961	15,224	15,599	16,215
North Kesteven	14,679	15,011	15,186	15,505	16,004	16,380	16,901	17,491	17,542	18,016	18,493	18,945	19,178	19,442	20,318
South Holland	14,067	14,296	14,470	14,740	15,263	15,576	16,094	16,552	16,574	17,027	17,231	17,415	17,754	18,582	19,391
South Kesteven	15,881	16,011	16,350	16,625	17,056	17,414	17,932	18,630	18,615	19,185	20,638	21,297	21,318	21,553	22,864
West Lindsey	14,728	14,997	15,319	15,700	16,021	16,538	17,058	17,614	17,649	18,370	18,456	19,178	19,714	20,483	21,580
Rutland	17,888	18,183	18,445	18,885	19,801	20,115	20,595	21,931	21,506	22,066	23,527	24,893	24,105	25,487	28,090
North East Lincolnshire	12,696	12,889	13,024	13,495	13,894	14,066	14,404	14,942	15,205	15,815	16,137	16,785	17,231	17,299	18,139
North Lincolnshire	12,764	12,848	12,837	13,316	13,749	13,936	14,227	14,770	14,975	15,551	16,285	16,784	16,979	17,355	18,195

As per capita no overall proposed unitary totals calculated at the interim proposal stage

Health

The ONS Health Index has been used to provide a top level indicator. The metrics used within each domain (below left and centre) are used to give the aggregated domain scores; and the overall score (below right). Healthy People comprises 26 metrics; whilst Lives and Places both have 22 metrics. The most recent ONS index as used in this paper was published in June 2023, with no date announced as yet for the next publication. The ONS data provides scores for every metric plus a time-series view allowing scope for a deeper dive analysis as part of the business case development.

Healthy People Domain	Healthy Lives Domain	Healthy Places Domain
Difficulties in daily life [Pe]	Behavioural risk factors [L]	Access to green space [Pl]
Disability [Pe1]	Alcohol misuse [L1]	Private outdoor space [Pl1]
Frailty [Pe1]	Drug misuse [L1]	Access to services [Pl]
Mental health [Pe]	Healthy eating [L1]	Distance to GP services [Pl2]
Children's social, emotional and mental health [Pe2]	Physical activity [L1]	Distance to pharmacies [Pl2]
Mental health conditions [Pe2]	Sedentary behaviour [L1]	Distance to sports or leisure facilities [Pl2]
Self-harm [Pe2]	Sexually transmitted infections [L1]	Internet access [Pl2]
Suicides [Pe2]	Smoking [L1]	Patients offered acceptable GP practice appointments [Pl2]
Mortality [Pe]	Children and young people [L]	Crime [Pl]
Avoidable mortality [Pe3]	Early years development [L2]	Low-level crime [Pl3]
Infant mortality [Pe3]	Pupil absences [L2]	Personal crime [Pl3]
Life expectancy [Pe3]	Pupil attainment [L2]	Economic and working conditions [Pl]
Mortality from all causes [Pe3]	Teenage pregnancy [L2]	Child poverty [Pl4]
Personal well-being [Pe]	Young people in education, employment and apprenticeships [L2]	Job-related training [Pl4]
Activities in life are worthwhile [Pe4]	Physiological risk factors [L]	Unemployment [Pl4]
Feelings of anxiety [Pe4]	High blood pressure [L3]	Workplace safety [Pl4]
Happiness [Pe4]	Low birth weight [L3]	Living conditions [Pl]
Life satisfaction [Pe4]	Overweight and obesity in adults [L3]	Air pollution [Pl5]
Physical health conditions [Pe]	Overweight and obesity in children [L3]	Household overcrowding [Pl5]
Cancer [Pe5]	Protective measures [L]	Noise complaints [Pl5]
Cardiovascular conditions [Pe5]	Cancer screening attendance [L4]	Road safety [Pl5]
Dementia [Pe5]	Child vaccination coverage [L4]	Rough sleeping [Pl5]
Diabetes [Pe5]		
Kidney and liver disease [Pe5]		
Musculoskeletal conditions [Pe5]		
Respiratory conditions [Pe5]		

Area Name	Health Index Overall	Healthy People Domain	Healthy Lives Domain	Healthy Places Domain
Boston	88.0	88.9	85.3	95.5
East Lindsey	92.2	87.1	94.5	98.7
Lincoln	85.3	79.9	92.6	90.6
North Kesteven	114.8	98.5	110.1	128.6
South Holland	94.4	88.7	90.8	106.5
South Kesteven	107.7	98.8	103.9	116.7
West Lindsey	106.7	98.3	106.3	112.2
Rutland	124.6	113.7	121.3	126.8
North East Lincolnshire	93.6	87.3	91.2	105.3
North Lincolnshire	98.3	96.8	92.9	106.0
U1	110.4	99.9	106.5	119.7
U2	93.1	88.6	94.7	99.3
U3	96.0	92.1	92.1	105.7

Data Sources

Population

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/populationestimatesforenglandandwales/mid2023> released June 2024

Population Projections

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2> released March 2020. This is the latest version; the 2022 based update is expected for release February/March. The national level 2022 based projections were released end January 2025

Electorate

<https://www.lgbce.org.uk/electoral-data>

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Councillors

Overall councillor and ward numbers from the lgbce link above; councillor information from Districts' and LCC's websites.

Deprivation

<https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019>

Council Tax

[Council Taxbase 2024 in England - GOV.UK](#)

Gross Value Added (GVA)

[Regional gross value added \(balanced\) by industry: local authorities by ITL1 region - Office for National Statistics](#)

Gross Domestic Household Income (GDHI)

[Regional gross disposable household income: local authorities by ITL1 region - Office for National Statistics](#)

Health

<https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandwellbeing/datasets/healthindexscoresengland>

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