

# MINUTES

COUNCIL

THURSDAY, 20 NOVEMBER 2025

1.00 PM



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

---

## PRESENT

Councillor Ian Selby Chairman  
Councillor Anna Kelly Vice Chairman

Councillor Matthew Bailey  
Councillor Emma Baker  
Councillor Rhys Baker  
Councillor Ashley Baxter  
Councillor Pam Bosworth  
Councillor Pam Byrd  
Councillor Richard Cleaver  
Councillor Helen Crawford  
Councillor James Denniston  
Councillor Phil Dilks  
Councillor Barry Dobson  
Councillor Patsy Ellis  
Councillor Paul Fellows  
Councillor Ben Green  
Councillor Tim Harrison  
Councillor Graham Jeal  
Councillor Gloria Johnson  
Councillor Anna Kelly  
Councillor Gareth Knight  
Councillor Philip Knowles

Councillor Zoe Lane  
Councillor Robert Leadenhamb  
Councillor Bridget Ley  
Councillor Paul Martin  
Councillor Virginia Moran  
Councillor Charmaine Morgan  
Councillor Chris Noon  
Councillor Habib Rahman  
Councillor Susan Sandall  
Councillor Max Sawyer  
Councillor Vanessa Smith  
Councillor Peter Stephens  
Councillor Lee Steptoe  
Councillor Paul Stokes  
Councillor Elvis Stooke  
Councillor Rosemary Trollope-Bellew  
Councillor Sarah Trotter  
Councillor Murray Turner  
Councillor Jane Wood  
Councillor Paul Wood

## OFFICERS

Karen Bradford, Chief Executive  
Richard Wyles, Deputy Chief Executive and Section 151 Officer  
Alison Hall-Wright, Director of Housing and Projects (Deputy Monitoring Officer)  
David Scott, Assistant Director of Finance and Deputy Section 151 Officer  
Karen Whitfield, Assistant Director (Leisure, Culture and Place)  
Emma Whittaker, Assistant Director (Planning & Growth)  
Chris Prime, Communications Manager  
James Welbourn, Democratic Services Manager  
Gary Andrew, IT Services Manager  
Patrick Astill, Communications Officer  
Lucy Bonshor, Democratic Officer  
Charles James, Policy Officer

---

## **74. Public Open Forum**

There were no questions or statements from members of the public.

## **75. Apologies for absence**

Apologies for absence were received from Councillors:

David Bellamy  
Harrish Bisnauthsing  
Penny Milnes  
Nick Robins  
Penny Robins  
Mark Whittington

## **76. Disclosure of Interests**

No interests were disclosed.

## **77. Minutes of previous meetings**

The minutes of the meeting held on 18 September 2025 on were proposed, seconded and agreed as a correct record.

The minutes of the two extraordinary meetings held on 13 October 2025 were also agreed as correct records, with the caveat that the decisions had been reached after a procedural error. The two motions discussed in these meetings were reconsidered at meetings held on the morning of 20 November 2025.

## **78. Communications (including Chairman's Announcements)**

The Council noted the Chairman's engagements. Further announcements were made by Cabinet Members:

### **Deputy Leader of the Council and Cabinet Member for Culture and Leisure**

Grantham Rivercare had received the King's Award for Voluntary Service in 2025, which was the highest honour a local group could receive.

### **Cabinet Member for Housing**

All Member were reminded about an 'All Member briefing' on Houses of Multiple Occupancy (HMOs), which would include an overview of the subject, the relevant regulations, how the Council responded to complaints, enforcement action the Council could take and an overview of private sector housing. This session would take place on 2 December 2025 at 1pm.

## **Cabinet Member for Corporate Governance and Licensing**

The Customer Services team had reached the national final of the Customer Satisfaction Awards for 2026.

### **79. Appointment of Interim Monitoring Officer**

Members considered the recommendation to appoint an interim Monitoring Officer from the Employment Committee meeting held on 12 November 2025.

At this meeting Employment Committee conducted interviews for a Monitoring Officer to be in post from 20 November 2025 until the permanent Director of Legal and Governance (Monitoring Officer) started on 26 January 2026. The recommendation was that Rachel McKoy be appointed to the position of Interim Monitoring Officer until 25 January 2026.

Having been proposed and seconded, and following a vote it was **AGREED**:

### **DECISION**

**That Full Council:**

- 1. Approve the appointment of Rachel McKoy as the Interim Monitoring Officer with immediate effect.**
- 2. Delegate authority to the Deputy Chief Executive and s151 Officer in consultation with the Cabinet Member for Finance, HR and Economic Development to use the Local Priorities Reserve to fund any necessary costs associated with the interim staffing arrangements.**

### **80. Housing Revenue Account (HRA) Budget Framework Amendment 2025/26**

Members considered a budget framework amendment to the Housing Revenue Account (HRA) within the 2025/2026 financial year, a recommendation from the Cabinet meeting held on 4 November 2025.

This had been considered at both Cabinet and Finance and Economic Overview and Scrutiny Committee. The budget framework needing amending due to the forecasted overspend of £2.781 million. It was proposed that this would be funded from HRA reserves and revenue budgets.

It was required due to the clearance of the housing maintenance backlog and the turnaround of voids (the void turnaround time was now at 54 days).

The following points were highlighted during debate:

- Updates seen at Housing Overview and Scrutiny Committee were positive, and targets were being met, and in the case of void turnaround times, exceeded. Therefore, it was a surprise to see a request for an additional £2.781 million from reserves. It would be useful to see the housing accounts at a future meeting of Housing Overview and Scrutiny Committee.
- Money spent on housing stock was welcomed.
- In year budget adjustments were not welcomed. It would be good to have assurance that the money being spent was demonstrating stability and planning, rather than being a course correction.
- Accountability for large spends should remain with Councillors.
- The breakdown of part of the overspend of £1.7 million mentioned in the report was £800,000 for the maintenance backlog, £300,000 for improving performance and £600,000 for voids.
- Any monies raised by the sale of housing at Lumby's Terrace in Stamford would be reinvested straight back into the town. As a result of the sale of Lumby's Terrace the Council was in consultation to buy 20 properties on Kesteven Drive in Stamford.
- SKDC's void turnaround time had improved and was now consistent with many other authorities across England.

Having been proposed and seconded, and following a vote it was **AGREED**:

## **DECISION**

**That Full Council:**

1. **Amend the 2025/26 Budget Framework to increase the HRA revenue budget by £2.781m to fund the forecast overspend relating to repairs and maintenance costs. This increase to be funded from HRA reserves:**
  - £1.000m from the Reactive Repairs Reserve
  - £1.781m from the HRA Priorities Reserve
2. **Delegate authority to the Deputy Chief Executive and s151 Officer, in consultation with the Cabinet Member for Finance, HR and Economic Development, to allocate up to £250k additional funding from the HRA Priorities Reserve to meet any additional financial pressures that may arise during this financial year.**

## **81. Appointments to Committees and Panels of the Council**

Members considered the requirements placed on Full Council for the appointment of Members to its Committees and Panels.

Since the previous meeting in September there had been further amendments to political balance with the resignation of two Councillors, in addition to group makeup changes. Group leaders had met on 11 November 2025 and had endorsed amendments to the makeup of the Council's committees and panels.

Having been moved and seconded, and following a vote it was **AGREED**:

## **DECISION**

**That Full Council:**

1. **Note the changes in political proportionality of the Council and the consequent allocation of seats on committees (Appendix A of the report).**
2. **Appoint Members to its Committees and Panels, in accordance with political balance:**

### **Environment Overview and Scrutiny Committee**

- **Councillor Bridget Ley to replace Councillor James Denniston as the representative for the Independent Group.**

### **Finance and Economic Overview and Scrutiny Committee**

- **Councillor Matt Bailey to fill the Conservative vacancy.**

### **Rural and Communities Overview and Scrutiny Committee**

- **Conservative Group lose one seat to be taken by Councillor David Bellamy (Reform UK).**
- **Councillor Pam Bosworth to fill the Conservative vacancy.**
- **Grantham Independent Group lose one seat (currently a gift to Councillor Habib Rahman), to be taken by the Liberal Democrat Group (Councillor Habib Rahman)**

### **Employment Committee**

- **Conservative Group lose one seat to be taken by the South Kesteven Independent Group (Councillor Paul Wood).**

### **Governance and Audit Committee**

- **Councillor Mark Whittington to be gifted the Conservative vacancy.**
- **Democratic Independent Group to gift their seat to allow Councillor Paul Stokes to continue as a member of the Committee.**
- **Councillor Habib Rahman to be gifted the Labour and Co-operative Group vacancy left by Councillor Rob Shorrock.**

### **Planning Committee**

- **Councillor Mark Whittington to be gifted the Reform UK vacancy.**
- **Councillor Helen Crawford to fill the Conservative vacancy.**

### **Standards Committee**

- **Councillors Nikki Manterfield and Peter Stephens to fill the Conservative vacancies.**

## 82. Local Government Reorganisation

Members considered the final proposal for Local Government Reorganisation (LGR).

Prior to debate, the Deputy Monitoring Officer provided further detail regarding why the Council was being asked to consider the proposal for Local Government Reorganisation in Greater Lincolnshire and make recommendations to Cabinet.

The submission of LGR proposals were an executive function under the [Local Government Act 2000 Section 9D\(2\)](#). This was in accordance with Part 3(b) paragraph 3.2.1 of the constitution which detailed that all functions other than those listed in Part 3(a) (Council Functions) would be the responsibility of the Cabinet.

LGR was not part of the Council's Policy Framework, or one of the specific functions of Council. However, due to the importance of LGR it had been considered appropriate for Full Council to scrutinise the proposals, to express a view, and make a recommendation to the Cabinet to be considered at its extraordinary meeting to be held on Monday 24th November.

**Note:** Council Procedure Rule 14.4 was suspended to allow the Leader of the Council and a seconder for the recommendations to speak for up to ten minutes.

The Leader of the Council gave a presentation on LGR, which was appended to these minutes. Further information was highlighted as part of this presentation:

- Briefings on the ramifications of LGR had been given on several occasions to councillors, officers and parish and town councils. Around 30 different parishes had sent representatives along to these briefings, demonstrating positive engagement with the LGR process.
- It was not possible to merge two unitary authorities (North Lincolnshire Council and North-East Lincolnshire Council) against their will. It was not their current will to merge, so government would have to move further legislation to allow this to happen.
- The 'Kesteven Proposed Submission' contained Unitary 1 (including North Kesteven District Council (NKDC), South Kesteven District Council (SKDC) and South Holland District Council (SHDC)), and Unitary 2 (including East Lindsey District Council (ELDC), West Lindsey District Council (WLDC) Boston Borough Council (BBC) and the City of Lincoln Council (CoLC)). North and North-East Lincolnshire Councils would remain as separate unitary authorities.
- Rutland County had not been included in the final proposal. The reasons for this were:
  - Rutland was outside the Greater Lincolnshire Invitation area. It was in the Leicestershire, Leicester & Rutland Invitation Area. Proposals which cross over different invitation areas were possible but would require a very strong rationale. The inclusion of Rutland into Unitary 1 would involve a very significant risk of being regarded as non-compliant with the statutory requirements.

- A cross-invitation area proposal ought to have the clear commitment of all parties and, thus far, there had been no clear indication of support from Rutland CC.
- There was further risk from uncertainty on the degree of modelling required by the Ministry for Housing, Communities and Local Government (MHCLG) on impacts to the neighbouring Invitation Area.
- The inclusion of Rutland within a proposal for Lincolnshire would require clear proposals for the remainder of the Leicestershire and Rutland invitation area.
- Rutland currently had separate provision of several key services including Fire and Rescue. Clear arrangements for the delivery of these services would have needed to be included within the proposals.
- Rutland was not part of the Greater Lincolnshire Combined County Authority and therefore the inclusion would arguably not meet Criterion 5 which required that proposals supported devolution.
- Compliance would be a matter of MHCLG discretion. MHCLG had communicated that if Rutland CC were to be included, it would have to be as part of the core proposal, not as an additional variation. It was considered that the risk of non-compliance was too high for a proposal that included Rutland CC to be submitted.
- The Leader of the Council personally felt that the best outcome for residents in Rutland would be for them to be included in this proposal; however, it was of higher importance that SKDC did not get subsumed by a distant decision-making authority.
- Therefore, the Rutland option was not taken forward.

- The government had indicated a target population for new unitary authorities of 500,000 people; however, they had also said there was a 'floor' of 300,000.
- The SKDC bid had utilised external consultancy support and advice on the areas that the Council was not currently responsible for, such as fire and rescue, and adults and children services. However, government grant monies had been available for this consultancy in addition to a sum of money that had been approved by Cabinet. Of the sum approved by Cabinet, £55,000 of the £75,000 had been spent to date.
- Funds had been spent on engaging with residents. A good response had been achieved. An impressive response had also been seen at NKDC. SKDC residents spoke of the issues important to them (at the attached slide 'Key Messages')
- Other proposals from around the county included:
  - A continuing authority model at Lincolnshire County Council (LCC) (existing footprint of the Council).
  - Lincoln City – expanded city with an authority they have called 'rural Lincolnshire' outside of the city boundaries.
  - 'Greater Lincolnshire for all' – ELDC, BBC, SHDC together proposing BBC, ELDC, SHDC, NKDC, CoLC and SKDC as a second authority.
- The government required bid submissions to explain how different workstreams fitted together, including fire and rescue. Until very recently it had

been possible to move the whole of Lincolnshire Fire and Rescue to the Police and Crime Commissioner (PCC); however, a message from government conveyed that in the medium term the PCC may become the responsibility of the Combined Mayoral Authority.

- Part of this process would look at reconciling the fire service in Lincolnshire with the different service in North and North-East Lincolnshire.
- External support had looked at various models for Adult and Children's Social Care to keep those services financially viable, but also local.
- Disaggregation of services had been considered within the submission.
- There would be an enormous cost to all authorities regardless of which submission was successful. This would be due to establishing a shadow authority, creating a staffing structure, and the basic administration involved in re-organising a sizeable area.
- At years 3 and 4 of LGR residents would start to see a financial benefit of reducing to a single tier of governance.
- A benefit to being within a unitary authority was simplification for residents. Within a two-tier system of governance (with the addition of parish and town councils) it could sometimes be a struggle to discover who was responsible for which service.
- The proposed LCC model would reduce the number of councillors from well over 200 to 70. This would give Lincolnshire one of the highest number of electors per councillor in the country.
- SKDC's U1 proposal would see a worse ratio of electors to councillors than the current setup; however, the ratio was more positive than that seen under the LCC model.

Following this introduction, councillors debated the proposals before them. The following information was highlighted during debate:

- Very few members of the public wanted LGR. However, it was a reality that SKDC had to face. This was the best possible compromise keeping councils as local as possible, broadly within a new South Lincolnshire. The main alternative seemed to be coming from County Hall, requesting a whole county unitary model. If government agreed to this Lincolnshire would be a huge, remote authority.
- The SKDC proposal was the best option. Councillors needed to move forward and concentrate on what they had been elected to do.
- Rutland was outside Lincolnshire's jurisdiction, and only ever added up to higher taxes for SKDC residents. SHDC wished to remain with BBC and ELDC. The obvious route was to follow LCC's continuous authority model with no need to bring in consultants.

An amendment was proposed as follows:

1. *That this council issues a formal apology on behalf of the Leader for the mishandling of the local government reorganisation negotiations, including the*

*expenditure of tens of thousands of pounds, and the conduct criticised publicly by the Leader of Rutland County Council.*

2. *That the council's submission on local government reorganisation shall align with, and mirror, the decision taken by Lincolnshire County Council at its meeting tomorrow.*

This proposal was seconded.

Recommendation 2 was ruled out of order as it proposed an unknown course of action; the decision of Lincolnshire County Council was not known at this stage and therefore SKDC Councillors could not follow a decision that hadn't been taken.

On being put to the vote, the remainder of amendment was not agreed and therefore the amendment was **LOST**.

Debate ensued on the substantive recommendations:

- The Conservative group had encouraged a free vote, and in general were relieved that Rutland had been removed from the submission.
- In addition to LGR, the government had enforced a complete reorganisation of the NHS. The Integrated Care Boards (ICB) had now expanded to group Lincolnshire, Nottinghamshire and Derbyshire together.
- In Grantham St. Vincent's ward reorganisation could see the area moving from one County Councillor and 3 District Councillors down to 2 councillors. This was a massive ask for campaigning in the future.
- No proposal for children's services was perfect, each had risks and some offered opportunities.
- The LCC continuous authority option had important strengths. However, the LCC option represented a missed opportunity – part of the purpose of LGR was to shape services for the next 30-50 years. Their model would create an even larger council with a larger set of pressures, whilst not reflecting the diversity of the county.
- The LCC suggestion to reduce the number of councillors to 70 widened the democratic deficit.
- This was the best compromise to ensure value for money services. LGR would do nothing to fix a crisis in local democracy. Residents were increasingly disengaged, and this would be worsened by making local government distant from the people it represented.
- The best compromise would be returning to pre-1974 boundaries, restoring Lindsey, Kesteven and Holland.
- There should be caution around projected savings attached to LGR.
- There had been no meaningful cooperation from Rutland to date. However, it was pleasing to see that the door was still open for Rutland should RCC and the government agree that it was the optimal solution for them to join Lincolnshire's reorganisation bid.

- The existing administrative borders around Stamford were not sufficient for residents of the town and the surrounding villages. There was also a short section of the A1 in a separate mayoral authority to Lincolnshire. One member wished to petition the Secretary of State to receive relevant boundary changes for Stamford and the A1.
- In terms of geography and history BBC sat nicely within the South Holland block. It had a lot in common with fenland areas, and its population would not take it over the government's suggested population target.
- LGR had been spoken about many times in recent years. The government were aiming to save money through scale. It was not a surprise to see councillors opposing lower numbers of councillors.
- There were very clear arguments on paper why unitary councils were more beneficial to residents than a two-tier system of governance. In the past, every single time this had been looked at the promised cost savings attached to creating a unitary authority never appeared. Local democracy was lost – whilst gaining more spending power.
- Lincolnshire was not resorting to a single tier of governance as it had recently gained the Greater Lincolnshire Combined County Authority.
- One member suggested that if a good argument was made then the government would listen, as had been seen in Cheshire.

The Leader of the Council was permitted to respond to questions that had been raised during debate:

- No representations from Boston Borough Council towards SKDC had been made to join the SKDC bid. It had not been suggested by any members of officers from within SK. In informal meetings there had been mention of including Peterborough or Boston; however there had been no momentum behind these suggestions. Boston also came with a price tag attached to flood defence areas. SKDC paid around £1 million to Internal Drainage Boards (IDBs), Boston paid £5 million. Boston's inclusion would also skew the population figures between SKDC's UA1 and UA2 options.
- The Leader of SHDC had said that if their proposal of 'A Greater Lincolnshire for all' failed then joining within SKDC would be their 'Plan B'. However, this statement was not binding.
- Merging across the invitation areas was problematic – there was no power to merge existing unitary authorities. Within Lincolnshire there was no consensus behind one option, so all local authorities were putting forward submissions they considered to be best.

In summing up, Councillor Lee Steptoe emphasised that most political groups on the council had come together to back the LGR recommendation to Cabinet.

A recorded vote was requested – the results of the recorded vote on the printed recommendations were as follows:

For: Councillors Matt Bailey, Emma Baker, Rhys Baker, Ashley Baxter, Pam Bosworth, Pam Byrd, Richard Cleaver, Helen Crawford, James Denniston, Phil Dilks, Barry Dobson, Paul Fellows, Tim Harrison, Gloria Johnson, Anna Kelly, Gareth Knight, Philip Knowles, Zoe Lane, Robert Leadenhams, Bridget Ley, Virginia Moran, Charmaine Morgan, Chris Noon, Habib Rahman, Susan Sandall, Max Sawyer, Ian Selby, Vanessa Smith, Lee Steptoe, Paul Stokes, Elvis Stooke, Rosemary Trollope-Bellew, Sarah Trotter, Murray Turner, Jane Wood, Paul Wood (36)

Against: Councillors Ben Green, Graham Jeal, Peter Stephens (3)

Abstention: Councillor Paul Martin (1)

Having been proposed and seconded, and following the recorded vote it was **AGREED**:

**DECISION:**

**That Full Council recommend to Cabinet the proposal to reorganise Lincolnshire into two new unitary authorities in the south alongside the two existing unitary authorities to the north:**

- **Unitary Authority 1 being comprised of the geographies of: North Kesteven; South Holland; and South Kesteven.**
- **Unitary Authority 2 being comprised of the geographies of: Boston Borough; City of Lincoln; East Lindsey and West Lindsey.**
- **The existing unitaries of North Lincolnshire and North East Lincolnshire would remain unchanged, with optionality for a future merger.**

The Chairman wished to thank the following for the huge amount of work on LGR: Kath Marriott (Chief Executive of NKDC), Cllr Richard Wright (Leader of NKDC), Councillor Ashley Baxter, Richard Wyles and his team, Charles James for his sterling work compiling the proposal, and the strategic leadership from Chief Executive Karen Bradford.

**Note:** The meeting adjourned at 3:20pm and reconvened at 3:38pm.

**83. Members' Open Questions**

**Note:** Councillors Rosemary Trollope-Bellew, Paul Wood and Jane Wood left the Council Chamber prior to Open Questions to Councillors and did not return.

### Question One – Councillor Max Sawyer to the Leader of the Council

Councillor Sawyer asked what steps SKDC was taking to ensure SKDC money was being spent within the district on initiatives that benefitted its residents, before the money was lost to LGR.

Councillor Baxter informed members of the Section 24 notice that would be issued prior to the implementation of LGR to ask for the cessation of spending. In the end, any money left over ends up in same pot; SKDC could not put terms and conditions on its existing reserves. Councillors and officers should continue to spend money wisely and in the public interest.

### Question Two – Councillor Matt Bailey to the Deputy Leader of the Council and Cabinet Member for Leisure and Culture

Councillor Bailey praised the fantastic events that had been seen in Grantham Market Place over the past year and asked for reassurance that these events would continue next year in Grantham and across the district.

Councillor Paul Stokes agreed that there had been some wonderful events. There was the opportunity for further events next year and Cabinet wished to look at events in all major towns, with some connect in rural areas.

### Question Three – Councillor Sarah Trotter to the Leader of the Labour and Co-operative group

Councillor Trotter asked whether Councillor Steptoe felt it was acceptable for one of his group members to post inappropriate comments against another political group on social media, and whether he would apologise on the councillor's behalf.

Councillor Steptoe had some sympathy as it was not something he would have posted; however, within reason Councillors could post what they wanted on social media. He felt he could not apologise on someone else's behalf.

### Question Four – Councillor Charmaine Morgan to the Cabinet Member for Housing

Councillor Morgan asked what provision was currently in place to support homeless people.

Councillor Moran highlighted that the night shelter had been opened this week, in partnership with the Grantham Ark. Anyone who was a rough sleeper and engaging with Housing Options was entitled to be there. This service was not publicly advertised; referrals were made through the SKDC team.

On 19 November a Severe Weather Emergency Protocol (SWEP) was activated. When SWEP was in place anybody was accepted into the night shelter. Councillors, officers and those present were urged to let Councillor Moran and the Housing team know where those that were struggling were. There were also night patrols in place.

Question Five – Councillor Ben Green to the Vice-Chairman of the Environment Overview and Scrutiny Committee

Councillor Green asked Councillor Emma Baker whether she agreed with leaving NATO, nuclear disarmament and the legalisation of all drugs, which in his opinion were views expressed by the leader of the national Green Party.

Councillor Emma Baker stated that she agreed with Zach Polanski.

Question Six – Councillor Elvis Stooke to the Cabinet Member for Environment and Waste

Councillor Stooke asked whether LCC should have followed the example of SKDC and considered the thickness of waste and recycling bins.

Councillor Rhys Baker referred to a decision at South Kesteven on thickness of bins – the rollout of that service was a positive for the council and had improved recycling rates.

Question Seven – Councillor Susan Sandall to the Cabinet Member for Property and Public Engagement

Councillor Sandall asked why nothing was happening to St. Martin's Park in Stamford – when would the site be cleared and works start?

Councillor Cleaver announced that the council had exchanged contracts with would-be purchasers, and the conditions for completion were underway. The main issue with the contract of sale was the undergrounding of overhead lines across the site, which was dependent on the timescales of the National Grid.

Question Eight – Councillor Vanessa Smith to the Leader of the Council

The southbound A15 lay-by at Baston had been identified as a fly tipping hotspot. Aside from a warning sticker, had the council taken any action?

Councillor Baxter was aware of ongoing conversations between Councillor Smith and the Cabinet Member for Environment and Waste. In addition, the affordability of mobile CCTV was being investigated to reduce instances of fly-tipping. When fly tipping can be proven the council would enforce, as it just had with a Bourne based fly tipper (80 hours community service).

Question Nine – Councillor Graham Jeal to the Chairman of the Culture and Leisure Overview and Scrutiny Committee

Councillor Jeal referred to the earlier LGR discussion, and the deal being described as 'hollowing out local government' and 'a distraction to what we're trying to achieve' amongst other terms – Councillor Turner had voted for it. How bad would the deal have needed to be before he voted against?

Councillor Turner felt that of the available potential deals the one presented was the best option, and highlighted that only 3 members within the Council Chamber had voted against the proposal.

Question Ten – Councillor Robert Leadenham to the Leader of the Council

Councillor Leadenham asked whether anything was in place for vulnerable residents this winter, and would there be a helpline.

Councillor Baxter highlighted the presence of the Housing team, Homelessness team, the announcement of a SWEP, and the Cost-of-Living team. Councillors could not control when winter arrived, but if there was someone in need then there were many ready to help.

Question Eleven – Councillor Lee Steptoe to the Cabinet Member for Property and Public Engagement

Councillor Steptoe asked for a progress update on the new Depot.

Councillor Cleaver announced that the new Depot was handed over by Lindum Group on 19 November. Mobilisation of the new site was progressing rapidly, and the workforce would be operating fully from the new Depot from 15 December. The project remained on budget.

Question Twelve – Councillor Gareth Knight to the Cabinet Member for Environment and Waste

Councillor Knight was aware that the council was pursuing fly tipping cases on Huntingtower Road Grantham, that had been thrown out by the courts. The Cabinet Member was to be congratulated; however, how frustrated was he about people getting around the issue of fly-tipping?

Councillor Rhys Baker agreed that the court judgment was a difficult moment. Justice had been close for residents; every single fly tip was money stolen from their pockets. There was a legal system within which we all needed to operate. However, officers would be equally as frustrated as those councillors involved at the recent decision.

**Note:** Councillor Helen Crawford left the Council Chamber during open questions.

#### **84. Notices of Motion**

#### **85. Councillor Ben Green**

Councillor Ben Green proposed the following motion:

#### ***Council Motion: 10 Per Cent Reduction in Special Responsibility Allowances (SRA)***

*This Council notes that residents across our district continue to face significant financial pressures under the ongoing cost of living crisis. Household budgets are being squeezed by Chancellor Rachel Reeves's high-tax, low-growth policies and Energy Secretary Ed Miliband's costly, ideological approach to energy. Ordinary working families are paying the price for the economic mismanagement of the legacy parties, which have prioritised political convenience over competence for too long.*

*Reform UK believes that elected representatives must lead by example. While residents are forced to tighten their belts, too many in public life have insulated themselves from the same financial realities. Public service is a duty – not an entitlement – and it is time that principle was reflected here.*

***Accordingly, this Council is minded to:***

- 1. Implement a 10 per cent reduction in all Special Responsibility Allowances, including but not limited to those paid to the Leader, Cabinet Members, Committee Chairs, and Political Group Leaders.*
- 2. Allocate the savings generated to a **Taxpayers' Fairness Reserve**, to help offset future council tax increases and relieve financial pressure on residents.*

*At a time when local families are being asked to do more with less, this Council should demonstrate leadership and integrity – proving that fiscal discipline begins with those entrusted to spend the public's money.*

In introducing the motion, Councillor Green stressed that it was not the point of the motion to punish the hardest working people in the Council Chamber; it was asking those with the broadest shoulders to make a modest contribution.

The motion was seconded.

**Note:** Councillor Ashley Baxter left the Council Chamber. Councillor Helen Crawford returned to the Council Chamber.

The following points were highlighted during debate:

- There were no figures to accompany the motion. This cut would not make a noticeable difference and saves very little overall.

**Note:** Councillors Helen Crawford and Vanessa Smith left the Council Chamber and did not return.

- Since 2018 councillor allowances had been subject to a 11% fall against inflation.
- There are many councillors that were in a similarly poor financial situation as some of their residents.

**Note:** Councillor Phil Dilks declared an interest as he received an SRA as a Cabinet Member.

- There were councillors who relied heavily on their allowance for being a councillor. When adding up the number of hours than many in receipt of an SRA completed, it was less than the minimum/national living wage.
- The proposal was disrespectful to several councillors who worked extremely hard for their remuneration.

**Note:** Councillor Bridget Ley left the Council Chamber and did not return. Councillors agreed to an extension of time to 4:30pm.

Having been previously proposed and seconded, the motion was put to the vote. Following the vote the motion was **LOST**.

#### **86. Councillor Graham Jeal**

Councillor Graham Jeal's motion was not heard due to time constraints.

#### **87. Close of meeting**

The meeting closed at 4:31pm.

# Local Government Reorganisation

## Proposal for Greater Lincolnshire

17

20<sup>th</sup> November, 2025

Minute Item

82



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

NOVEMBER 2025

DRAFT

# BEST4GreaterLincolnshire



PREPARED BY:



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

**Proposal for Local Government  
Reorganisation in Greater  
Lincolnshire**

# CONTENTS

<b>SECTION 1</b>	<b>3</b>
Foreword	4-5
Executive Summary	6-20
<b>SECTION 2</b>	<b>21-46</b>
Greater Lincolnshire – A place of places	21-29
Our Approach & Population Exception	30-46
<b>SECTION 3</b>	<b>47-89</b>
Options Appraisal	47-89
<b>SECTION 4</b>	<b>90-218</b>
4.1 Economy	91-116
4.2 Finance	117-151
4.3 Service	151-178
4.4 Collaboration / Engagement	179-189
4.5 Devolution	190-196
4.6 Engagement / Neighbourhood	197-218
<b>SECTION 5</b>	<b>219-231</b>
Implementation	220-231
<b>GLOSSARY OF TERMS</b>	<b>232-233</b>

## Appendices

1. Greater Lincolnshire Facts & Figures
2. Literature Review
3. Travel to Work Data Tables
4. Financial Baseline and Modelling
  - a. PwC Financial Assumptions
  - b. PwC Financial Baseline and Modelling Executive Summary
  - c. PwC Financial Sensitivity Analysis
  - d. PwC Council Tax Harmonisation
  - e. PeopleToo Financial Baseline Assumptions
5. Approach for Children's Services and Adult Social Care
  - a. Children's Services
  - b. Adult Social Care
6. LGR Engagement Report
7. Future Councillor numbers - background data
8. Organisational Culture in Local Government Reorganisation

# Briefings

Staff

Members

Parishes

20

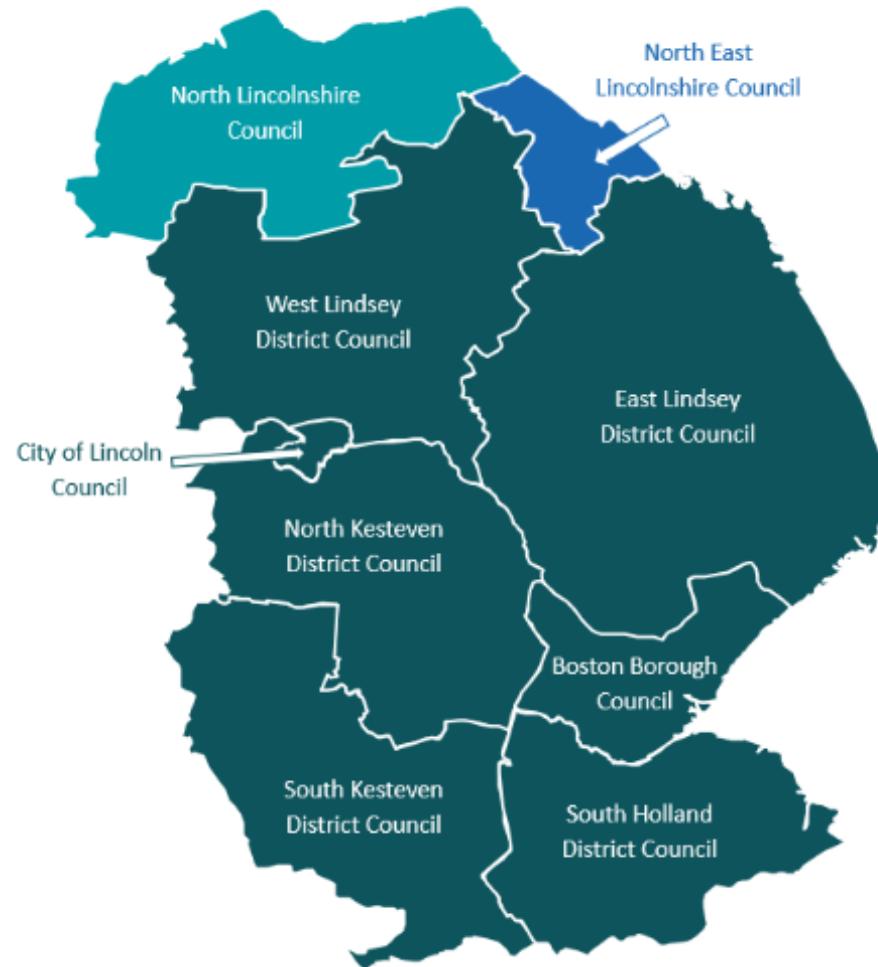


# The Six Criteria

---

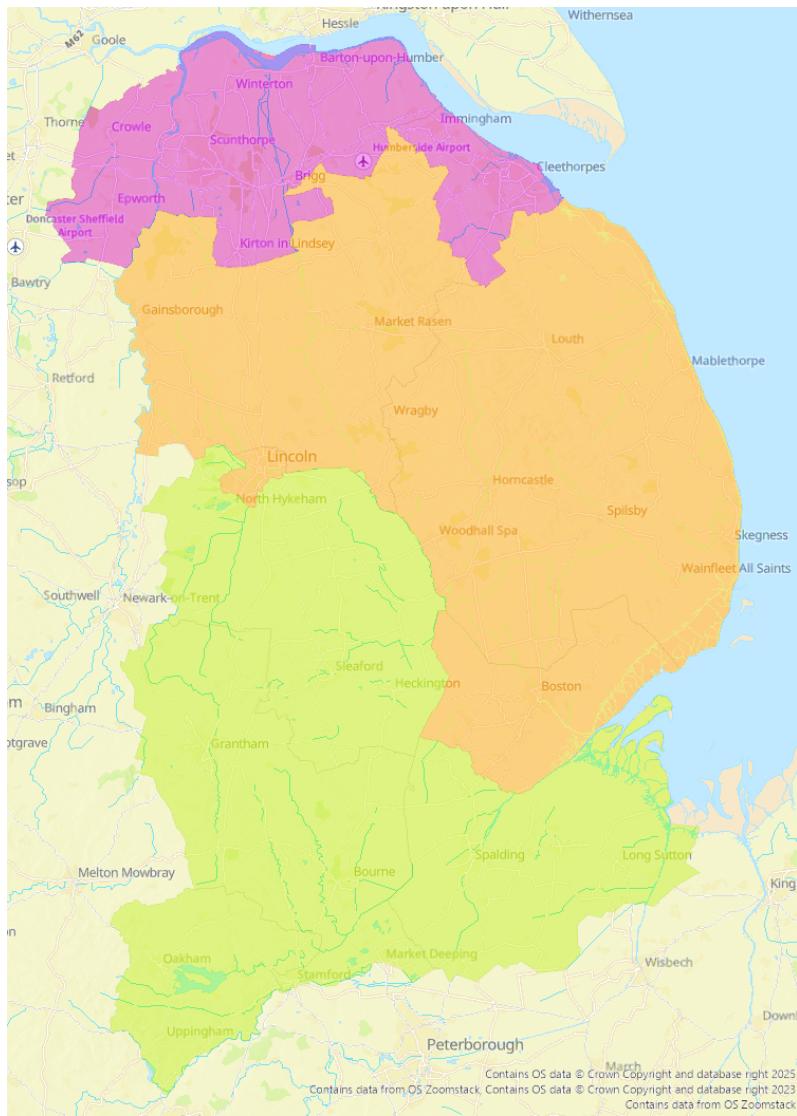
1. A proposal should seek to achieve for **the whole of the area** concerned the establishment of a single tier of local government.
2. Unitary local government must be **the right size** to achieve efficiencies, improve capacity and **withstand financial shocks**.
3. Unitary structures must prioritise the delivery of **high quality and sustainable public services** to citizens.
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**.
5. New unitary structures must **support devolution** arrangements.
6. New unitary structures should enable **stronger community engagement** and deliver **genuine opportunity for neighbourhood empowerment**.

# The existing shape of Lincolnshire



# Reminder of Kesteven Interim Submission March 2025

23



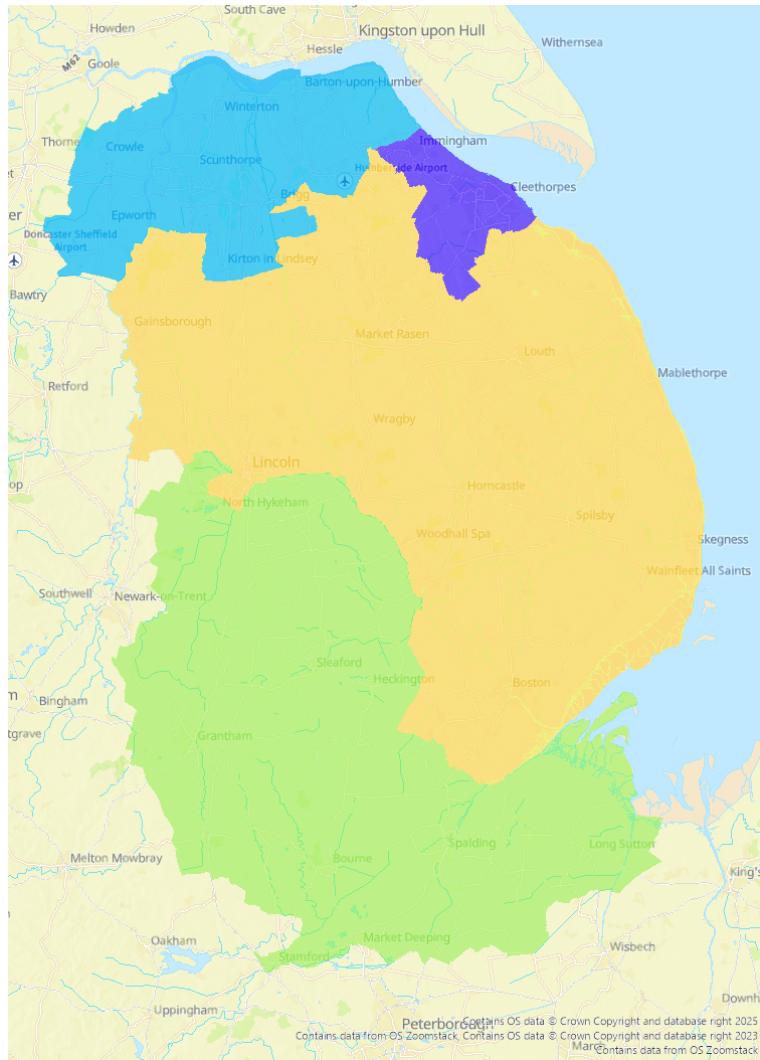
<b>Unitary 1:</b> North Kesteven, South Kesteven, South Holland, Rutland	410,360
<b>Unitary 2:</b> East and West Lindsey, Boston and Lincoln	420,585
<b>Unitary 3:</b> North Lincolnshire North-East Lincolnshire	331,247



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

# Kesteven Proposed Submission November 2025

24



<b>Unitary 1:</b> North Kesteven, South Kesteven, South Holland,	368,917
<b>Unitary 2:</b> East & West Lindsey, Boston and Lincoln	420,585
<b>Unitary 3:</b> North Lincolnshire	171,336
<b>Unitary 4:</b> North-East Lincolnshire	159,911

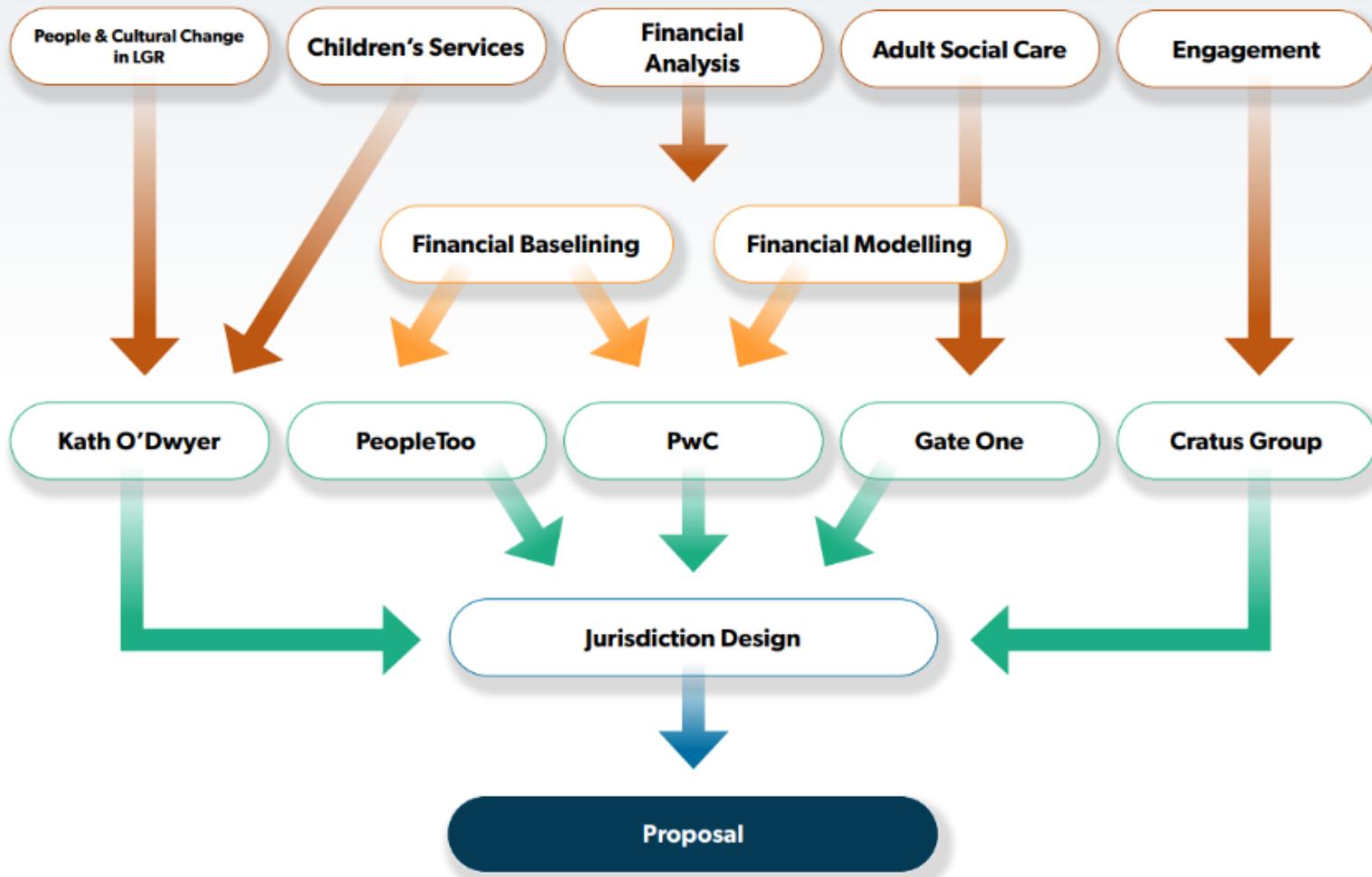


SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

# Workstreams: All completed

25

## Use of External Support



# Engagement Survey Results

- 5,556 responses  
(15<sup>th</sup> September to 15<sup>th</sup> October)
- North Kesteven – 3,012
- South Kesteven – 816
- Rutland – 446



*Survey findings report*



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

# Key Messages

Important:

- Road and place
- Econ and place
- Env and place
- A place for people
- A place for business
- A place for leisure
- A place for culture

**83/100**

83 out 100 – Attachment of Place

**“Keep Councils Local”**

# Recap – Other Proposals for Lincolnshire



- A. *Continuing Authority*  
(LCC & WLDC)
- B. *Lincoln*  
(Lincoln City)
- C. *“A Greater Lincolnshire for All”*  
(ELDC, BBC & SHDC)

# Fire & Rescue

LCC → PCC → GLCCA

No disaggregation



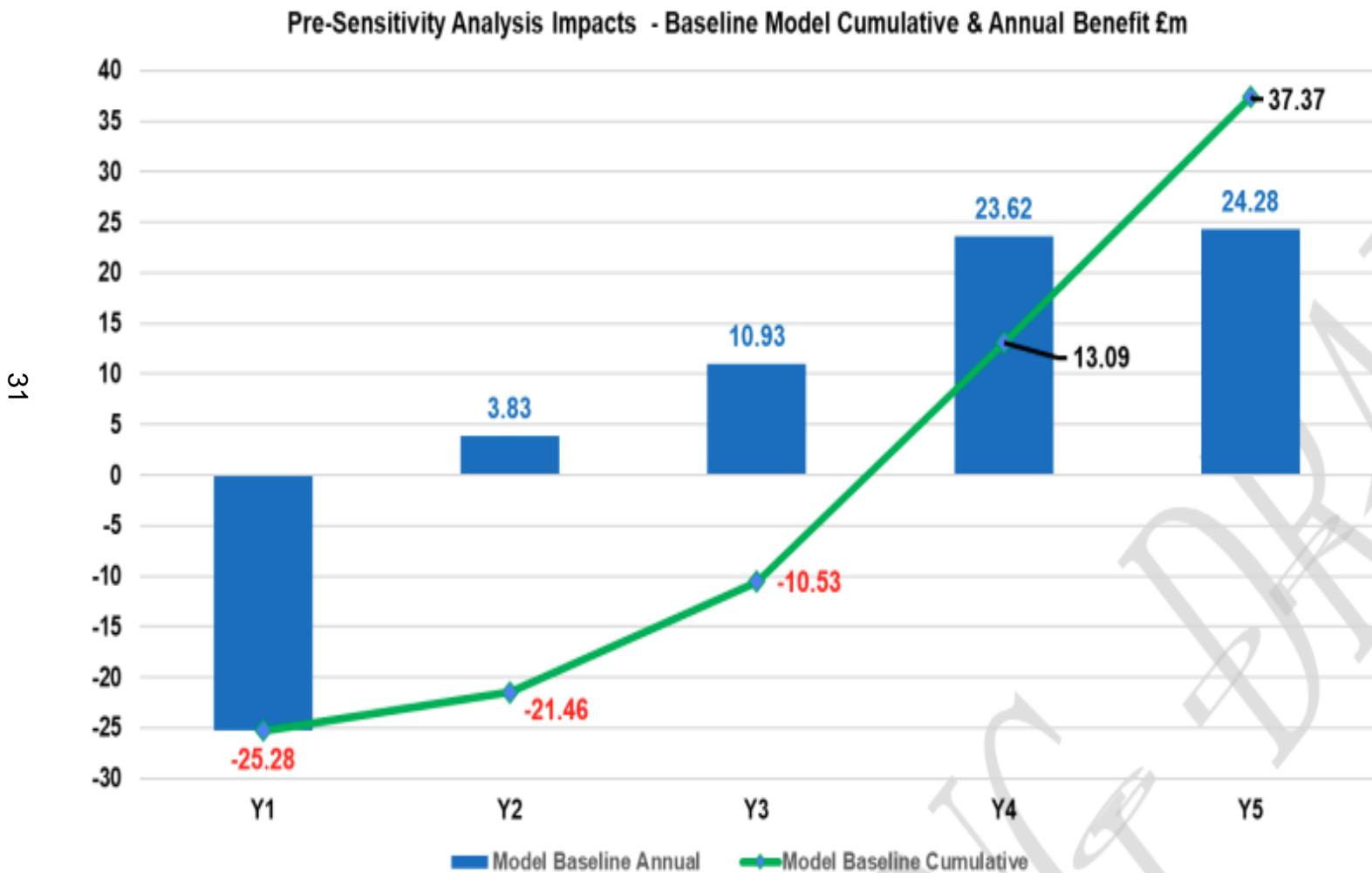
# Children's & Adult Social Care

---

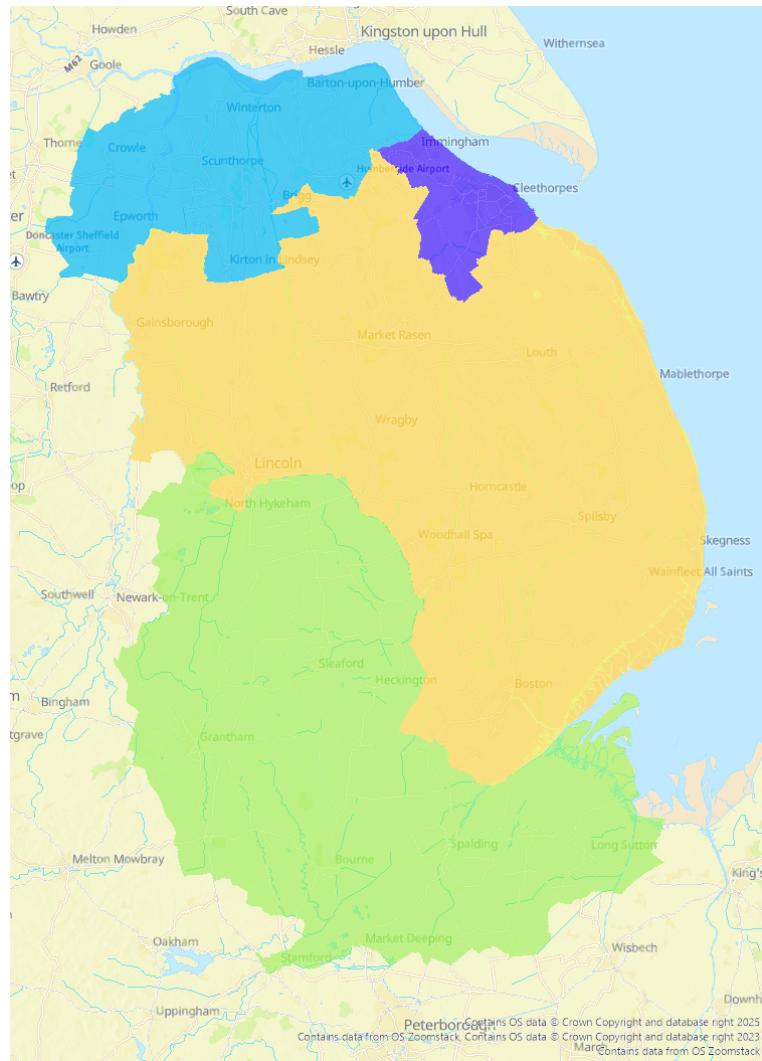
- External Expert Support been engaged
- Solutions built on demand hotspots/deprivation clusters and meets **local** demand
- Exploits opportunities & safely disaggregates
- Independent structures for each UA



# Summary of Financial Case - Lincolnshire



# Kesteven Proposed Submission November 2025



<b>Unitary 1:</b> North Kesteven, South Kesteven, South Holland,	368,917
<b>Unitary 2:</b> East & West Lindsey, Boston and Lincoln	420,585
<b>Unitary 3:</b> North Lincolnshire	171,336
<b>Unitary 4:</b> North-East Lincolnshire	159,911



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

NOVEMBER 2025

DRAFT

# BEST4GreaterLincolnshire



PREPARED BY:



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

**Proposal for Local Government  
Reorganisation in Greater  
Lincolnshire**

# Recap – Lincolnshire Proposals

34



## **City of Lincoln Proposal**

Expanded city to approx. 208k  
Rural Lincolnshire – 573,000  
North/North East - Unchanged

## **South-East Lincolnshire Partnership Proposal**

Northern Unitary – 531,000  
Southern Unitary – 574,000



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

# Workstreams: All completed

---

- **Financial Modelling:**  
Efficiencies, savings, costs, council tax harmonisation
- **Children's Services Modelling:**  
Disaggregated Service Model, Demand Modelling
- **Adult Services Modelling:**  
Commissioning Role, Service Delivery, Demand Modelling
- **Engagement Plan:**  
Survey – Online & Paper, Focus Groups, Face to Face
- **Contracts:**  
Modelling local, Lincolnshire wide revenue, capital and HRA
- **Economic Footprints:**  
Travel to Work and structural analysis  
to demonstrate functional economic areas
- **Democratic Structure**
- **Staffing Structure**
- **Organisational Culture**

# Economy

36

“Everything we hope to achieve as a Government is only possible if we get Britain building”

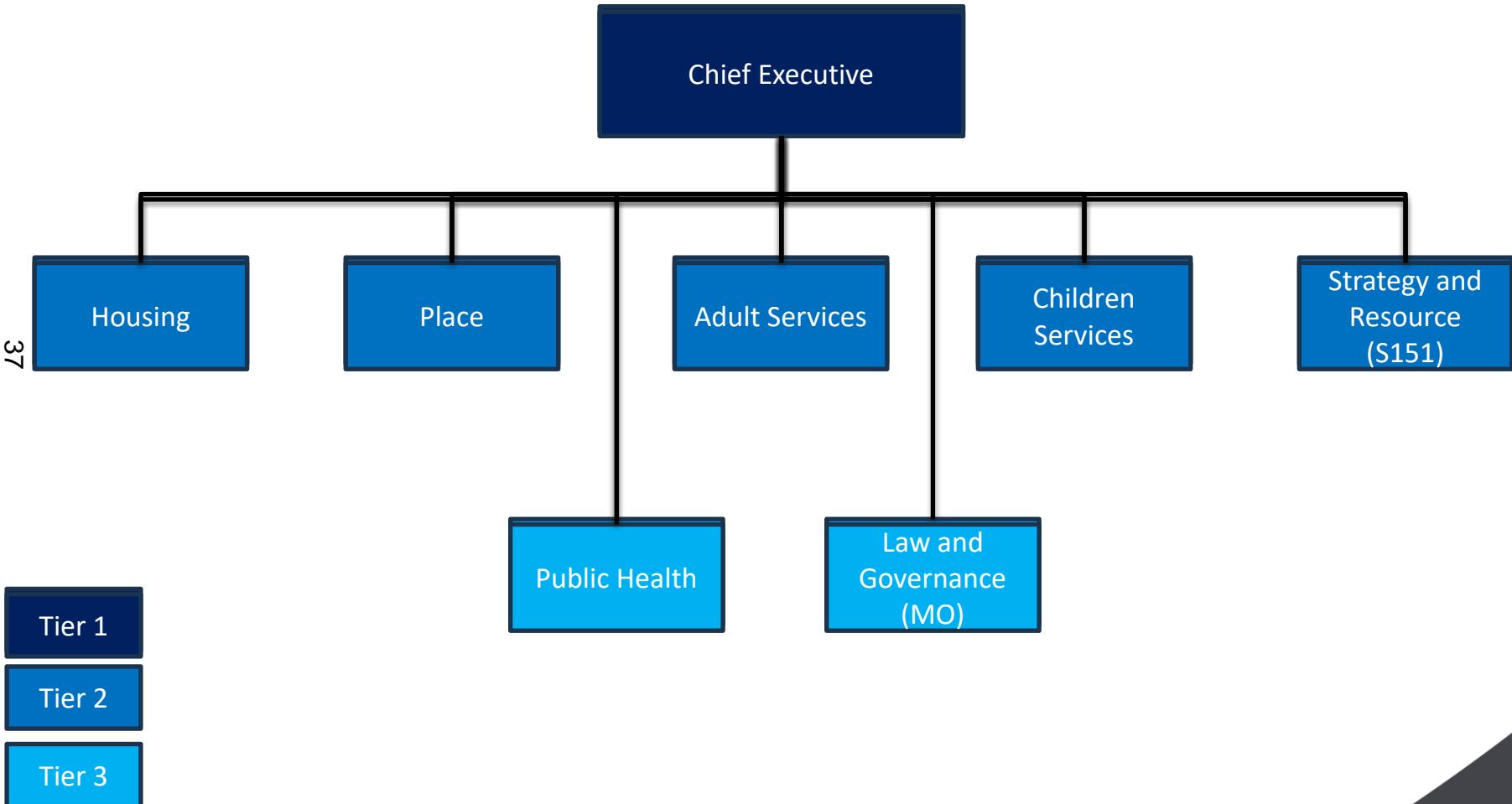
- No single dominant Urban Centre
- Low population density
- Place based economic developments
- Economic clusters/Aligned economic geography



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

# Staffing Structure

23



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

# Culture

---

“Culture isn’t a phase of the project, it’s the foundation”

38

- Positive organisational culture
- Teams stay engaged
- Fells coherent, not just combined
- Sense of identity and belonging
- Employees engaged
- Recruitment and retention



## Locality Model

- Tailored service delivery = local need
- Supports population projections
- Resilience = workforce flexibility and deployment
- Partnership to continue: NHS



SOUTH  
KESTEVEN  
DISTRICT  
COUNCIL

# Financial Approach

---

- North K and South K have worked with PWC to prepare the business case for the submission.
- The modelling has included the following:
  - An estimated Year 1 Position
  - Analysis of structural change
  - Profiling of estimated costs and savings for reorganisation and transformation over a 5 year period
  - Reorganisation benefits – savings, economies of scale
  - Reorganisation costs – transition costs, disaggregation costs
  - Transformation benefits – long term potential

†

# Approach Taken: Finance

---

EIGHT specific modules have been compiled to assess financial case

- Income
- Expenditure
- Council Tax
- ↳ - Assets
- Liabilities
- Members and Elections
- Third Party Spend
- Workforce salary alignment

Data and information from the 3 Councils (and LCC) has been used to populate each module

# Financial Case Summary

---

- Net in Year benefit/cost
  - the financial impact realised in a specific year of the financial case
- Cumulative benefit/cost
  - the running total of all benefits and costs from the start of the financial case
- Net benefit period
  - length of time for the cumulative benefits of the financial case to equal or exceed its initial costs

(After taking into consideration aggregation benefits, transition costs, one off transformation costs and benefits and any recurring disbenefit costs)

# Summary of Financial Case - Lincolnshire

<i>All figures in £m</i>	Y1	Y2	Y3	Y4	Y5	Total 5 year Benefit / Costs
<b>Total Benefits of Aggregation</b>	10.83	14.44	16.25	18.05	18.05	<b>77.62</b>
<b>Financial Disbenefit Total Costs</b>	-12.94	-12.94	-12.94	-12.94	-12.94	<b>-64.70</b>
<b>One-Off Transition Total Costs</b>	-22.52	0.00	0.00	0.00	0.00	<b>-22.52</b>
<b>Total Transformation Benefits</b>	0.00	3.96	9.91	19.82	19.82	<b>53.51</b>
<b>One-Off Transformation Total Costs</b>	-0.65	-1.64	-2.29	-1.31	-0.65	<b>-6.54</b>
<b>In-year Net Benefit / Cost</b>	<b>-25.28</b>	<b>3.83</b>	<b>10.93</b>	<b>23.62</b>	<b>24.28</b>	<b>37.38</b>

# Financial Case Summary – UA1 only

<i>All figures in £m</i>	Y1	Y2	Y3	Y4	Y5	<i>Total 5 year Benefit / Costs</i>
<b>Total Benefits of Aggregation</b>	4.40	5.86	6.60	7.33	7.33	31.52
<b>Financial Disbenefit Total Costs</b>	-6.05	-6.05	-6.05	-6.05	-6.05	-30.25
<b>One-Off Transition Total Costs</b>	-10.52	0.00	0.00	0.00	0.00	-10.52
<b>Total Transformation Benefits</b>	0.00	1.64	4.11	8.21	8.21	22.17
<b>One-Off Transformation Total Costs</b>	-0.27	-0.68	-0.95	-0.54	-0.27	-2.71
<b>In-year Net Benefit / Cost</b>	-12.44	0.77	3.71	8.95	9.22	10.21



# Summary

---

- A number of assumptions have been included including the amount of the projected deficit for each Council, assumptions about contract savings and reductions in operational costs
- Sensitivity analysis has been undertaken to ‘stress test’ the assumptions to ensure it is still a sustainable and positive business case
- Subject to assumptions and limitations of the modelling, the summary confirms a positive return after 4 – 5 years following initial upfront costs
- An **annual c£10m** saving can be achieved

# Next Key Stages

---

- Publication for Council – 12<sup>th</sup> November
- Council Meeting – 20<sup>th</sup> November
- Cabinet Meeting – 24<sup>th</sup> November
- Submit Final Proposal – 28<sup>th</sup> November