10 November 2026

RUGBY BOROUGH COUNCIL

A meeting of Rugby Borough Council will be held in the Council Chamber at the Town Hall, Rugby at 7.00pm on Wednesday 18 November 2026.

Members of the public may also view the meeting via the livestream available on the Council's website.

Dan Green
Chief Executive

A G E N D A

PART 1 – PUBLIC BUSINESS

1. Apologies for absence.

2. Minutes.

   To approve the minutes of the meeting held on 23 September 2026.

3. Declaration of Interests.

   To receive declarations of -

   (a) disclosable pecuniary interests as defined by the Council's Code of Conduct for Councillors;

   (b) other registrable interests as defined by the Council's Code of Conduct for Councillors; and

   (c) non-registrable interests as defined by the Council's Code of Conduct for Councillors.

4. To receive the Mayor's Announcements.

5. Questions pursuant to Standing Order 10.

6. To receive and consider the reports of officers

   (a) Appointment of interim Chief Finance Officer (Section 151) – report of the Chief Executive.

   (b) Appointment of interim Monitoring Officer – report of the Chief Executive.

   (c) Amendments to the Constitution – miscellaneous - report of the Monitoring Officer (report to follow).

   (d) Amendment to the Constitution – Social media protocol for Members – report of the Monitoring Officer (report to follow).

   (e) Amendment to the Constitution – Public Paths Orders - report of the Monitoring Officer (report to follow).

   (f) Community Governance Review – Widening the scope of the review (Recommendation from the Future Governance Committee.

7. Notices of Motion pursuant to Standing Order 11 – there are no motions on notice to be considered.

PART 2 – EXEMPT INFORMATION

There is no business involving exempt information to be transacted.

Agenda No 6(a)

AGENDA MANAGEMENT SHEET

Report Title:	Appointment of Interim Chief Finance Officer (Section 151 Officer)
Name of Committee:	Council
Date of Meeting:	18 November 2026
Report Director:	Chief Executive
Portfolio:	People, Resources and Governance
Ward Relevance:	None
Prior Consultation:	Leader of the Council; all Cabinet members (Part 3H, paragraph 4(b)); Leadership Team
Contact Officer:	Dan Green, Chief Executive
Public or Private:	Public
Report Subject to Call-In:	No
Report En-Bloc:	No
Key Decision:	No
Corporate Priorities:	This report relates to the following priority(ies): ☐ A Healthier Rugby – To support people to live healthier, longer, and more independent lives. ☐ A Thriving Rugby – To deliver a thriving economy which brings Borough-wide investment and regenerates Rugby Town Centre. ☐ A Greener Rugby – To protect the environment and ensure the Borough adapts to climate change. ☐ A Fairer Rugby – To reduce inequalities and improve housing across the Borough. Corporate Strategy 2025-2035 ☒ This report does not specifically relate to any Council priorities but secures the statutory arrangements for the proper administration of the Council's financial affairs.
Summary:	To appoint Enver Enver as the Council's Interim Chief Financial Officer (Section 151 Officer), at the first meeting of Council since he took up the role, with effect from his start date of 2 November 2026.

Local Government Reorganisation Implications:	None.
Financial Implications:	The interim appointment is funded at an agreed daily rate within the existing budget for the post.
Risk Management/Health and Safety Implications:	The Council must have a Section 151 Officer at all times. The recommendations put the appointment on a formal footing at the first opportunity.
Environmental Implications:	None.
Legal Implications:	The Council is required by section 151 of the Local Government Act 1972 to secure that one of its officers is responsible for the proper administration of its financial affairs. The officer must be qualified under section 113 of the Local Government Finance Act 1988, and the appointment is made under Part 3H, paragraph 4(b) of the Constitution.
Equality and Diversity:	The Council has duly considered the relevant Equality and Diversity implications, and none are directly arising.
Options:	As detailed in the report.
Recommendation:	As detailed in the report.
Reasons for Recommendation:	As detailed in the report.

Agenda No 6(a)

Council - 18 November 2026

Appointment of interim Chief Finance Officer (Section 151 Officer)

Public Report of the Chief Executive

Recommendation

Council:

(a) appoints Enver Enver as Interim Chief Officer for Finance & Performance and designates him as the Council's Chief Financial Officer under section 151 of the Local Government Act 1972 and as the officer designated under section 114 of the Local Government Finance Act 1988, this being the first meeting of Council since he took up the role, with effect from 2 November 2026 until he steps down from the role, a permanent appointment is made or 31 March 2029, whichever is the earlier;

(b) ratifies the acts done by Enver Enver in the role of Chief Financial Officer since 2 November 2026;

(c) notes that Enver Enver's terms of engagement run from 2 November 2026;

(d) confirms that the appointment is made on the basis that no well-founded objection has been made by any member of the Cabinet, in accordance with Part 3H, paragraph 4(b) of the Constitution;

(e) authorises Enver Enver to exercise all the statutory functions, duties and delegated powers of the Chief Financial Officer set out in the Constitution; and

(f) notes the consequential interim management arrangements and records its thanks to the outgoing interim postholder, Mathew Crosby.

Executive Summary

1. Every local authority must have, at all times, an officer responsible for the proper administration of its financial affairs under section 151 of the Local Government Act 1972. At Rugby Borough Council that officer is the Chief Financial Officer.

2. Mathew Crosby, appointed Interim Chief Officer for Finance & Performance and Section 151 Officer by Council on 22 July 2026, left the Council on 1 November 2026. Enver Enver took up the role on an interim basis on 2 November 2026.

3. Appointment to the post is reserved to Council, and this is the first meeting of Council since Enver Enver's arrival. The main recommendation is that Council formally appoints him with effect from his start date of 2 November 2026, and ratifies the acts he has done in the role since then.

Recommendations

4. It is recommended that Council approves recommendations (a) to (f) above.

Reasons for Recommendations

5. To put Enver Enver's appointment as Section 151 Officer on a formal footing at the first opportunity, aligned with the date he took up the role, so that the Council's financial governance and the section 114 safeguard rest on a properly appointed officer.

Details

6. Section 151 of the Local Government Act 1972 requires the Council to secure that one of its officers is responsible for the proper administration of its financial affairs. Under section 113 of the Local Government Finance Act 1988 that officer must be a member of a specified accountancy body. Enver Enver is a member of CIPFA with 30 years' experience in central and local government finance including as Chief Finance Officer and Director Group Finance & Performance at the Greater London Authority.

7. Under section 114 of the Local Government Finance Act 1988 the Section 151 Officer must report to Council on any unlawful expenditure or unbalanced budget. Section 114(6) requires him to nominate a member of staff to act in his absence or illness, and he will do so on appointment.

8. The Chief Financial Officer is a Statutory Chief Officer under Part 3H of the Constitution. Under Part 3H, paragraph 4(b), the Council may only make the appointment where no well-founded objection has been made by any Cabinet member. Cabinet members were given notice of the proposed appointment and no objection was received. The appointment is not an executive function, so it is not a key decision and is not subject to call-in.

9. Enver Enver was engaged through agency following Mathew Crosby's departure and began work on 2 November 2026. Because appointment to a Statutory Chief Officer post is reserved to Council, his formal appointment is brought to this meeting, the first meeting of Council since his arrival.

10. Council is asked to make the appointment with effect from 2 November 2026. This aligns the appointment with his terms of engagement, which run from that date, and recommendation (b) ratifies the acts he has done in the role since then. Ratification extends to acts which the Council itself had power to do at the time and could lawfully do now.

11. The appointment runs until Enver Enver steps down from the role, a permanent appointment is made or 31 March 2029, whichever is the earlier. Enver Enver will take on all the existing management arrangements for the Chief Financial Officer. In future, an interim Section 151 Officer will be designated before any vacancy takes effect.

Options

12. To approve the recommendations. This is recommended by the Chief Officer Legal & Governance (Monitoring Officer), as it formalises the appointment at the first opportunity and confirms the acts done in the role since 2 November 2026.
13. To appoint the Deputy Chief Finance Officer (Deputy Section 151) as Chief Finance Officer (section 151Offieer). This is not recommended.

14. Not to make the appointment. This is not an option, as the Council would be without a Section 151 Officer, in breach of its statutory duty.

Implications

15. In the writing of this report, taking into account financial, legal, staffing, risk, equality and diversity, climate change, and any other key issues, the following implications have been considered:-

Financial

16. The interim appointment is funded at an agreed daily rate within the existing budget for the post.

Legal

17. The Council is required by section 151 of the Local Government Act 1972 to have a Section 151 Officer at all times. The appointment is made under Part 3H, paragraph 4(b) of the Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001. The backdating to 2 November 2026 aligns the appointment with Enver Enver’s engagement and, through ratification, confirms acts within the Council’s powers.

Name of Meeting: Council

Date of Meeting: 18 November 2026

Subject Matter: Appointment of Chief Finance Officer (Section 151 Officer)

Originating Department: Chief Executive's Directorate

DO ANY BACKGROUND PAPERS APPLY ☐ **YES** ☒ **NO**

LIST OF BACKGROUND PAPERS

Doc No	Title of Document and Hyperlink

The background papers relating to reports on planning applications and which are open to public inspection under Section 100D of the Local Government Act 1972, consist of the planning applications, referred to in the reports, and all written responses to consultations made by the Local Planning Authority, in connection with those applications.

☐ Exempt information is contained in the following documents:

Doc No	Relevant Paragraph of Schedule 12A

Agenda No 6(b)

AGENDA MANAGEMENT SHEET

Report Title:	Appointment of Interim Chief Officer – Legal & Governance (Monitoring Officer)
Name of Committee:	Council
Date of Meeting:	18 November 2026
Report Director:	Chief Executive
Portfolio:	People, Resources and Governance
Ward Relevance:	None
Prior Consultation:	Leader of the Council; all Cabinet members (Part 3H, paragraph 4(b)); Leadership Team
Contact Officer:	Dan Green, Chief Executive
Public or Private:	Public
Report Subject to Call-In:	No
Report En-Bloc:	No
Key Decision:	No
Corporate Priorities:	This report relates to the following priority(ies): ☐ A Healthier Rugby – To support people to live healthier, longer, and more independent lives. ☐ A Thriving Rugby – To deliver a thriving economy which brings Borough-wide investment and regenerates Rugby Town Centre. ☐ A Greener Rugby – To protect the environment and ensure the Borough adapts to climate change. ☐ A Fairer Rugby – To reduce inequalities and improve housing across the Borough. Corporate Strategy 2025-2035 ☒ This report does not specifically relate to any Council priorities but secures the Council's statutory arrangements for the lawfulness of its decision-making and the standards of conduct of its members.
Summary:	The current Monitoring Officer leaves the Council on 30 November 2026. This report asks Council to appoint Richard Hood as Interim Chief Officer – Legal & Governance and Monitoring Officer with

	effect from 1 December 2026, so that the statutory role continues without interruption.
Local Government Reorganisation Implications:	None.
Financial Implications:	The interim appointment is funded at an agreed daily rate within the existing budget for the post.
Risk Management/Health and Safety Implications:	The Council must have a Monitoring Officer at all times. Making the appointment before the vacancy arises avoids any gap in the designation.
Environmental Implications:	None.
Legal Implications:	Section 5 of the Local Government and Housing Act 1989 requires the Council to designate one of its officers as Monitoring Officer. The Monitoring Officer may not be the Head of Paid Service. The appointment is made under Part 3H, paragraph 4(b) of the Constitution.
Equality and Diversity:	The Council has duly considered the relevant Equality and Diversity implications, and none are directly arising.
Options:	As detailed in the report.
Recommendation:	As detailed in the report.
Reasons for Recommendation:	As detailed in the report.

Agenda No 6(b)

Council - 18 November 2026

Appointment of interim Chief Officer - Legal and Governance (Monitoring Officer)

Public Report of the Chief Executive

Recommendation

Council:

(a) appoints Richard Hood as Interim Chief Officer – Legal & Governance, to hold the constitutionally delegated functions of that post, and designates him as the Council's Monitoring Officer under section 5 of the Local Government and Housing Act 1989, with effect from 1 December 2026 until he steps down from the role, a permanent appointment is made, or 31 March 2029, whichever is the earlier;

(b) notes that John Murphy's designation as Monitoring Officer ends at the close of 30 November 2026, his last day of service, so that the Council has one Monitoring Officer at all times and no gap between designations;

(c) confirms that the appointment is made on the basis that no well-founded objection has been made by any member of the Cabinet, in accordance with Part 3H, paragraph 4(b) of the Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001;

(d) authorises Richard Hood to exercise all the statutory functions, duties and delegated powers of the Monitoring Officer and the Chief Officer – Legal & Governance set out in the Constitution from 1 December 2026; and

(e) records its thanks to the outgoing Chief Officer Legal & Governance (Monitoring Officer), John Murphy.

Executive Summary

1. Every local authority must designate one of its officers as Monitoring Officer under section 5 of the Local Government and Housing Act 1989. At Rugby Borough Council that officer is the Chief Officer – Legal & Governance (Article 12.1(c) of the Constitution).

2. John Murphy, appointed Monitoring Officer by Council on 24 September 2025, leaves the Council on 30 November 2026. This report asks Council to appoint Richard Hood as Interim Chief Officer – Legal & Governance and Monitoring Officer with effect from 1 December 2026, until a permanent appointment is made or [date], whichever is the earlier.

3. Because the appointment is made before the vacancy arises, there will be no gap in the designation.

Recommendations

4. It is recommended that Council approves recommendations (a) to (e) above.

Reasons for Recommendations

5. To ensure that the Council has a properly appointed Monitoring Officer at all times, so that the safeguards for lawful decision-making and high standards of conduct continue without interruption.

Details

6. Section 5 of the Local Government and Housing Act 1989 requires the Council to designate one of its officers as Monitoring Officer and to provide the Monitoring Officer with sufficient staff, accommodation and other resources. The Monitoring Officer must report to Council on any proposal, decision or omission that has given rise, or is likely to give rise, to a contravention of law or to maladministration. The Monitoring Officer may not be the Head of Paid Service.

7. The Monitoring Officer also supports the Audit and Ethics Committee in promoting and maintaining high standards of conduct under Chapter 7 of Part 1 of the Localism Act 2011, including the arrangements for Code of Conduct complaints. The Monitoring Officer's functions are set out in Article 12.3 and Part 4E of the Constitution.

8. Richard Hood is a solicitor with 25 years' experience in local government law and governance.

9. The Monitoring Officer is a Statutory Chief Officer under Part 3H of the Constitution. Under Part 3H, paragraph 4(b), the Council may only make the appointment where no well-founded objection has been made by any Cabinet member. Cabinet members were given notice of the proposed appointment and no objection was received. The appointment is not an executive function, so it is not a key decision and is not subject to call-in.

10. The post remains a Chief Officer post within the senior officer structure adopted by Council on 1 March 2026. The Monitoring Officer will continue to be a member of the Leadership Team adopted by Council on 23 September 2026, with the rights of access set out in Part 4E, paragraph 3.5.

11. John Murphy's last day of service is 30 November 2026, and his designation as Monitoring Officer ends at the close of that day. Richard Hood's designation begins on 1 December 2026. The Council will therefore have one Monitoring Officer at all times, with no overlap and no gap.

12. Under section 5(7) of the 1989 Act, Richard Hood will nominate a member of his staff to act as Deputy Monitoring Officer in his absence or illness.

Options

13. To approve the recommendations. This is recommended by the Chief Executive, as it secures continuity of the Monitoring Officer role.

14. To designate the Deputy Monitoring Officer as Monitoring Officer instead.

15. Not to make the appointment. This is not an option, as the Council would be without a Monitoring Officer from 1 December 2026, in breach of its statutory duty.

Implications

16. In the writing of this report, taking into account financial, legal, staffing, risk, equality and diversity, climate change, and any other key issues, the following implications have been considered:-

Financial

17. The interim appointment is funded at an agreed daily rate within the existing budget for the post.

Legal

18. Section 5 of the Local Government and Housing Act 1989 requires the Council to have a Monitoring Officer at all times. The appointment is made under Part 3H, paragraph 4(b) of the Constitution and the Local Authorities (Standing Orders) (England) Regulations 2001, and takes effect on 1 December 2026, immediately after the current Monitoring Officer's last day of service.

Name of Meeting: Council

Date of Meeting: 18 November 2026

Subject Matter: Appointment of interim Chief Officer - Legal and Governance (Monitoring Officer)

Originating Department: Chief Executive's Directorate

DO ANY BACKGROUND PAPERS APPLY ☐ **YES** ☒ **NO**

LIST OF BACKGROUND PAPERS

Doc No	Title of Document and Hyperlink

The background papers relating to reports on planning applications and which are open to public inspection under Section 100D of the Local Government Act 1972, consist of the planning applications, referred to in the reports, and all written responses to consultations made by the Local Planning Authority, in connection with those applications.

☐ Exempt information is contained in the following documents:

Doc No	Relevant Paragraph of Schedule 12A

Agenda No 6(f)

AGENDA MANAGEMENT SHEET

Report Title:	Community Governance Review – Widening the Scope of the Review (Recommendation from the Future Governance Committee)
Name of Committee:	Council
Date of Meeting:	18 November 2026
Report Director:	Chief Officer – Legal and Governance (Monitoring Officer)
Portfolio:	People, Resources and Governance
Ward Relevance:	All wards
Prior Consultation:	Future Governance Committee (14 October 2026, minute 26); briefings provided to the Chief Executive, the Local Government Reorganisation officer and the Electoral Services officer; independent advice obtained from Mr. Clive Joynes, AEA Consultant.
Contact Officer:	John Murphy, Chief Officer – Legal and Governance (Monitoring Officer)
Public or Private:	Public
Report Subject to Call-In:	No. This is a decision of Full Council and is not an executive decision; call-in under Part 3C applies only to executive decisions.
Report En-Bloc:	No
Key Decision:	No. A community governance review is a non-executive function reserved to Council (Part 2A, paragraph 4.19(c); Article 13.3); the key-decision regime applies to executive decisions.
Corporate Priorities:	This report relates to the following priority(ies): A Healthier Rugby; A Thriving Rugby; A Greener Rugby; A Fairer Rugby (Corporate Strategy 2025-2035). Effective and convenient community governance that reflects local identity underpins each of the Council's corporate priorities.
Summary:	On 18 March 2026 Full Council resolved to conduct a Community Governance Review (CGR) to consider whether to create a Town Council for Rugby, and approved the Terms of Reference and timetable. On 14 October 2026 the Future Governance Committee, having considered independent advice and the Government's pause of Local Government Reorganisation, recommended that the scope of the review be widened to cover the whole Borough by

	modifying its Terms of Reference. As a community governance review is a non-executive function reserved to Council, and the Committee is an advisory committee with no delegated decision-making power, the Committee's recommendation falls to Full Council for decision. This report invites Full Council to approve the widening of the scope and the modified Terms of Reference.
Financial Implications:	The widened review will be managed within existing resources so far as possible; a wider and longer consultation programme and any external consultancy support may give rise to additional costs. The financial implications must be agreed by the Chief Officer for Finance (s.151 Officer) under Part 3G 4.6(a), and that agreement evidenced, before the modified Terms of Reference are published.
Risk Management / Health and Safety Implications:	Leaving the review confined to the unparished area risks producing arrangements that do not meet the statutory criteria and are open to challenge. As an own-motion review it is not subject to a statutory completion deadline. These matters are addressed in the report.
Environmental Implications:	None directly arising.
Legal Implications:	The review is governed by Part 4, Chapter 3 of the Local Government and Public Involvement in Health Act 2007, having regard to the 2010 Guidance. A CGR is a non-executive function reserved to Council (Part 2A, paragraph 4.19(c); Article 13.3; the Local Authorities (Functions and Responsibilities) (England) Regulations 2000). The Future Governance Committee is a section 102(4) advisory committee with no delegated power; its recommendation falls to Full Council under its Terms of Reference, paragraph 6.3. Fuller legal implications are set out in the report.
Local Government Reorganisation implications:	In July 2026 the Government decided that Warwickshire should be reorganised into two unitary authorities — North Warwickshire and South Warwickshire — with the existing county, borough and district councils abolished and the new authorities originally intended to take effect from 1 April 2028. That decision was paused in September 2026 pending a review, which the Government confirmed included the July decision itself. The Government has since indicated that it is minded to proceed, and confirmation of the two-unitary decision

	is expected shortly, possibly after this meeting. If confirmed, the reorganisation would in due course be given effect by a Structural Changes Order, and the Council's functions as principal authority — including the conduct of this review and the making of any resulting order — could pass to a shadow or successor authority. Officers will keep the position under close review and report to Members if it affects the Council's capacity, or its powers as principal council, to complete the review.
Equality and Diversity:	A borough-wide review widens participation and promotes the equitable treatment of all electors. An equality impact assessment will accompany the modified Terms of Reference and the consultation arrangements.
Options:	As detailed in the report
Recommendation:	As detailed in the report
Reasons for Recommendation:	As detailed in the report

Agenda No 6(f)

Council – 18 November 2026

Community Governance Review – Widening the Scope of the Review (Recommendation from Future Governance Committee)

Public Report of the Chief Officer – Legal and Governance (Monitoring Officer)

Recommendation

Full Council is recommended to:

(a) note the recommendation of the Future Governance Committee made on 14 October 2026, together with the independent governance advice obtained and the material change in circumstances since 18 March 2026, in particular the Government's pause of the Local Government Reorganisation programme;

(b) approve the widening of the scope of the Community Governance Review commenced on 1 April 2026, by modifying its Terms of Reference, so that it covers the whole Borough – all parished areas and the unparished area – rather than being confined to the creation of a Town Council for the unparished area;

(c) confirm that the consultation already undertaken, and the representations already received, remain part of the review and will inform its recommendations;

(d) approve the modified Terms of Reference at Appendix A and the revised timetable at Appendix B, which provide for a first stage of consultation in the parished areas followed by a consolidated Borough-wide second stage;

(e) authorise the Chief Officer – Legal and Governance (Monitoring Officer) to publish the modified Terms of Reference, to notify and consult Warwickshire County Council and the other statutory consultees, and to take all necessary steps to conduct the widened review;

(f) note that the separate review relating to the former Rugby Radio Station site (Houlton) within Clifton-upon-Dunsmore parish will be progressed to conclusion under the authority already given, with the timing of any electoral implementation to be confirmed by the Returning Officer;

(g) note that the financial implications are to be agreed with the Chief Officer for Finance (s.151 Officer), and that agreement evidenced, before the modified Terms of Reference are published; and

(h) confirm that the final decision on whether to create a Rugby Town Council, and on any community governance (reorganisation) order, remains reserved to Full Council at the conclusion of the review.

Executive Summary

1. On 18 March 2026 Full Council resolved to conduct a Community Governance Review (CGR) under the Local Government and Public Involvement in Health Act 2007 to consider whether to create a Town Council for Rugby, approved the Terms of Reference and timetable, authorised the Chief Officer – Legal and Governance to take all necessary steps, and reserved the final decision to Full Council. The review commenced on 1 April 2026.

2. The review as framed is confined in practice to the unparished area and the Town Council question. Independent advice from Mr Clive Joynes (AEA Consultant), together with a material change in circumstances – in particular the Government's pause of Local Government Reorganisation – indicates that a coherent, equitable and future-proof outcome requires a review of the whole Borough. There has been no comprehensive borough-wide review for many years, and officers are aware of growing interest from parish councils in community governance change.
3. The Future Governance Committee considered the matter on 14 October 2026 and recommended that the scope of the review be widened to cover the whole Borough by modifying its Terms of Reference, retaining the consultation already undertaken, and conducting the review in two stages (a first stage in the parished areas, then a consolidated Borough-wide stage).
4. Because a CGR is a non-executive function reserved to Full Council, and the Future Governance Committee is an advisory committee with no delegated decision-making power, the Committee's recommendation falls to Full Council for decision. Officers have taken no steps to publish the modified Terms of Reference pending that decision. This report invites Full Council to approve the widening and the modified Terms of Reference.

Recommendations

Full Council is recommended to resolve as set out in the Recommendation box above (sub-paragraphs (a) to (h)).

Reasons for Recommendations

1. The decision whether to widen the scope of the review and to modify its Terms of Reference is for Full Council. A community governance review is a non-executive function reserved to the Council (Part 2A, paragraph 4.19(c) of the Constitution ("Parishes and parish councils"); Article 13.3; and the Local Authorities (Functions and Responsibilities) (England) Regulations 2000), and the review and its original Terms of Reference were commenced and approved by Full Council on 18 March 2026.
2. The Future Governance Committee is a non-executive advisory committee established under section 102(4) of the Local Government Act 1972 with no delegated decision-making power; under its Terms of Reference (paragraph 6.3) its recommendation on this non-executive matter falls to be determined by Full Council.
3. To enable the review to be conducted on a coherent, borough-wide basis capable of meeting the statutory criteria – that community governance reflects local identity and is effective and convenient – while preserving the value of the consultation already undertaken.

Details

The decision of 18 March 2026 and the current review

1. On 18 March 2026 Full Council resolved to conduct the CGR, approved the Terms of Reference and timetable, authorised the Chief Officer – Legal and Governance to take all necessary steps, and reserved the final decision on whether to create a Town Council to Full Council. The Terms of Reference were published and the review commenced on 1 April 2026. Although expressed to relate to the whole Borough, the review's operative focus was confined to whether to create a Rugby Town Council – which concerns the unparished area – and no existing parish was within its practical scope.

The case for widening the review

2. Because a town council can only be created for the unparished area, the review as framed cannot consider changes to existing parishes, cannot address boundary anomalies, and cannot consider whether growth on the edge of the town would be better served by neighbouring parishes. It therefore cannot meet the statutory criteria for the Borough as a whole. There has been no comprehensive borough-wide review for many years, and officers are aware – from ongoing communications concerning Bilton and Brinklow Parish Council, and from the Warwickshire Association of Local Councils and parish councillors (including as to Churchover Parish Council) – of growing interest in community governance change.

3. The Government has paused the Local Government Reorganisation programme pending a wider review. That pause removes the time pressure that justified the original, narrow approach and provides the opportunity to conduct a single, comprehensive review of the whole Borough.

The recommendation of the Future Governance Committee (14 October 2026)

4. The Future Governance Committee considered the Monitoring Officer's report on 14 October 2026 and resolved (minute 26) to recommend that the Council: note the independent advice and change in circumstances; widen the scope of the review commenced on 1 April 2026, by modifying its Terms of Reference, to cover the whole Borough; confirm that the consultation already undertaken remains part of the review; approve the modified Terms of Reference and revised timetable (providing for a first stage in the parished areas and a consolidated Borough-wide second stage); authorise the Monitoring Officer to publish the modified Terms of Reference, notify and consult Warwickshire County Council and the other statutory consultees, and conduct the widened review; note the separate Houlton review; and confirm the financial sign-off required before publication.

Why the matter is before Full Council

5. A community governance review is a non-executive function reserved to the Council (Part 2A, paragraph 4.19(c); Article 13.3; the 2000 Functions Regulations). The Future Governance Committee is a section 102(4) advisory committee with no delegated decision-making power, and under its Terms of Reference (paragraph 6.3) a recommendation on a non-executive matter must be reported to Full Council, which is to consider it and record its response. Full Council commenced the review and approved its original Terms of Reference, so only Full Council can modify them. The Committee's resolution of 14 October 2026 accordingly takes effect only upon Full Council's approval, and officers have taken no steps to publish the modified Terms of Reference in the meantime.

What is proposed

6. The review would be widened by modifying its existing Terms of Reference (the 2010 Guidance, at paragraph 25, expressly permits a council to modify the Terms of Reference of an ongoing review), rather than by concluding it and commencing a new one. The consultation already undertaken in the unparished area would be retained. The review would then proceed in two stages: a first stage of consultation in the parished areas, followed by a consolidated Borough-wide second stage. Warwickshire County Council would be notified of the review and sent the Terms of Reference, and consulted, under sections 79 and 93 of the 2007 Act. The review would continue to be a non-executive matter, with recommendations made to Full Council (and not referred to Cabinet).

7. For completeness, a town council is not created directly through the review: the review may create a parish for the unparished area (which may be styled community, neighbourhood or village), and the new parish council may then resolve to style itself a town council under section 245 of the Local Government Act 1972. The separate review relating to the former Rugby Radio Station site (Houlton) within Clifton-upon-Dunsmore parish continues under the authority already given, with the timing of any electoral implementation to be confirmed by the Returning Officer.

Statutory position on timing

8. This review was undertaken by the Council of its own motion and is not subject to the statutory 12-month completion deadline, which (under section 93(8) of the 2007 Act) applies only to reviews triggered by a community governance petition or application. The Council will nonetheless aim to complete the review within a reasonable period, consistent with the good practice described in the Guidance.

Options

Full Council may:

(a) approve the widening of the scope and the modified Terms of Reference (the recommended option);

(b) decline, leaving the review confined to the Town Council and the unparished area (not recommended, as it cannot meet the statutory criteria for the Borough as a whole);

(c) conclude the current review and commence a new borough-wide review in its place (lawful, but unnecessary – there is no statutory deadline requiring a fresh start – and it would lose the continuity of the existing review and the consultation already undertaken); or

(d) defer a decision pending further information, specifying what further information is required.

Implications

Financial

The widened review will be managed within existing resources so far as possible; a wider and longer consultation programme and any external consultancy support may give rise to additional costs. In accordance with Part 3G 4.6(a) of the Constitution, the financial implications must be agreed by the Chief Officer for Finance (s.151 Officer), and that agreement evidenced, before the modified Terms of Reference are published.

Legal

The review is governed by Part 4, Chapter 3 of the Local Government and Public Involvement in Health Act 2007, having regard to the 2010 Guidance. A CGR is a non-executive function reserved to Council (Part 2A, paragraph 4.19(c); Article 13.3; the 2000 Functions Regulations), and the Future Governance Committee (a section 102(4) advisory committee) has no delegated power to decide it – its recommendation falls to Full Council under its Terms of Reference, paragraph 6.3. The terms of reference of an ongoing review may be modified (Guidance paragraph 25). As an own-motion review it is not subject to the statutory 12-month deadline in section 93(8), which applies only to petition- or application-triggered reviews. As a two-tier area, the Council must notify Warwickshire County Council of the review and its Terms of Reference, and consult it, under sections 79 and 93. The review must satisfy the two statutory criteria and take account of community cohesion and the size, population and boundaries of local communities.

Risk Management / Health and Safety

Leaving the review confined to the unparished area risks producing arrangements that do not meet the statutory criteria and are open to challenge; widening the scope addresses that risk. As an own-motion review this review is not subject to a statutory completion deadline, so there is no statutory time risk, although officers will manage the timetable to good-practice standards.

Equality and Diversity

A borough-wide review widens participation and promotes the equitable and fair treatment of all electors across the Borough. An equality impact assessment will accompany the modified Terms of Reference and the consultation arrangements.

Local Government Reorganisation

The Government's pause of the Local Government Reorganisation programme provides the time that makes a borough-wide review feasible. Officers will keep the position under review and report to Members if any Structural Changes Order affects the Council's capacity, or its powers as principal council, to complete the review.

Appendices

- Appendix A – Modified Terms of Reference (the borough-wide Terms of Reference recommended by the Future Governance Committee on 14 October 2026).
- Appendix B – Revised Timetable.

Background Papers

Name of Meeting: Council

Date of Meeting: 19 November 2026

Subject Matter: Community Governance Review – Widening the Scope of the Review

Originating Department: Legal and Governance

List of background papers:

- Report to Full Council, 18 March 2026 – Community Governance Review of Rugby Town Council (Item 7d), including the Terms of Reference and timetable.
- Report to the Future Governance Committee, 14 October 2026 – Community Governance Review, and the minutes of that meeting (minute 26).
- Local Government and Public Involvement in Health Act 2007, Part 4, Chapter 3.
- Guidance on Community Governance Reviews (DCLG and LGBCE, March 2010).
- Independent governance advice and curriculum vitae of Mr Clive Joynes, AEA Consultant.

Appendix A – Indicative Timetable for a Borough-Wide Community Governance Review

The timetable below is indicative, flexible, and partly dependent on the dates of Full Council meetings. It reflects the widened, Borough-wide scope of the Review and is indicative only.

Stage	Timing / activity
Stage 1 – parished areas	8 to 13 weeks (the longer period if it spans the Christmas period), concluding by the end of February 2027: submissions invited across the parished areas, to add to the consultation already completed in the unparished area.
Analysis (no public activity)	March to early May 2027: no consultation activity due to local elections. The external consultant analyses responses and prepares reports and draft recommendations.
Stage 2 – Borough-wide	Mid-May to mid-August 2027: consolidated Borough-wide consultation on the draft recommendations, bringing together the parished and unparished areas.
Final recommendations	September to November 2027: completion of final analysis, report writing and final recommendations, with approval by Full Council; implementation to follow.

Note: wherever possible, advance notice of each consultation should be given so that electors, Members and parish councils have as long as possible to prepare their submissions.

Appendix B

Rugby Borough Council - Community Governance Review 2026/27 – Borough-Wide Review

Terms of Reference

These Terms of Reference are the Terms of Reference of the Community Governance Review first commenced by Rugby Borough Council on 1 April 2026, as modified to extend the Review to the whole Borough. They modify and replace the Terms of Reference approved by Full Council on 18 March 2026 (which were confined in practice to the question of creating a Town Council for the unparished area), and should be read in their place.

1. Introduction

1.1 Rugby Borough Council ("the Council") is carrying out a Community Governance Review ("the Review") of the whole of its area in accordance with Part 4, Chapter 3 of the Local Government and Public Involvement in Health Act 2007 ("the 2007 Act").

1.2 The Council is required to have regard to the Guidance on Community Governance Reviews issued in accordance with section 100(4) of the 2007 Act by the Department for Communities and Local Government and the Local Government Boundary Commission for England in March 2010 ("the Guidance"). The Guidance has been taken into account in drawing up these Terms of Reference.

1.3 Section 81 of the 2007 Act requires the Council to publish Terms of Reference for the Review that clearly set out the matters on which the Review is to focus. These modified Terms of Reference meet that requirement and extend the scope of the Review first commenced on 1 April 2026; the Guidance (paragraph 25) permits a council to modify the Terms of Reference of an ongoing review.

2. What is a Community Governance Review?

2.1 A Community Governance Review offers the opportunity to put in place strong, clearly defined boundaries, tied to firm ground features, and to remove anomalous boundaries. It may be undertaken for the whole or part of the Borough to consider one or more of the following:

- creating, merging, altering or abolishing parishes;
- the naming of parishes and the style of new parishes (a new parish may be given the style of "community", "neighbourhood" or "village"; "town" status is not applied through the review itself, but may be adopted by the new parish council by resolution after it is created);
- the electoral arrangements for parishes (the ordinary year of election; council size; the number of councillors to be elected; and parish warding);
- grouping parishes under a common parish council or de-grouping parishes; and
- other forms of community governance, including parish meetings.

3. The statutory criteria

3.1 In conducting the Review the Council must ensure that community governance within the area under review will be:

- reflective of the identities and interests of the community in that area; and
- effective and convenient.

3.2 In doing so, the Review is required to take into account:

- the impact of community governance arrangements on community cohesion; and
- the size, population and boundaries of a local community or parish.

3.3 The overarching aim of the Review is to bring about improved community engagement, better local democracy, and more effective and convenient delivery of local services, and to ensure that electors across the whole Borough are treated equitably and fairly.

4. Legal framework

4.1 In undertaking the Review the Council will be guided by:

- Part 4, Chapter 3 of the Local Government and Public Involvement in Health Act 2007;
- the relevant provisions of the Local Government Act 1972 (including those relating to parish meetings and councils, the constitution and powers of parish councils, and parish councillors);
- the Guidance on Community Governance Reviews (DCLG and the Local Government Boundary Commission for England, March 2010); and
- the Local Democracy, Economic Development and Construction Act 2009, in relation to the electoral-arrangements role of the Local Government Boundary Commission for England.

4.2 In relation to consequential matters arising from the Review, the Council will also be guided by:

- the Local Government (Parishes and Parish Councils) (England) Regulations 2008; and
- the Local Government Finance (New Parishes) Regulations 2008.

5. Reasons for this Review

5.1 On 18 March 2026 Full Council resolved to conduct a Community Governance Review to consider whether to create a Town Council for Rugby. Although the Terms of Reference then approved referred to the whole of the Borough, their operative focus was confined to the creation of a Rugby Town Council, which by definition concerns the unparished area, and no other parish was within the practical scope of that review.

5.2 Following independent governance advice and a material change in circumstances — in particular the delay to Local Government Reorganisation — the Council concluded that a review confined to the unparished area could not deliver coherent, equitable and future-proof governance arrangements for the Borough as a whole. The Terms of Reference have therefore been modified to extend the Review to the whole Borough, the Review itself continuing rather than being concluded and restarted.

5.3 This Review enables the Council to consider the governance of the whole Borough in the round: to consider whether a Rugby Town Council should be created; to address boundary anomalies; to consider whether development on the edge of the unparished area would be better served by existing parishes; and to consider any changes that existing parishes may themselves wish to propose.

5.4 The Guidance states that it is good practice for principal councils to undertake a full Community Governance Review every 10 to 15 years. This Review is consistent with that good practice.

6. Area under review

6.1 The area under review is the whole of the Rugby Borough Council area, comprising all existing parished areas and the unparished area. The Borough currently contains 40 parishes (33 with parish councils, including two that are warded, and seven with parish meetings only). The unparished area has an electorate of 53,125 (October 2026 register).

6.2 A full schedule of the existing parishes within the Borough, together with their governance type, parish warding, number of seats, ordinary year of election and current electorate, is set out at Schedule 1 to these Terms of Reference.

7. Matters within the scope of the Review

7.1 The Review will consider, across the whole Borough:

- whether a new parish should be created for the unparished area (which, once created, could resolve to style itself a town council), and if so its boundaries, name, style, council size, number of councillors and warding;
- whether any existing parish should be created, merged, altered or abolished;
- whether any parish boundaries are anomalous or no longer reflect settlement patterns or community identity, and should be re-aligned to firm ground features;
- whether development on the edge of the unparished area, or elsewhere, would be more appropriately served by an existing parish council than by a new or existing arrangement;
- the naming of parishes and the style of any new parish;
- the electoral arrangements for parishes, including the ordinary year of election, council size, the number of councillors to be elected, and parish warding;
- the grouping of parishes under a common parish council, or the de-grouping of parishes; and
- any other form of community governance, including parish meetings, that may be appropriate.

8. Matters outside the scope of the Review

8.1 The following matters are outside the scope of the Review:

- the external boundary of the Borough (the Review cannot disregard the boundary of the principal authority);
- the electoral arrangements of the principal authority itself, which are a matter for the Local Government Boundary Commission for England;
- the level of any council tax precept, which cannot be a determining factor in the Review (although indicative financial implications may be considered);

- structural decisions arising from Local Government Reorganisation, which are governed by a separate statutory process; and
- the separate review relating to the former Rugby Radio Station site (Houlton) within Clifton-upon-Dunsmore parish, which the Council will progress and conclude on its own account.

9. Representations already received

9.1 The representations and evidence already gathered remain part of this Review, the Review having been widened rather than concluded and restarted. The views already expressed by residents and stakeholders therefore continue to count, and no participant is required to repeat their submission. All such representations will be considered against the statutory criteria in the same way as representations received following this modification.

10. Relationship with Local Government Reorganisation

10.1 The Council recognises that Local Government Reorganisation (LGR) is a material consideration. The delay to the LGR timetable provides the Council with the time needed to conduct a full, borough-wide Review. The Council will keep the LGR timetable under review and will report to Members if any Structural Changes Order affects the Council's capacity, or its powers as principal council, to complete this Review.

11. Who will undertake the Review

11.1 As the relevant principal authority, Rugby Borough Council is responsible for conducting the Review. The Review is overseen by the Future Governance Committee, a politically balanced committee, which considers the representations received and makes draft and final recommendations to Full Council. The Committee may be supported by an external consultant.

11.2 The final recommendations of the Review are reserved to Full Council. Full Council will approve the final recommendations before any Reorganisation Order is made.

12. Consultation and engagement

12.1 In reaching its recommendations the Council will take account of the views of local people and other interested parties. In particular the Council will consult:

- all local government electors for the area under review;
- all existing parish and town councils within the Borough and parish meetings;
- Warwickshire County Council (which the Council must also notify of the Review and send a copy of these Terms of Reference), the Warwickshire Association of Local Councils, Members of the Council, the relevant Members of Parliament, and neighbouring councils; and
- any other person, body, organisation or business that appears to have an interest in the Review.

12.2 The Council will publicise the Review by displaying a notice at the Council offices, publishing information on the Council's website, issuing press releases, and using social media and other appropriate channels. All representations received will be published, together with the Council's reasons for accepting or rejecting them, judged against the criteria in the 2007 Act.

13. How to make a representation

13.1 Representations may be submitted:

- via the Council's website at www.rugby.gov.uk/CGR;
- by email to cgr@rugby.gov.uk; or
- in writing to: Chief Officer – Legal and Governance (CGR), Rugby Borough Council, Town Hall, Evreux Way, Rugby CV21 2RR.

14. Timetable for the Review

14.1 This Review was undertaken by the Council of its own motion and is not subject to the statutory 12-month completion deadline, which (under section 93(8) of the 2007 Act) applies only to reviews triggered by a community governance petition or application. The Council will nonetheless aim to complete the Review within a reasonable period, consistent with the good practice described in the Guidance. The Review concludes when the Council publishes the recommendations made in it (section 102(3) of the 2007 Act).

14.2 An indicative timetable for the widened Review is set out below. It is flexible and partly dependent on the dates of Full Council meetings and may be adjusted after representations have been received; any adjustments will be approved by the Council and published on its website. It provides for a first stage of consultation in the parished areas, followed by a consolidated Borough-wide second stage.

Stage	Timing / activity
Modified Terms of Reference	Publication of the modified Terms of Reference extending the Review to the whole Borough; notification of Warwickshire County Council and other statutory consultees.
Stage 1 – parished areas	8 to 13 weeks (the longer period if it spans the Christmas period), concluding by the end of February 2027: submissions invited across the parished areas, to add to the consultation already completed in the unparished area.
Analysis (no public activity)	March to early May 2027: no consultation activity due to local elections. Responses analysed and draft recommendations prepared.
Stage 2 – Borough-wide	Mid-May to mid-August 2027: consolidated Borough-wide consultation on the draft recommendations, bringing together the parished and unparished areas.
Final recommendations	September to November 2027: final analysis, report writing and final recommendations, with approval by Full Council.
Implementation	Around late 2027: Community Governance Order made and any changes implemented, with electoral changes effective for the next relevant elections.

Wherever possible, advance notice of each consultation stage will be given so that electors, Members and parish councils have as long as possible to prepare their submissions.

15. Decision-making and implementation

15.1 The Future Governance Committee will consider the representations received and prepare draft recommendations for consultation, and thereafter final recommendations. A community governance review is not a function of the executive; accordingly the final recommendations will be determined by Full Council on the recommendation of the Committee, and will not be referred to Cabinet.

15.2 Where the Council decides to give effect to recommendations, it will do so by making a Reorganisation Order. The Order may make provision for any consequential matters that appear to the Council to be necessary or proper, including the transfer, management or custody of property; the transfer of functions, property, rights and liabilities; the setting of precepts for new parishes; and provision for staffing matters. Apportionments will use the population of the area as estimated by the Proper Officer. In these matters the Council will be guided by the Regulations referred to in section 4.

16. Dissemination of results

16.1 The Council will publish full details of the Review on its website; press releases will be issued at key points; and key documents will be placed on deposit at the Council offices. The Council will publish the recommendations made in the Review, which marks the conclusion of the Review.

17. Review and modification of these Terms of Reference

17.1 The Council may modify these Terms of Reference during the course of the Review. Any modification will be approved by the Council and published on its website.

Schedule 1 – Existing parishes within Rugby Borough

Council/ Meeting	Parish	Parish Ward	Next scheduled election	Number of seats	Electorate (October 2026 register)
Parish Council	Ansty		2028	5	254
Parish Council	Binley Woods		2027	10	2,116
Parish Council	Birdingbury		2027	5	293
Parish Council	Bourton & Draycote		2027	5	223
Parish Council	Brandon & Bretford		2027	6	552
Parish Council	Brinklow		2028	6	883
Parish Meeting	Burton Hastings		-	-	176
Parish Council	Cawston		2027	10	3,812
Parish Council	Church Lawford		2028	5	291
Parish Council	Churchover	South	2028	1	1,253
		North		4	361
Parish Council	Clifton upon Dunsmore	Clifton upon Dunsmore ward	2028	7	1,039
		Rugby Radio Station ward		1	3,142
Parish Council	Combe Fields		2028	6	99
Parish Meeting	Copston Magna		-	-	38
Parish Meeting	Cosford		-	-	15
Parish Council	Dunchurch		2027	10	3,056
Parish Council	Easenhall		2030	6	175
Parish Council	Frankton		2027	5	292
Parish Council	Grandborough		2027	5	363
Parish Council	Harborough Magna		2028	5	377
Parish Meeting	Kings Newnham		-	-	116
Parish Council	Leamington Hastings		2027	5	392
Parish Council	Long Lawford		2030	10	3,291
Parish Council	Marton		2027	5	365
Parish Council	Monks Kirby		2028	6	368
Parish Council	Newton & Biggin		2028	5	1,207
Parish Council	Pailton		2028	5	413
Parish Council	Princethorpe		2027	5	318
Parish Council	Ryton on Dunsmore		2027	10	1,430
Parish Council	Shilton & Barnacle		2030	7	658
Parish Meeting	Stretton Baskerville		-	-	10
Parish Council	Stretton on Dunsmore		2027	8	987
Parish Council	Stretton under Fosse		2028	5	165
Parish Council	Thurlaston		2027	5	294

Parish Meeting	Wibtoft		-	-	47
Parish Meeting	Willey		-	-	63
Parish Council	Willoughby		2027	5	340
Parish Council	Withybrook		2028	5	218
Parish Council	Wolfhampcote		2027	5	230
Parish Council	Wolston		2030	10	2,078
Parish Council	Wolvey		2030	7	1,178
	Subtotal – parished areas (40 parishes)				**32,978**
	Unparished area (potential Rugby Town Council area)				**53,125**
	Total – Rugby Borough				**86,103**

Source: Register of Electors (October 2026), Electoral Services, Rugby Borough Council.

Protected electoral arrangements: no parish within the Borough has electoral arrangements set within the last five years by an order of the Secretary of State, the Electoral Commission or the Local Government Boundary Commission for England; accordingly, no parish requires that body's consent to a change in its electoral arrangements.