



One Warwickshire, Stronger Together

Local Government Reorganisation

Evidence base

November 2025

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Section 1

Financial Analysis

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Financial Case for Local Government Reorganisation in Warwickshire

This document presents the logic and assumptions underpinning the detailed financial analysis for Warwickshire County Council's (WCC) Local Government Reorganisation options appraisal, as well as the financial outputs of that analysis.

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1. Executive Summary

This section covers the financial case portion of the submission for the reorganisation of local government in Warwickshire. It draws from detailed financial analysis and modelling undertaken for the different reorganisation scenarios. The analysis covers the costs and benefits of aggregation and transformation and assesses the financial sustainability¹ of the two reorganisation scenarios. The findings are intended to inform decision-makers on the optimal path for unitarisation to ensure long-term financial stability, efficient service delivery, and fairness for Warwickshire residents and communities.

¹ Financial sustainability has been considered across several dimensions – the capacity to respond effectively to the external environment, performance in managing finances over the longer term and the understanding and management of risk. To do this the impact of reorganisation on reserves, borrowing, the delivery of a balanced budget over the medium term, assets and liabilities and council tax have been considered.

Based on the geography and Ministry of Housing, Communities and Local Government (MHCLG) guidance, the following two options have been identified for the future of local government in Warwickshire:

- A single Warwickshire unitary authority.
- Two unitary authorities split into North Warwickshire – covering the current North Warwickshire, Nuneaton and Bedworth, and Rugby boroughs – and South Warwickshire – covering the current Stratford-on-Avon and Warwick districts.

The financial analysis demonstrates that a single unitary authority offers a compelling case compared to a two unitary authority scenario, with:

- Substantially higher recurring net annual benefits from reorganisation and a shorter payback period.
- Lower transition and ongoing costs to fund reorganisation, with risks from disaggregation of countywide services avoided.
- Greater resilience in reserves and balance sheet strength.
- Lower financial risk as in a two unitary scenario there will be material financial and fiscal imbalance between the two unitary authorities.
- Enhanced ability to deliver further savings and service improvements through transformation.
- Optimal council tax harmonisation, maximising income and minimising inequities.

By contrast, a two unitary model would introduce significant recurring costs, greater financial and operational risks, and a weaker platform for future transformation. Additionally, in the short to medium term, the proposed North Unitary would not be able to balance its budget, having exhausted its reserves, without additional Government funding, an immediate focus on rapid and radical service transformation or reductions in the service offer to residents and communities.

It is therefore recommended that Warwickshire pursue a single unitary authority model to secure long-term financial sustainability and deliver the greatest value for residents.

1.1 Financial Analysis of Local Government Reorganisation Approach

The financial analysis set out in this section of the case covers three core blocks of analysis as detailed below:

Costs/Benefits of Aggregation	<ul style="list-style-type: none"> • Benefits of a single unitary scenario compared to a two unitary scenario • Implementation costs • Disaggregation costs and risks • Investment appraisal and payback period
Financial Sustainability and Resilience	<ul style="list-style-type: none"> • Resources • Spending pressures • Reserves position • Debt and borrowing requirements

	<ul style="list-style-type: none"> • Wider financial risks
Council Tax Harmonisation	<ul style="list-style-type: none"> • Harmonisation approach • Timescale options • Options for Town and Parish Councils, and Rugby Special Expenses

1.2 Summary of Aggregation Analysis

The analysis suggests that a single unitary would deliver higher net benefits and a shorter payback period. As a result, a single unitary model will assist in the easing of financial pressure across Warwickshire's councils, which will remain significant irrespective of the outcome of local government reorganisation and further strengthens the need to take the financially most advantageous option.

A single unitary authority delivers:

- **Over three times higher recurring annual net benefit** from reorganisation compared to a two unitary scenario.
- **29% lower transition costs** compared to a two unitary scenario.
- **No disaggregation costs**, whereas there would be £8.6m additional annual recurrent costs in a two unitary scenario. A single unitary authority avoids the complexities and expenses linked with splitting functions and disaggregating staffing structures for current countywide services.
- After five years, an easing of **financial pressures across Warwickshire by £57.1m**, whilst a two unitary model **worsens the financial position by £11.0m**. This means that, in the medium-term, more funding will be required for significantly less financial gain and **£68.1m of lost financial opportunity**.
- A better springboard for transformation². In the ten years post-vesting, a single unitary authority could realise **48% greater benefit from carrying out additional base transformation compared with a two unitary scenario (an additional £46.7m)** and **64% greater benefit from carrying out additional stretch transformation (an additional £72.3m)**.

² Transformation is the delivery of benefits from changes to systems, processes and broader approaches to service delivery that go beyond simply bringing teams, services and functions together as part of reorganisation. The costs and benefits of transformation are additional to those incurred through reorganisation alone.

Summary of Aggregation Analysis

Option	Gross annual benefit from aggregation (£M) ³	Additional Annual Costs (£M) (Disaggregation Costs)	Recurring net annual benefit (£M)	Recurring net annual savings per resident ⁴ (£)	One off transition costs (£M)	Net benefit one year post-vesting (£M)	Cumulative net benefit five years post-vesting (£M)	Payback Period (years from first costs incurred) ⁵
1UA	18.7	0	18.7	29.60	22.3	(7.4)	57.1	2.9
2UA	14.8	8.6	6.2	9.80	31.2	(24.6)	(11.0)	7.7

Total impact of disaggregating to two unitary authorities compared to a single unitary model

Category	Reduction in benefits from aggregation	Additional disaggregation costs	Increase in transition costs	One-year post-vesting impact	Five-year post-vesting impact
Impact (£M)	3.9	8.6	8.9	£17.2m of lost financial opportunity	£68.1m of lost financial opportunity.
Impact timeline	Ongoing	Ongoing	One-off		

Summary of Transformation Opportunities (costs and benefits are additional to reorganisation)

Category		Gross additional annual benefit (£M)	Total one-off transformation costs ⁶ (£M)	Cumulative net benefit five years post-vesting (£M)	Cumulative net benefit ten years post-vesting (£M)	Payback period (years from first costs incurred)
1UA	Base	20.3	27.7	43.3	144.9	3.1
	Stretch	29.4	44.3	38.1	185.3	4.1
2UA	Base	15.2	30.7	22.4	98.2	4.3
	Stretch	20.7	48.1	9.8	113.0	5.4

1.3 Summary of Financial Sustainability and Resilience⁷

All local authorities are under severe financial pressure due to the rising cost of and demand for services, especially care services. The benefits of reorganisation and subsequent transformation will help provide the finances to support the delivery of sustainable financial positions over the medium to long-term.

A single unitary authority is predicted to have £11m increased financial capacity five years post-vesting to maintain services before any additional savings from transformation activity. This is down from a £30m surplus one-year post-vesting due to growing spending pressures. In contrast, a two unitary scenario risks significant demand, cost and financial imbalance even after the Pixel model⁸ accounts for the estimated impact of the Fair Funding reforms: the proposed North Warwickshire unitary authority faces a £43m annual shortfall five years post-

³ Gross annual benefit when at 100% phasing from Year Three

⁴ Recurring savings per resident when benefits phased to 100%

⁵ First costs occurred in pre-vesting year, year 0 (2027/28)

⁶ One-off transformation costs are phased over 5-6 years (see Appendix)

⁷ The figures quoted assume authorities current approved medium term financial plans remain unchanged and are delivered in full.

⁸ Independent analysis conducted by Pixel Financial in a model commissioned by the County Councils Network and shared across all six Warwickshire councils to disaggregate resources, including the impact of the Fair Funding Review.

vesting, exhausting reserves quickly (within three years) without increased government funding, additional savings from transformational activity, or significant expenditure cuts. The proposed South Warwickshire unitary authority would have a projected £41m increased financial capacity through the scope to leverage council tax income to more than meet expected cost/service demands. This imbalance is primarily driven by asymmetry in the proposed authorities' respective taxbases and the demand for and cost of Adults' and Children's services.

In all proposed authorities in both the single and two unitary scenarios, additional funding or additional savings through transformation activity will be required to balance the budgets long-term (five to ten years). This is owing to the trend of spending and demand pressures growing at a higher rate than income.

Over the longer term a single unitary authority would be better able to manage financial risk than a two unitary scenario due to retaining a greater and broader asset base. The two biggest long-term financial risks – the level of capital spend yet to be financed⁹ will primarily reside in the proposed South Warwickshire unitary (55% by vesting day) with the proposed North Warwickshire unitary holding the majority of the cumulative Dedicated Schools Grant (DSG) deficit in the short-term (60%). Predicted changes in demand suggest a future split of SEND costs of 55% North and 45% South by 2040¹⁰).

The move to unitary local government requires the harmonisation of council tax rates across former District and Borough areas to ensure equitable treatment of taxpayers in the new unitary authority/ies. This would result in a single council tax rate in the single unitary authority scenario or a single rate for each of the North and South unitary authorities in a two unitary authority scenario. A variety of options for harmonising council tax within the referendum limit have been explored. The preferred approach is to harmonise at the referendum limit (4.99%) set for the unitary, with harmonisation achieved in one year. This results in all District/Boroughs within the proposed unitary authority/ies paying the same rate from vesting day and provides the greatest resources and financial flexibility to the new authority/ies. There is the same level of potential total financial gain across the single and two unitary authority options. However, in a two unitary scenario, the gain would be split unequally between the two unitary authorities with a £6m gain in the five years post-vesting in the North Warwickshire unitary and an £8m gain in the South Warwickshire unitary owing to asymmetry in the taxbase. This is part of the financial gap between the North and South unitary, in a two unitary option.

2. Financial Assessment of Reorganisation Options

2.1 The Devolution White Paper (2024) and Drivers for Change

The White Paper sets a clear expectation that significant reorganisation and devolution is necessary across England to improve service delivery and ensure long-term financial stability for Local Government. Government's ambitions for devolution and reorganisation are clear:

- Greater powers vested in local and regional government
- Larger, more sustainable unitary authorities that reflect local identity and avoid fragmented governance

⁹ As measured by the Capital Financing Requirement projections included in authorities Treasury Management and Investment Strategies.

¹⁰ Newton Europe analysis.

- Rapid implementation, with a focus on delivering benefits at pace

Reorganisation and devolution are the routes for change

To achieve government ambitions, the White Paper outlines two key routes for change:

- 1) **Reorganisation:** a shift away from the two-tier system towards:
 - A single County-wide unitary; **or**
 - A multi-unitary model: County, District, and Borough councils are replaced with unitary councils with disaggregated county services.
- 2) **Devolution:** the formation of Strategic Authorities, with or without a mayor, to oversee regional economic development, transport, and infrastructure. These would involve collaboration between unitary authorities, similar to the West Midlands Combined Authority model.

Drivers for change

1. **Financial pressure:** In October 2023, the Local Government Association estimated a £4 billion funding gap for local government over the next two years.¹¹ This financial strain impacts delivery of local services and the ability of councils to plan for the future.
2. **Demand for services:** Population growth, ageing demographics and increasingly complex community needs are driving increased demand for higher-cost services.
3. **Social care costs:** From 2010/11 to 2023/24, local authority net expenditure on adult social care increased by 19% in real terms.¹² Per-person spend on children's services for County Councils increased 93% from 2013/14 to 2023/24.¹³ Warwickshire already has low, well-controlled unit costs in adult social care.

Benefits of LGR

Efficiency	Reorganisation to increase scale can drive efficiencies by consolidating resources and eliminating duplication, to reduce costs and enhance service delivery.
Transparency	A simplified local government structure offers an opportunity to strengthen the connection between communities, councils, the business community, Mayoral Combined Authority, and elected officials.
Growth and prosperity	Unitary authorities may have improved capacity to maximise growth opportunities - both locally and via devolution - to foster a more sustainable future.

¹¹ [Local Government Association Report](#)

¹² [Commons Library, Adult Social Care Funding in England](#)

¹³ [County Councils Spend on Children's Services](#)

2.2 Overview of Aggregation Options

Based on the geography and Ministry of Housing, Communities and Local Government (MHCLG) guidance, the following two options have been identified for the future of local government:

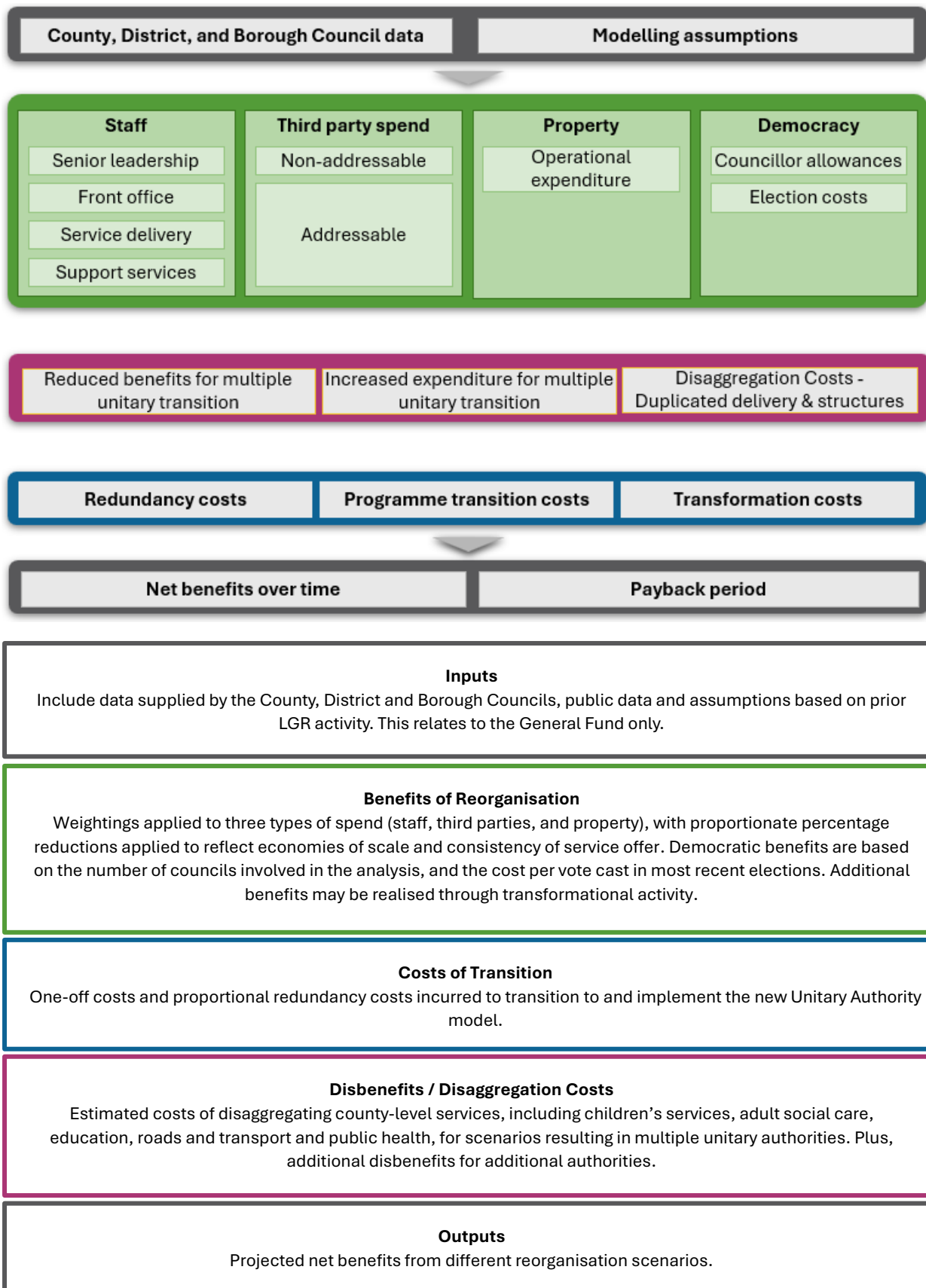
- A single Warwickshire unitary authority
- Two unitary authorities split into North and South Warwickshire

The table below outlines the geographical makeup of each option, along with the estimated population for each component area.

Description	Components (District / borough level)	Population
One Unitary Authority	<p>Warwickshire Unitary Authority: The Districts, Boroughs and County Council would consolidate into a new single unitary authority.</p> <ul style="list-style-type: none"> • This option would lead to significant savings (see financial analysis for details) • It would lead to aggregation of District and Borough services and simplified experiences for residents and customers, facilitated by consolidated points of contact 	<p>Warwickshire UA: 632,207</p> <ul style="list-style-type: none"> • Current population is in line with the Government guideline of 500,000 for a viable population size.
North and South Unitary Authority split	<p>Two unitary authorities would be created:</p> <p>North: North Warwickshire, Nuneaton and Bedworth, and Rugby Boroughs</p> <p>South: Stratford-on-Avon and Warwick Districts</p> <ul style="list-style-type: none"> • This would involve the disaggregation of key services, notably in Adult and Children's Social Care, Public Health, and Education, as well as aggregation of district and borough services. 	<p>North Warwickshire UA: 331,060 (52%)</p> <p>South Warwickshire UA: 301,147 (48%)</p> <ul style="list-style-type: none"> • A two unitary configuration would result in neither unitary exceeding the Government guideline of 500,000 for a viable population size now or in the medium-term.

2.3 Financial Analysis of Aggregation Approach

The financial analysis of aggregation options conducted for Warwickshire Local Government Reorganisation is outlined below. This details the baseline data, assumptions, and calculations underpinning cost and benefit drivers.



See Appendix 9.1 for a detailed breakdown of each aspect of the financial analysis

2.4 Phasing of Costs and Benefits of Aggregation

The costs and benefits of aggregation identified in the financial analysis will accrue over time, with the first costs incurred in the year pre-vesting (Year 0 in this analysis). The diagram below shows the **phasing that has been applied** within the reorganisation analysis for Warwickshire. In modelling the impact of costs and benefits, assumptions have been made to reflect realistic implementation timelines.

The benefits are phased over a three-year period, recognising that some efficiencies, such as senior leadership reductions and redundancies, can be realised quickly, while others, like contract realignment and third-party spend savings, may take longer to achieve.

It is important to note that the benefits of aggregation modelled in the previous two pages relate solely to a transition to unitary authorities, rather than service redesign and transformation. Any potential improvements arising from broader service redesign are presented as part of the transformation opportunities in Section 3.

The phasing of the benefits and costs are based upon the **assumption that Vesting Day would come at the end of Year Zero, with Y0 as the shadow authority year.**

Phasing Assumptions in the Cost/Benefit Analysis

	Year 0 2027/28	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Benefits (cumulative)	0%	50%	75%	100%	100%	100%
Transition Costs (one-off)	50%	25%	25%			
Disaggregation Costs		100% ongoing				

Annualised benefits are phased over four years to reflect varying implementation timescales. This accounts for delivery sequencing, governance cycles, and contract durations and assumes progress is made pre-vesting to prepare for LGR. Transformation benefits are not included in this phasing.

- **Transition costs** are one-off and assumed to be incurred over years 0-2.
- **Disaggregation costs** result from dividing existing structures, leading to ongoing expenses for duplicated leadership, county service delivery teams, and democratic structure. It is assumed that these disbenefits would not create costs until Y1, when the new model is fully implemented and operational.

2.5 Benefits of Aggregation

A single unitary delivers greater annual savings via benefits of aggregation, with increased economies of scale compared to a two unitary scenario. This enables greater percentage reductions in spend on staff, property, and third parties following unitarisation.

Benefits of Aggregation

Benefit area	Approach	% Reduction		Gross Annual Saving (£M)	
		1UA	2UA	1UA	2UA
Front office	Percentage reduction applied to front office staff effort	4%	3%	1.1	0.9
Service delivery	Percentage reduction applied to District/Borough service delivery staff owing to savings focus on benefits from aggregation of legacy District/Borough services.	5%	3%	0.3	0.2
Support services	Percentage reduction applied to support services staff effort	5%	3.5%	2.3	1.6
Senior management	Reduction applied to senior management, c.30 staff across County, District, and Borough ¹⁴	See right		3.4	3.4
Third party spend	Percentage reduction applied to addressable third-party spend	3.5%	2.5%	8.6	6.2
Property	Percentage reduction applied to property spend	14%	12%	1.4	1.2
Democracy	Combined savings from elections, average costs for District/Borough councillors, and changes in base and Special Responsibility Allowance costs	See right		1.5	1.4
Annual benefit				18.7	14.8

Role examples for front office, service delivery, and support services staff within each domain included in Appendix 9.2

A single unitary model delivers over 26% higher gross annual benefit of aggregation when compared to a two unitary model. This is primarily driven by greater economies of scale delivered in a single unitary option, delivering higher percentage savings, across front office staff, support services staff, and third party spend.

In totality, it is estimated that transitioning to a single unitary would lead to a reduction of 105-125 staff (including senior leadership) or 80-100 staff would be reduced in a two unitary scenario (gross reduction – as described in Section 2.7, disaggregation of county level services will also require additional staff, meaning that net staffing savings will be lower). These benefits of aggregation are assumed to be realisable within three years from consolidation.

Transformation benefits, covered in Section 3, will take longer to realise and will be reliant on building on the benefits of new unitary authorities.

Benefits opportunities

Benefit area	Justification
Support Services	<ul style="list-style-type: none"> Staff: Rationalisation of duplicated support teams (e.g. finance, HR, legal, ICT) through creation of single teams with optimised processes. Third Party Spend: Reduced use of external capacity.

¹⁴ Both the single and two unitary scenarios are modelled to have the same gross saving in terms of senior leadership. However, in a two unitary scenario, there will be additional disaggregation costs associated with the requirement for a duplicated senior leadership team.

Public Health	<ul style="list-style-type: none"> • Staff: Shared data teams leading to reduced duplication and fostering greater collaboration in relation to leisure service provision and optimising public health outcomes. • Assets: Public health digital infrastructure (e.g. data tools, communications platforms) shared more efficiently across teams.
Place services	<ul style="list-style-type: none"> • Staff: Centralised management of services such as waste, countryside, regeneration, and housing avoids fragmentation and duplicated costs. • Staff: Consolidation of service management roles and support functions (e.g. environmental health, licensing, planning enforcement) across legacy District/Borough footprints. • Third Party Spend: Consolidated maintenance and operations contracts for large estates. • Assets: Rationalisation of local offices and depots; co-location with wider public services (e.g. libraries, police, or health hubs) to release underused space. • Assets: Rationalised office estate by reducing duplication in corporate headquarters. • Assets: Better use of land for dual purpose (e.g. biodiversity net gain, recreation, strategic pipeline for development); disposal of underused estate.

2.6 Implementation Costs

One-off transition costs would be considerably higher for a two unitary model compared to a single unitary model. This is driven by the proportionally higher costs of external and programme management support, for example, in creating two new organisations.

One-off transition costs

Cost category	Approach	Cost (£M)	
		1UA	2UA
Programme transition costs	See Appendix 9.3 for breakdown of costs	16.2	26.1
Redundancy cost (incl. pension strain)	Redundancy cost as a proportion of salary (current assumption) multiplied by total STAFF saving (<i>detailed in Benefits of Aggregation in Section 2.5</i>)	6.1	5.2
Total one-off costs		22.3	31.2

Total one-off costs for a single unitary scenario would be **29% lower** than those for a two unitary scenario. This is primarily driven by proportionally lower costs for external support, programme management, ICT, and creating the new council (detailed in Appendix 9.3) that are incurred when creating one authority compared to two. Redundancy costs are lower for a two unitary model compared to a single unitary model. However, this is a result of a reduction in staff savings achieved through aggregation.

Owing to the age of profile of council staff, additional costs from pension strain drive high redundancy costs. Transition costs are assumed to be phased across Years 0-2.

2.7 Disaggregation Costs and Risks

In a two unitary model, there are additional recurring costs owing to the need to duplicate significant County Council structures after disaggregating major services such as Adult Social Care, Children's Services, Public Health, Education, Economic Development and Highways, as well as support services and the Warwickshire Pension Fund. This means that there would be

additional costs incurred only when transitioning to a two unitary model. Whilst uncoded at this stage, there may also be a requirement to disaggregate fire and rescue services in a two unitary scenario, depending on preferred option chosen.

Recurring disaggregation costs

Cost category	Approach	Cost (£)
		2UA
Duplicated senior leadership	Combined costs to cover management salaries across four directorates and the county-level Chief Executive salary for an additional unitary authority, all adjusted by the estimated on-cost multiplier.	3.0
Duplicated county service delivery teams	Total disaggregation costs for front-line staff are calculated by identifying a percentage of staff effort focussed on management and supervision. An uplift can then be made to these costs, to reflect the additional leadership required to successfully manage disaggregated county services e.g. social care in second unitary authority. Costs would apply to all County teams.	5.2
Duplicated democratic structure	Duplicated Special Responsibility Allowance costs for additional unitary.	0.4
Annual disaggregation costs		8.6

Disaggregating county level services would create £8.6m of additional recurrent annual costs in a two unitary model. This significant restructuring of countywide services creates diseconomies of scale and less efficient use of resources compared to the current single upper tier authority and the proposed single unitary model. Disaggregation costs will be incurred from Year One, once Vesting Day has occurred (April 2028).

Additional disaggregation risks and challenges

Risk	Description
Loss of economies of scale	<ul style="list-style-type: none"> • Increased financial pressure: disaggregation leads to duplicated roles and costs. • Diminished bargaining power: fragmented governance will affect the ability to negotiate contracts and procure resources efficiently.
Service fragmentation	<ul style="list-style-type: none"> • Organisational inefficiencies: splitting county services will create risks of gaps in service provision, particularly in areas like social care, education, road maintenance, and capital projects that require coordinated efforts. • Fragmented management and governance: multiple administrative entities create disjointed approaches in service delivery, affecting efficiency and cohesion.
Service offering	<ul style="list-style-type: none"> • Inconsistency in quality and accessibility: division of services leads to varying standards, compromising user experience. • Impacted access: fragmentation impedes easy access to critical services across different units.
Service consistency	<ul style="list-style-type: none"> • Disrupted continuity: change in administrative boundaries affects ongoing service relationships in sectors like social care. • Negative user experience: interruptions necessitate new service arrangements, thus increasing operational costs and complexity.
Data sharing	<ul style="list-style-type: none"> • Coordination complexity: disaggregation complicates data sharing across administrative boundaries. • This increases risks of protection gaps and degradation in service quality.
Workforce	<ul style="list-style-type: none"> • Resource competition: All six Councils face significant workforce challenges which disaggregation could compound.
Contract disaggregation	<ul style="list-style-type: none"> • Transitional challenges: reallocating county-wide contracts across two unitary authorities may result in transitional issues and thus increased contract and management costs.

Service support	<ul style="list-style-type: none"> • Loss of workforce expertise: splitting centralised support services like HR, Finance and IT risks losing specialised expertise, leading to skill gaps and higher transition costs. • Splitting existing frontline teams poses a risk to service continuity and loss of skills in one or both of the unitaries.
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2.8 Investment Appraisal and Payback Period

The time taken for the costs of the proposed Local Government Reorganisation options to be repaid through benefits of aggregation have been assessed. The ‘payback period’ refers to the amount of time from when the first costs are incurred for the cumulative benefits of aggregation to pay back the one-off transition costs and disaggregation costs (in the case of the two unitary scenario).

Net Benefit and Payback Period¹⁵

Unitary Authority Option	Total net benefit one year post-vesting (£M)	Total cumulative net benefit in five years post-vesting (£M)	Payback period (years from first costs incurred)
Single Unitary Authority	(7.4)	57.1	2.9
Two Unitary Authorities	(24.6)	(11.0)	7.7

Total Net Benefit After One Year¹⁶

Both options show a negative net benefit in the first year post-vesting, reflecting the significant upfront restructuring costs. These include transition and redundancy costs, expenditure on new systems, processes, and communications/publicity, and costs for reorganisation, staff training and the integration of new technologies and processes typical of all large-scale transformations.

The negative net benefit is much larger for the two unitary authority option, primarily driven by higher transition costs (for this option, disbenefits from disaggregation are assumed to create costs from Y1 when the new model is fully implemented and operational).

Payback Period

The payback period indicates how long it takes to recoup the initial investment. The single unitary scenario has a shorter payback period (2.9 years) because the initial investment is recouped relatively quickly as cost reductions and efficiencies from the restructuring take effect, delivering full benefits sooner. By contrast, the two unitary scenario has a longer payback period (7.7 years), driven by lower overall benefits and significantly higher ongoing costs, so it takes longer to achieve net financial benefits.

Total Net Benefit After Five Years

In the five years post-vesting, the net benefit is the highest in the single unitary option (£57.1m), reflecting the successful realisation of the anticipated savings and efficiencies. The substantial net benefit suggests that the restructuring leads to significant cost reductions and improved service delivery.

¹⁵ Figures in brackets indicate a negative value.

¹⁶ In both scenarios, benefits are phased over the first three years post-vesting (2028/29 to 2030/31) and costs are incurred from the year pre-vesting to two years post-vesting (2027/28 to 2029/30). See Section 2.4 for full details of phasing of reorganisation costs and benefits.

The savings from front office, support services, and property optimisations, along with improved management of third-party contracts and consolidation of service provision, contribute to the positive financial outcome. These efficiencies are compounded over time, providing greater value to residents and the organisation.

Five years post-vesting, in the two unitary option the cumulative net benefit is still negative (-£11.0m) and hence considerably lower than the single unitary authority option.

2.9 Conclusions from Aggregation Analysis

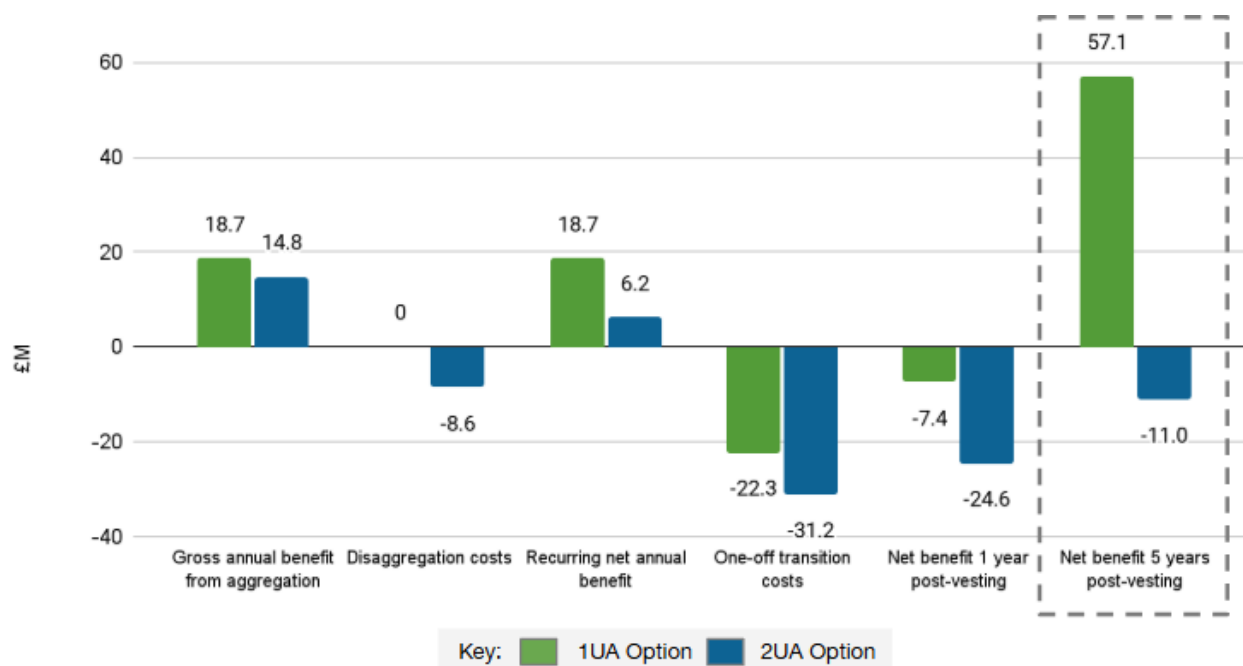
A single unitary offers the more compelling financial argument than a two unitary model, with increased net benefits over time and a shorter payback period. A single unitary model will support with easing of financial pressure across Warwickshire's councils.

Option	Gross annual benefit from aggregation (£M)	Additional Annual Costs (£M) (Disaggregation Costs)	Recurring net annual benefit (£M)	Recurring net annual savings per resident (£)	One off transition costs (£M)	Net benefit one year post-vesting (£M)	Cumulative net benefit five years post-vesting (£M)	Payback Period (years from first costs incurred)
1UA	18.7	0	18.7	29.60	22.3	(7.4)	57.1	2.9
2UA	14.8	8.6	6.2	9.80	31.2	(24.6)	(11.0)	7.7

A single unitary offers significantly greater net benefit when compared to a two unitary model providing over three times higher recurring net annual benefit and 29% lower transition costs. This difference is predominantly driven by the additional annual costs of disaggregating services in a two unitary model. In the five years post-vesting, this results in a single unitary model easing financial pressures across Warwickshire's councils by £57.1m, whilst a two unitary model worsens the financial position by £11.0m. This means that more funding will be required for significantly less financial gain.

Category	Reduction in benefits from aggregation	Additional disaggregation costs	Increase in transition costs	One year post-vesting impact	Five year post-vesting impact
Impact (£M)	3.9	8.6	8.9	£17.2m of lost financial opportunity	£68.1m of lost financial opportunity.
Impact timeline	Ongoing	Ongoing	One-off		

Key reorganisation costs and benefits for single and two unitary options



3. Costs and Benefits of Transformation

3.1 Transformation Scenarios

Transformation is the delivery of benefits from changes to systems, processes and broader approaches to service delivery that go beyond simply bringing teams, services and functions together as part of reorganisation.

Two ‘transformation scenarios’ have been developed to reflect the level of ambition that can be applied to Local Government Reorganisation in Warwickshire. The benefits achieved through these scenarios are additional to the benefits described above from reorganisation. These two transformation scenarios have been applied to each of the options being considered as part of LGR (i.e., one unitary authority versus two unitary authorities). Each transformation scenario has different assumptions for costs and benefits. The different transformation scenarios, and how they build upon ‘reorganisation’, are set out below:



Reorganisation

This approach represents the savings delivered by bringing together teams from different councils and the immediate efficiencies of economies of scale across staffing, property and third party spend. This approach would involve the change required to ensure legal compliance and maintenance of essential services. This approach does not fundamentally alter service delivery mechanisms and benefits are primarily derived from amalgamation of existing councils. It is these financial benefits that have been included in the analysis to date.



Lower Level of Transformation – Base

This involves targeted enhancements within a council or multiple councils' service areas. It focuses on system changes and technological upgrades to improve efficiency and effectiveness within services, without necessarily affecting other council functions.



Higher Level of Transformation - Stretch

This is an ambitious approach that leverages technology to transform multiple council functions across resultant councils. It aims for comprehensive improvements that enhance capabilities across services, leading to better overall performance and integration.

3.2 Transformation Costs and Benefits

The costs and benefits from the 'base' and 'stretch' transformation scenarios are detailed below. These costs and benefits are additional to the costs and benefits associated with reorganisation detailed in Section 2.

Costs and benefits of transformation

Category		Gross additional annual benefit (£M)	Total one-off transformation costs (£M)	Cumulative net benefit five years post-vesting (£M)	Cumulative net benefit ten years post-vesting (£M)	Payback period (years from first costs incurred)
1UA	Base	20.3	27.7	43.3	144.9	3.1
	Stretch	29.4	44.3	38.1	185.3	4.1
2UA	Base	15.2	30.7	22.4	98.2	4.3
	Stretch	20.7	48.1	9.8	113.0	5.4

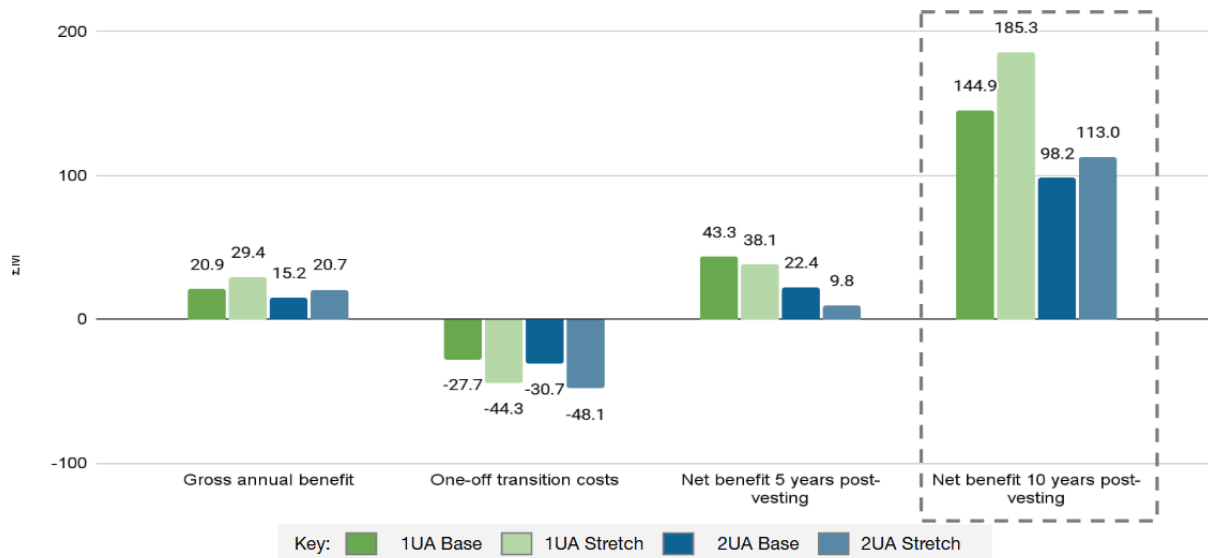
Profiling of costs and benefits of transformation

		Year 0 2027/28	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Benefits (cumulative)	Base	0%	20%	50%	80%	100%	100%
	Stretch	0%	10%	30%	60%	80%	100%
Transition Costs (one-off)	Base	10%	15%	30%	30%	15%	
	Stretch	10%	20%	20%	20%	20%	10%

A single unitary authority provides a **better springboard for additional benefits to be realised from LGR**. A single unitary will be able to build on the platform of unitarisation to create greater economies of scale across staffing, third party spend, and property, consistently automating and standardising processes and forms, managing workload volumes more efficiently, applying consistent mechanisms for managing local markets to promote more consistent provider unit costs, conducting supplier consolidation and supplier relationship management. A single unitary could also collaborate with the wider system more effectively, e.g. the Integrated Care Boards and police, to deliver more efficiencies through sharing outcomes and resources. Transformation costs are higher in a two unitary scenario due to the need for duplicate investment in digital technologies, change management, and programme support.

In the ten years post-vesting, a single unitary authority could realise **48% greater benefit from additional base transformation**, compared with a two unitary scenario.

Key Transformation Costs and Benefits for Single Unitary and Two Unitary Options (additional to reorganisation cost/benefits)

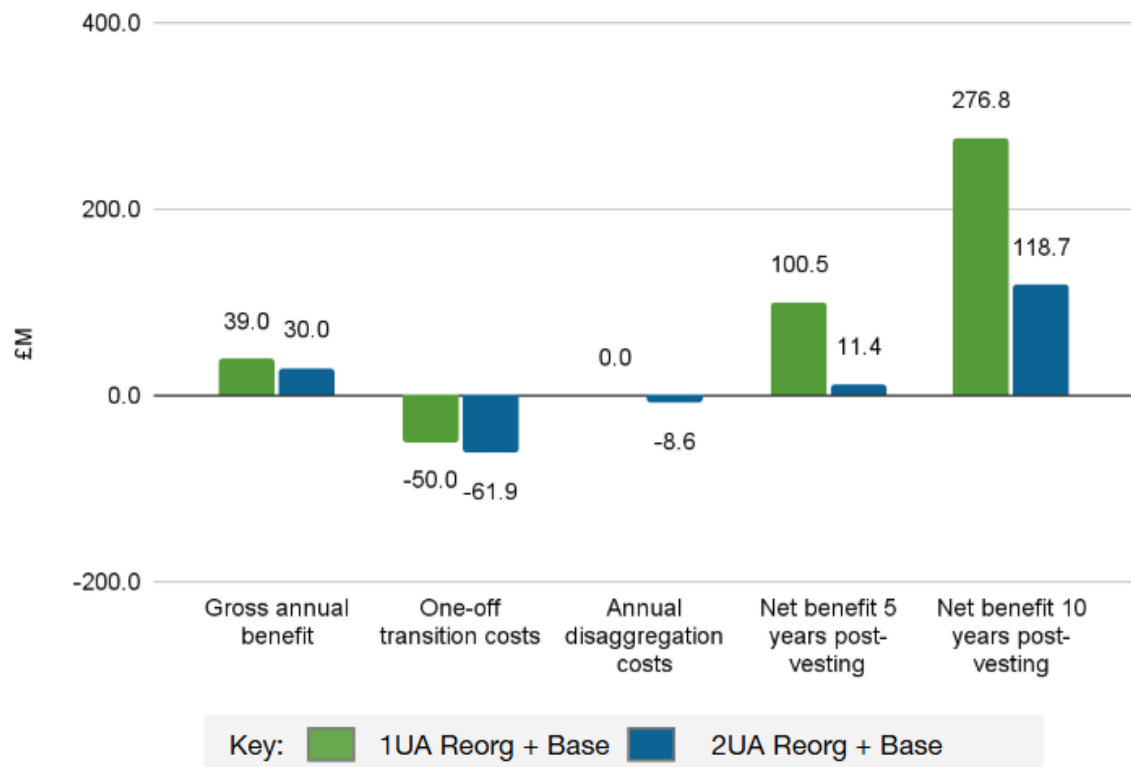


In the ten years post-vesting, a single unitary authority could realise 48% greater benefit from carrying out additional base transformation (£46.7m more) and 64% greater benefit from carrying out additional stretch transformation (£72.3m more), compared with a two unitary scenario.

Sum of the costs and benefits of reorganisation and transformation scenarios

Reorganisation and Base Transformation

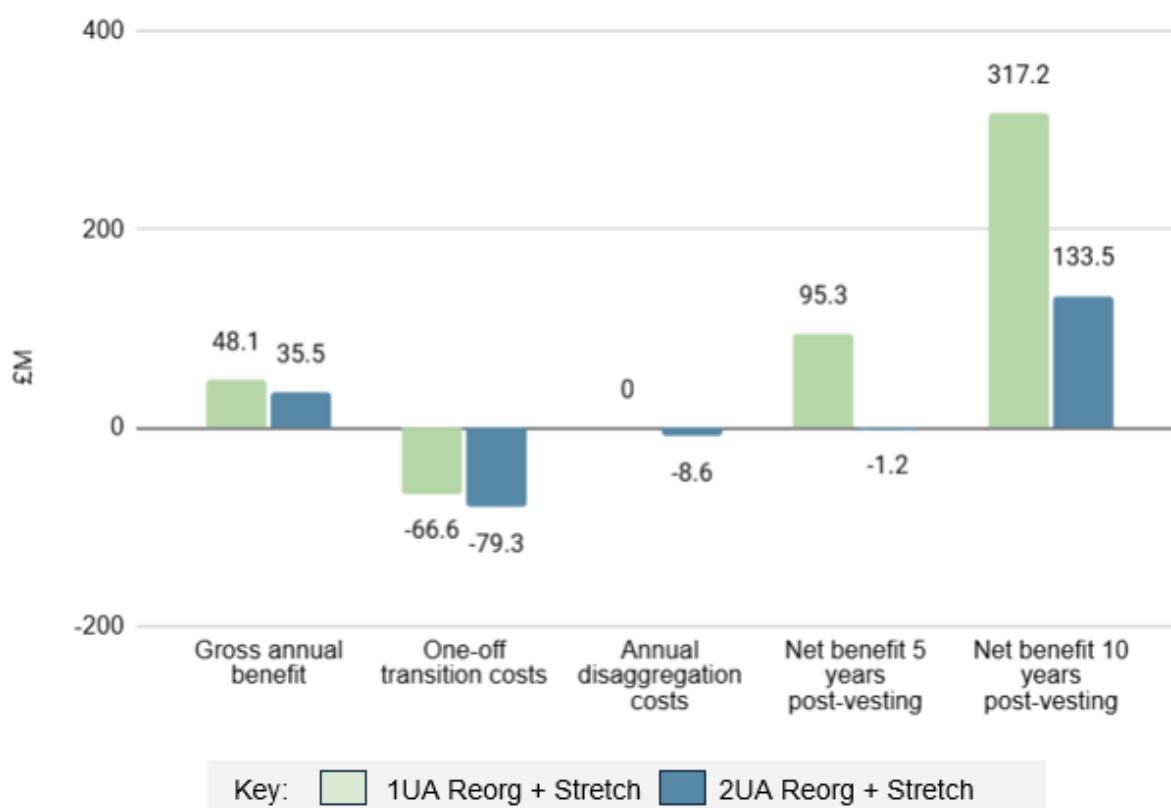
The sum of costs and benefits of reorganisation and the ‘base’ transformation scenario together are illustrated below.



When base transformation is delivered alongside reorganisation, a single unitary could allow more than twice the net benefit compared to a two unitary scenario within ten years post-vesting.

Reorganisation and Stretch Transformation

The sum of costs and benefits of reorganisation and the ‘stretch’ transformation scenario together are illustrated below.



When stretch transformation is delivered alongside reorganisation, a single unitary could allow almost 2.5 times (238%) the net benefit compared to a two unitary option within ten years post-vesting.

4. Financial Sustainability and Resilience of Different Reorganisation Scenarios

This section illustrates the financial sustainability through analysing how the costs and benefits of reorganisation align with the wider financial context of the proposed unitary authorities in the single and two unitary scenarios given the pressures on local government finances more generally. It does this through consideration of the impact of reorganisation on resource forecasts, spending pressures and the reserves position of the proposed unitary authorities. Note that the financial sustainability analysis incorporates benefits from reorganisation but does not assume any additional benefits from transformation activity.

Together, analysis of these areas illustrates that a single unitary and the proposed South Warwickshire unitary in a two unitary scenario would be sustainable five years post-vesting. In a two unitary scenario, the proposed North Warwickshire unitary would exhaust its reserves to balance its budget within three years post-vesting and therefore not be viable without additional funding, savings from transformational activity or reductions in services.

However, in all proposed authorities in both the single and two unitary scenarios, additional funding or additional savings through transformation activity will be required to balance the budgets long-term. This is owing to the trend of spending and demand pressures growing at a higher rate than resources.

Wider financial risk in these proposed authorities, including liabilities, are considered in Sections 5 and 6.

4.1 Summary of Financial Sustainability

An analysis of the financial sustainability of the proposed options has been conducted using the consolidated County, District, and Boroughs MTFS positions as well as the estimated costs and benefits of reorganisation in each scenario as detailed in Section 2. Methodology:

1. Disaggregate funding sources using Pixel Financial data. This is a national model taking account of the estimated impacts of the Fair Funding reforms which is available to all six councils in Warwickshire.
2. Adjust Council Tax figures to account for impact of harmonisation (see Section 7 for details)
3. Disaggregate County costs line-by-line using cost drivers detailed in Appendix 9.6 (two unitary scenario analysis only). Crucially, this draws on national postcode analysis of 'people services' (adults, children's and education) undertaken by Newton Europe, considering the position in 2025 and projected forward to 2040.
4. Add relevant District and Borough costs to the disaggregated County costs in the proposed North and South unitary authorities (two unitary scenario analysis only).
5. Add in phased costs and benefits of reorganisation.
6. Assess the extent of reserves which will need to be drawn to balance the budget.

See Appendix 9.6 for assumptions used to forecast spending pressures and savings beyond the published MTFS positions.

This analysis demonstrated that, in a single unitary scenario, there is a £30m surplus one-year post-vesting. Owing to the current trend of demand pressures leading to spending increasing at a faster rate than resources, it is expected that this surplus would reduce to £11m five-years post-vesting despite the net benefits of unitarisation. Over the longer term, the benefits of unitarisation would be eroded by continued cost and demand increases such that the single unitary would ultimately need to start drawing on reserves, rely on an increase in Government funding, deliver additional savings through transformational activity, or reduce the service offer to close the gap.

In a two unitary scenario, the North Warwickshire unitary would exhaust its reserves within three years post-vesting, resulting in a growing £43m annual shortfall five years post-vesting. Without an increase in Government funding or additional transformational activity, the North unitary would require an annual reduction in expenditure by £43m in addition to the net benefits of unitarisation to close the gap. This position is primarily driven by a smaller taxbase in the proposed North unitary and asymmetry of demand in Children's and Adults' services (61% and 53% of Warwickshire's current demand comes from the North across these two domains). The north unitary would be especially vulnerable to reductions in Government grant and business rates due to its low council tax base.

Conversely, in the proposed South unitary in the two unitary scenario, there would be a £41m additional financial capacity five years post-vesting. A larger portion of expenditure would be funded by council tax owing to a relatively higher taxbase, and comparatively lower service demand across in Children's and Adults' services.

This scenario would lead to a significant financial imbalance between the two unitary authorities from the outset that the benefits from reorganisation would not resolve and would be difficult to resolve with subsequent transformation.

Summary of financial sustainability of proposed options

Option 1 – Single Unitary Authority (£M)					
	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Budget position post-LGR cost / (gain)	(30)	(27)	(27)	(18)	(11)
Use of reserves	17	6	-	-	-
Additional savings needed to balance	-	-	-	-	-
Option 2 – North Warwickshire Unitary Authority (£M)					
Budget position post-LGR cost / (gain)	16	22	26	35	43
Use of reserves	24	22	23	-	-
Additional savings needed to balance	-	-	3	35	43
Option 2 – South Warwickshire Unitary Authority (£M)					
Budget position post-LGR cost / (gain)	(34)	(35)	(40)	(40)	(41)
Use of reserves	11	4	-	-	-
Additional savings needed to balance	-	-	-	-	-

4.2 Resources

An initial view of projected resources in each of the scenarios has been developed to support the view of financial sustainability of each proposed authority and whether the budget position of each will balance over time.

From vesting day, the new unitary authorities will receive funding that was previously allocated to the legacy authorities. Funding currently allocated to the County Council will be apportioned across the proposed unitary authorities. In a single unitary authority, funding currently allocated to the County will be allocated 100% to the new authority. In the two unitary scenario, the County's funding will need to be apportioned between the proposed North and South unitary authorities.¹⁷ Council tax will also need to be harmonised across the new organisations, which will impact the amounts paid by residents and received by the new unitary authorities (see council tax harmonisation in Section 7)

¹⁷ Income is apportioned on the same basis as expenditure, except in the case of government grants, business rates, and council tax. Figures from the Pixel model were used for government grants and business rates. See the council tax harmonisation work for council tax split.

The following categories of income have been considered in the budget position:

Categories of Income	Description	Assumptions
Government Grants	Aggregated government grants that fall within the Local Government Finance Settlement.	Government grants and Settlement Funding Assessment are assumed to be cash frozen each year (i.e. no cash increase). These have been disaggregated between the two proposed unitary authorities in the two unitary scenario through independent analysis conducted by Pixel Financial in a model commissioned by the County Councils Network and subscribed to by all six Warwickshire councils. The assumption of no cash increase is consistent with the modelling conducted by other areas and does not make assumptions about future Government spending decisions.
Settlement Funding Assessment	Combination of Business Rates income and Revenue Support Grant.	
Sales, fees, and charges	Various payments collected from users of services and sales. These generate income and offset costs. These include fees for services like parking and leisure centres.	The proportion of spend funded by fees and charges is assumed to remain unchanged.
Council Tax	Income from residents based upon property valuations and bandings, used to fund local services.	<ul style="list-style-type: none"> • 4.99% annual increase in the consolidated council tax, i.e. annual increase at the referendum limit • A 1.5% annual increase in the taxbase in line with historic trends across Warwickshire. No differential increase in the taxbase between areas is assumed. • Rugby special expenses to be abolished and replaced by a town council and town/parish councils to be introduced in the Nuneaton and Bedworth area. • <i>See Section 7 on council tax harmonisation for more details.</i>

Overview of income projections (based on Pixel model which includes the estimated impact of the local authority funding reforms currently being consulted on by the Government, also known as Fair Funding)

Details of the future forecast income for the new unitary authorities are set out below.

Option 1 – Single Unitary Authority (£M)					
	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Settlement Funding Assessment (business rates and RSG) and Grants	(276)	(276)	(276)	(276)	(276)
Council Tax ¹⁸	(558)	(594)	(632)	(672)	(714)
Total Resourcing	(834)	(870)	(908)	(948)	(990)
Option 2 – North Warwickshire Unitary Authority (£M)					
Settlement Funding Assessment (business rates and RSG) and Grants	(171)	(171)	(171)	(171)	(171)
Council Tax	(260)	(277)	(295)	(313)	(333)
Total Resourcing	(431)	(448)	(466)	(484)	(504)
Option 2 – South Warwickshire Unitary Authority (£M)					
Settlement Funding Assessment (business rates and RSG) and Grants	(105)	(105)	(105)	(105)	(105)
Council Tax	(298)	(317)	(337)	(359)	(381)
Total Resourcing	(403)	(422)	(442)	(464)	(486)

4.3 Spending Pressures

Medium Term Financial Strategies (MTFS) from County, District, and Borough Councils estimate future spending pressures and planned savings. In both scenarios (single and two unitary authorities), analysis of the proposed unitary councils' consolidated MTFS positions reveals spending pressures are increasing faster than planned savings, with an average annual spending pressure of 5.70% in a single unitary and 5.83% and 5.54% in the North and South unitary authorities in a two unitary scenario respectively.

In the short to medium-term, these spending pressures can be absorbed by the benefits of aggregation in a single unitary and in the South unitary in the two unitary scenario. However, in the North unitary in a two unitary scenario, this is not the case. The North unitary will require a combination of additional government funding, early delivery of the transformational benefits and additional savings to be sustainable within the first five years post-vesting.

If spending pressures continue to increase at a faster rate than resourcing, then the position faced by a North Warwickshire unitary in the short/medium term will be replicated in a single

¹⁸ Council tax income figures reflect the financial benefit from the preferred option for council tax harmonisation as set out in section 7.

unitary and a South Warwickshire Unitary. Over a five-to-ten-year horizon, transformational benefits, additional savings or additional Government funding on top of the benefits of unitarisation will be required to balance across all proposed unitary authorities.

Spend to be resourced by County based on MTFS positions

Option 1 – Single Unitary Authority (£M)					
	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
North Warwickshire	12	13	13	13	14
Nuneaton and Bedworth	20	22	24	25	26
Rugby	21	22	23	24	25
Stratford	22	22	22	23	23
Warwick	19	19	20	20	21
Warwickshire CC	713	753	798	844	889
Net Revenue Requirement	807	851	900	949	998
Option 2 – North Warwickshire Unitary Authority (£M)					
North Warwickshire	12	13	13	13	14
Nuneaton and Bedworth	20	22	24	25	26
Rugby	21	22	23	24	25
Warwickshire CC	389	410	435	460	485
Net Revenue Requirement	442	467	495	522	550
Option 2 – South Warwickshire Unitary Authority (£M)					
Stratford	22	22	22	23	23
Warwick	19	19	20	20	21
Warwickshire CC	324	343	363	384	404
Net Revenue Requirement	365	384	405	427	448

Consolidated MTFS Position in Proposed Unitary Authorities

The six councils' published MTFS positions have been consolidated to provide a view of the budget, spending pressures, and planned savings across the single unitary authority in the single unitary scenario and the North and South unitary authorities in the two unitary scenario.

Option 1 – Single Unitary Authority (£M)					
	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Approved budget 2025/26	738	738	738	738	738
Ongoing future spending pressures	120	172	221	270	319
Ongoing future savings	(51)	(59)	(59)	(59)	(59)
Net Revenue Requirement	807	851	900	949	998
Option 2 – North Warwickshire Unitary Authority (£M)					
Approved budget 2025/26	400	400	400	400	400
Ongoing future spending pressures	70	100	128	155	183
Ongoing future savings	(28)	(33)	(33)	(33)	(33)
Net Revenue Requirement	442	467	495	522	550
Option 2 – South Warwickshire Unitary Authority (£M)					
Approved budget 2025/26	338	338	338	338	338
Ongoing future spending pressures	50	72	93	115	136
Ongoing future savings	(23)	(26)	(26)	(26)	(26)
Net Revenue Requirement	365	384	405	427	448

Annual spending pressures (across all services) per consolidated MTFS position

Annual spending pressures have been calculated using the ‘ongoing future spending pressures’ line as identified in the consolidated MTFS position for the single unitary authority option and the North and South Warwickshire unitary authorities in the two unitary authority option.

	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33	Av.
Single Unitary Authority	-	6.43%	5.76%	5.45%	5.17%	5.70%
North Warwickshire Unitary Authority	-	6.53%	5.91%	5.59%	5.29%	5.83%
South Warwickshire Unitary Authority	-	6.30%	5.57%	5.27%	5.01%	5.54%

4.4 Reserves Position

Reorganisation will require significant upfront costs (as detailed in Section 2). Ideally these will be supported by reserves held by the legacy councils. Currently the Councils have an estimated £125m reserves¹⁹ available to support transition and medium-term financial strategies. This represents a view of the combined reserves of the six legacy Councils within the single unitary authority and the North (£69m) and South (£56m) unitary authorities in the two unitary scenario.

Option	Available Reserves (£M)
Single Unitary	125
Two Unitary Scenario	
North Warwickshire Unitary	69
South Warwickshire Unitary	56

See Appendix 9.6 for full breakdown of usable reserves available to support reorganisation.

Reserves are projected to be sufficient to support transition in the single unitary scenario. But these reserves are expected to be exhausted within three years post-vesting in the North Warwickshire unitary in a two unitary scenario. This exposes the two unitary scenario to greater financial risk, especially if transition or disaggregation costs are higher than forecast. It would also make the North Warwickshire unitary in the two unitary scenario unsustainable without additional Government funding or additional savings.

Reserves position in the proposed reorganisation scenarios five years post-vesting

Option 1 – Single Unitary Authority (£M)					
	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Available reserves at year start	(125)	(108)	(102)	(102)	(102)
Pre-vesting day transition	11	-	-	-	-
In-year transition costs	6	6	-	-	-
Reserves to balance budget	-	-	-	-	-
Available reserves at year end	(108)	(102)	(102)	(102)	(102)
Extra savings needed to balance	-	-	-	-	-

¹⁹ Modelling of reserves based on estimated reserves at 31 March 2026 reported by authorities on the RA Form submission to MHCLG. County Council reserves have been split in a two unitary scenario on the basis of Net Revenue Spend. The following reserves are not available to support reorganisation or help balance the revenue budget - School level reserves; Dedicated Schools Grant Adjustment Account; reserves held on behalf of third parties for specific projects; and contractual commitments. The existing provision to offset the DSG Schools Grant Adjustment Account has been retained along with 50% of the specific risk and budget stabilisation reserves. A provision for General Reserves estimated at 5% of net spend has also been retained as the minimum level of reserves. The figures also assume no reserves are used to support the revenue budget prior to vesting day given the positive impact of the Fair Funding Review and limits that would be covered by any Section 24 agreement when the reorganisation decision is announced.

Option 2 – North Warwickshire Unitary Authority (£M)					
Available reserves at year start	(69)	(45)	(23)	-	-
Pre-vesting day transition	8	-	-	-	-
In-year transition costs	4	4	-	-	-
Reserves to balance budget	12	18	23	-	-
Available reserves at year end	(45)	(23)	-	-	-
Extra savings needed to balance	-	-	3	35	43
Option 2 – South Warwickshire Unitary Authority (£M)					
Available reserves at year start	(56)	(45)	(41)	(41)	(41)
Pre-vesting day transition	7	0			
In-year transition costs	4	4			
Reserves to balance budget	0	0			
Available reserves at year end	(45)	(41)	(41)	(41)	(41)
Extra savings needed to balance	-	-	-	-	-

5. Assets and Liabilities

This section assesses the financial risk to the proposed unitary authorities in both the single and two unitary scenarios through consideration of the following:

- Balance sheet position
- Debt and borrowing requirements (including Capital Financing Requirement, Dedicated School Grant and SEND Deficits)

Over the longer term, a single unitary authority would be better able to manage financial risk than a two unitary scenario due to retaining a greater and broader asset base. The two biggest long-term financial risks – the level of capital spend yet to be financed²⁰ will primarily reside in the proposed South Warwickshire unitary (55% by vesting day) and the proposed North Warwickshire unitary holding the majority of the cumulative Dedicated Schools Grant (DSG) deficit in the short-term (60%). Predicted changes in demand suggest a future split of SEND costs of 55% North and 45% South by 2040²¹. SEND deficits pose significant financial risk in both scenarios, and national resolution is essential to the financial sustainability of both.

5.1 Debt and Borrowing Requirements Summary

The aim of this analysis of debt and borrowing requirements is to:

- Show the size and sustainability of liabilities under each reorganisation scenario.
- Ensure transparency about what each new authority would inherit.

²⁰ As measured by the Capital Financing Requirement projections included in authorities Treasury Management and Investment Strategies.

²¹ Newton analysis.

- Support prudent financial planning and early risk management.

Categories of debt and borrowing that have been considered to provide a view of the financial position of each new Unitary Authority in Year 1.

Categories of Borrowing	Description
Debt	Total current outstanding debt obligations
Short-Term Borrowing	Borrowing repayable within 12 months
Long-Term Borrowing	Borrowing repayable over multiple years (>12 months)
Capital Financing Requirement (CFR)	Underlying need to borrow for capital purposes
Dedicated Schools Grant (DSG) Deficit	Prior year cumulative overspends on DSG
Exceptional Financial Support (EFS)	Represents central government-approved borrowing to cover revenue pressures

Local Context

- The Councils have very different levels of external borrowing, leading to differing figures for total debts and liabilities as well as MRP²² payments. For example, at 31 March 2024 Stratford-on-Avon had no long-term borrowing whilst Warwick had £238m.
- No Council is in receipt of Exceptional Financial Support.
- Dedicated Schools Grant Deficits are currently shown as a negative unusable reserve on the consolidated balance sheet, due to the statutory override. When the override ceases (currently 31 March 2028) resources will need to be identified to make good the position. The projected deficit at the end of 2025/26 is £153m and is expected to materially increase up until vesting day, at which point the statutory override is due to cease.

5.2 Balance Sheet Position

The balance sheet provides a comprehensive view of an authority's financial health at a point in time. Analysis has been conducted to understand the balance sheet position in a single unitary authority and each unitary authority in a two unitary scenario, including the impact of disaggregation of the County's balance sheet in a two unitary scenario.

As of March 2024, Warwickshire's net assets total £2.6bn, with 53% in the proposed North unitary and 47% in the proposed South unitary in a two unitary scenario. 14% of net assets are current, i.e. due to be settled within twelve months, and 86% are long-term assets due to be settled in more than twelve months. Currently the South unitary in a two unitary scenario would carry a slightly higher risk profile due to its larger share of third parties owing the authority money that is not due to be paid in over twelve months (shown as long-term debtors).

Indicative consolidated Balance Sheet for each of the proposed unitary authorities in the two scenarios

The values here represent the 2023/24 audited accounts. This is the latest year for which accounts are available for all six authorities. See Appendix 9.6 for the breakdown of the County's balance sheet by cost driver.

	Single Unitary	Two Unitary Scenario
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²² MRP is the minimum revenue provision and is the amount of revenue funding authorities need to set aside each year so that sufficient funding is available to repay the principal when due. Each authorities MRP policy is agreed annually as part of their Treasury Management Strategy.

	£M	North Unitary	South Unitary
		£M	£M
Property, Plant and Equipment ²³	3,050	1,558	1,493
Investment Properties	71	46	25
Long Term Investments	112	62	50
Long Term Debtors	111	17	94
Long Term Assets	3,343	1,682	1,661
Current Assets	710	406	304
Current Liabilities	(329)	(193)	(136)
Long Term Borrowing	(700)	(315)	(385)
Net Pension Liability	(220)	(104)	(115)
Other Long-Term Liabilities	(168)	(87)	(81)
Long Term Liabilities	(1,088)	(507)	(582)
Net Assets	2,636	1,389	1,247
Usable Reserves - non HRA	(441)	(232)	(209)
Usable Reserves - HRA	(80)	(48)	(33)
Unusable Reserves	(2,114)	(1,109)	(1,005)
Total Reserves	(2,636)	(1,389)	(1,247)

5.3 Government debt and borrowing indicators

The Government assesses local authorities' financial risk around borrowing and debt against three key indicators:

- External borrowing as a percentage of net assets – measuring to what extent the assets held are valued higher than the borrowing taken out to create them (lower is better).
- Internal borrowing as a percentage of usable reserves – measuring the proportion of an authority's usable reserves that have been used to finance capital investment in the short/medium term for which external borrowing may be required in the future (lower is better).
- Debt servicing as a percentage of council tax requirement – measuring the proportion of the revenue budget that is used to meet the cost of servicing the authority's borrowing in terms of interest payments and the repayment of principal.

All indicators fall within Government tolerances. However, there would be a slightly higher risk in the proposed South unitary in a two unitary scenario. The single unitary scenario would hold a lower level of financial risk than a two unitary scenario.

Debt and borrowing indicators in each of the proposed authorities

	Single Unitary	Two Unitary Authorities	
		North Warwickshire	South Warwickshire
External borrowing as a percentage of net assets at March 2024	22%	20%	26%
Internal borrowing as a percentage of usable reserves at March 2024	31%	27%	37%

²³ 5% of the property, plant and equipment figure is made up of assets under construction, surplus assets, heritage assets and intangible assets.

Debt servicing as percentage of 2025/26 council tax requirement	9%	8%	9%
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5.4 Capital Financing Requirement

The Capital Financing Requirement (CFR) represents the total borrowing undertaken by a council to fund its capital investments. It is calculated as the portion of capital expenditure not financed through capital receipts, grants, or contributions from revenue. The CFR is a critical factor in assessing financial sustainability because the more borrowing used to fund capital investments means more revenue resources will need to be used to meet higher interest and the repayment costs in the future.

- Warwickshire's total CFR is projected to be £1,268m by March 2028, split £570m (45%) North and £698m (55%) South.
- Three quarters of the CFR relates to just two authorities – Warwick District Council (29%) and the County Council (46%).
- Internal borrowing to fund capital spend is projected to be £212m (£109m North, £103m South) by March 2028.
- If internal resources are required to support the revenue budget or reorganisation (as is expected in the North unitary), the internal borrowing will have to be replaced with either external borrowing or the disposal of assets.
- If external borrowing is needed, the additional financing costs to be met from the revenue budget or the Housing Revenue Account could be £17m to £20m per year in a single unitary authority. In a two unitary scenario, this would be split 51% in the North unitary and 49% in the South unitary in line with the split in internal borrowing as at 31 March 2028.

Projected Capital financial requirements at 31 March 2028²⁴ by local authority

	Closing CFR 31 March 2028 (£M)
North Warwickshire	58.3
Nuneaton and Bedworth	134.7
Rugby	111.7
Stratford-on-Avon	12.1
Warwick	373.6
Warwickshire	577.4
Total Capital Financing Requirement	1,267.8

The two unitary scenario carries greater financial risk than a single unitary scenario owing to the South unitary holding a higher proportion of the CFR and so will have higher borrowing repayments in the future and the North unitary being likely to have to replace internal borrowing with external borrowing in the short to medium term due to the expected need to use reserves to support the revenue budget within five years post-vesting.

5.5 Dedicated Schools Grant and SEND Deficits

The Dedicated Schools Grant (DSG) is a Government grant that funds educational provision, whose High Needs Block (HNB) supports services for children and young people with Special Education Needs and Disabilities (SEND). The DSG High Needs Deficit is a substantial financial risk for the County Council, mirroring a national issue, where there is a projected deficit of over

²⁴ Projected CFR at 31 March 2028 (at vesting day) is as per each local authorities 2025/26 Treasury Management and Investment Strategies approved in February/March 2025.

£6bn by March 2026, and so is a major risk in either unitary scenario unless and until Government undertakes policy and financial reforms to address the national impacts of these deficits.

The Government introduced a statutory override in 2020 to allow councils to carry negative reserves on balance sheets corresponding to the DSG overspend, with the current expiration set for 31 March 2028. Warwickshire has relied on the override since June 2024, previously maintaining specific reserves to offset the accumulated overspend.²⁵

Warwickshire's DSG HNB deficit at the end of 2024/25 was £87m and is projected to increase to £151m by 2025/26, significantly impacting cash flow and prompting earlier external borrowing needs, potentially costing £25m annually by 2030/31. With current spending, the proposed North unitary area in a two unitary scenario accounts for 60% and the South unitary area 40% of the cumulative deficit. Predicted changes in demand suggest a future split of SEND costs of 55% North and 45% South by 2040 (Newton Europe), showing demand increasing more quickly in the south than the north.

Without increased Government funding, the new unitary authority or authorities will need to source additional funds to cover past deficits and future DSG overspends, beyond the £58m already included in revenue sustainability plans. This will pose particular financial risk to the proposed North unitary in the two unitary model in the short term. However, it creates a level of financial risk in all proposed unitary authorities.

6. Wider Financial Risks

This section assesses the wider financial risks posed to each of the proposed authorities through a consideration of the following:

- Pay harmonisation requirements
- Local authority-owned companies
- Wider financial risk (including compliance with auditing requirements)

6.1 Pay Harmonisation

An additional consideration as each new authority is established will be to consider how the alignment of staff pay from multiple authorities will come together into a single pay scale.

- At this stage, this cost has not been included owing to the lack of comprehensive information and the multiple factors that need to be considered, including the time to harmonise and to which level of the pay band (top, middle, bottom). Additionally, agreement of an approach and consideration of the scale of any redundancies along with the potential for any voluntary severance schemes or vacancy management in advance of vesting day need to be considered to derive an accurate costing.
- Typically, organisations look to harmonise pay as quickly as possible, and normally within two years of being established, to balance legal compliance, staff morale, cost, and operational effectiveness, and to avoid any risk of future equal pay claims stemming from a longer harmonisation period.

²⁵ The DSG is a ring-fenced grant, i.e. the funding cannot be spent on anything other than the specified purpose, and local authorities cannot use their own resources to supplement the grant without Secretary of State approval.

- The one/two new authorities will have slightly different harmonisation costs which will be linked to the pay scales of those authorities within that configuration. There will be some netting off for this additional staffing cost as the authorities are formed through reorganisation and potential subsequent transformation and efficiency savings are made.
- There is not generally a linear relationship between the number of new unitary authorities created and the outcome of pay harmonisation. The cost implications of the process more specifically depend on:
 - The relative difference in pay scales between the authorities to be harmonised and the 'new' authority - particularly in cases where different Job Evaluation schemes are in use.
 - The profile of the workforce across grades - which often differs significantly between District/Borough and upper-tier councils and also depends on the extent to which services are shared between councils or contracted from external organisations.

6.2 Local Authority Owned Companies

Local authorities establish companies to deliver services, generate income, and achieve broader council objectives by operating commercially, while remaining under the council's ownership and control.

The six local authorities in Warwickshire are currently owners or part owners of seventeen companies. The County Council own or part-own eleven of these. See Appendix 9.8 for full details of commercial ventures.

For those companies currently operating at a District/Borough level, the creation of new unitary governance will have minimal short-term impact other than the legal arrangements to transfer ownership to the new authority/s. For those operating at a County level, a single unitary would similarly create little impact. However, in a two unitary scenario, there would be substantial risks of disaggregating these companies.

A single unitary scenario would incur a lower level of risk for the County-owned companies and enable all companies to benefit from greater efficiencies of scale than in a two unitary scenario.

Benefits of unitarisation:

- **Expansion opportunities:** Businesses have the potential to grow by serving a larger geographical area. For instance, Nuneaton and Bedworth Community Enterprises Ltd (NABCEL) can expand its housing and repair services to the entire new unitary area, increasing returns.
- **Land and development potential:** Warwickshire Property and Development Group (WPDG) and its joint venture with Vistry and the County Council, Develop Warwickshire LLP, use surplus County Council land to deliver housing and commercial investment projects in Warwickshire. Additional District and Borough surplus land and buildings, and new opportunities for different use of county assets arising from LGR, can further accelerate growth. In a single unitary, WPDG would also benefit from a simplified planning position.
- **Efficiency gains:** By eliminating overlaps and duplications between companies and council services, significant efficiencies can be achieved. For example, streamlining

operations between NABCEL and WPDG's Property Management subsidiary may lead to cost savings.

- Enhanced control through ownership: Consolidating shareholdings can increase control and influence. A single unitary Warwickshire Council would own a substantial share of Sherbourne Recycling Ltd, offering greater authority and benefits compared to individual District or Borough holdings.
- Additional benefits in a single unitary scenario compared to a two unitary scenario: A single unitary structure offers more potential benefits, enabling broader service reach and greater economies of scale.

Risks of disaggregation in a two unitary scenario:

- Ownership challenges in a multi-unitary structure: Navigating the ownership of the County Council's eleven companies requires careful planning to disaggregate shares equitably or consider other options if separation isn't feasible.
- Partnerships: Joint venture partners' views on new ownership structures would need addressing.
- Service continuity: Robust governance is essential to maintain service continuity.
- Specific impacts on development companies:
 - Land, the County Council's primary investment, would only be in one unitary post-reorganisation
 - Development loans would need to comply with MHCLG/Treasury rules which are not supportive of investment outside an authority's boundary and therefore any new loans would need to come from only one of the shareholders
 - This is likely to require development companies to have subsidiaries aligned to each unitary area and dividend policies which align returns to risk
- Financial sustainability: Any revised arrangements would need to deliver for each unitary their share of the £3.4m annual return required to balance the County's current medium-term financial strategy, otherwise additional savings or revenue would be required.

6.3 Compliance with statutory auditing requirements

- In 2023/24, four Warwickshire District and Borough councils missed the statutory audit deadline. These authorities were also issued with disclaimed audit opinions. In 2024/25, three authorities missed this deadline.
- As a result of the lower assurance from disclaimed audit opinions, there is a material risk of misstatement associated with the assets and liabilities in a new authority or authorities.
- The following actions are necessary to mitigate the risk from auditors' reports in the new authority or authorities:
 - Effective migration of data from legacy systems to the new authorities.
 - Implementation of effective IT systems and controls from vesting day.
 - Implementation of improved cyber security measures.

6.4 Resourcing Risks

- Sales, fees, and charges: there is significant variation between authorities in the level of sales, fees, and charges income generated. This varies from £40 per head in Rugby to £115 per head in Stratford. This may be due either to different demand for services or

different approaches to charging for services relative to funding through general taxation. Charging policies would need to be aligned in the proposed unitary authorities.

- The proposed North Warwickshire Unitary in a two unitary scenario faces a widening financial gap annually owing to:
 - A lower increase in taxbase and hence council tax receipts compared to the South Warwickshire unitary.
 - A higher split of spend (54.8% North, 45.2% South) and a lower split of resourcing (51.7% North and 48.3% South) at vesting day.
 - This means the North Warwickshire unitary starts with a 'gap' and whilst spend continues to rise faster than resources the gap will widen year on year.
 - The key driver of the different positions in spend is children's services (60.8% North, 39.2% South) and SEND transport (number of Education, Health and Care Plans 60.4% North, 39.6% South).
- Impact of the Fair Funding Review:
 - The potential financial impact of the Fair Funding Review is a gain in resources of up to £25m. This is not the estimated gain/loss from the Fair Funding Review, but the gain/loss compared to what the six authorities had been planning the impact could be in their MTFS positions. The expected outcomes from the Fair Funding Review are already reflected in the Pixel model used in this analysis to compare funding and costs.
 - There is a risk that the six authorities will not deliver savings to the level previously anticipated in their MTFS submissions owing to this gain in resources and instead use this funding to invest in services or reduce the annual council tax increase.
 - If the authorities do this, the financial starting point for the proposed authorities will be different to the above financial analysis. This is because the analysis is based upon the MTFS submissions approved prior to the launch of the Government's consultation on the Fair Funding Review.

7. Consideration and Impact of Council Tax Harmonisation

The move to unitary local government requires the harmonisation of council tax rates across former District and Borough areas. The total council tax is dominated by the charge from the County Council which is almost 90% of the council tax income generated and is already harmonised. The focus of council tax harmonisation is those council tax charges levied by the district and borough councils.

The preferred approach is to maximise the income for the unitary authority/ies by harmonising at the referendum limit (4.99%)²⁶, with harmonisation achieved in one year. This means one year of variable increases in council tax so that the headline (Band D) council tax will be the same across Warwickshire from the outset. Special arrangements are proposed for Rugby (replacement of special expenses with a town council levying an precept equivalent to Rugby

²⁶ The referendum limit is the maximum allowed increase in council tax and is calculated as a 4.99% increase on the average council tax for the year before vesting day weighted in accordance with the relative size of the legacy authorities taxbase.

Borough Council's expenditure on those services for which responsibility is transferred) along with the introduction of town/parish councils in the Nuneaton and Bedworth area (again levying a precept equivalent to the expenditure incurred by Nuneaton and Bedworth Borough Council for which responsibility is transferred to the new bodies).

7.1 Principles and Modelling / Harmonisation Options

Principles

The harmonisation process brings together varying Council Tax rates from different districts into a single rate over a set time period. The five principles that have formed the basis of the council tax harmonization modelling are:

- Support financial sustainability through the maximisation of council tax income.
- Ensure council tax provides for a consistent service offer across all areas.
- Strive for fairness for taxpayers within and between areas.
- Enable the delivery of savings and transformational change.
- Drive operational effectiveness and enable forward looking decision-making.

Except where there are specific proposals to create new town and parish councils (in Rugby Town Centre, Nuneaton, Bedworth and Bulkington) the analysis does **not** forecast any additional financial impacts on residents that might arise from changes to parish precepts. They are not directly affected by the reorganisation of principal councils into unitary structures. As a result, their treatment remains unchanged in all reorganisation scenarios and sits outside the scope of this analysis.

The approach is directional and used as a basis of modelling. Ultimately decisions on harmonisation will be for the new unitary authority/ies to make depending on the budget and medium-term financial position at the time. does not seek to accurately forecast tax receipts for the new Councils. It seeks to illustrate the range of options that Members of the new Councils will have to consider.

Key Modelling Assumptions

- Maximum increases in council tax are applied by both the County Council (4.99%) and District and Borough Councils (2.99%) in the years leading up to vesting day.
- Council tax to increase at the referendum limit for authorities with responsibility for social care (4.99%) each year post-harmonisation.
- A 1.5% annual increase in the taxbase in line with the Pixel Financial modelling and historic trends in Warwickshire. In the two unitary scenario no differential increases in the taxbase between areas are assumed.

Harmonisation options

Two main options are detailed below:

- **Option 1:** Average council tax is increased by 4.99% (the referendum limit). However, the individual areas council tax increases are measured from the combined County Council and District and Borough council taxes in the year prior to reorganisation.
- **Option 2:** In this option, council tax is increased by 4.99% for the area with the lowest council tax prior to reorganisation, with all other areas seeing an increase below this. In this option, the total council tax receipts increase at a lower rate in the harmonising year

than in option 1. This is a loss of income that, if the current approach to referendum limits remains unchanged can never be recovered.

These two options have been chosen to demonstrate the importance of decisions about council tax harmonisation to the overall financial sustainability of the new unitary authority/ies. Option 1 represents the maximum council tax income that can be generated.

Headline financial impact of options 1 and 2²⁷

	Option 1: 4.99% weighted Average Increase	Option 2: 4.99% Increase for the area with the lowest council tax prior to reorganisation
	This scenario harmonises within one year, at weighted average council tax across former District/Borough areas and is equal to the referendum trigger. This results in council tax increasing at a rate higher than 4.99% in some areas.	This scenario harmonises within one year, with a maximum 4.99% increase for the while not exceeding the referendum trigger for any former District/Borough area
Harmonisation in:	2028/29	2028/29
Single Unitary Authority	<ul style="list-style-type: none"> • £14m gain in council tax income over five years • Year 1 council tax increase ranges from 6.1% in Rugby to 2.4% in North Warwickshire 	<ul style="list-style-type: none"> • £18m loss of council tax income over five years • Year 1 council tax increase ranges from 4.99% in Rugby to 1.3% in North Warwickshire
Two Unitary Authorities		
North Warwickshire Unitary	<ul style="list-style-type: none"> • £6m gain in council tax income over five years • Year 1 council tax increases range from 6.8% in Rugby and 3.1% in North Warwickshire 	<ul style="list-style-type: none"> • £18m loss of council tax income over five years • Year 1 council tax increases range from 4.99% in Rugby and 1.3% in North Warwickshire
South Warwickshire Unitary	<ul style="list-style-type: none"> • £8m gain in council tax income over five years • Year 1 council tax increases range from 5.5% in Stratford and 4.5% in Warwick 	<ul style="list-style-type: none"> • £1m gain in council tax income over five years • Year 1 council tax increases of 4.99% in Stratford and 4.1% in Warwick

Additional considerations

- Harmonisation timescale: Phasing harmonisation over multiple years is permitted (up to seven years) but prolongs administrative and political complexity and delays when reorganisation and transformation benefits can be delivered. Most recent unitary authorities have harmonised within one or two years.
- Consistency of service offer: Rugby Borough Council special expenses are abolished and replaced with a town council and town/parish councils are established across the Nuneaton and Bedworth Borough Council area (further explanation of this recommendation can be found in Appendices 9.9 and 9.10 respectively) to provide the governance structures that will enable the unitary authority/ies to deliver a consistency of service offer across the whole of Warwickshire

Preferred option

²⁷ Note that headline financial impact is the net change based on a one-year harmonisation with gains/losses shown relative to the current structure and after adjusting for reduced spending in the district/borough councils to offset the creation of new town/parish councils

- Weighted average Band D council tax increase, harmonising in one year (option 1) is the preferred option as it maximises the total council tax income available to the unitary authority/ies.
 - Under option 1, the unitary structure will generate more total income than retaining the two-tier structure by c.£14m in the five years post-vesting (for both single and two unitary scenarios). Under option 2 (4.99% maximum increase in any predecessor area), a unitary structure would generate less council tax income than retaining the two-tier structure because moving to a harmonised council tax would mean average increase in the first year post-vesting would be lower than 4.99%.
- Abolish Rugby special expenses through the creation of a town council with spending reduced by the same amount as the council tax income. See Appendix 9.9 for more details.
- Create town/parish councils across Warwickshire to deliver a consistency of service offer, this will impact most on the Nuneaton and Bedworth area where there are currently no town and parish councils. Spending will be reduced by the same amount as the council tax income foregone See Appendix 9.10 for more details.

Whilst this is the preferred option that has been included as part of the financial sustainability modelling, it will ultimately be for the new unitary authority/s to decide on their harmonisation position depending on the MTFS position at the time.

Comparison between a single unitary and two unitary scenario in the preferred harmonisation option

- In both the single and two unitary scenario, the total gain in council tax is c.£14m in the five years post-vesting with the preferred harmonisation approach (option 1).
- However, with option 1 in the two unitary scenario, the gain in council tax is unequal between the two proposed unitary authorities with £6m gain in the North and £8m gain in the South owing to unequal taxbases between the two.
- This would worsen the imbalance in the financial positions of the proposed North and South unitary authorities.

See Appendix 9.11 for detailed financial outputs of council tax harmonisation

7.2 Comparative Analysis

Under the preferred option, the gross difference in Band D council tax across Warwickshire to be harmonised would be 3.6%, placing it in the mid-range of recent reorganisations.

8. Conclusions and Recommendations

The financial analysis demonstrates that a single unitary authority offers a compelling case compared to a two unitary authority scenario, with:

- Substantially higher recurring net annual benefits from reorganisation and shorter payback period.
- Lower transition and ongoing costs to fund reorganisation, with reduced risk from the disaggregation of services currently delivered on a countywide basis.

- Greater resilience in reserves and balance sheet strength.
- Lower financial risk and positive benefits for medium to long term financial sustainability.
- Enhanced ability to deliver further savings and service improvements through transformation.
- Optimal council tax harmonisation, maximising income and minimising inequities.

By contrast, a two unitary model would introduce significant recurring costs, greater financial and operational risks, and a weaker platform for future transformation. A South Unitary is likely to be financially sustainable in the short-medium term, whereas a North Unitary would not be able to balance its budget over the medium term, having exhausted its reserves, without additional Government funding.

This financial assessment strongly supports a recommendation that Warwickshire pursue a single unitary authority model to secure long-term financial sustainability and deliver the greatest value for residents.

9. Appendices

9.1 Components of the Financial Model

Methodology for the financial analysis of different reorganisation options is detailed below. This includes a breakdown of the costs and benefits associated with reorganisation and how they might be achieved.

Benefits of Aggregation



Staff savings across Front Office, Service Delivery, and Support Services

primarily result from the reduction in staff. Reorganisation can lead to increased staffing efficiencies: specialist teams can form, merging staff who previously handled disparate tasks across services. This specialisation process reduces time spent re-learning tasks. A unified management and staff will enhance knowledge sharing of good practice processes and optimise IT systems, creating significant expenditure-saving opportunities. The savings in front office, service delivery and support services will vary depending on the number of authorities. In a single unitary, duplicated activity will be removed across District, Borough and County Councils, whereas a two unitary model will not benefit from the same economies of scale and will require more staff for disaggregated services.

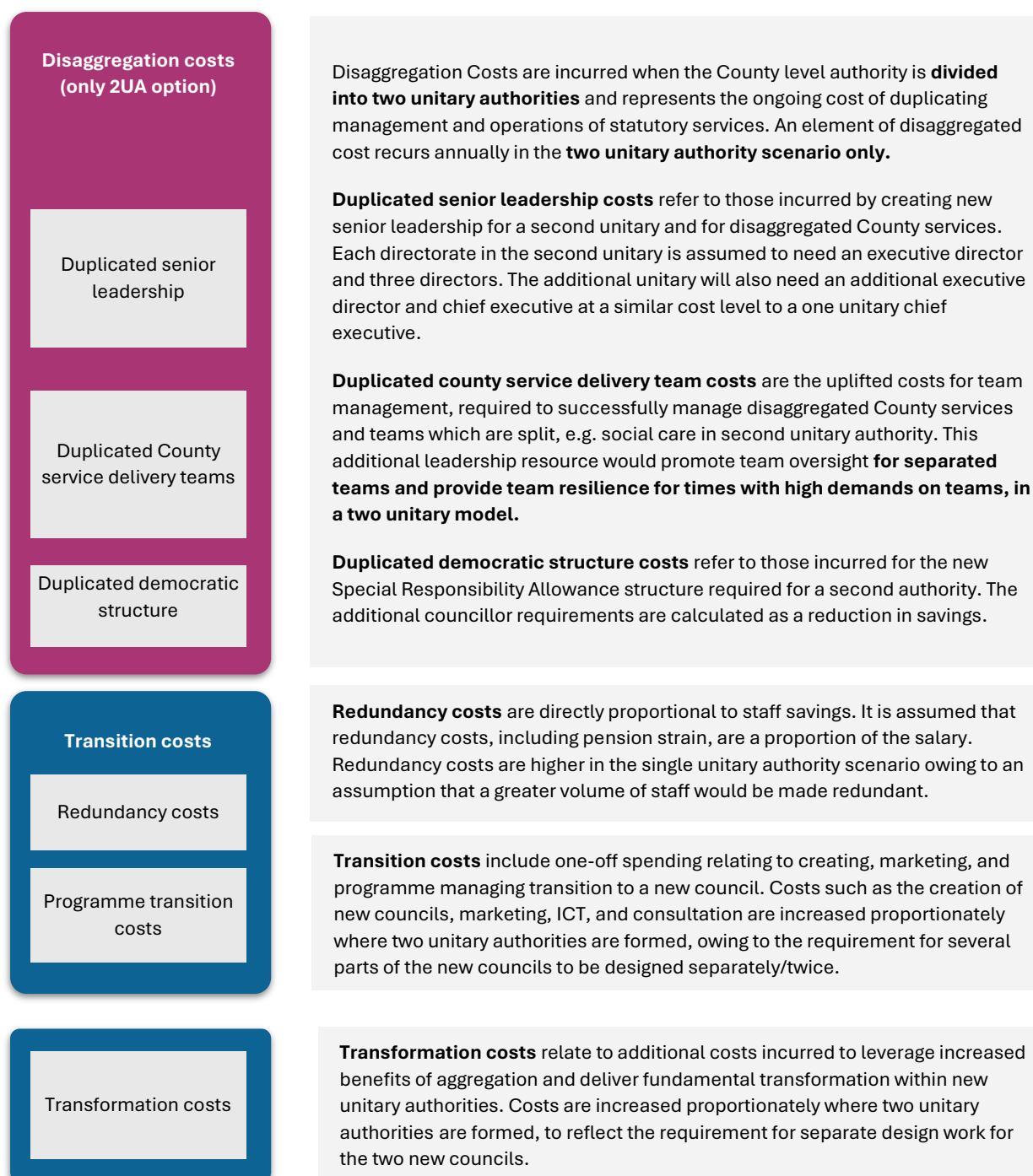
Senior leadership savings are calculated separately. Under a single unitary scenario, the significant cost reductions are achieved through the consolidation of senior management roles across the County, District and Boroughs. Under a two unitary scenario, net senior management savings will be lower, due to the need for an additional senior leadership team in the second unitary authority.

The savings in **third party spend** are gained from revising third-party contracts: bringing single streamlined contracts across the consolidated Councils, gaining economies of scale from purchasing a contract across a larger geographical domain, consistently negotiating better value contracts/specifications and managing these in a more consistent manner. Contracts where new arrangements might be explored could include waste contracts. Under a two unitary scenario, there will be fewer opportunities to leverage economies of scale and thus lower benefits, and there is the potential for increased competition driving higher costs e.g. two authorities may be created which are both looking at sourcing placements from similar providers.

Savings in **property expenditure** relate to the reduction in operational costs of maintaining and operating the premises from which council services are delivered. These benefits would be accrued thanks to the reduction in staff and consolidation of lower and upper tier authorities' services, allowing the closing or repurposing of underutilised properties and adopting flexible working models to minimise expenses. Merging District/Borough and County property portfolios would enable the creation of single shared service hubs on a place basis, offering consolidated local contact points for all services. Under the two unitary model, there would be less savings owing to the higher number of staff remaining in the resultant authorities and a reduced requirement/ability to consolidate corporate office buildings for each service, including Head Offices.

Democratic savings stem from the benefits gained through the removal of elections and Member costs for district and borough councils - there would be fewer elections and councillors required if there are fewer councils. Additional councillors required for the new unitary authority act as a reduction to the saving here. In a two unitary scenario, Special Responsibility Allowance costs and base allowances will be higher, given the increased councillor requirements compared to a single authority.

Costs associated with transition and disaggregation



9.2 Benefits of Aggregation

Aggregation Benefits Assumptions: Staff

Through reorganisation, savings will be realised against staffing spend. The assumptions used to calculate the extent of these savings are detailed below.

Methodology and drivers of benefit



1. The combined County, District, and Borough Councils spend on staff will be estimated and grouped into front office, duplicated service delivery, and service support spend.
2. Percentage reductions have been applied to front office, duplicated service delivery and support services as a result of efficiencies from removing duplicated activity when moving to new unitary authorities.
3. These percentage reductions are higher for a single unitary authority and revised down for a two unitary authority model due to forgone economies of scale.
4. An additional benefit has been calculated from removed District/Borough senior leadership posts, including on-costs.

Area	Assumptions		Rationale
	1UA	2UA	
Net revenue expenditure	£446.9m		RS Line 805 within 24/25 Revenue Outturn data minus fire services expenditure (£30.3m).
Proportion of net revenue spend on staff	28.1%		Calculated as total staff spend / total baseline spend.
Front office staff (CC)	17.5%		Reflects latest activity analysis within Warwickshire.
Service delivery staff (CC)	49.3%		
Service support staff (CC)	33.2%		
Front office staff (DCBC)	36.0%		Assumption based upon work in local authorities in counties that have undergone local government reorganisation.
Service delivery staff (DCBC)	37.0%		
Service support staff (DCBC)	27.0%		
Reduction in front office staff	4%	3%	Percentage reductions in line with previous local government reorganisation work in other counties.
Reduction in service delivery staff	5%	3%	Percentage reductions in line with previous local government reorganisation work in other counties. Informed by slight amendments made to standard methodologies since the interim plan.
Reduction in support services staff	5%	3.5%	Percentage reductions in line with previous local government reorganisation work in other counties.
Senior leadership costs	£3.4m	£3.4m	Senior leadership savings are likely to impact on both legacy County and District/Borough senior leaders (officers). Calculation has been developed in relation to expected leadership savings. Expected reduction is equivalent to a c.25% saving across the top three tiers of management at District / Borough level and top four levels at County level.

The scale of savings expected through reorganisation differ depending on the type of staff. The following table indicates different roles within each of the three domains considered for reduction.

Role examples within each domain

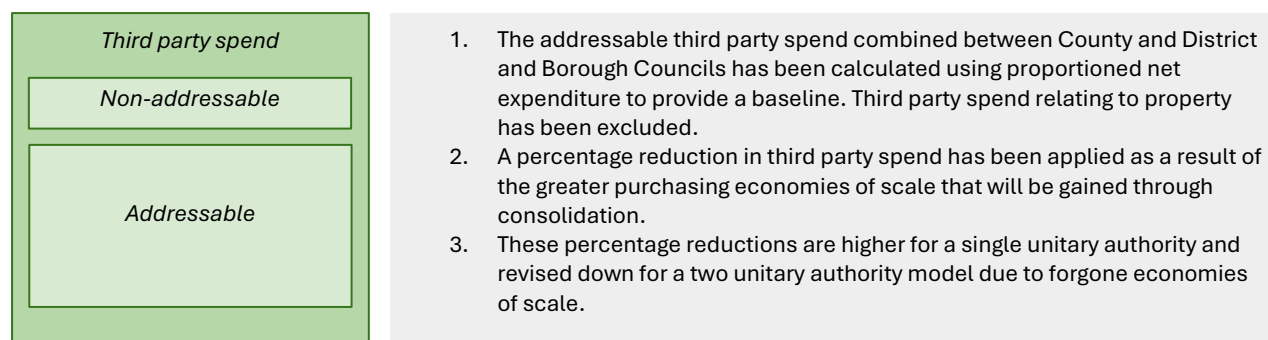
Service Delivery	Front Office	Support Services
These are roles directly involved in delivering statutory and discretionary council services to residents. This involves addressing residents' needs.	Roles interacting directly with the public (often first point of contact). For example, managing appointments, handling customer enquiries, taking customer payments and performing eligibility checks.	Roles that support the council in operating effectively on a day-to-day basis. This includes enabling functions (HR, procurement, finance, etc.), general administration, and strategic planning.
County Occupational Therapists	Customer Service Advisors (call centre, reception desks)	HR Officers and Advisors

Care Support Workers (e.g., reablement teams) Public Health Practitioners Highway Maintenance Teams (engineers, operatives) Waste & country parks Libraries, Heritage, and Registration District/Borough Housing Officers (e.g. homelessness prevention) Environmental Health Officers Refuse Collection and Recycling Operatives Leisure Centre Staff (e.g. fitness instructors) Planning Case Officers (development management) Parks and Grounds Maintenance Staff	Contact Centre Operatives (phone/email/chat) One Stop Shop Officers (face-to-face service desks for housing, benefits, council tax, etc. e.g. Homelessness Prevention Officer) Visitor/Community Centre Staff Education: admissions, attendance service	Finance Officers (accounts payable/receivable, payroll) Procurement and Contract Management Officers ICT/Systems Support Analysts Legal Services (solicitors, legal assistants) Communications and PR Officers Democratic Services Officers (supporting council meetings, committees) Business Support/Administration Officers Estates and Property Services Officers Health & Safety Officers Internal Audit Teams Stores & distribution Strategic planning & policies
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Aggregation Benefits Assumptions: Third Party Spend

Through reorganisation, savings will be realised against third party spend. The assumptions used to calculate the extent of these savings are detailed below.

Methodology and drivers of benefit



Area	Assumptions		Rationale
	1UA	2UA	
Proportion of net expenditure spent on third parties	63%		Calculated as total third party spend / total baseline spend.
Proportion of third party spend which is addressable	75%		75% of the total third party spend is treated as addressable, in line with work in other local authorities, due to elements of third party spend not being influenceable, e.g. pass-through costs. Pass-through costs involve situations where the council is paid an amount of money, for example by central government departments, and this money is passed directly to those with an assessed need.
Reduction in third party spend	3.5%	2.5%	This has been estimated in line with reductions found in other local authorities. A lower reduction in third party spend has been applied to the addressable spend in a two unitary authority model to reflect the lower purchasing economies of scale that can be achieved, and increased competition for services.

Aggregation Benefits Assumptions: Property

Through reorganisation, savings will be realised against annual property spend. The assumptions used to calculate the extent of these savings are detailed below.

Methodology and drivers of benefit

<div>Property</div> <div>Operational expenditure</div>	<ol style="list-style-type: none"> 1. The combined net expenditure on property has been calculated using net expenditure figures for the County, District, and Borough Councils. 2. This is spend relating to the ongoing running costs of office spaces such as energy, cleaning and repairs rather than from the one-off sale of capital assets, or rental income from available office space. Any council-owned housing stock has been excluded from this calculation. 3. A percentage reduction has been applied to the property baseline to provide the estimate property benefit.
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Area	Assumptions		Rationale
	1UA	2UA	
Proportion of net expenditure spent on property	1.91%		Calculated as total property spend / total baseline spend. In the absence of other information, it has been assumed that districts and boroughs allocate a similar proportion of their budgets to property.
Reduction in property spend	14%	12%	This reduction has been estimated in line with reductions delivered by other local authorities. A lower level of savings is forecast if the two unitary authority option is chosen, as there would be reduced opportunities to achieve efficiencies through the consolidation of estates.

Aggregation Benefits Assumptions: Democracy

Through reorganisation, savings will be realised against democratic spend. The assumptions used to calculate the extent of these savings are detailed below.

Methodology and drivers of benefit

<div>Democracy</div> <div>Councillor allowances</div> <div>Elections</div>	<ol style="list-style-type: none"> 1. A one or two unitary authority model will require fewer Councillors, therefore a saving can be made in terms of the base and special responsibility allowances paid to elected Members. The average cost of a District/Borough council democratic structure has been estimated and multiplied by the number of District/Borough councils present within the boundary. 2. Consolidating local authorities will also reduce the number of elections required and the cost of administering these. The average cost per vote of District/Borough elections over a four-year cycle has been calculated and multiplied by the total number of valid votes per year (i.e. four-year cycle divided by four). 3. While the composition of two unitary authority councils may differ, it is estimated that the cost of reorganising and allowances would be broadly similar for each.
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Area	Assumptions		Rationale
	1UA	2UA	
District/borough special responsibility allowance (SRA) and base allowances incurred as	£0.3m		Average District/Borough SRA and base allowance cost across 5 district/borough councils. Inflation adjusted to 2024/25 values where necessary. The model assumes these costs are fully removed. Expenses

part of the democratic structure		for additional councillors in 1UA and 2UA options have also been calculated.
County Council base allowance costs per Member	£11,669	Elected Member Data (WCC).
County Council SRA costs	£0.3m	2023/24 data with inflation applied (CPI 2.6%, Sept 2024).
Annual cost incurred for district/borough elections in one year	£0.4m	Total number of District/Borough votes in the last four years divided by four and then multiplied by the cost per vote below.
Cost per vote during an election	£3.00	Average cost calculated using the County, District and Borough Council election costs over the last four years. This created a range of costs per vote. The HM Government assumption of £3 per vote based on previous general elections fell in middle of this range.

9.3 One-off Costs of Transition

One-off Costs Assumptions: Redundancy and Transition

One-off costs will be incurred in the process of Local Government Reorganisation. The assumptions used to calculate the extent of these costs are detailed below.

Methodology and drivers of benefit

<i>Transition costs</i>	<ol style="list-style-type: none"> 1. One-off redundancy costs will be incurred when re-organising local authorities. These have been calculated as a proportion of the benefit resulting from staff reductions and therefore are higher in a single unitary model than a two unitary model. These are based on the gross staff reductions, and do not take into account any potential reductions due to increase duplicated effort in the event of disaggregation. 2. A number of transition costs will be incurred when closing down existing local authorities and creating new authorities. Given that the same number of County, District, and Borough Councils are closed down to create the one and two unitary scenarios, the organisation closedown costs are the same.
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Area	Assumptions		Rationale
	1UA	2UA	
Redundancy cost	£6.1m	£5.2m	85% redundancy cost (including pension strain) applied to staff savings based on average County Council cost incurred for recent redundancies.
External communications, rebranding and implementation	£0.4m	£0.5m	Promoting changes to the public, developing a new local authority brand and implementing new signage and logos.
External transition, design and implementation support costs	£4.3m	£6.8m	Costs for external support to ensure effective transformation: change management, benefits realisation, business and technology design authority, process redesign and consolidation, and a review of shared services for each authority.
Internal programme management	£2.4m	£3.8m	Costs incurred for internal programme management and support and enabling services input.
Creating the new council	£0.6m	£1.2m	Includes legal costs, developing the constitution, contract novation, setting budgets, and carrying out 'business as usual' in existing councils. This is largely associated with the administrative costs of making sure the new councils are set up legally and financially e.g. drafting documentation which has to go to parliament, setting up new accounts etc. Two unitary scenario is double the cost owing to two new entities being created.
Contingency	£4.6m	£7.3m	Provision for extra expenses incurred through reorganisation e.g. relating to property disposals or where estimated costs are found to be

			underestimated. There is, for example, known risk in relation to transitioning IT and data to new unitary arrangements, and the precise cost of this will only be confirmed once more detailed systems analysis is completed, during the transition to the new unitary arrangements.
Organisation closedown	£0.3m	£0.3m	Costs involved with financially closing down councils and creating sound budgetary control systems, estimated through averages of similar costs for other councils. e.g. making sure liabilities are transferred correctly, creating sound budgetary control systems, transfer of functions, tax assessments etc. The same number of councils are closed down in both scenarios (all Districts and Boroughs, and County Council) - therefore costs are estimated to be the same in both scenarios.
Public consultation	£0.3m	£0.4m	Assuming costs for adverts in local media and surveys to consult public on proposed changes. Whilst funding sources for public consultation are being confirmed, an amount has been conservatively set aside to cover the costs of this consultation.
ICT costs	£3.0m	£4.7m	Assuming costs for changed reporting requirements, system licenses, storage capacity, and data cleansing / migration. Costs largely associated with migration and infrastructure set up in the new structure e.g. for changed reporting requirements, security, storage capacity, and data cleansing/migration. These do not account for any run costs of the future council e.g. additional licensing or systems costs. This would require further detailed work as part of detailed implementation planning. Additional costs are incurred within the two unitary option, to allow for disaggregation of IT systems.
Shadow Chief Exec/member costs	£0.4m	£0.9m	Costs for a year of interim advisory board roles from Chief Executives per authority (assumed £195k salary with on-costs) and six members per unitary with additional responsibilities, each receiving £20k in Special Responsibility Allowance.
Total one-off transition costs	£22.3m	£31.2m	

9.4 Disaggregation Costs

In a two unitary scenario, annual costs will be incurred in the disaggregation of services currently provided by the County Council as well as in the need for a duplicate senior leadership and democratic structure. The assumptions used to calculate the extent of these costs are detailed below.

<p><i>Duplication</i></p> <p><i>Duplicated senior leadership</i></p> <p><i>Duplicated county service delivery</i></p> <p><i>Duplicated democratic structures</i></p>	<ol style="list-style-type: none"> 1. Disaggregation costs apply only where more than one unitary authority is being created and arise from the need to deliver County level services such as Adults' and Children's Social Care, Education, Highways and Public Health in two distinct areas. 2. An additional senior leadership team will be required to lead a second unitary authority. This cost has been calculated using the costs of senior leadership across the top tiers of existing District/Borough Councils to provide an average. 3. Disaggregating services currently provided at county level will require additional staff to effectively lead and support high quality outcomes, or if the service is to continue as a single shared service, then each unitary will require in-house expertise and guidance to provide support and advice to decision-makers as well as professional oversight. The amount of effort used in service delivery management & supervision has been used as a proxy to estimate the size of the increase required in a two unitary model. 4. The cost of a representative democratic structure has been estimated as an additional requirement in the second unitary authority.
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Area	Assumptions	Rationale
	2UA	
Duplicated senior leadership	£3.0m	Management cost per directorate (executive director + three directors) multiplied by four directorates and an additional executive director and chief executive at county salary (multiplied by oncosts).
Duplicated county service delivery teams	£5.2m	County staff expenditure less duplicated senior leadership multiplied by the proportion of staff in front line management (see below)
Proportion of additional staff undertaking service delivery management & supervision	4.2%	Additional staff will be required when disaggregating services currently delivered by the County Council, to provide appropriate leadership. Proportion of effort spent on management and supervision has been used as a proxy to estimate the leadership which would need to be duplicated. This percentage has been taken as the average effort recorded against front line management and supervision across unitary authority activity analyses conducted in other local authorities.
Duplicated democratic structure - SRA costs per unitary authority	£0.4m	The Special Responsibility Allowance cost per new unitary authority is estimated at £40k for a Leader, £30k for a Deputy Leader, £20k each for eight Cabinet Members, £15k each for five Upper Committee chairs, and £10k each for 10 Lower Committee Chairs.
Total annual disaggregation costs	£8.6m	

9.5 Transformation Assumptions

Two ‘transformation scenarios’ have been developed to reflect the level of ambition that can be applied to Local Government Reorganisation in Warwickshire. The benefits achieved through these scenarios are additional to the benefits described above from reorganisation. These two transformation scenarios have been applied to each of the options being considered as part of LGR (i.e., one unitary authority versus two unitary authorities). Each transformation scenario has different assumptions for costs and benefits detailed below.

Transformation Benefits (% reductions):

Assumptions regarding benefits which could be realised through ‘base’ and ‘stretch’ transformation activity additional to reorganisation.

Benefit category		Reduction in front office spend	Reduction in service delivery spend	Reduction in support services spend	Reduction in Third Party Spend	Increase in Income
1UA	Base	10%	5%	14%	3%	2%
	Stretch	17%	9%	20%	4%	3%
2UA	Base	8%	4%	8%	2.5%	1.7%
	Stretch	12%	6%	9%	3.5%	2.5%

Front office and support services could see the greatest benefits from transformation owing to the opportunities for leveraging AI and robotic process automation to reduce the need for manual intervention in high-volume, low-complexity tasks and routine customer requests.

Transformation Benefits Profiling:

Phasing of expected benefits from ‘base’ and ‘stretch’ transformation activity.

Year	Year 0 2027/28	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Base	0%	20%	50%	80%	100%	100%
Stretch	0%	10%	30%	60%	80%	100%

Indicative Transformation Opportunities

The resultant unitary council or councils post-LGR can use the platform of unitarisation to deliver further transformation. An indicative view of potential transformation opportunities could include:

Benefit category	Base Transformation	Stretch Transformation
Reduction in Front Office Spend	<ul style="list-style-type: none"> • Centralised customer service platforms to reduce duplicative efforts across front office roles. • Process standardisation and workflow automation tools for routine tasks to reduce the need for manual intervention. 	<ul style="list-style-type: none"> • AI-powered self-service channels to handle a portion of routine customer requests (e.g. chatbots) • Implement an omni-channel communication system to save staff time moving between platforms.
Reduction in Service Delivery Spend	<ul style="list-style-type: none"> • Utilising scheduling tools to optimise working patterns. • Standardised and simplified service offerings. • Optimising performance management and lean process optimisation across teams. 	<ul style="list-style-type: none"> • Use data analysis to predict service need and leverage resources across the new authority/authorities more effectively. This will enable an overall reduction in staff numbers.
Reduction in Support Services Spend	<ul style="list-style-type: none"> • Deploy consistent self-service platforms for HR etc across the new authority/authorities. • Consolidate support services in resultant council/councils. 	<ul style="list-style-type: none"> • Utilise AI and Robotic Process Automation (RPA) to reduce the need for manual intervention and save staff time e.g. automating internal meeting minute taking.
Reduction in Third Party Spend	<ul style="list-style-type: none"> • Contract optimisation and renegotiation. Following consolidation of duplicative contracts, renegotiate contracts using improved economies of scale and bargaining power. Additional power in single unitary scenario owing to greater economies of scale. 	<ul style="list-style-type: none"> • Developing consistent procured service offerings, promoting consistent contract management and supplier incentives, enhancing approaches to proactive commissioned/procured market management. • Applying consistent spend governance, promoting use of best-value frameworks.
Income	<ul style="list-style-type: none"> • Increase in sales, fees, and charges through promoting consistent approach to fee setting. Developing and sharing a commercial approach across new council/s - building commercial staffing and offer. 	<ul style="list-style-type: none"> • Using consistent digital channels to promote traded services and leveraging the full asset base of council/s to develop additional or expanded traded services.

One-off Transformation Costs:

One-off costs will be incurred to deliver additional transformation activity. The assumptions used to calculate the extent of these costs in a 'base' and 'stretch' scenario for each reorganisation option are detailed below.

Cost category (£M)		IT Investment Costs	Operating Model Construct & Change Management	Programme Support Costs	Contingency	Redundancy costs	Total one-off cost
1UA	Base	7.0	7.0	2.0	3.5	8.2	27.7

	Stretch	14.0	9.0	3.0	5.8	12.5	44.3
2UA	Base	9.1	9.1	2.6	4.6	5.3	30.7
	Stretch	18.2	11.7	3.9	7.5	6.8	48.0

Transformation Costs Profiling:

The expected phasing of one-off costs to deliver ‘base’ and ‘stretch’ transformation benefits is detailed below. The first costs are incurred in the year pre-vesting.

Year	Year 0 2027/28	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
Base	10%	15%	30%	30%	15%	0%
Stretch	10%	20%	20%	20%	20%	10%

9.6 Financial Sustainability Modelling Inputs

Financial sustainability of each of the proposed unitary authorities in the single and two unitary scenarios was assessed through a consideration of the following:

- Income forecast
- Spending pressures
- Reserves position

The assumptions used in each of these three elements are detailed below:

Category	Assumption
Income	<ul style="list-style-type: none"> • Three primary sources of funding considered: council tax, government grants that are part of the Local Government Finance Settlement, and Settlement Funding Assessment (a combination of Business Rates income and Revenue Support Grant). • The proportion of spend funded by fees and charges is assumed to remain unchanged i.e. the income generated will change at the same rate as inflation and demand pressures. • Government grants and the Settlement Funding Assessment are assumed to be cash frozen each year. This is consistent with the modelling assumption made by other local authorities. • Council tax income is a combination of the increase in the council tax itself and the increase in the taxbase. The increase in the council tax is set out in more detail in the section on council tax harmonisation. The taxbase is assumed to increase by 1.5% per annum, with no differential increases in housing growth between authorities assumed. Recent trends suggest taxbase growth in the South would be slightly above this average and in the North slightly lower. However, recent trends in housing growth may not reflect patterns of future growth.
Budget, spending pressures, and planned savings by council	<ul style="list-style-type: none"> • County Council's MTFS disaggregated between North and South unitary per cost drivers set out below. • The County Council's MTFS run through to 2029/30. After this, an additional £45m spending pressures a year have been presumed (based on average annual pressures identified in MTFS pro forma submitted by the County Council up to 2029/30), split between North and South unitary based on the overall split of net revenue spend from the analysis of individual cost drivers. • MTFS positions of the District and Borough councils based on the submitted MTFS pro forma where available or the MTFS positions approved as part of their 2025/26 budget setting. Future pressures beyond the approved MTFSs have been based on the average annual pressures identified.

	<ul style="list-style-type: none"> Assumption that 100% of approved savings will be delivered but with no additional savings built in beyond the approved MTFS timescale. No differential growth in demand between the two unitary authorities has been factored in. Spend adjusted down to reflect Rugby Special Expenses (£2.4m by 2028/29) and Town Council's in Nuneaton and Bedworth (£2.2m by 2028/29) to align with council tax harmonisation.
Reserves	<ul style="list-style-type: none"> Net Revenue Spend used to split County Council reserves between a North and South unitary – 54.7% North, 45.3% South. The following reserves are not available to support reorganisation or help to balance the unitary authority/s revenue budget: school level reserves, Dedicated Schools Grant (DSG) Adjustment Account, reserves held on behalf of third parties for specific projects, contractual commitments. Additionally, the Medium-Term Financial Risk Reserve held by the County Council to cover risks including the accumulated DSG deficit is retained pending a Government decision on how to bring the DSG back into balance (£58m). 50% of the specific risk and budget stabilisation reserves retained and 50% released as available to support reorganisation. Reduction based on financial risk provisions associated with the Fair Funding Review and Business Rates Reset will no longer be needed and scope to rationalise some risk reserves following any move to a unitary authority. A provision for General Reserves estimated at 5% of net spend retained as the minimum level of reserves. The positive impact of the Fair Funding Review relative to previous medium-term resource forecasts will reduce the short-term pressure to use reserves. Any use of reserves assumed to be available to support reorganisation before vesting day would reduce the reserves available meet the transition costs and support the Medium-Term Financial Strategy/ies.

Allocation of County Council Budget by Cost Driver in a Two Unitary Scenario

The following breakdown was used in disaggregating the County Council's budget and spending pressures in the MTFS submission and Revenue Outturn return.

Category	North	South	Source
Adults' Social Care	52.7%	47.3%	Independent assessment conducted by Newton Europe based on postcode analysis of which District and Boroughs costs arise in.
Education (non-DSG)	57.5%	42.5%	Pupil numbers and numbers of pupils with EHCPs (weighted average based upon share of budget)
Children and Families	60.8%	39.2%	Independent assessment conducted by Newton Europe based on postcode analysis of which district and boroughs costs arise in.
Population	52.4%	47.6%	Office of National Statistics mid-2024 population estimates
Deprivation	57.4 to 51.2%	42.6 to 48.9%	Population plus 5% deprivation. Deprivation estimated using count of population in lower super output areas (LSOAs) in most deprived 25% of LSOAs in England based on the 2019 Index of Deprivation and mid-2022 population estimates for LSOAs. Figures within this range used for different functions depending on the age of the client group e.g. health visiting and school nursing split using deprivation and the population aged 0-18.
Taxbase	46.0%	54.0%	As used for 2025/26 budget setting
Waste tonnages	53.2%	46.8%	DEFRA 2023/24 Local Authority Waste Collected Statistics
Pupil numbers	56.9%	43.1%	2025 School Census
Road lengths	42.6%	57.4%	County Council Highways team figures for District/Borough road lengths (August 2025)
Corporate overheads and support	54.7%	45.3%	Weighted average of the above criteria

Breakdown of useable reserves marked as available for reorganisation (see above for assumption regarding which reserves are available for reorganisation)

(£M)	Single Unitary	Two Unitary Scenario	
		North Warwickshire	South Warwickshire
50% of funding set aside for planned future spending	31	12	19
50% of specific risk reserves	35	18	17
50% of budget stabilisation reserves	33	22	11
Other reserves	8	8	0
Unallocated financial reserves level	58	31	27
Less provision for General Reserves (5% of net revenue spend)	(40)	(22)	(18)
Total reserves available to support reorganisation	125	69	56

9.7 Balance Sheet Assumptions

Split of County Council's Balance Sheet by Cost Driver

Breakdown of the County Council's 2023/24 balance sheet by cost driver. This was used to create indicative balance sheets for a single unitary authority as well as a North and South Unitary authority in a two unitary scenario.

		North Unitary		South Unitary
Balance Sheet Element	Basis of Disaggregation	£m	Share	Share
Property, Plant and Equipment ²⁸	PPE asset value and location	1,453	46%	54%
Investment Properties	Investment property value and location	15	60%	40%
Long Term Investments	Net revenue spend	108	55%	45%
Long Term Debtors	PPE asset value and location	9	46%	54%
Long Term Assets		1,585		
Current Assets	Net revenue spend	405	55%	45%
Current Liabilities	Net revenue spend	(203)	55%	45%
Long Term Borrowing	Taxbase	(272)	46%	54%
Net Pension Liability	Population	(285)	52%	48%
Other Long-Term Liabilities	Net revenue spend (grants received in advance of spend)	(109)	55%	45%
Long Term Liabilities		(666)		
Net Assets		1,121	1,389	1,247
Usable Reserve - non HRA	Net revenue spend	(229)	55%	45%
Unusable Reserves ²⁹	Balancing figure	(892)	n/a	n/a

²⁸ 5% of the property, plant and equipment figure is made up of assets under construction, surplus assets, heritage assets and intangible assets.

²⁹ Unusable reserves (the balancing figure) are reserves which cannot be used to support the revenue budget. It includes the value of pensions earned by employees and former employees due to be paid in

9.8 Local Authority Owned Companies

There are currently several commercial ventures undertaken by Warwickshire councils. The table below details these ventures, the current ownership structure and the purpose of these ventures.

Authority	Company	Ownership	Purpose
All five Warwickshire DC/BCs	Sherbourne Recycling Ltd	Jointly owned by the 5 Warwickshire DC/BCs and 3 other local authorities	Construction and then operation of a materials recycling facility
Nuneaton and Bedworth	Nuneaton and Bedworth Community Enterprises Ltd (NABCEL)	100% owned	Renting and operating of Housing Association real estate: <ul style="list-style-type: none"> Providing homes and flats for rent Managing short-term accommodation Undertaking repairs, servicing and installation of boilers
	Pride in Camp Hill Ltd	100% controlled	Long-term regeneration project in the north of Nuneaton and Bedworth, to create over 1,200 new properties and other community initiatives
	Grayson Place Ltd	100% owned	Operation of the hotel built as part of the Grayson Place regeneration project
Warwick	Milverton Homes Ltd	100% owned	Delivery of new market-priced, affordable and social housing
	Crewe Lane Kenilworth JV LLP	Joint Venture, 50% Milverton Homes Ltd, 50% Vistry Partnerships Ltd	Single site JV to build 620 dwellings in Kenilworth
Warwickshire County Council	Warwickshire Legal Services Trading Ltd	100% owned	Provision of legal services to entities outside the Council
	Educaterers Ltd	100% owned	Provision of school meals
	Warwickshire Property and Development Group Ltd (WPDG)	100% owned	Creation of jobs and homes across Warwickshire
	Warwickshire Property Management Ltd	100% owned subsidiary of WPDG	Operation of the Council's property management function
	Warwickshire Property Development Ltd	100% owned subsidiary of WPDG	Using the Council's surplus land to deliver new homes and a range of commercial and mixed-use opportunities
	Develop Warwickshire LLP	Joint Venture, 30% WCC 20% WPDG 50% Countryside Partnerships PLC	JV to deliver larger housing and commercial sites beyond the capacity of WPDG operating alone
	Develop Warwickshire Nominee Ltd	100% owned by Develop Warwickshire LLP	Technical arrangement to facilitate the delivery of Develop Warwickshire LLP projects

future years, the gains from the revaluation of assets compared to their historical cost and the difference in accounting treatment for the use of assets and their financing.

	Brookmill Meadows LLP	99.9% owned by DW LLP, 0.1% owned by Develop Warwickshire Nominee Ltd	Single site JV to build dwellings in North Warwickshire
	Milby Meadows LLP	99.9% owned by DW LLP, 0.1% owned by Develop Warwickshire Nominee Ltd	Single site JV to build dwellings in Nuneaton
	Overton View LLP	99.9% owned by DW LLP, 0.1% owned by Develop Warwickshire Nominee Ltd	Single site JV to build dwellings in North Warwickshire
	Coventry and Warwickshire Growth Hub Ltd	Joint Venture, 50% WCC 50% Coventry City Council	Promotion of business growth through engagement with the Coventry and Warwickshire business community

9.9 Rugby Special Expenses

As part of council tax harmonisation, it is recommended that Rugby Special Expenses are abolished, and a Rugby Town Council is established with the same level of funding and service responsibility as currently delivered through the Special Expenses regime. An explanation of the current situation and the proposed solution are outlined below:

- Rugby Borough Council in Warwickshire is unique in having special expenses, raising £2.3 million in 2025/26.
- Special expenses make up £55 (or 25%) of the £223 council tax paid by households in Rugby Borough Council area. Excluding special expenses, the base council tax rate is £168.
- 57% of households in Rugby (23,877 band D equivalent) are subject to special expenses, paying a total of £264 per Band D household (comprising the £168 base tax plus £96 special expenses).
- The special expenses average out to £55 when considering all households, due to 43% of households being outside the special expenses area and paying £168 plus their own parish precept.
- Following reorganisation operating over a wider geographical area the current regime would become difficult to maintain, with concerns over different council tax levels existing indefinitely between areas.
- A recommendation is proposed to reorganise by abolishing the Rugby special expenses regime and establishing a Rugby Town Council to take over responsibility, funding, and costs, resulting in a net nil budget impact. In this analysis, it is presumed that Rugby Special Expenses are abolished, and a Rugby Town Council is established.
- This change would harmonise Rugby Borough Council's council tax, reducing it to £179 for adjusted 2028/29 Band D council tax.

9.10 Town and parish councils in the Nuneaton and Bedworth area

As part of council tax harmonisation, it is recommended that town/parish councils are established within the Nuneaton and Bedworth area. An explanation of the current situation and the proposed solution are outlined below:

- Warwickshire has over 200 town/parish councils, providing 100% coverage in three District and Borough councils. There is 43% coverage in Rugby. Nuneaton and Bedworth currently has no parishes.
- In 2025/26, these councils collectively raised £10.3m, with the highest individual precept being £213 for a Band D household. There are 33 parishes that raised no precept.
- The average precept across different town/parish councils varies, ranging from £42 in the Warwick District Council area to £84 in the Stratford-on-Avon District Council area.
- Where these councils exist, the income generated through the town/parish precepts equates to between 23% and 50% of District/Borough Council precept income, suggesting potential cost avoidance for these councils, an element not available to Nuneaton and Bedworth.
- Introducing town/parish councils in Nuneaton and Bedworth could see them taking on responsibility and funding for local services previously delivered by Nuneaton and Bedworth Borough Council.
- This change in responsibility and funding would help reduce overall council tax variation in both single and two-unitary structures and ease council tax harmonisation.
- A recommendation is made to introduce town/parish councils in Nuneaton, Bedworth and Bulkington initially, with future discussions to determine precise services and costs transferred.
- For modelling purposes, an average precept reduction of £53 for Nuneaton and Bedworth by 2028/29 has been used, with services costing £2.2m transferred to the new town and parish councils.
- This adjustment would see a reduction of the unitary authority budget of £2.2m with responsibilities costing around this amount transferred to the new town or parish councils, and the precept raised by the newly created town/parish councils replacing this amount, leading to a net nil budget impact.

9.11 Council Tax Harmonisation

Council tax harmonisation brings together varying council tax rates from different districts and boroughs into a single rate over a set time period. Included below are a) the 'status quo' tax Band D projections based upon no harmonisation of council tax and if current council tax arrangements are maintained and b) council tax projections based upon the preferred option for council tax harmonisation in a single and two unitary scenario.

Status quo council tax - Band D projections if current arrangements and structures are maintained³⁰

Council tax Band D projections assuming maintenance of current council arrangements until 2032/33. This assumes a maximum increase of 2.99% per annum for District/Borough councils, and a 4.99% increase for the County Council. These increases are in line with all authorities approved medium-term financial strategies and continuation of the current referendum limits.

£	2025/26	2026/27	Year 0 2027/28	Year 1 2028/29	Year 2 2029/30	Year 3 2030/31	Year 4 2031/32	Year 5 2032/33
North Warwickshire	243	250	257	265	273	281	290	298

³⁰ These figures assume the continuation of Rugby Special Expenses and there being no town/parish councils in the Nuneaton and Bedworth area.

Nuneaton and Bedworth	271	280	288	297	305	315	324	334
Rugby	224	230	237	244	252	259	267	275
Stratford	169	174	179	185	190	196	202	208
Warwick	188	193	199	205	211	217	224	231
County Council	1,823	1,914	2,009	2,110	2,215	2,325	2,442	2,563

Outputs: Preferred Option – Weighted average increase (from post- vesting year)

Modelling outputs of the Band D council tax that would result from the preferred option over five years post-vesting. This option harmonises council tax rates across the proposed unitary authorities within the single and two unitary scenarios within one year, at a weighted average across former District/Borough areas equal to the referendum trigger. This results in some areas increasing at a rate higher than the referendum limit in the first year (2028/29). The rates paid by Band D taxpayers in each legacy authority are shown in the columns indicated 'Band D'. The percentage increase of that year's rate compared to the previous year in that area is shown in the columns indicated '%'.

Single Unitary Authority, Band D Council Tax (£, 0dp) and % Increase on Previous Year										
	Year 1 2028/29		Year 2 2029/30		Year 3 2030/31		Year 4 2031/32		Year 5 2032/33	
	Band D	%	Band D	%	Band D	%	Band D	%	Band D	%
North Warwickshire	2,321	2.40%	2,437	4.99%	2,559	4.99%	2,686	4.99%	2,820	4.99%
Nuneaton and Bedworth	2,321	3.43%	2,437	4.99%	2,559	4.99%	2,686	4.99%	2,820	4.99%
Rugby	2,321	6.09%	2,437	4.99%	2,559	4.99%	2,686	4.99%	2,820	4.99%
Stratford	2,321	6.05%	2,437	4.99%	2,559	4.99%	2,686	4.99%	2,820	4.99%
Warwick	2,321	5.11%	2,437	4.99%	2,559	4.99%	2,686	4.99%	2,820	4.99%
Two Unitary Scenario - North Unitary, Band D Council Tax (£, 0dp) and % Increase on Previous Year										
	Year 1 2028/29		Year 2 2029/30		Year 3 2030/31		Year 4 2031/32		Year 5 2032/33	
	Band D	%	Band D	%	Band D	%	Band D	%	Band D	%
North Warwickshire	2,337	3.08%	2,453	4.99%	2,576	4.99%	2,704	4.99%	2,839	4.99%
Nuneaton and Bedworth	2,337	4.11%	2,453	4.99%	2,576	4.99%	2,704	4.99%	2,839	4.99%
Rugby	2,337	6.79%	2,453	4.99%	2,576	4.99%	2,704	4.99%	2,839	4.99%
Two Unitary Scenario - South Unitary, Band D Council Tax (£, 0dp) and % Increase on Previous Year										
	Year 1 2028/29		Year 2 2029/30		Year 3 2030/31		Year 4 2031/32		Year 5 2032/33	
	Band D	%	Band D	%	Band D	%	Band D	%	Band D	%
Stratford	2,308	5.45%	2,423	4.99%	2,544	4.99%	2,671	4.99%	2,804	4.99%
Warwick	2,308	4.51%	2,423	4.99%	2,544	4.99%	2,671	4.99%	2,804	4.99%

10. Inputs

In this section, the source of each input used across the financial case are detailed. Where assumptions have been used, these are covered in the relevant section of the appendix.

Aggregation Analysis Inputs

Information	Relevant analysis	Source
Net Revenue Expenditure (County)	Used to determine proportion of total expenditure on staff, third parties, and property.	2024/25 Revenue Outturn from Warwickshire County Council. RS Line 805 minus fire service expenditure.
Combined district net revenue expenditure	Used as baseline to determine level of spend on staff, third parties and property using County proportions.	Sum of 2024/25 Revenue Outturns net revenue expenditure line by local authority where provided. Otherwise, published 2023/24 Revenue Outturns with CPI Sept 2024 inflation applied (2.6%)
Election turnout for District and Borough elections over last four years	Election turnout and total costs over last four years (where available) used together to create a range of costs per vote.	Local elections handbook and datasets, 2021-2024 (House of Commons Library)
Total District and Borough election costs over last four years		Data provided by District and Boroughs
Number of County Councillors	Democratic savings calculation.	County Council data
Number of District/Borough Councillors	Democratic savings calculation.	Individual District and Borough websites
County base allowance costs	Democratic savings calculation and calculation of base costs for proposed unitary authority councillors.	2024/25 basic allowance, County Council elected member data
County SRA costs	Compared against indicative SRA costs for proposed unitary authorities in the calculation of democratic savings.	Published County member allowances 2023/24 with CPI Sept 2024 inflation applied (2.6%)
District base allowance and SRA costs	Democratic savings calculation.	Elected member data provided by District and Borough councils, adjust to inflation
District Chief Executive salary	Used to calculate District senior management costs as part of senior leadership savings calculation.	Average salary of top three tiers of leadership from establishment data provided by District and Boroughs
District Director salary		
District Assistant Director salary		
County Chief Executive salary	Used to calculate disaggregation costs associated with duplicated senior leadership in two unitary authority scenario.	Midpoint of 2024/25 salary bands from establishment data provided
County Executive Director salary		
County Director salary		
Total sales, fees, and charges	Transformation scenario modelling. Financial sustainability forecast.	Sum of 2024/25 Revenue Outturns sales, fees, and charges line by local authority where provided. Otherwise, published 2023/24 Revenue Outturns with CPI Sept 2024 inflation applied (2.6%)
Total County expenditure on staff	Staff, Third Party, and Property expenditure used to establish a baseline spend as well as a proportion of total spend on each. This was then used to inform assumptions regarding District/Borough expenditure.	County 2024/25 MTFS data
Total County expenditure on Third Parties		
Total County expenditure on Property		

Financial Sustainability Modelling Inputs

Information	Relevant analysis	Source
Budget, spending pressures, and planned savings by council	Core financial sustainability analysis – net revenue requirement calculation.	Medium Term Financial Strategy Returns from each authority, supplemented by each authority's budget setting reports (February 2025)
Expected government grants and business rates for the unitary options, including the impact of the Government's Fair Funding Review and Business Rates Reset	Core financial sustainability analysis – total resourcing calculation.	Independent analysis by Pixel Financial on behalf of the County Councils Network and available to all Warwickshire authorities.
Reserves position	Core financial sustainability analysis.	Estimated reserves on 31 March 2026 as reported by authorities in the 2025/26 RA Form submission to MHCLG.
Population estimates	Allocation of County Council budget in financial sustainability analysis.	Office of National Statistics mid-2024 population estimates
Deprivation	Allocation of County Council budget in financial sustainability analysis.	County of population in lower super output areas (LSOAs) in most deprived 25% of LSOAs in England based on the 2019 Index of Deprivation and mid-2022 population estimates for LSOAs
Waste tonnages	Allocation of County Council budget in financial sustainability analysis.	DEFRA 2023/24 Local Authority Waste Collected Statistics
Pupil numbers	Allocation of County Council budget in financial sustainability analysis.	2025 School Census
Road lengths	Allocation of County Council budget in financial sustainability analysis.	County Council Highways team figures for District/Borough road length (August 2025)

Local Government Reform: Impact on people services

Full report

Issued: 29th August 2025

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Local Government Reform: Impact on people services

INTRODUCTION

This report contains the full output of both Phase 1 and 2 of analysis of the impact of LGR on people services in Warwickshire. The work has considered the impact on Adult Social Care, Children's Social Care, Education services, and Housing and Homelessness as local authorities are reorganised and responsibility of care changes across new geographical footprints within the county.

For each proposed formation, the expected demand and/or caseload for key people services within the county has been calculated across the options proposed by the authority. This includes a view for how demand and cost of service delivery split in day 1 and how these may change over the period until 2040.

The analysis contained in this report is based on data shared with Newton from the county and from national data returns.








The core methodology used, and assumptions made to undertake this analysis are included in the appendix.

This report contains the results of Newton's analysis, based on the data that has been provided, or otherwise made available to us, and no information contained within it should be treated as a recommendation to any Council or other authority. Responsibility for all business decisions including decisions on improvement actions (and for the acts themselves) rests solely with the Council or other authority making such decision.

Purpose of this report

THIS REPORT IS DESIGNED TO PROVIDE COMPARISONS BETWEEN SCENARIOS

This model has been developed to allow the analysis to be completed across multiple councils at pace as well as aggregate results to inform a national report. Therefore, whilst this report provides detailed analysis allowing comparisons between scenarios, it has limitations and should not be considered in isolation.

What this report is...	What this report is not...
 A way to compare different scenarios and proposed unitary authorities based on expected demand and cost figures	 A detailed financial model designed to predict exact spend or demand numbers
 A way to highlight the impact of LGR on people-based services and the key themes that are important for your local area	 A detailed staffing model that accounts for all expected roles in new unitary authorities
 A general model that can be applied to multiple councils that will show directionally correct forecasts	 A recommendation on the best scenario
 Designed to allow high level aggregated insight to be used in a national report with the CCN	

This report covers the agreed scope discussed with CCN and in steering groups. This does not consider all possible factors for LGR and should therefore not be treated in isolation. For example, the impact of public health, social housing or additional staffing costs from other teams, such as IT or legal teams, has not been modelled.

People Based Services

THIS REPORT IS FOCUSSED ON THE IMPACT OF LGR ON PEOPLE-BASED SERVICES



Adult Social Care

Adult Social Care is the support provided to help adults of all ages most commonly with physical disabilities, learning disabilities, frailty, mental illnesses, or who suffer from substance misuse. Local authorities have a legal duty under the Care Act 2014 to assess and meet eligible needs, provide safeguarding, and shape the local care market. The aim is to promote independence, dignity, and wellbeing, enabling people to live as safely and independently as possible in their own communities, with the people and things that matter to them most.

In this report Adult Social Care has been split by age group and refers to Working Age Adult (18-64) and Older Adult (65+).

This report focusses on adults who are receiving long term care. These can be supported through a variety of provisions. For this analysis the report has focussed on:

- **Nursing Care:** Specialised nursing support provided in a care home.
- **Residential Care:** Support provided in a care home.
- **Supported Living:** Supporting individuals either in their own homes or shared housing.
- **Domiciliary Care:** Supporting individuals in their own home with personal care and household tasks.
- **Other:** Care that does not fall into the above categories.



Children's Social Care

Children's Social Care supports children, young people and families who need additional help to protect children and young people from harm. Its main aim is to keep families together, but when this isn't possible, the system provides an alternative home to children and young people. The Director of Children's Services and Lead Member for Children's Services in local authorities are the key points of professional and political accountability, but the relevant Acts of Parliament also place safeguarding duties on a range of organisations and individuals (including ICBs, police and education providers).

Children can be supported through a variety of measures. This report focuses on these key services:

- **Children in Care:** The council has parental responsibility of the child and must place the child in a safe setting.
- **Child Protection Plan:** Compulsory plan when a specific risk to a child is identified.
- **Child in Need Plan:** A non-statutory plan that recognises a need that a child has.
- **Early help:** Non-statutory support to families and children considered to be vulnerable and at risk.

There is a significant reform agenda underway that will impact the nature of services in Children's Social Care, with the Children's Wellbeing and Schools Bill progressing through Parliament at present.



Services For Children With SEND

Special Educational Needs and Disabilities refers to a child or young person who has a learning difficulty and/or disability that means they need special health and education support.

This report focuses on young people who are supported by an Educational Health and Care Plan (EHCP). This is a legal document outlining the educational, health, and social care needs of a child or young person with special educational needs or disabilities, aged 0 to 25. Children and young people with EHCPs can be supported in a variety of settings. For this analysis the report has focussed on:

- **Mainstream:** Children and young people supported in mainstream schools.
- **Maintained Special Schools (MSS):** Children and young people supported in local authority owned special schools.
- **Independent Non-Maintained Special Schools (INMSS):** Children and young people supported in independent non-local authority owned special schools.
- **Other:** EHCPs that do not fall into the above categories.

This report doesn't include statutory SEN support which should be provided by mainstream schools with less oversight from the LA.

Across all services for residents that need additional support there are increasing costs that are putting increased pressure on councils to deliver these services, against a backdrop of increasingly constrained finances. This report focuses on the impact LGR may have on these services.

Interpreting the report

THIS HIGHLIGHTS THE KEY TERMINOLOGY USED THROUGHOUT THIS REPORT

Scenarios

Scenarios have been provided by councils through the data returns.

- **Unitary authorities:** The new unitary authorities that have been proposed by councils for each scenario. These unitary authorities are made up of current Districts and/or Middle Super Output Areas (MSOAs).
- **Baseline:** The current boundaries of the council as well as any neighbouring unitary authorities that are included as part of any proposed scenarios.

Projections

This analysis focusses on the impact of LGR for day 1 (2025) as well as future demand (2030 and 2040).

- **Day 1:** Day 1 refers to what would happen to demand and cost on the day that LGR takes effect. This has been done taking the data provided and projecting to 2025. This refers to the initial demand and costs expected to be distributed to each unitary authorities at this point.
- **Future demand:** Demand and cost has been projected out to 2030 and 2040 to illustrate how this may change over time. This is to show the different growth rates and highlight the sustainability of proposed unitary authorities. For detailed methodology, please see the appendix.

People-based services terminology

Where appropriate acronyms and terminology on specific slides has been called out.

- **Supported person:** This refers to someone who is currently receiving support from the council. Adult Social Care: an individual receiving long term support. Children's Social Care: Children in Care (CiC) as well as young people on a Child Protection Plan or a Child in Need plan, for SEND this is a young person with an EHCP.
- **Prevalence:** The amount of the population that is supported by the council, represented as number per 10,000 of the relevant population (e.g. working age adults).
- **Ordinary residence:** Where current residing address (e.g. a residential care home) is different to the originating address of future demand (i.e. the supported person's initial residence prior to social care support) and demand therefore re-balances over time due to ordinary residence rules.
- **Service spend:** Total spend produced by the model for each directorate. This includes "provision spend" which refers to the total spend of delivering social care and "staffing spend" which refers to the staffing spend that is solely attributable to delivering social care.

Key Assumptions

THIS OUTLINES THE KEY ASSUMPTIONS THAT HAVE GONE INTO THIS INITIAL ANALYSIS

Key assumptions have been made to enable this analysis to be performed at scale and pace. The key caveats and assumptions have been listed below and should be considered when drawing insight from the data. For detailed methodology, please see the appendix.

Neighbouring unitary authorities:

Where neighbouring unitary authorities have been included in scenarios, but no data provided, it has been assumed that the prevalence and unit cost in each provision will match the average for the rest of the county. Therefore, if you expect a neighbouring unitary authority to show very different trends this will not be captured.

Please note, if data has been provided for neighbouring unitary authorities this has been included.

Data sources:

The analysis in this report has been compiled using each council's data returns along with nationally available data where appropriate (e.g. ONS population estimates and projections).

Data caveats:

Where data has not been submitted to complete key analysis this has been highlighted in the relevant sections.

All analysis has been completed using data submissions returned by authorities and nationally available returns. If there are anomalies or inaccuracies, please contact Newton who will work with each authority to reconcile.

Section 1: Executive summary and high-level overview

This section provides a high-level summary of the outputs produced as part of Newton analysis on the impact on people services as a result of LGR.

Further detail is available in the full report.

Overview: Geographies of New Unitary Authorities

THE BELOW TABLE LAYS OUT THE DISTRICTS INCLUDED IN EACH OF THE NEW UNITARY AUTHORITIES

Scenario	Proposed Unitary	Districts included
Baseline (Scenario 1)	Warwickshire	Current Boundaries
Scenario 2	North Warwickshire	North Warwickshire Borough, Nuneaton & Bedworth Borough , Rugby Borough
	South Warwickshire	Stratford-on-Avon District, Warwick District

Executive Summary: Terminology

WE HAVE OUTLINED THE KEY INSIGHT BY SCENARIO

The following slides outline how the demand and spend will split in each of the proposed unitary authorities by scenario, along with a comparison of the total cost of each scenario. We have also included the variation between each proposed unitary authority for the scenario in question and compared this to the baseline position.

The definitions of the key terminology used in these summaries is outlined below:

- **Total predicted spend per scenario:** This shows the combined spend per scenario predicted by the model for people-based services. This includes both placement costs (e.g. Residential Care beds or EHCP provision) and staffing costs for staff working directly on supporting service users, such as social workers, (where this has been provided). Staffing costs for other teams, such as IT or legal teams, are not included as part of this work. Please note that this is a general model designed to allow comparisons between proposed scenarios and is not a detailed financial forecast.
- **Spend per resident:** This is the spend per resident per year where spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities.
- **Population supported by people-based services:** The population supported by people-based services predicted by the model refers to Adult Social Care (ASC): long term support, Children's Social Care (CSC): Children in Care (CiC), Child Protection Plans (CPP), Child in Need (CiN) plans or receiving an early help intervention, SEND: child or young person supported by an Education, Health and Care Plan (EHCP).
 - The **total demand** is the total of those supported by people-based services.
 - The **demand variation** is the variation in the percentage of the population supported by people-based services.
 - The **demand growth** is the growth in total number of people supported by people-based services from 2025-2040.
- **Baseline:** The values associated with the current boundaries of the County Council, both at day 1 and predicted by the model in 2040.

Executive Summary: Scenario

KEY INSIGHTS FOR EACH SCENARIO

Scenario 2: 2 Unitary Authorities (North Warwickshire / South Warwickshire)

There is high variation in both percentage of the population supported and spend per resident. North Warwickshire has both the higher demand and spend per resident, with a spend per resident 11.3% higher than Warwickshire in the baseline scenario. However South Warwickshire has a higher rate of growth in demand.

Total predicted spend for the scenario:

£469.5m in day 1 and £883.2m in 2040. This is 1.54% higher than baseline position (an increase of £7.2m in 2025 and £13.4m in 2040). There is high variation in all key metrics between the two proposed unitary authorities.

Variation between proposed unitary authorities within scenario:

- Spend per resident: These proposed authorities vary in spend per resident by 22.3% in day 1. In 2040 this declines to a smaller variation at 12.46%.
- Demand variation: The variation in demand day 1 is initially 32.4%, with this declining to 19.8% by 2040 (day 1 variation is 1 percentage point).
- Demand growth: High variation in growth of demand, varying by 220% (14.4 percentage points).

North Warwickshire – Day 1

Districts included: North Warwickshire Borough, Nuneaton & Bedworth Borough, Rugby Borough

Total population: 320.3k

Age demographics: % population 65+ 19.4%, % population U18 21.3%

IMD score: 18.6

Total spend predicted by the model: £268.7m

Total demand: 13.1k (3.6k ASC, 4.8k CSC, 4.7k SEND)

Comparison to baseline scenario

- Spend per resident: £839 per resident per year at day 1, this is an increase of 11.3% to the baseline.
- Demand for people-based services: 4.08% of population supported by people-based services. This is an increase of 13.25% to current baseline demand.
- Growth in demand: 6.5% growth in demand for people-based services from 2025 to 2040. The baseline, by comparison has a 12.4% projected growth.

South Warwickshire – Day 1

Districts included: Stratford-on-Avon District, Warwick District

Total population: 292.8k

Age demographics: % population 65+ 22.1%, % population U18 18.8%

IMD score: 11.91

Total spend predicted by the model: £200.8m

Total demand: 9.0k (2.9k ASC, 2.9k CSC, 3.2k SEND)

Comparison to baseline scenario

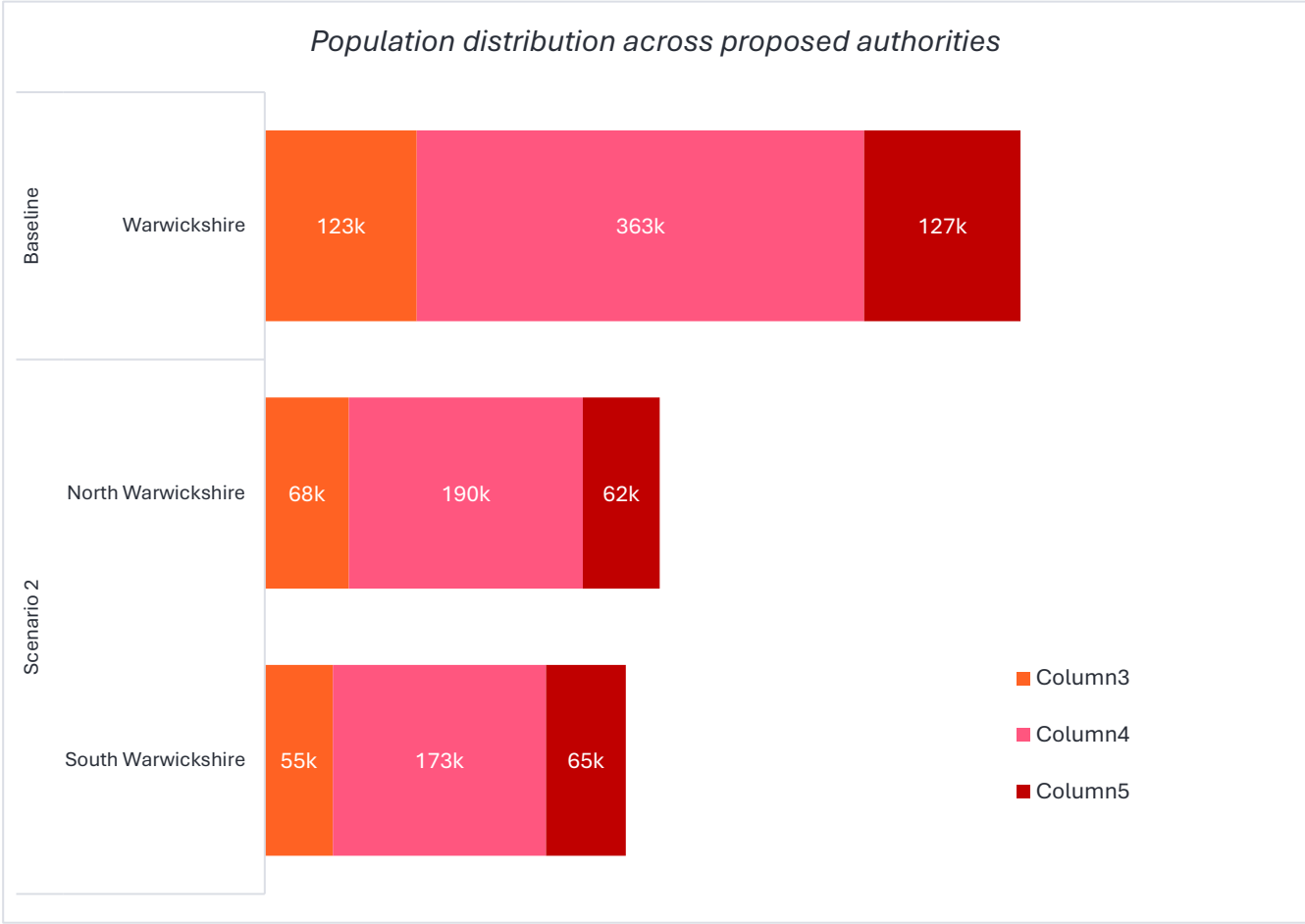
- Spend per resident: £686 per resident per year at day 1, this is a decrease of 9.04% to the baseline.
- Demand for people-based services: 3.08% of population supported by people-based services. This is decrease of 14.49% against the baseline scenario.
- Growth in demand: 20.9% growth in demand for people-based services from 2025 to 2040. This is higher than the baseline, which has a 12.4% projected growth in demand.

Overview: Demographics of New Unitary Authorities

One scenario has been modelled and compared to the current set up (baseline)

This analysis has considered the impact of LGR on people services by considering 1 proposed unitary formation and comparing this to the baseline position. These are summarised below.

Baseline (Scenario 1) - Warwickshire
<div>Warwickshire:</div> <ul style="list-style-type: none">Total population: 615k% population 65+: 20.9%% population U18: 20.3%ICB boundaries: 1 <div>North Warwickshire, Nuneaton and Bedworth, Rugby, Stratford-on-Avon, Warwick</div>
Scenario 2 – North and South Warwickshire
<div>North Warwickshire:</div> <ul style="list-style-type: none">Total population: 321k% population 65+: 19.6%% population U18: 21.5%ICB Boundaries: 1 <div>North Warwickshire, Nuneaton and Bedworth, Rugby</div>
<div>South Warwickshire:</div> <ul style="list-style-type: none">Total population: 293k% population 65+: 22.2%% population U18: 19.0%ICB Boundaries: 1 <div>Stratford-on-Avon, Warwick</div>



All proposed authorities fall within NHS Coventry and Warwickshire Integrated Care Board

WAA: Working Age Adult, 18 - 64
OA: Older Adult, 65+

Overview: Demand

DEMAND FOR SOCIAL CARE AND EDUCATION SERVICES IS EXPECTED TO GROW



This analysis has modelled the demand for Adult Social Care, Children’s Social Care and Education services. A detailed breakdown by setting is included later in this report.

The % of the Total Population supported by people services refers to Adult Social Care: long term support, Children’s Social Care: Children in Care, Child Protection Plans and Child in Need plans, SEND: child or young person supported by an Education, Health and Care Plan. This analysis shows the variation in both day 1 demand and the future growth in demand. This will support understanding if certain scenarios would create unitary authorities that have high variation in demand in day 1. The projected view to 2040 also gives insight to any sustainability challenge for unitary authorities that are seeing a disproportionate growth in the future demand levels.

Scenario	Proposed Authority	% Total Population supported by people services	% Change in number of residents supported by people services (2025-2040)	% change ASC (2025 – 2040)	% change CSC (2025 – 2040)	% change SEND (2025 – 2040)	Number of residents supported by people services		
Baseline	Warwickshire	3.60%	12%	15%	-4%	26%	6.5k	7.7k	7.9k
	North Warwickshire	4.08%	7%	14%	-4%	12%	3.6k	4.8k	4.7k
Scenario 2	South Warwickshire	3.08%	21%	16%	-5%	48%	2.9k	2.9k	3.2k

ASC

CSC

SEND

Overview: Spend

SPEND ON PEOPLES SERVICES BY PROPOSED UNITARY FORMATION

This analysis has considered the impact of LGR on the cost of delivering Adult & Children’s Social Care services alongside the cost of SEND support. Note this is a general model to allow comparison between authorities and is not a financial forecast.

Cost values presented herein include both placement costs (e.g. Residential Care beds or EHCP provision) and staffing costs for staff working directly on supporting service users, such as social workers, (where this has been provided). Staffing costs for other teams, such as IT or legal teams, are not included.

All analysis is a combination of local authority data returns supplied for the purposes of this research and national reporting.

In general, spend aligns with spread of demand across the county. This is because there is greater variation in demand than unit cost.

The average spend per resident shows the total spend per resident of the total population within the authority split by each directorate. Areas which have a higher total spend per resident than baseline may cause increased cost pressures when total spend is compared to expected funding.

Both the total spend per scenario and spend per resident has been broken down further and provided in the following pages. This page does not include spend on Home to School Transport or Housing.



Overview: Spend

SPEND PER PROPOSED SCENARIO

The table below shows the total cost per scenario predicted by the model for people-based services. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes. This page does not include spend on Home to School Transport or Housing.

In general, we see an increase in combined service cost for scenarios with more authorities, driven by additional fixed management costs within the proposed scenario, as each proposed authority requires its own management team. Additionally, the model applies a step-up factor to unit cost that takes into account median income, deprivation and total population; this means that if other factors remain constant, an increase in unit costs for smaller authorities is forecasted*.

Note, the model only accounts for the additional uplift in staffing costs for delivery teams and we would expect an additional increase from other teams, such as IT or legal teams, that have not been modelled in this analysis.

Scenario	Proposed Authority	Total cost of service for scenario 2025	ASC cost of service for scenario 2025	CSC cost of service for scenario 2025	SEND cost of service for scenario 2025	Total cost of service for scenario 2040	ASC cost of service for scenario 2040	CSC cost of service for scenario 2040	SEND cost of service for scenario 2040
Baseline	Warwickshire	£462.3m	£234.8m	£81.4m	£146.1m	£869.8m	£437.9m	£127.8m	£304.2m
Scenario 2	North Warwickshire	£469.5m	£237.2m	£85.2m	£147.2m	£883.2m	£442.5m	£134.0m	£306.8m
	South Warwickshire								

* See Appendix I for additional detail.

Overview: Spend

SPEND PER RESIDENT

The table below shows the spend per resident per year for each of the proposed unitary authorities as well as breaking this down into each directorate. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes. Here spend is total service and staffing spend (where this has been provided) and number of residents is the total population in each of the proposed unitary authorities. This page does not include spend on Home to School Transport or Housing.

This analysis demonstrates where there are scenarios that have an increased spend per resident both in the day 1 scenario and in 2040, providing the detail behind the high-level insights into variation between proposed unitary authorities provided in the preceding summaries of each scenario.

Scenario	Proposed Authority	Total spend per resident 2025	ASC spend per resident 2025	CSC spend per resident 2025	SEND spend per resident 2025	Total spend per resident 2040	ASC spend per resident 2040	CSC spend per resident 2040	SEND spend per resident 2040
Baseline	Warwickshire	£754	£383	£133	£238	£1,312	£661	£193	£459
Scenario 2	North Warwickshire	£839	£390	£162	£287	£1,408	£676	£239	£494
	South Warwickshire	£686	£383	£114	£188	£1,252	£659	£163	£430

Section 2a: Adult Social Care

The scope of this section is to provide insight into the likely impacts of each proposed scenario on Adult Social Care, covering demand, cost and quality over the next 15 years.

Adult Social Care

SERVICE COST VARIATION AND FORECASTS

This analysis has considered the variation in the cost of delivering care between each of the proposed unitary formations. This cost includes both the cost of the provision of care, in addition to the authority staffing cost associated with delivering ASC support (where this data has been provided). Staffing costs resulting from other teams, such as IT or legal teams, that have not been modelled in this analysis. Cost growth includes both the expected impact of increased demand, increased unit cost and wage increases. Spend per resident per year compares the cost for this service to total number of residents in the new authority. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.

This will support understanding if certain scenarios create variation in spend per resident both in 2025 and the future, showing where there are unitary authorities with a higher spend per resident to the baseline scenario as well as unitary authorities that have high cost growth in the future. Growth in cost is driven by inflation, the different growth rates in demand across constituent areas within proposed authorities, and effect of ordinary residence.

Scenario	Proposed Authority	Spend per resident 2025	Spend per resident 2040	% growth in spend (2025-2040)	ASC service cost 2025 (gross placements cost + staffing)	
Baseline	Warwickshire	£383	£661	86%	£209m	£26m
	North Warwickshire	£390	£676	85%	£110m	£15m
	South Warwickshire	£383	£659	88%	£100m	£12m
Scenario 2						

■ ASC provision spend 2025

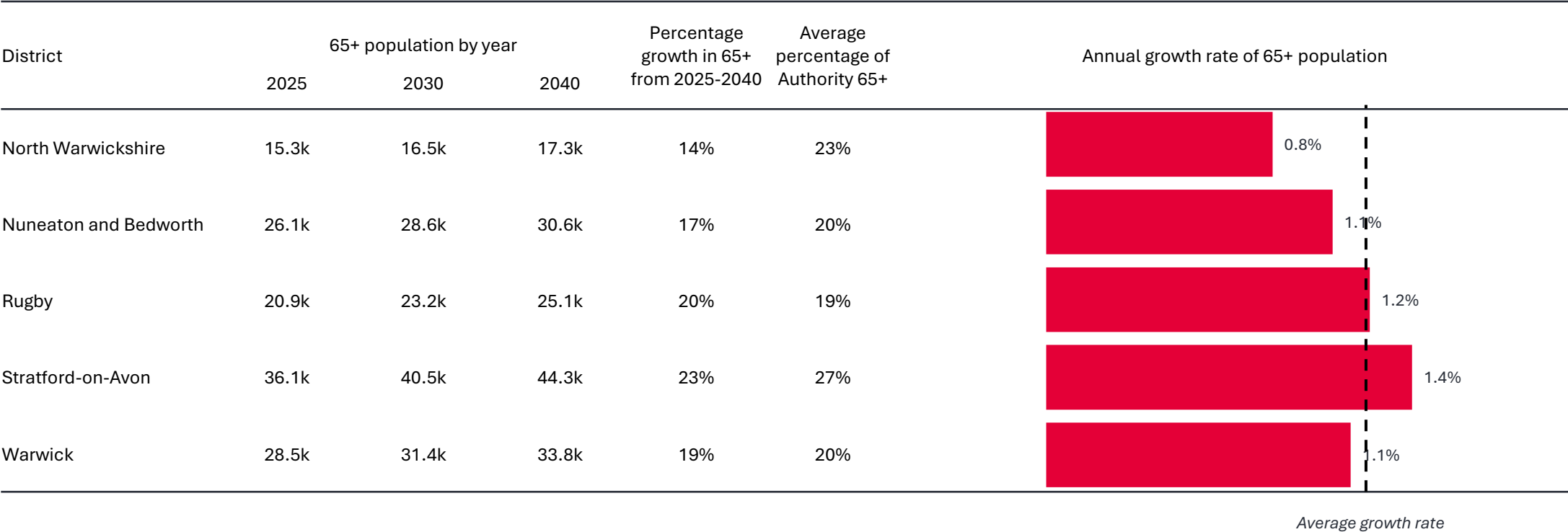
■ ASC staffing spend 2025

Adult Social Care: Older Adult population

POPULATION VARIATION AND FORECASTING

The existing Older Adult (over 65) population is shown across the districts in the geography. The below table shows the expected growth rate for Older Adult in each of the districts.

This analysis shows the underlying population trends that drive the change in demand for each of the new unitary authorities in the future.



Adult Social Care: Older Adult demand

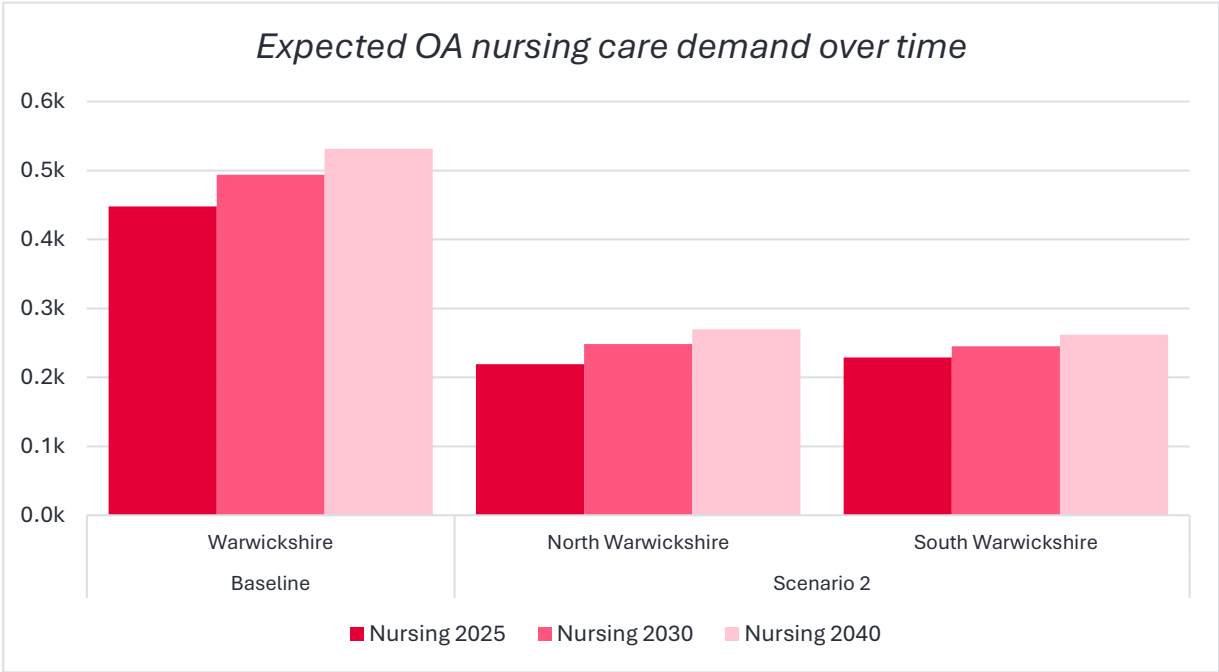
NURSING CARE DEMAND VARIATION AND FORECASTING

The following slides show the expected demand for Older Adult in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary as well as the effect of ordinary residence on the prevalence in each new unitary.

The graph on the left shows total demand in 2025, 2030 and 2040. In general, this is proportional to population in the new unitary authorities. This analysis will show the expected growth in each unitary and identify areas that are expected to see high growth.

The table to the right of each graph shows the prevalence per 10,000 Older Adults. Changes to prevalence over time will reflect where current residing address is different to the originating address of future demand and demand therefore re-balances over time due to ordinary residence rules. Therefore, some areas will have a high prevalence in day 1 which then decreases by 2040. Other areas have a low prevalence in 2025 with prevalence increasing by 2040 or no change to prevalence.

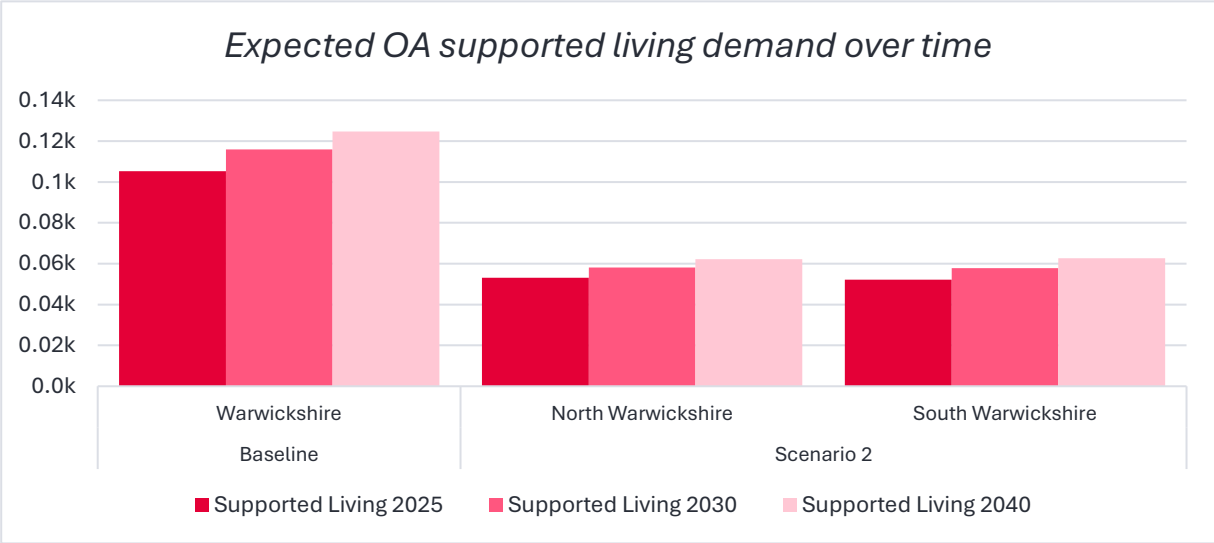
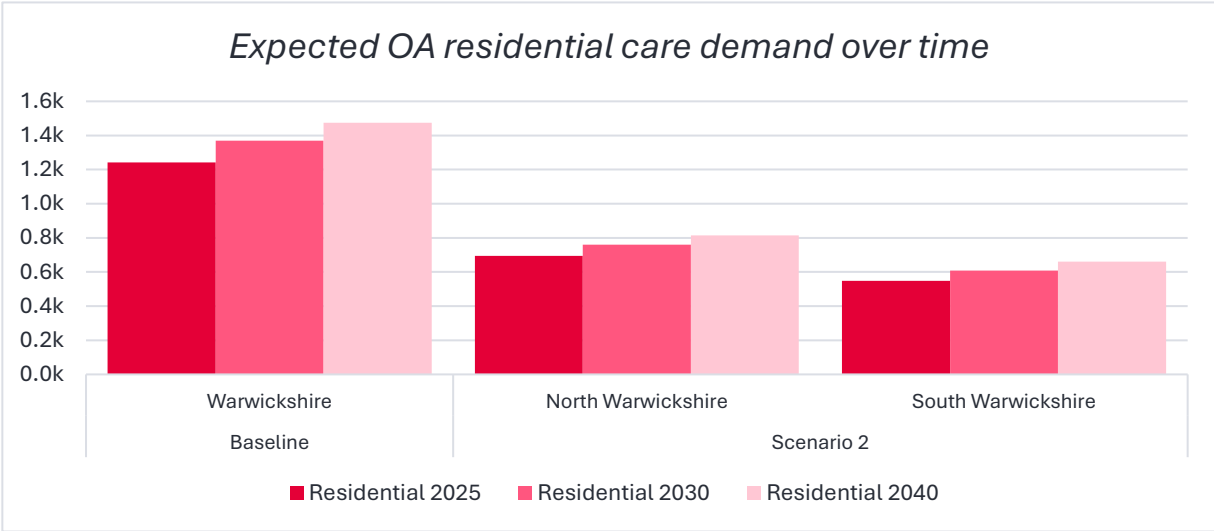
For Domiciliary Care and Other demand there is no impact of ordinary residence, therefore prevalence remains consistent.



Scenario	Proposed Authority	Nursing care Prevalence 2025	Nursing care Prevalence 2030	Nursing care Prevalence 2040
Baseline	Warwickshire	35	35	35
Scenario 2	North Warwickshire	35	36	37
	South Warwickshire	35	34	34

Adult Social Care: Older Adult demand

RESIDENTIAL CARE AND SUPPORTED LIVING DEMAND VARIATION AND FORECASTING

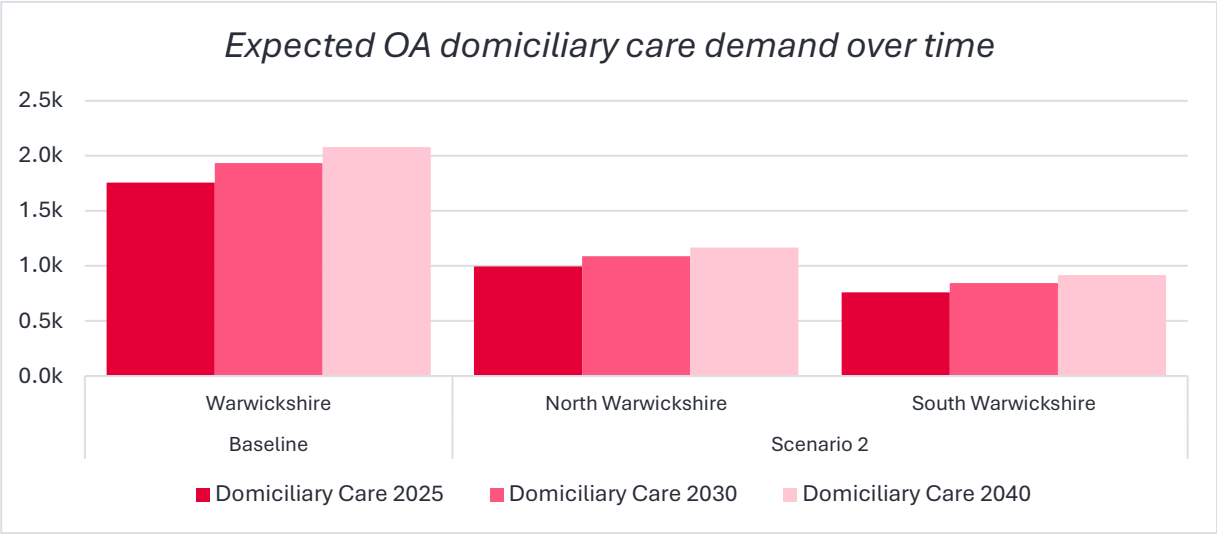


Scenario	Proposed Authority	Residential care Prevalence 2025	Residential care Prevalence 2030	Residential care Prevalence 2040
Baseline	Warwickshire	98	98	98
Scenario 2	North Warwickshire	112	112	112
	South Warwickshire	85	85	85

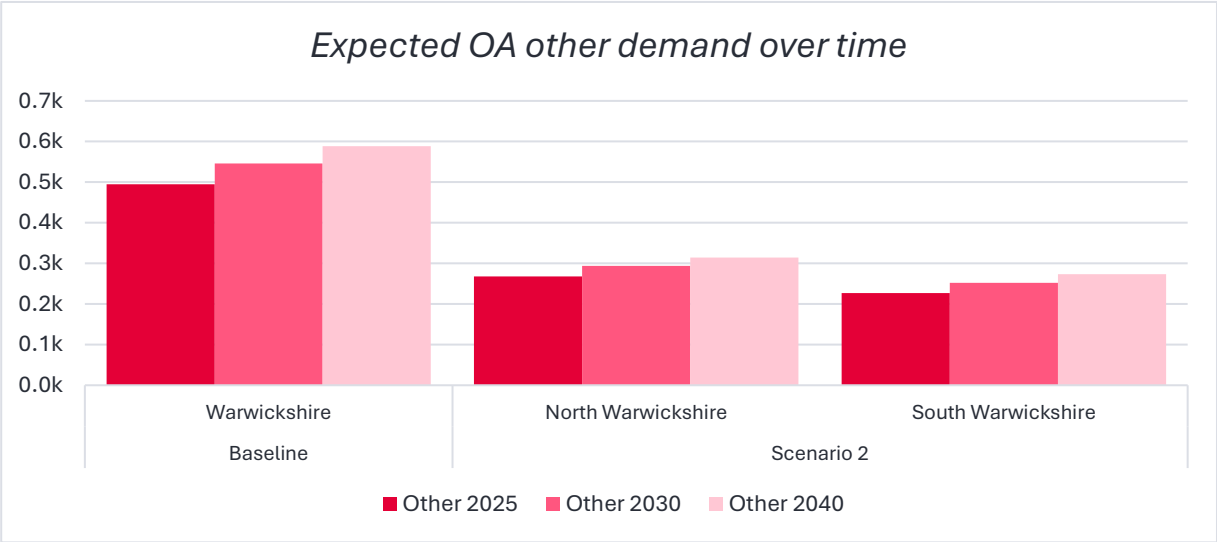
Scenario	Proposed Authority	Supported Living Prevalence 2025	Supported Living Prevalence 2030	Supported Living Prevalence 2040
Baseline	Warwickshire	8	8	8
Scenario 2	North Warwickshire	9	9	9
	South Warwickshire	8	8	8

Adult Social Care: Older Adult demand

DOMICILIARY CARE AND OTHER DEMAND VARIATION AND FORECASTING



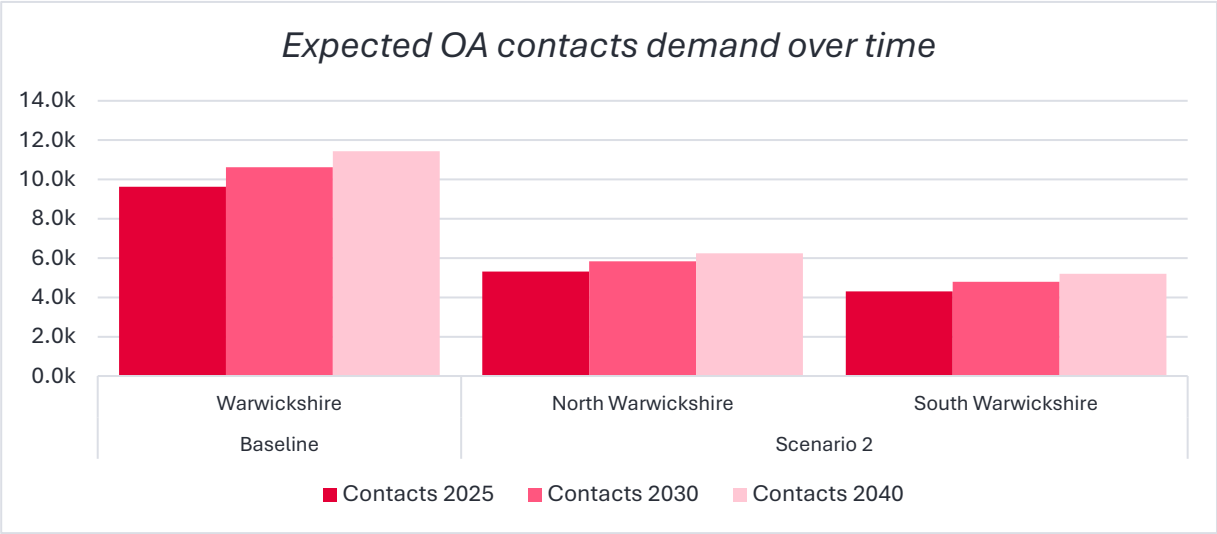
Scenario	Proposed Authority	Domiciliary Care Prevalence
Baseline	Warwickshire	138
Scenario 2	North Warwickshire	160
	South Warwickshire	118



Scenario	Proposed Authority	Other Prevalence
Baseline	Warwickshire	39
Scenario 2	North Warwickshire	43
	South Warwickshire	35

Adult Social Care: Older Adult demand

CONTACTS DEMAND VARIATION AND FORECASTING



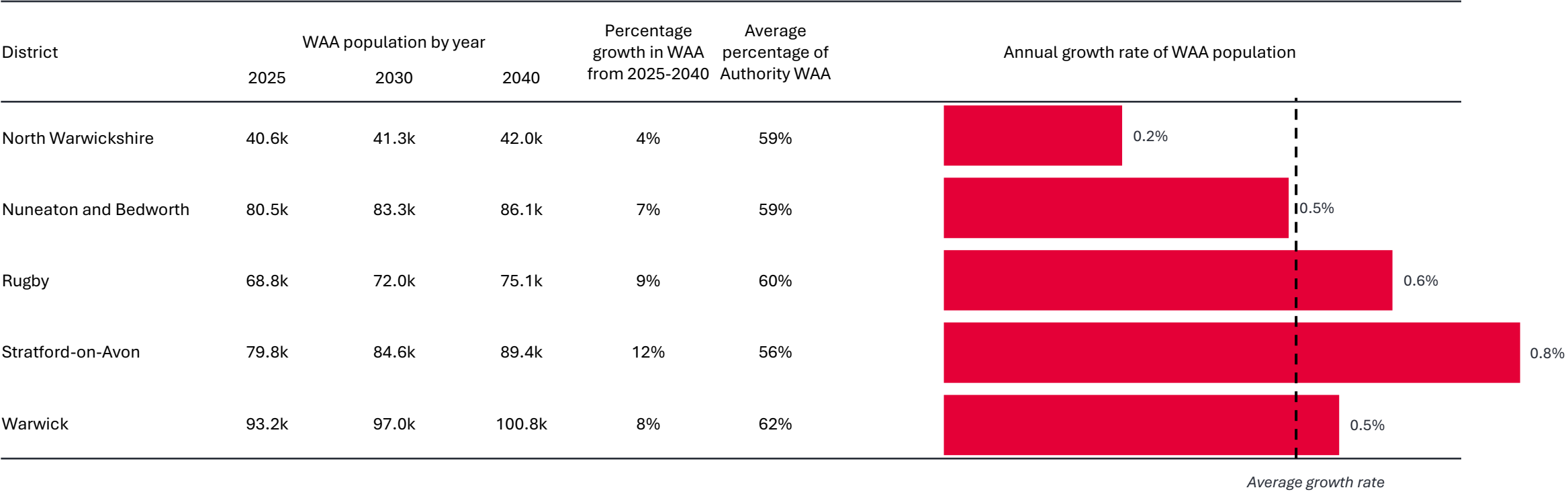
Scenario	Proposed Authority	Contacts Prevalence
Baseline	Warwickshire	759
Scenario 2	North Warwickshire	855
	South Warwickshire	667

Adult Social Care: Working Age Adult population

POPULATION VARIATION AND FORECASTING

The existing Working Age Adult (18-65) population is shown across the districts in the geography. The below table shows the expected growth rate for Working Age Adult in each of the districts.

This analysis shows the underlying population trends that drive the change in demand for each of the new unitary authorities in the future.



Adult Social Care: Working Age Adult demand

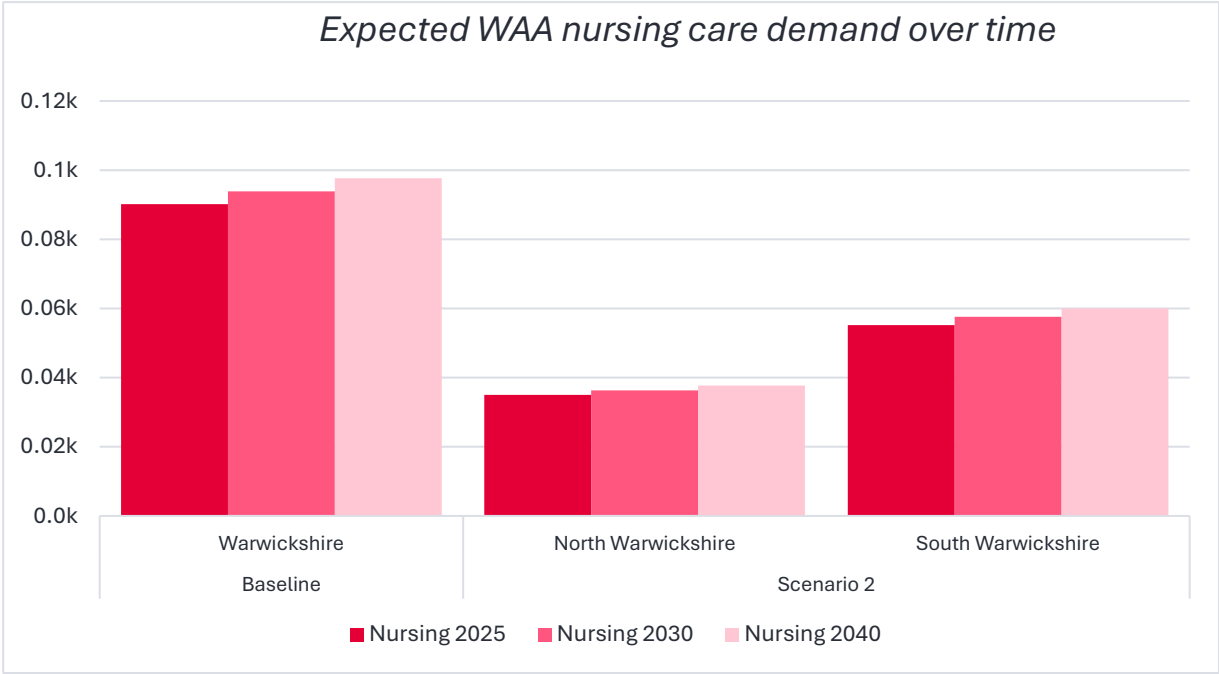
NURSING CARE DEMAND VARIATION AND FORECASTING

The following slides show the expected demand for Working Age Adults in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary as well as the effect of ordinary residence on the prevalence in each new unitary.

The graph on the left shows total demand in 2025, 2030 and 2040, in general this is proportional to population in the new unitary authorities. This analysis will show the expected growth in each unitary and identify areas that are expected to see high growth.

The table to the right of each graph shows the prevalence per 10,000 Older Adults. Changes to prevalence over time will reflect where current residing address is different to the originating address of future demand and demand therefore re-balances over time due to ordinary residence rules. Therefore, some areas will have a high prevalence in day 1 which then drops by 2040. Other areas have a low prevalence in 2025 with prevalence increasing by 2040 or no change to prevalence.

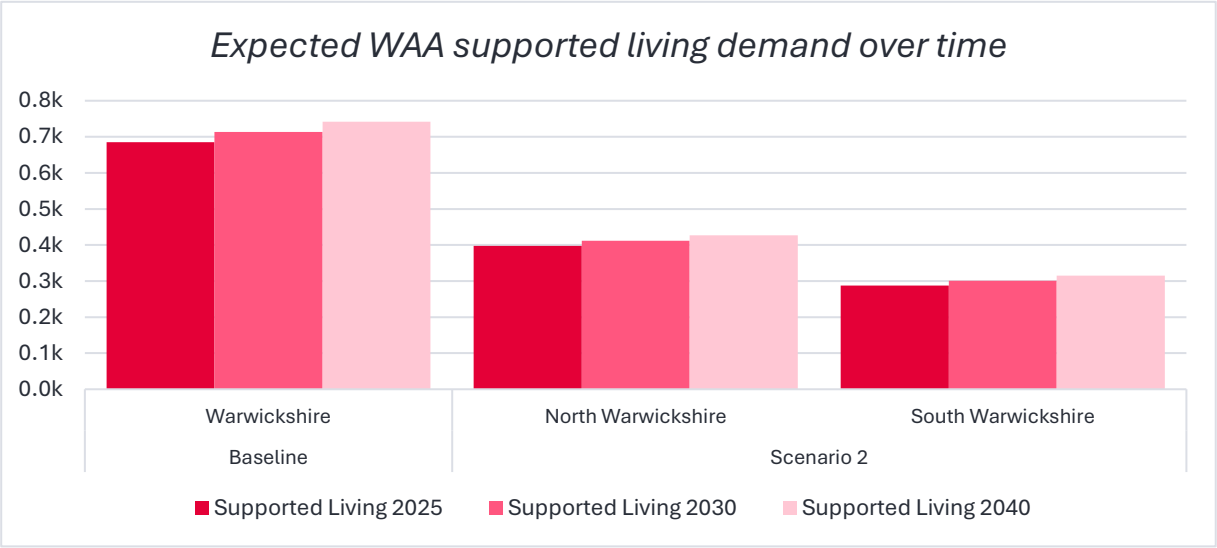
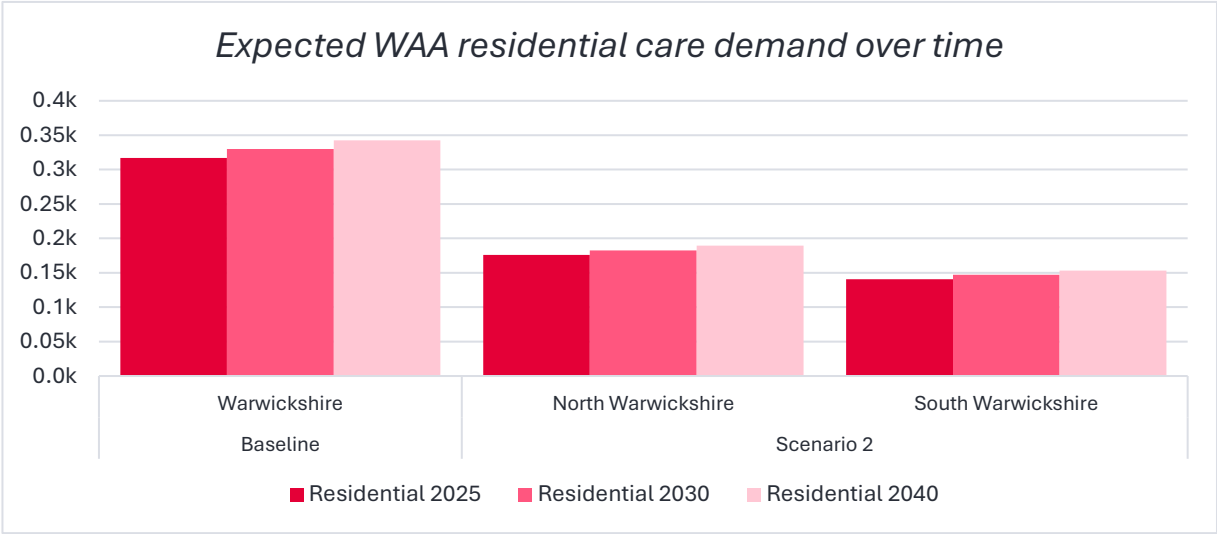
For Domiciliary Care and Other demand there is no impact of ordinary residence, therefore prevalence remains consistent.



Scenario	Proposed Authority	Nursing care Prevalence 2025	Nursing care Prevalence 2030	Nursing care Prevalence 2040
Baseline	Warwickshire	2.48	2.48	2.48
Scenario 2	North Warwickshire	1.84	1.85	1.85
	South Warwickshire	3.19	3.17	3.15

Adult Social Care: Working Age Adult demand

RESIDENTIAL CARE AND SUPPORTED LIVING DEMAND VARIATION AND FORECASTING

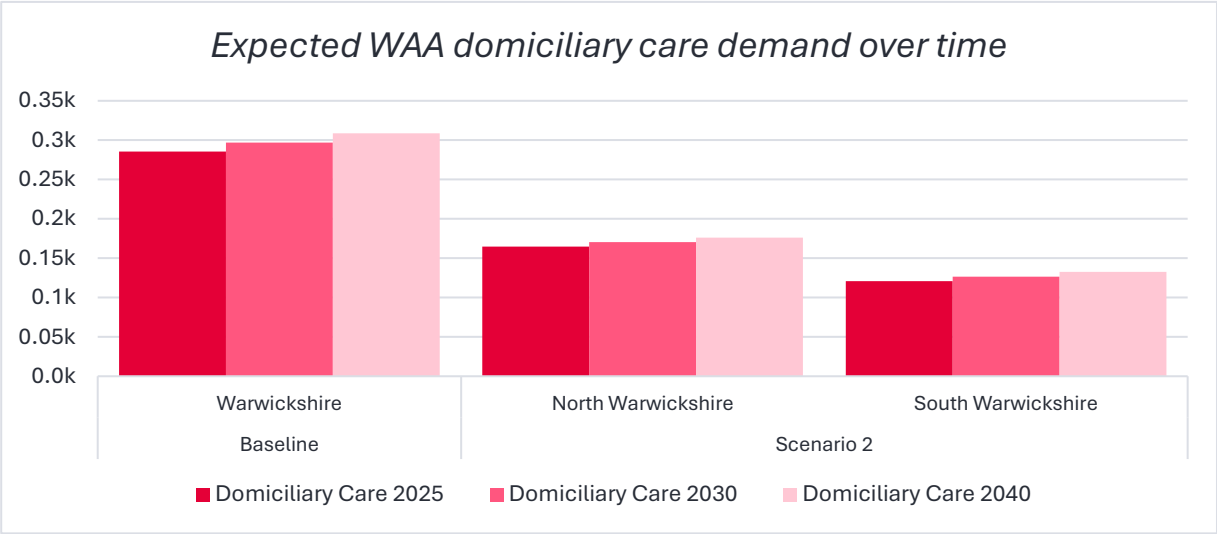


Scenario	Proposed Authority	Residential care Prevalence 2025	Residential care Prevalence 2030	Residential care Prevalence 2040
Baseline	Warwickshire	8.73	8.72	8.71
Scenario 2	North Warwickshire	9.29	9.30	9.32
	South Warwickshire	8.13	8.10	8.05

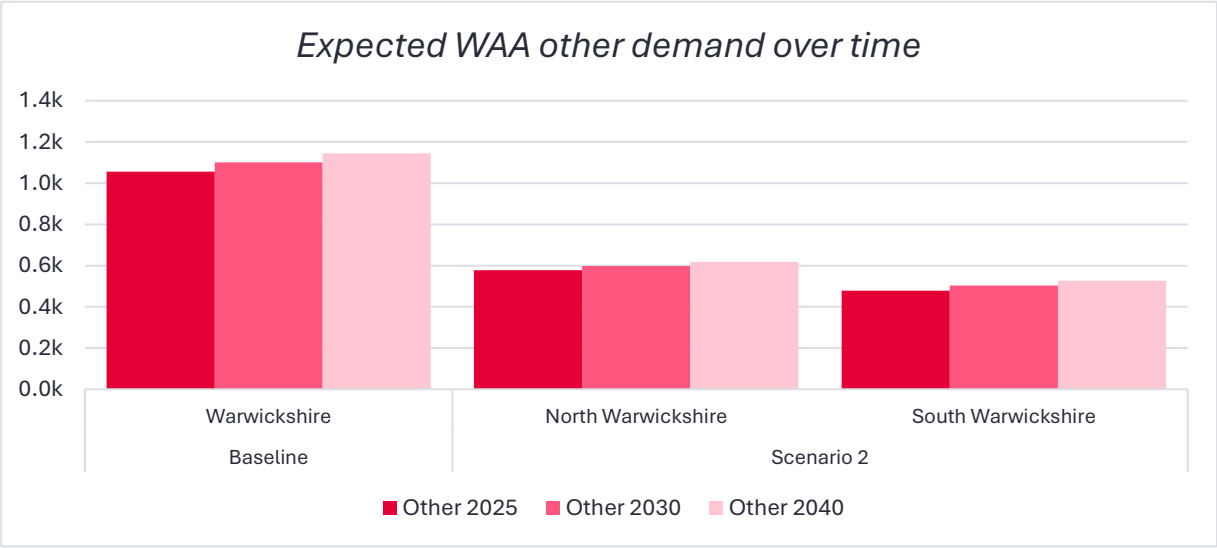
Scenario	Proposed Authority	Supported Living Prevalence 2025	Supported Living Prevalence 2030	Supported Living Prevalence 2040
Baseline	Warwickshire	18.9	18.9	18.9
Scenario 2	North Warwickshire	21.0	21.0	21.0
	South Warwickshire	16.6	16.6	16.6

Adult Social Care: Working Age Adult demand

DOMICILIARY CARE AND OTHER DEMAND VARIATION AND FORECASTING



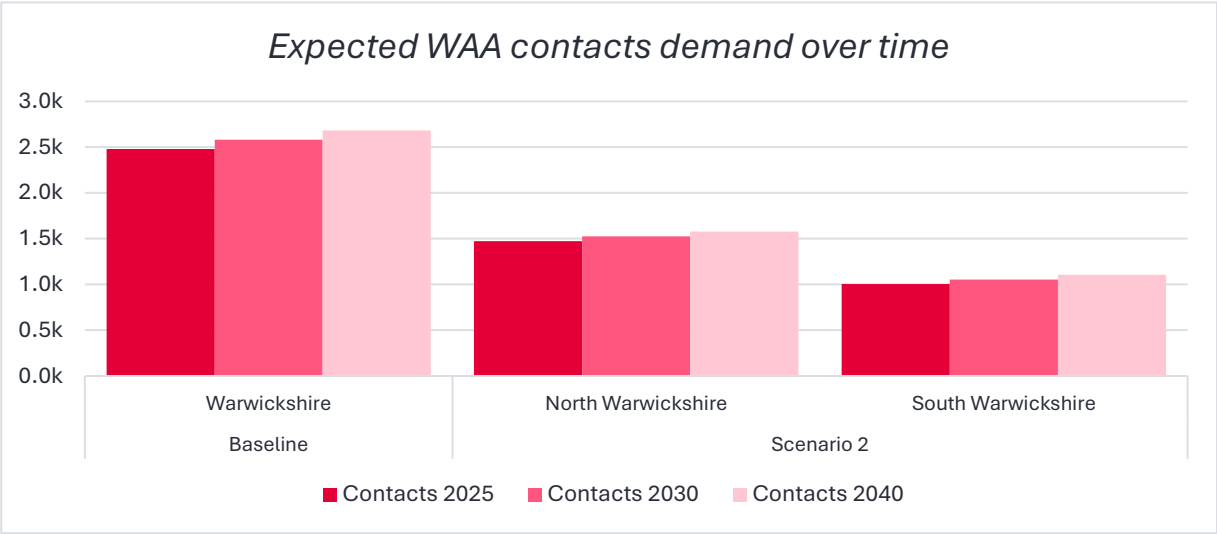
Scenario	Proposed Authority	Domiciliary Care Prevalence
Baseline	Warwickshire	8
Scenario 2	North Warwickshire	9
	South Warwickshire	7



Scenario	Proposed Authority	Other Prevalence
Baseline	Warwickshire	29
Scenario 2	North Warwickshire	30
	South Warwickshire	28

Adult Social Care: Working Age Adult demand

CONTACTS DEMAND VARIATION AND FORECASTING



Scenario	Proposed Authority	Contacts Prevalence
Baseline	Warwickshire	68
Scenario 2	North Warwickshire	78
	South Warwickshire	58

Adult Social Care: Older Adult unit costs

UNIT COST VARIATION AND FORECASTING

The table shows a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided and refers to gross costs.

For each proposed unitarity formation unit price forecasts are based on a real-terms average of the previous cost data provided. The impact of inflation, changing demographics, and local cost variation has then been forecast.

Our analysis more widely had found there to be a correlation between unit cost and scale of existing upper tier local authorities. Controlling for deprivation, demographics and median income this applies an expected uplift in unit price for smaller unitary authorities. Detailed information is included in the methodology section of the appendix.

Scenario	Proposed Authority	Nursing Care				Residential Care				Domiciliary Care				Supported Living				Other			
		2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change
Baseline	Warwickshire	£961	£1,131	£1,568	63%	£862	£1,015	£1,408	63%	£306	£360	£499	63%	£1,213	£1,428	£1,982	63%	£278	£328	£456	64%
Scenario 2	North Warwickshire	£890	£1,046	£1,449	63%	£833	£981	£1,360	63%	£296	£349	£483	63%	£1,221	£1,437	£1,992	63%	£229	£269	£373	63%
	South Warwickshire	£1,052	£1,243	£1,725	64%	£909	£1,070	£1,485	63%	£321	£379	£526	64%	£1,223	£1,442	£2,005	64%	£345	£407	£565	64%

Adult Social Care: Working Age Adult unit costs

UNIT COST VARIATION AND FORECASTING

The table shows a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided and refers to gross costs.

For each proposed unitarity formation unit price forecasts are based on a real-terms average of the previous cost data provided. The impact of inflation, changing demographics, and local cost variation has then been forecast.

Our analysis more widely had found there to be a correlation between unit cost and scale of existing upper tier local authorities. Controlling for deprivation, demographics and median income this applies an expected uplift in unit price for smaller unitary authorities. Detailed information is included in the methodology section of the appendix.

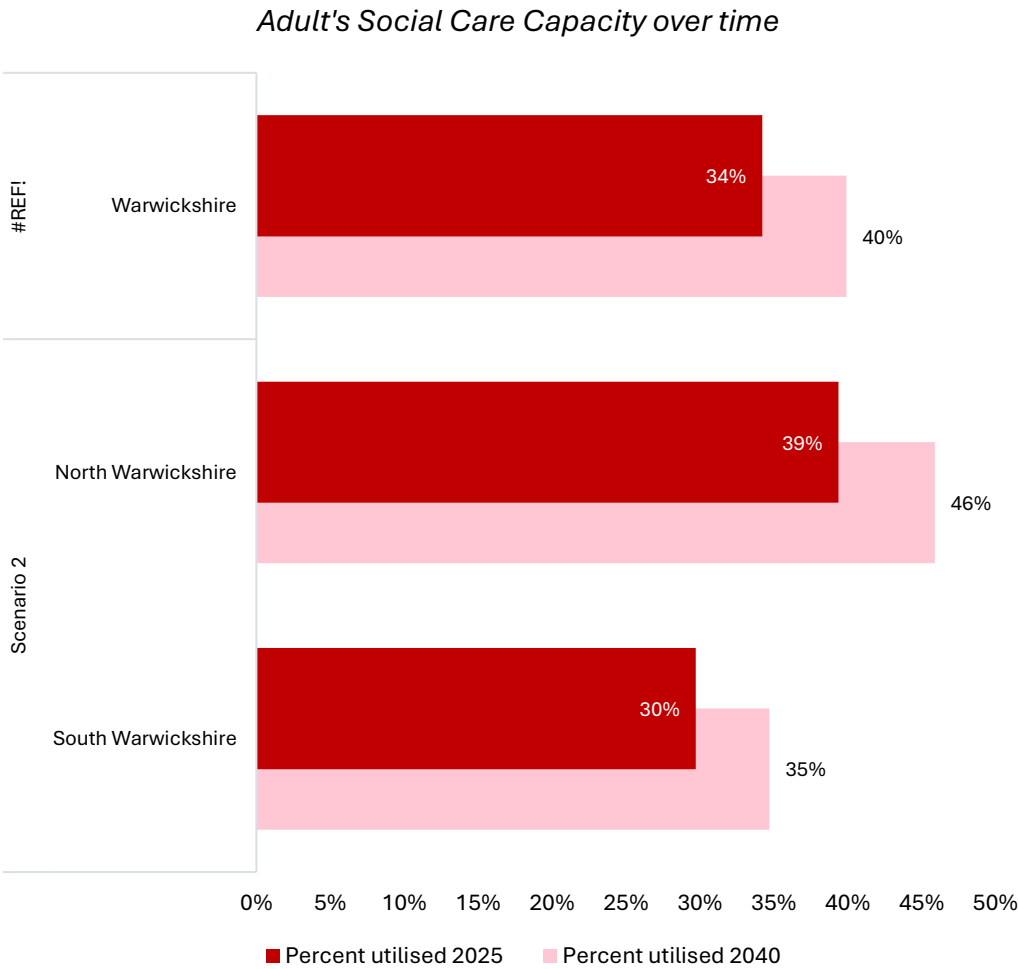
Scenario	Proposed Authority	Nursing Care				Residential Care				Domiciliary Care				Supported Living				Other			
		2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change
Baseline	Warwickshire	£984	£1,158	£1,606	63%	£1,476	£1,741	£2,417	64%	£319	£376	£521	63%	£1,031	£1,214	£1,684	63%	£346	£408	£567	64%
Scenario 2	North Warwickshire	£1,023	£1,212	£1,696	66%	£1,360	£1,603	£2,226	64%	£330	£388	£538	63%	£1,057	£1,242	£1,721	63%	£304	£359	£498	64%
	South Warwickshire	£985	£1,154	£1,590	61%	£1,646	£1,940	£2,693	64%	£305	£360	£499	64%	£998	£1,178	£1,639	64%	£404	£476	£661	64%

Adult Social Care: Capacity

PLACEMENT DEMAND AND CAPACITY UTILISATION

This analysis shows the expected % of available capacity required to support forecast demand for 2025 and 2040. This capacity also includes beds occupied in the private market and so exceeds council only demand in most cases.

Where there is a higher % this means that a higher proportion of the available capacity is required to support the forecasted demand.



Adult Social Care: Quality

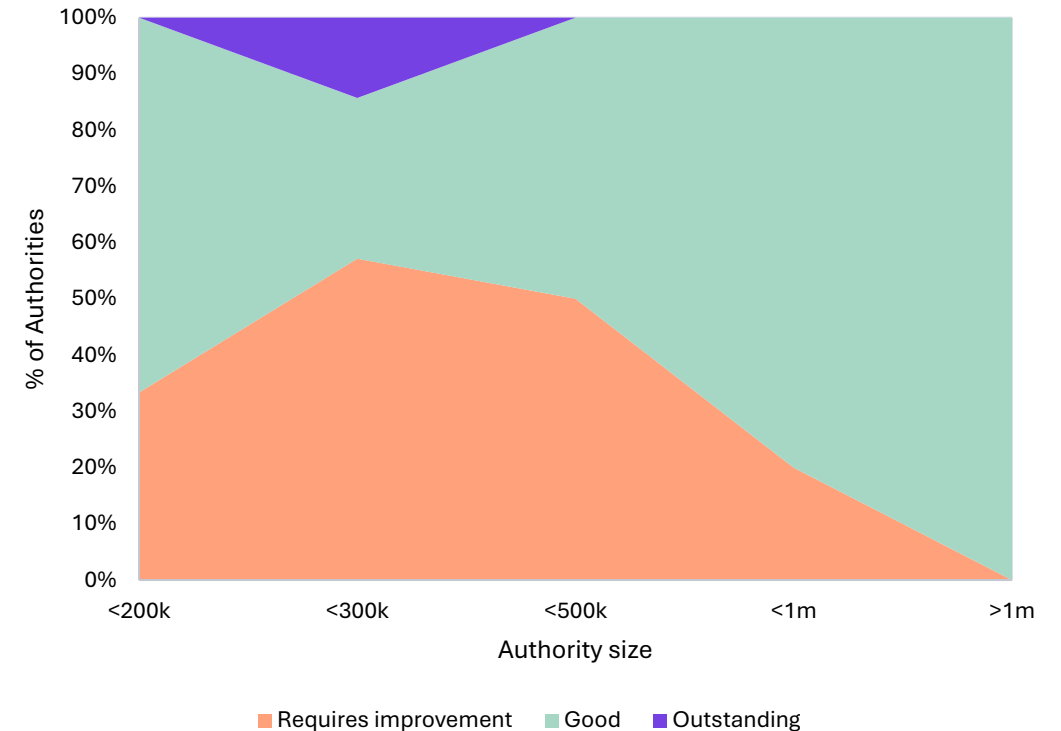
THERE IS LIMITED NATIONALLY AVAILABLE DATA TO DRAW CONCLUSIONS OF QUALITY BASED ON POPULATION SIZE

The CQC is currently in the process of implementing a new assessment framework for local authorities and integrated care networks. This means that limited CQC ratings have been published at the time of completing this analysis.

There was not sufficient data for us to provide a meaningful model based on these published outcomes. Therefore, no conclusions have been drawn, even at a high level, from the published reports.

As with OFSTED, income, deprivation and geographic location could be more influential than population alone, however further data and information is required to draw meaningful conclusions.

CQC Quality of Authority Distribution



Adult Social Care

SERVICE COST SUMMARY

The predicted spend for each scenario is included in the table below alongside the expected service cost in 2025 and 2040. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.

In general, there is an increase in combined service cost for scenarios with more authorities. This is driven by the expected uplift on placement unit costs applied to smaller authorities and higher combined staffing overheads due to having more authorities and therefore leadership teams. Note, the model only accounts for the additional uplift in staffing costs for delivery teams and there is an expected additional increase from other teams, such as IT or legal teams, that have not been modelled in this analysis.

Scenario	Proposed Authority	Predicted spend for scenario 2025	ASC service cost 2025 (gross placements cost + staffing)	Predicted spend for scenario 2040	ASC service cost 2040 (gross placements cost + staffing)
Baseline	Warwickshire	£234.8m	<div><div></div></div> £235m	£437.9m	<div><div></div></div> £438m
Scenario 2	North Warwickshire	£237.2m	<div><div></div></div> £125m	£442.5m	<div><div></div></div> £231m
	South Warwickshire		<div><div></div></div> £112m		<div><div></div></div> £211m

Section 2b: Children's Social Care

The scope of this section is to provide insight into the likely impacts of each proposed scenario on Children's Social Care, covering demand, cost and quality over the next 15 years.

Children’s Social Care

SERVICE COST VARIATION AND FORECASTING

This analysis has considered the variation in the cost of delivering care between each of the proposed unitary formations. This cost includes both the cost of the provision of care, in addition to the authority staffing cost associated with delivering CSC support (where this data has been provided). Staffing costs resulting from other teams, such as IT or legal teams, that have not been modelled in this analysis. Cost growth includes both the expected impact of increased demand, increased unit cost and wage increases. As this work has been performed without any personal identifiable data and caseload sizes for Children in Care settings are small, changes in the blend of settings with time have not been modelled. Should this blend change, this may cause a variation in unit cost over time i.e. due to a decline in internal fostering capacity or increase in Residential Care placements, but this has not been included in the model. Spend per resident per year compares the cost for this service to total number of residents in the new authority. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.

This will support understanding if certain scenarios create variation in spend per resident both in 2025 and the future, showing where there are unitary authorities with a higher spend per resident to the baseline scenario as well as unitary authorities that have high cost growth in the future. Growth in cost is driven by inflation and the different growth rates in demand across constituent areas within proposed authorities.

Scenario	Proposed Authority	Spend per resident 2025	Spend per resident 2040	% growth in spend (2025-2040)	CSC service cost 2025 (net placements cost + staffing)	
Scenario 2	Baseline	Warwickshire	£133	£193	57.0%	<div><div>£41m</div><div>£40m</div></div>
		North Warwickshire	£162	£239	57.5%	<div><div>£25m</div><div>£26m</div></div>
		South Warwickshire	£114	£163	56.8%	<div><div>£16m</div><div>£17m</div></div>

CSC provision spend 2025CSC staffing cost 2025

■ CSC provision spend 2025

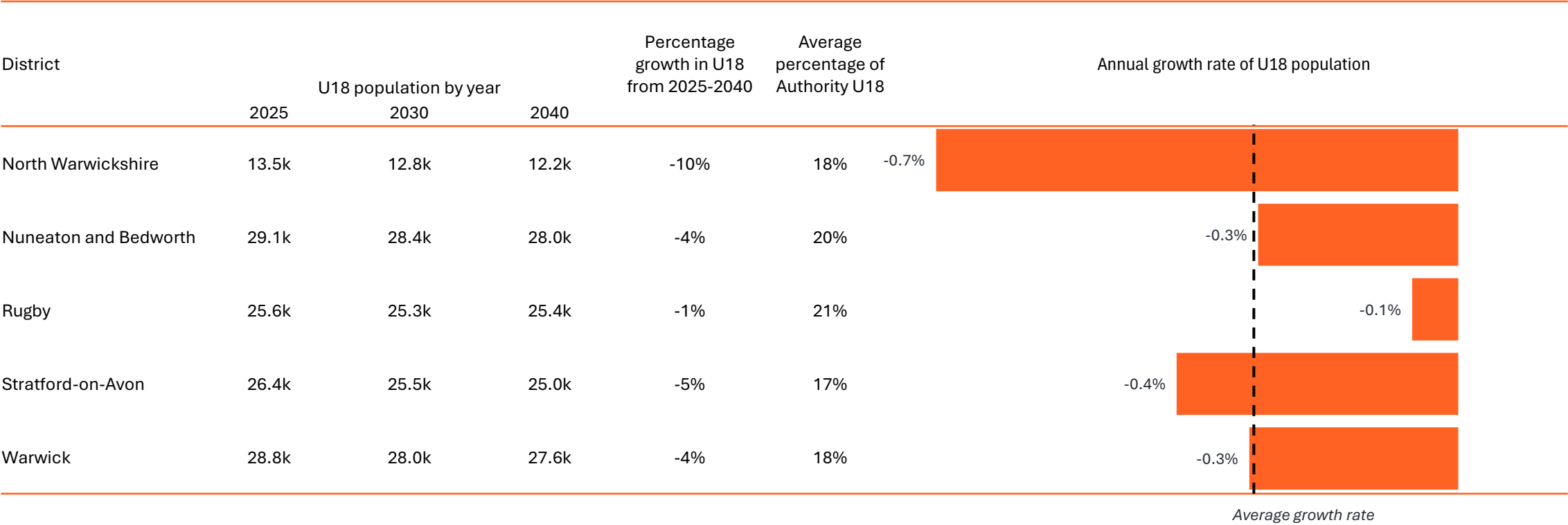
■ CSC staffing cost 2025

Children’s Social Care: Population

U18 POPULATION VARIATION AND FORECASTING

The existing U18 population is shown across the districts in the geography. The below table shows the expected growth rate for U18s in each of the districts.

This analysis shows the underlying population trends that drive the change in demand for each of the new unitary authorities in the future.



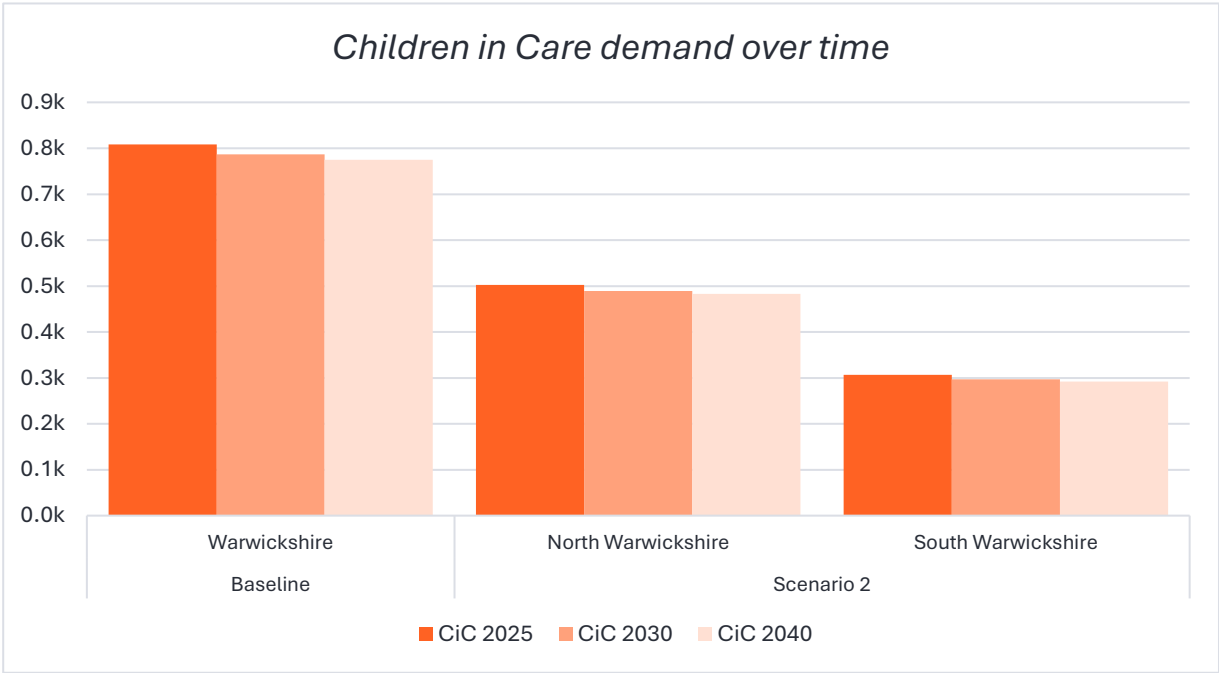
Children’s Social Care: Demand

CHILDREN IN CARE DEMAND VARIATION AND FORECASTING

The following slides show the expected demand for Children’s Social Care in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary.

The graph on the left shows total demand in 2025, 2030 and 2040, in general this is proportional to population in the new unitary authorities. This analysis will show the expected change in demand in each unitary.

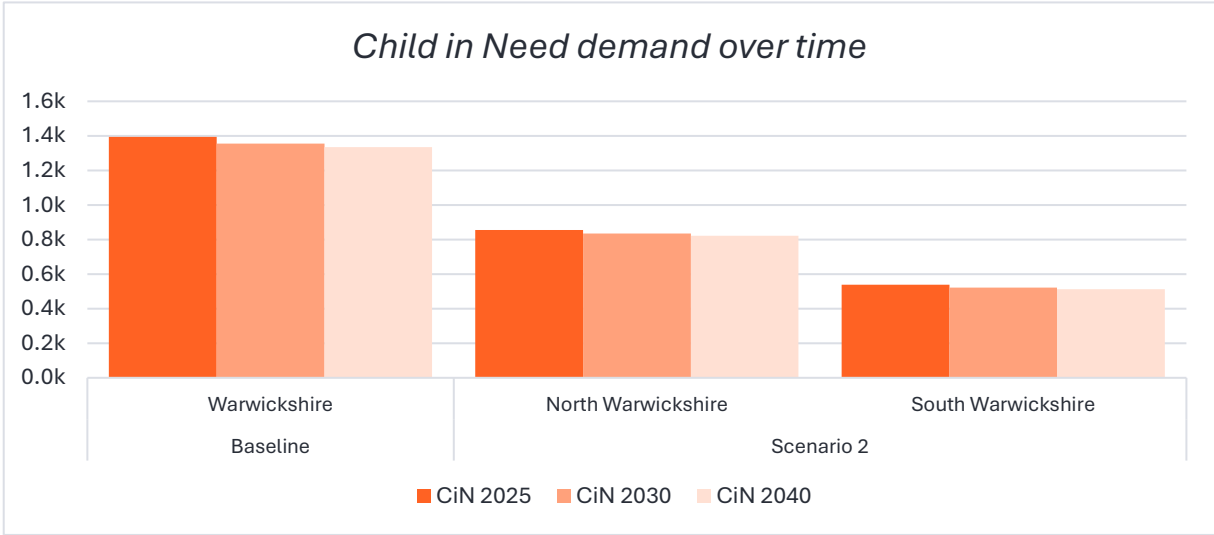
The table to the right of each graph shows the prevalence per 10,000 U18 population. This remains consistent over time as agreed in the methodology sessions. As this work has been performed without any personal identifiable data and caseload sizes for Children in Care settings are small, changes in the blend of settings with time have not been modelled.



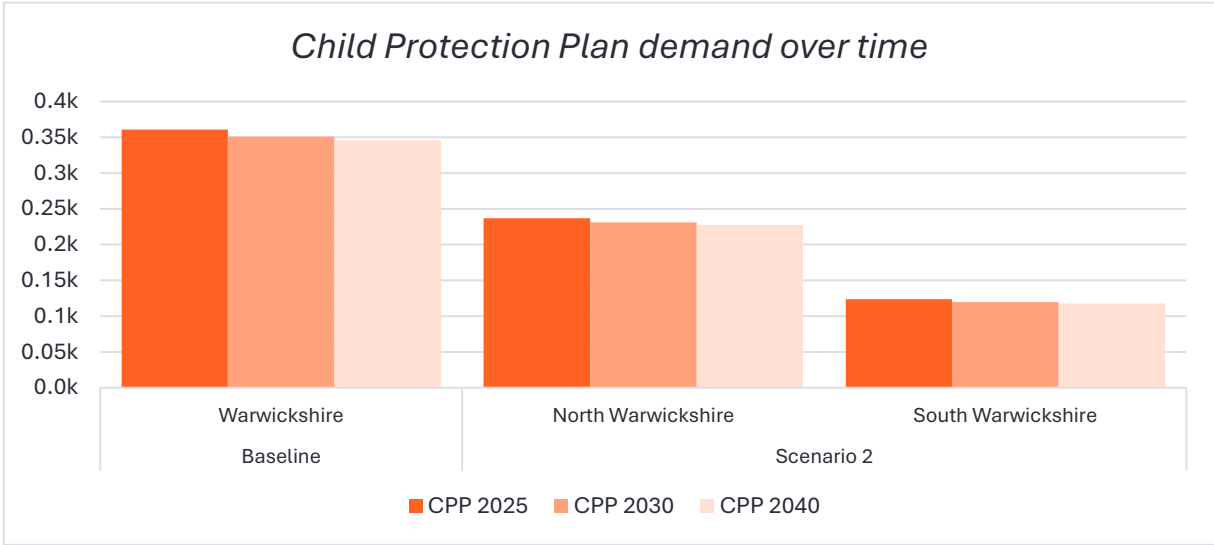
Scenario	Proposed Authority	CiC Prevalence
Baseline	Warwickshire	66
Scenario 2	North Warwickshire	74
	South Warwickshire	56

Children’s Social Care: Demand

DEMAND VARIATION AND FORECASTING



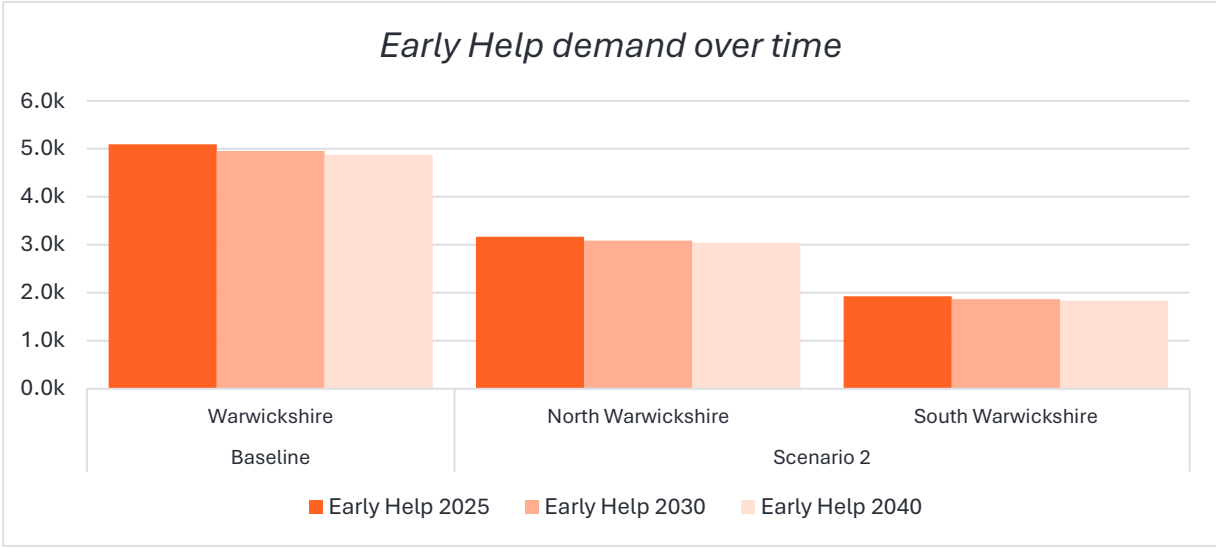
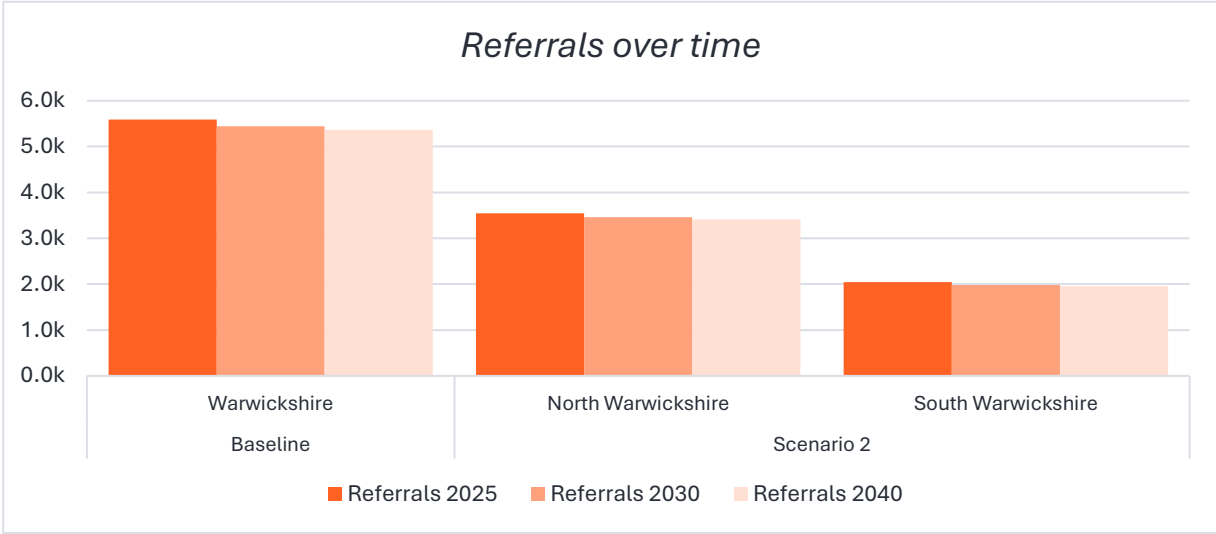
Scenario	Proposed Authority	CiN Prevalence
Baseline	Warwickshire	113
Scenario 2	North Warwickshire	125
	South Warwickshire	98



Scenario	Proposed Authority	CPP Prevalence
Baseline	Warwickshire	29
Scenario 2	North Warwickshire	35
	South Warwickshire	22

Children’s Social Care: Demand

DEMAND VARIATION AND FORECASTING

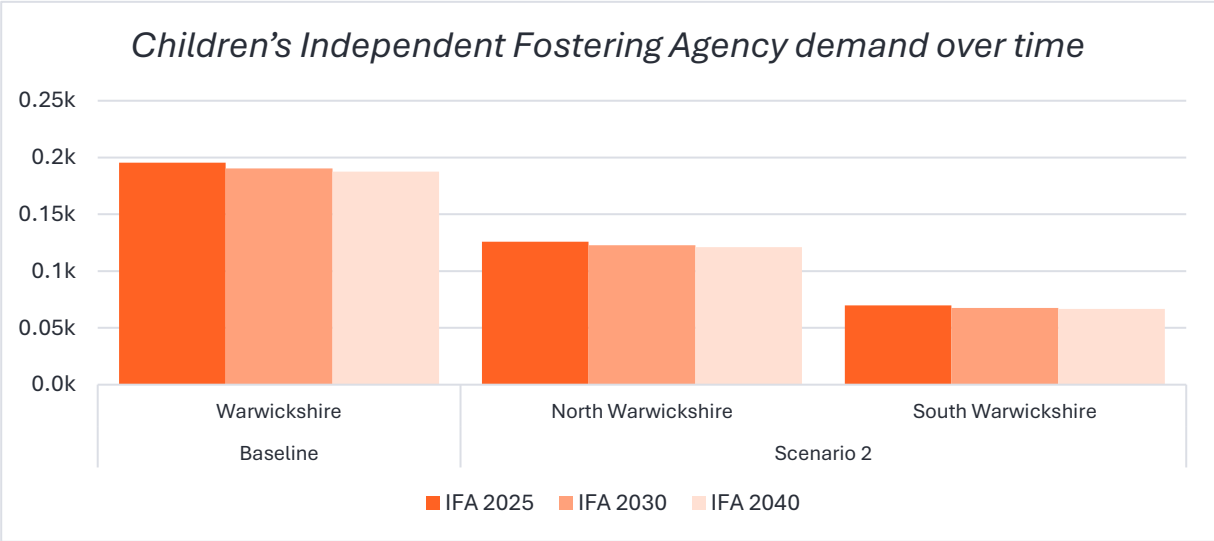
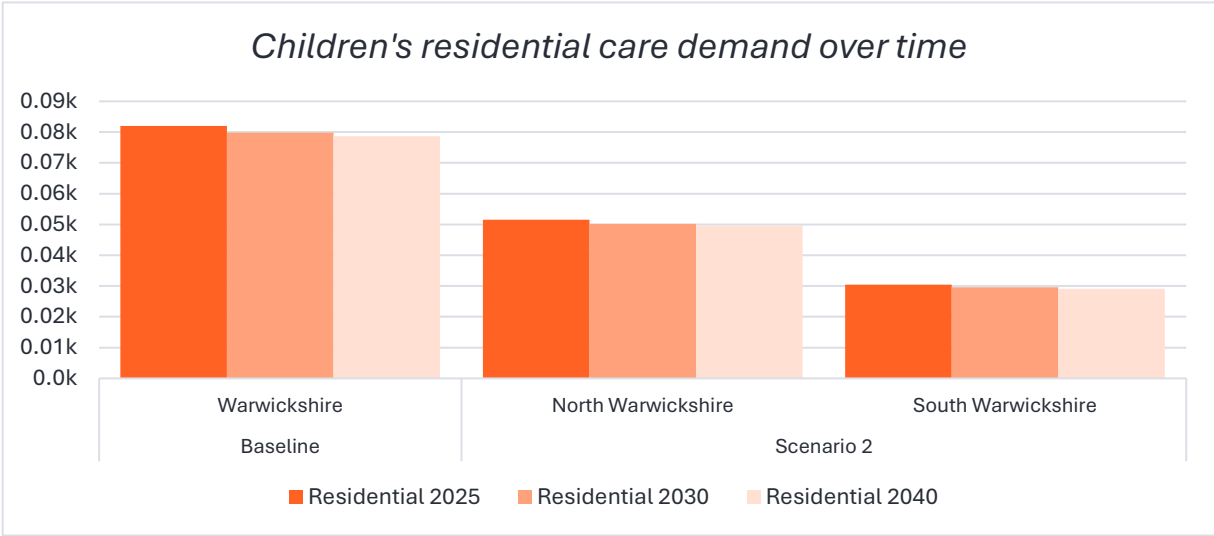


Scenario	Proposed Authority	Referrals Prevalence
Baseline	Warwickshire	453
Scenario 2	North Warwickshire	519
	South Warwickshire	371

Scenario	Proposed Authority	Early Help Prevalence
Baseline	Warwickshire	413
Scenario 2	North Warwickshire	465
	South Warwickshire	349

Children's Social Care: Demand

DEMAND VARIATION AND FORECASTING

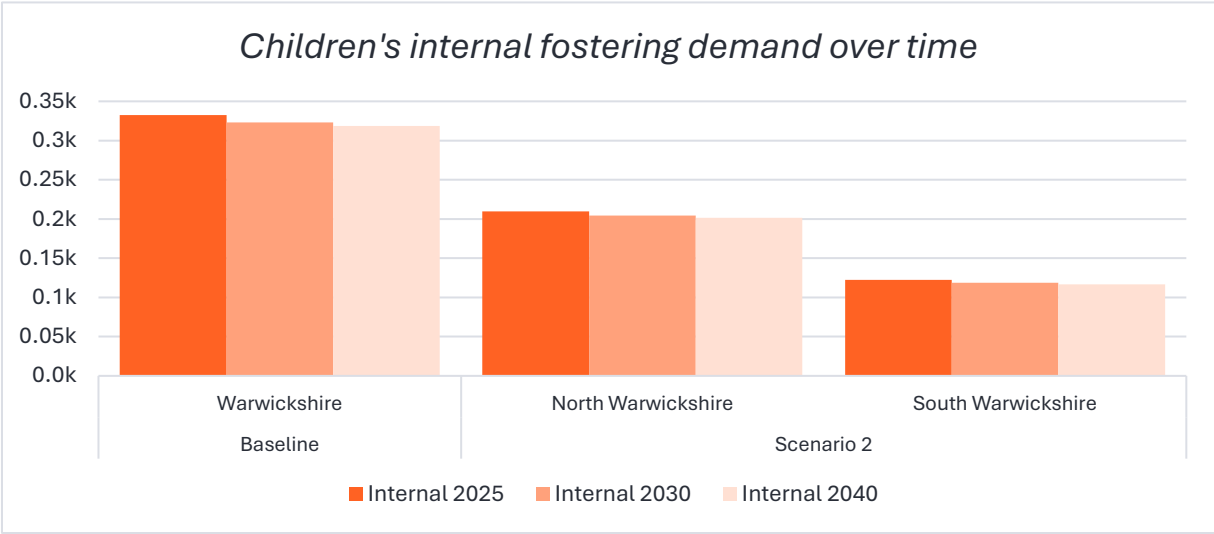


Scenario	Proposed Authority	Residential care Prevalence
Baseline	Warwickshire	6.6
Scenario 2	North Warwickshire	7.6
	South Warwickshire	5.5

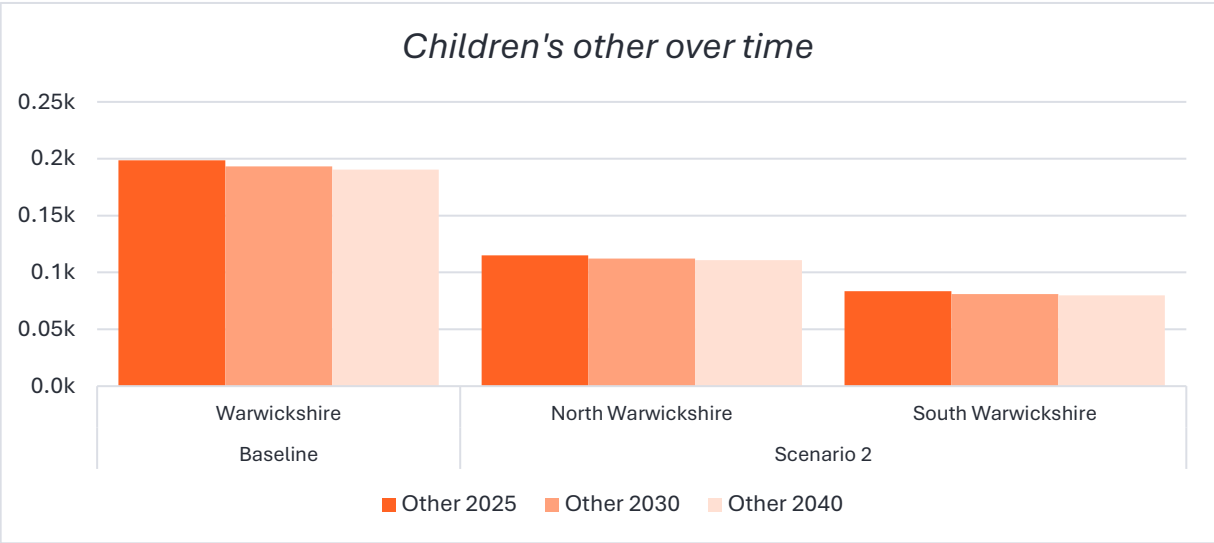
Scenario	Proposed Authority	IFA Prevalence
Baseline	Warwickshire	15.8
Scenario 2	North Warwickshire	18.4
	South Warwickshire	12.6

Children's Social Care: Demand

DEMAND VARIATION AND FORECASTING



Scenario	Proposed Authority	Internal Fostering Prevalence
Baseline	Warwickshire	27
Scenario 2	North Warwickshire	31
	South Warwickshire	22



Scenario	Proposed Authority	Other Prevalence
Baseline	Warwickshire	16
Scenario 2	North Warwickshire	17
	South Warwickshire	15

Children's Social Care: Unit costs

UNIT COST DEMAND VARIATION AND FORECASTING

The table shows a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided and refers to net costs.

For each proposed unitary formation unit price forecasts are based on a real-terms average of the previous cost data provided. The impact of inflation, changing demographics, and local cost variation has then been forecast.

Our analysis more widely had found there to be a correlation between unit cost and scale of existing upper tier local authorities. Controlling for deprivation, demographics and median income this applies an expected uplift in unit price for smaller unitary authorities. Detailed information is included in the methodology section of the appendix.

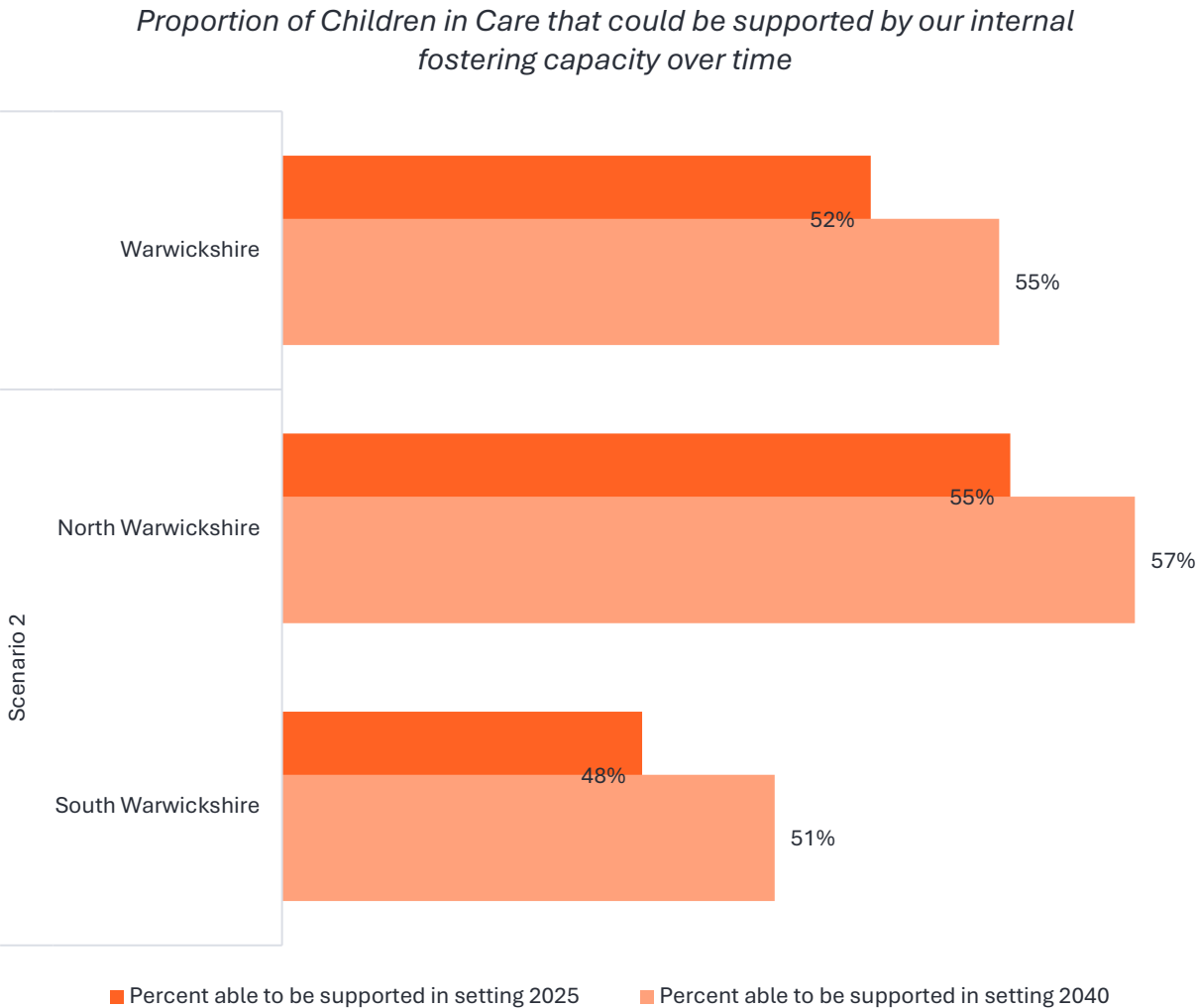
£ / Week		Children in Care				Residential Care				Independent Fostering Agency				Internal Fostering			
Scenario	Proposed Authority	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change
Baseline	Warwickshire	£984	£1,160	£1,609	63%	£5,667	£6,675	£9,260	63%	£1,004	£1,183	£1,641	63%	£406	£478	£663	63%
Two Unitaries	North Warwickshire	£974	£1,146	£1,590	63%	£5,504	£6,482	£8,993	63%	£975	£1,148	£1,593	63%	£394	£464	£644	63%
	South Warwickshire	£1,000	£1,178	£1,635	64%	£5,937	£6,993	£9,702	63%	£1,052	£1,239	£1,719	63%	£425	£501	£694	63%

Children’s Social Care: Capacity

PLACEMENT DEMAND AND CAPACITY

The placement capacity for internal fostering has been compared to the expected Children in Care caseload size as determined by the model.

Where there is a lower percentage, this indicates that a lower proportion of Children in Care can be supported in internal fostering. This likely means that there will be a greater use of IFA and residential , reducing the number of children who can be supported in a family-based setting.



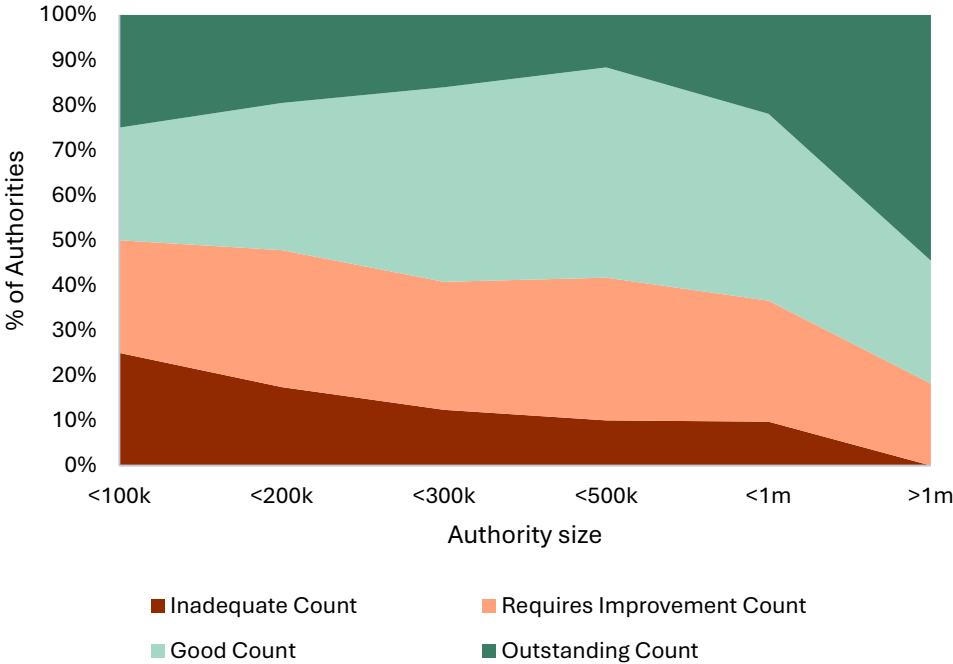
Children’s Social Care: Quality

SMALLER AUTHORITIES ARE LESS LIKELY TO ACHIEVE GOOD OR OUTSTANDING OFSTED RATINGS

Based on a regression model, controlling for authority, location deprivation and median income the probability of an authority achieving good or outstanding reduces as the authority shrinks.

An indication of the likelihood of an authority achieving a good or outstanding rating based on its likely characteristics has been calculated. This gives a score of 1 – 4 which relates to the probability of achieving inadequate (1) to outstanding (4). This analysis does not account for current OFSTED scores, or the effect of splitting or merging current unitary authorities and practises. This analysis should therefore only be treated as an indication of outcome, rather than a forecast or prediction.

OFSTED Distribution of Authorities



Scenario	Proposed Authority	Total population	Median income	IMD Score	OFSTED prediction score
Baseline	Warwickshire	613.1k	£33.1k	15.40	2.76
	North Warwickshire	320.3k	£32.5k	18.59	2.56
	South Warwickshire	292.8k	£33.8k	11.91	2.67

Children’s Social Care

SERVICE COST SUMMARY

The predicted spend for each scenario is included in the table below alongside the expected service cost in 2025 and 2040. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.

In general, there is an increase in combined service cost for scenarios with more authorities. This is driven by the expected uplift on placement unit costs applied to smaller authorities and higher combined staffing overheads due to having more authorities and therefore leadership teams. Note, the model only accounts for the additional uplift in staffing costs for delivery teams and there is an expected additional increase from other teams, such as IT or legal teams, that have not been modelled in this analysis.

Scenario	Proposed Authority	Predicted spend for scenario 2025	CSC service cost 2025 (net placements cost + staffing)	Predicted spend for scenario 2040	CSC service cost 2040 (net placements cost + staffing)
Baseline	Warwickshire	£81.4m	£81m	£127.8m	£128m
Two unitaries	North Warwickshire	£85.2m	£52m	£134.0m	£82m
	South Warwickshire		£33m		£52m

Section 2c: SEND and Education

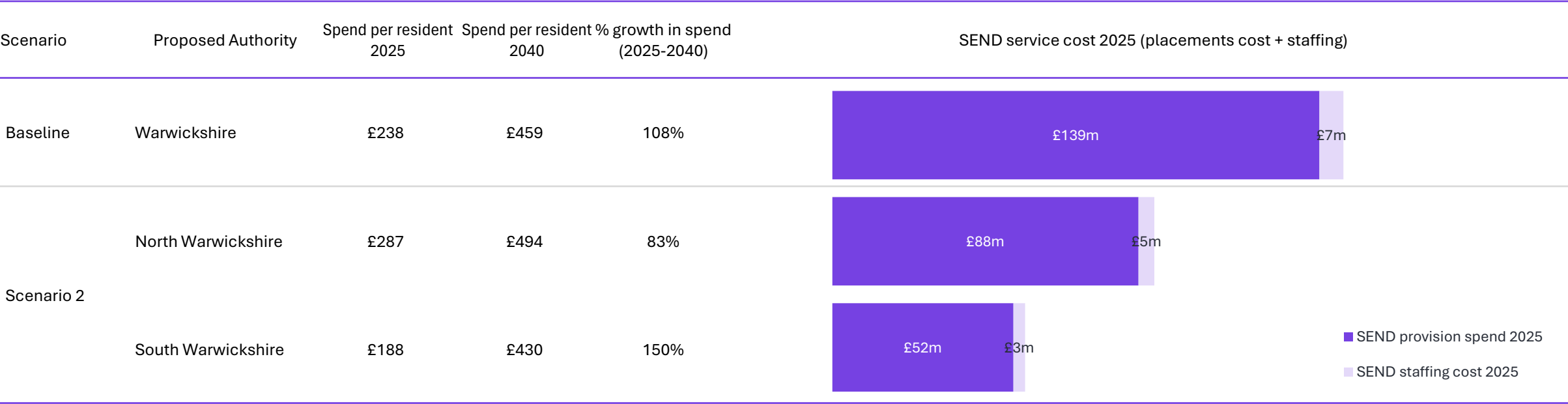
The scope of this section is to provide insight into the likely impacts of each proposed scenario on SEND, covering demand, cost and quality over the next 15 years.

Education: SEND

SERVICE COST VARIATION AND FORECAST

This analysis has considered the variation in the cost of delivering care between each of the proposed unitary formations. This cost includes both the cost of the provision of care, in addition to the authority staffing cost associated with delivering SEND support (where this data has been provided). Staffing costs resulting from other teams, such as IT or legal teams, that have not been modelled in this analysis. Cost growth includes both the expected impact of increased demand, increased unit cost and wage increases. Spend per resident per year compares the cost for this service to total number of residents in the new authority. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.

This will support understanding if certain scenarios create variation in spend per resident both in 2025 and the future, showing where there are unitary authorities with a higher spend per resident to the baseline scenario as well as unitary authorities that have high cost growth in the future. Growth in cost is driven by inflation and the different growth rates in demand across constituent areas within proposed authorities.

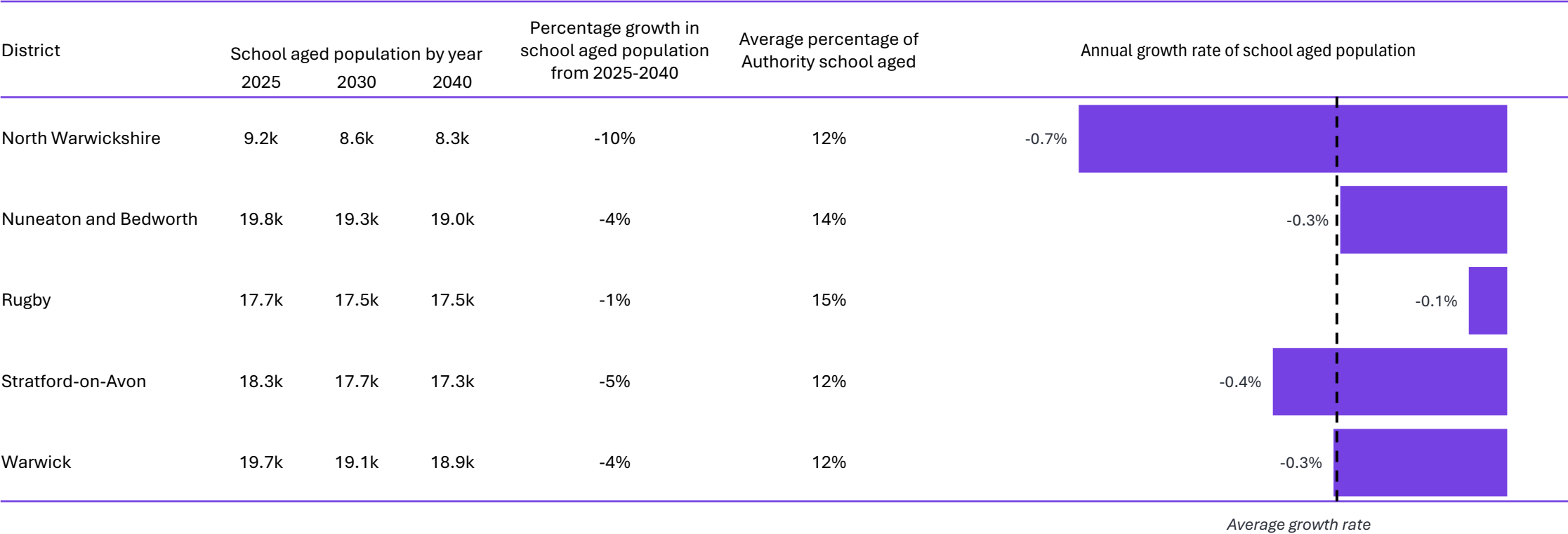


Education: School age population

POPULATION VARIATION AND FORECASTING

The existing school aged population is shown across the districts in the geography. The below table shows the expected growth rate for school aged population in each of the districts.

This analysis shows the underlying population trends that drive the change in demand for each of the new unitary authorities in the future.



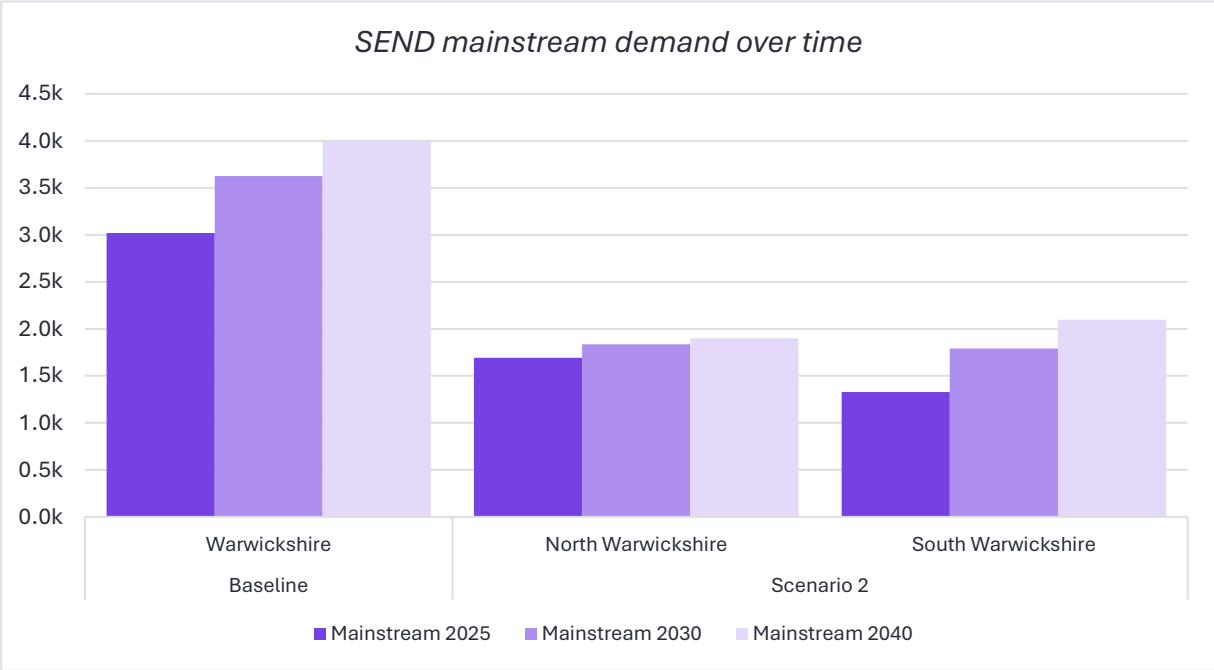
Education: SEND

MAINSTREAM DEMAND

The following slides show the expected demand for EHCPs in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary as well as the increasing prevalence of EHCPs.

The graph on the left shows total demand in 2025, 2030 and 2040, in general this is proportional to population in the new unitary authorities. This analysis will show the expected growth in each unitary and identify areas that are expected to see high growth.

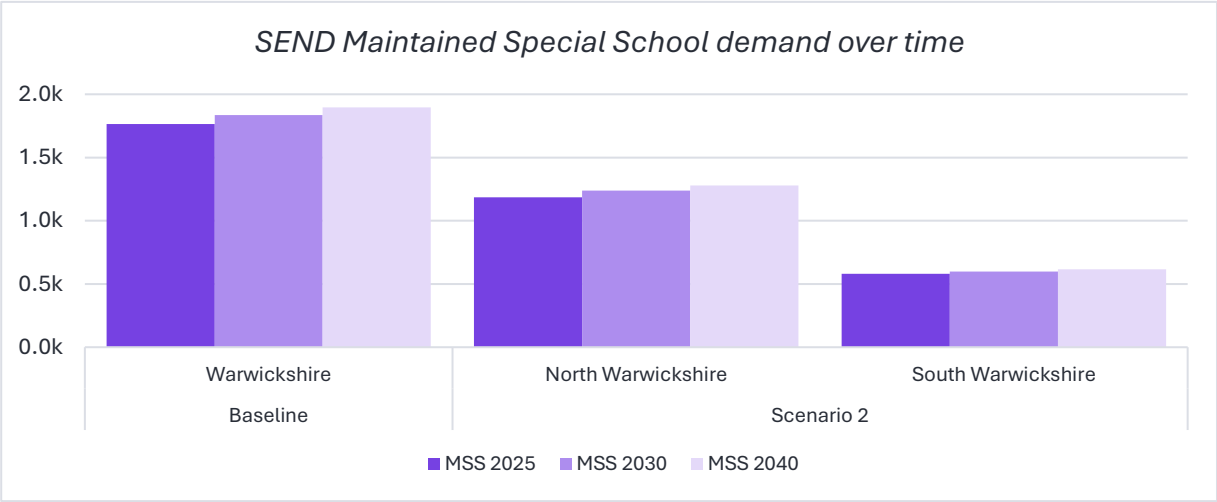
The table to the right of each graph shows the prevalence per 10,000 under 25 population. This is expected to grow at the rate seen in the data provided; however, total prevalence is capped at 550 per 10,000, this is as it is expected that the current growth will flatten off. The 550 per 10,000 is a previous value Newton have used in work undertaken with the Department for Education (DfE).



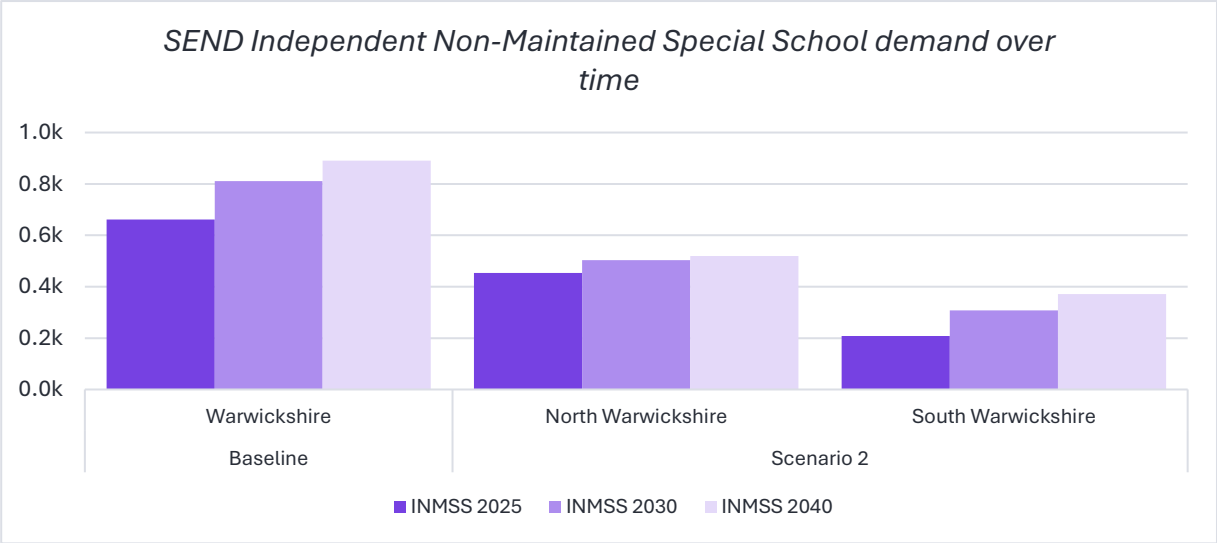
Scenario	Proposed Authority	Mainstream Prevalence 2025	Mainstream Prevalence 2030	Mainstream Prevalence 2040
Baseline	Warwickshire	179	207	219
Scenario 2	North Warwickshire	189	198	199
	South Warwickshire	167	216	241

Education: SEND

MAINTAINED SPECIAL SCHOOLS (MSS) AND INDEPENDENT NON-MAINTAINED SPECIAL SCHOOLS (INMSS) DEMAND



Scenario	Proposed Authority	MSS Prevalence 2025	MSS Prevalence 2030	MSS Prevalence 2040
Baseline	Warwickshire	105	104	104
Scenario 2	North Warwickshire	133	134	134
	South Warwickshire	73	72	71

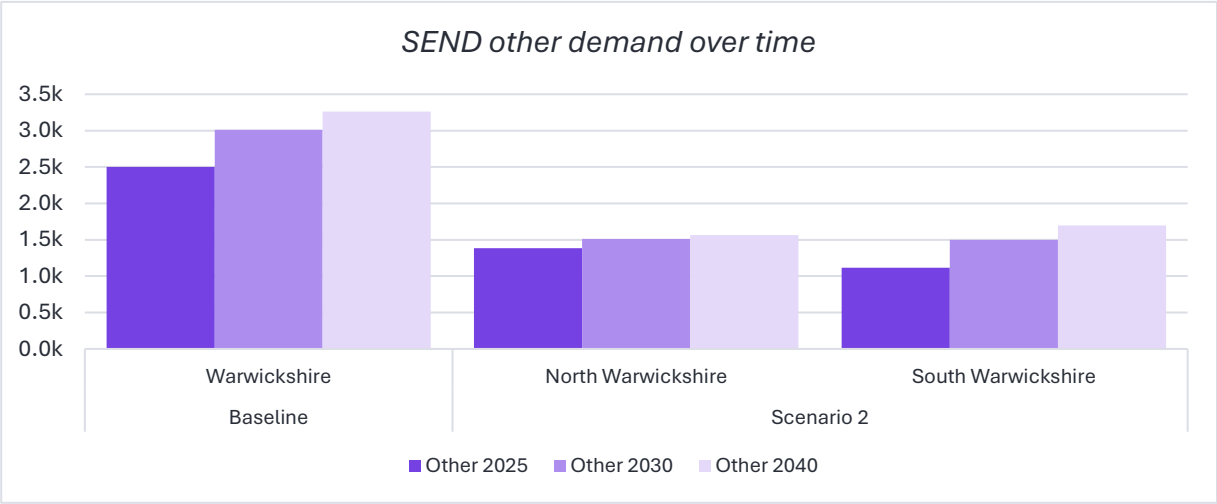


Scenario	Proposed Authority	INMSS Prevalence 2025	INMSS Prevalence 2030	INMSS Prevalence 2040
Baseline	Warwickshire	39	46	49
Scenario 2	North Warwickshire	51	54	54
	South Warwickshire	26	37	43

Data: ONS population forecasts and estimates, council data
Assumptions: Population growth matched to ONS growth rates, ONS projections, or aligned to linear regression model of population growth as appropriate. Capped prevalence at 550/10k under 25s. Detail included in methodology section of the appendix.

Education: SEND

OTHER DEMAND



Scenario	Proposed Authority	Other Prevalence 2025	Other Prevalence 2030	Other Prevalence 2040
Baseline	Warwickshire	148	172	179
Scenario 2	North Warwickshire	155	164	164
	South Warwickshire	141	181	195

Education: SEND

UNIT COSTS VARIATION AND FORECASTING

The table shows a breakdown of the placement unit cost over time by setting in the proposed unitary formations. This has been calculated from the council data provided, SEND unit costs were only provided at a council level. Therefore, the variation in expected unit cost cannot be modelled and the council wide average has been applied to all unitary authorities.

For each proposed unitarity formation unit price forecasts are based on a real-terms average of the previous cost data provided. The impact of inflation, changing demographics, and local cost variation has then been forecast.

£/week		Mainstream				Maintained Special Schools				Independent Non-Maintained Special Schools				Other			
Scenario	Proposed Authority	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change	2025	2030	2040	% change
Baseline	Warwickshire	£209	£246	£341	63%	£299	£352	£489	63%	£1,523	£1,793	£2,488	63%	£205	£242	£336	63%
	North Warwickshire	£209	£246	£341	63%	£299	£352	£489	63%	£1,523	£1,793	£2,488	63%	£205	£242	£336	63%
	South Warwickshire	£209	£246	£341	63%	£299	£352	£489	63%	£1,523	£1,793	£2,488	63%	£205	£242	£336	63%

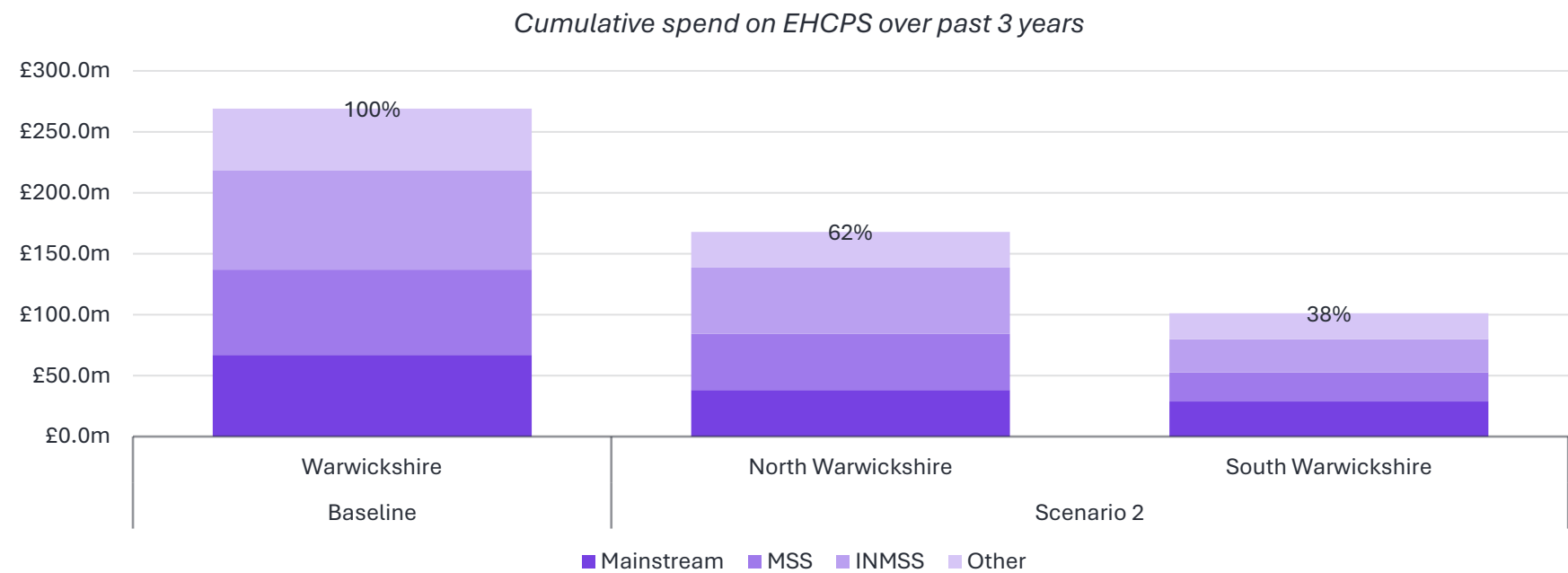
Education: SEND deficit

SEND DEFICIT DISTRIBUTION

As of 31st March 2025 Warwickshire has a deficit of £86.9m. The SEND deficit position is projected to increase by vesting day where this position may fall to the proposed new unitary authorities. It is undecided how this deficit may be split and is likely to involve a financial settlement based on the assets and future income of the new unitary authorities.

The contribution from each of the new unitary authorities has been estimated by calculating the cumulative spend on EHCPs over the past 3 years. This shows the proportion of spend that would have come from each of the proposed unitary authorities and therefore their estimated contribution to the deficit.

Note this analysis has not considered the different deficit positions of neighbouring unitary authorities along with how the DSG budget has been managed.

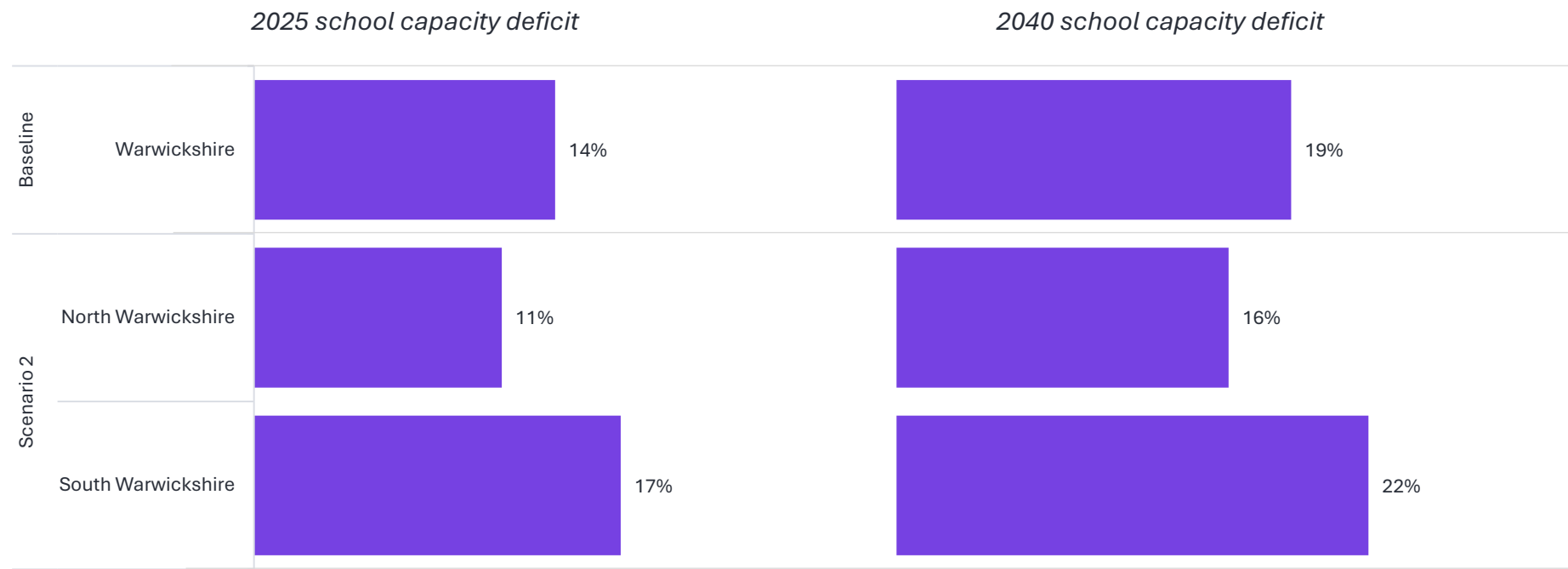


Education: Demand forecasting

PLACEMENT DEMAND AND CAPACITY

The below graphs show the school capacity compared to the projected school age population. This shows the demand vs capacity for schools in each of the proposed unitary authorities.

Note if neighbouring unitary data has not been provided the capacity from schools within these has not been included.



Education: SEND costs

SERVICE COST SUMMARY

The predicted spend for each scenario is included in the table below alongside the expected service cost in 2025 and 2040. Note this is a general model designed to allow comparisons between proposed scenarios and is not a financial forecast for budgeting purposes.

In general, there is an increase in combined service cost for scenarios with more authorities. This is driven by higher combined staffing overheads due to having more authorities and therefore leadership teams. Note, the model only accounts for the additional uplift in staffing costs for delivery teams and there is an expected additional increase from other teams, such as IT or legal teams, that have not been modelled in this analysis.

Scenario	Proposed Authority	Predicted spend for scenario 2025	SEND service cost 2025 (placements cost + staffing)	Predicted spend for scenario 2040	SEND service cost 2040 (placements cost + staffing)
Baseline	Warwickshire	£146.1m	£146m	£304.2m	£304m
Scenario 2	North Warwickshire	£147.2m	£92m	£306.8m	£169m
	South Warwickshire		£55m		£138m

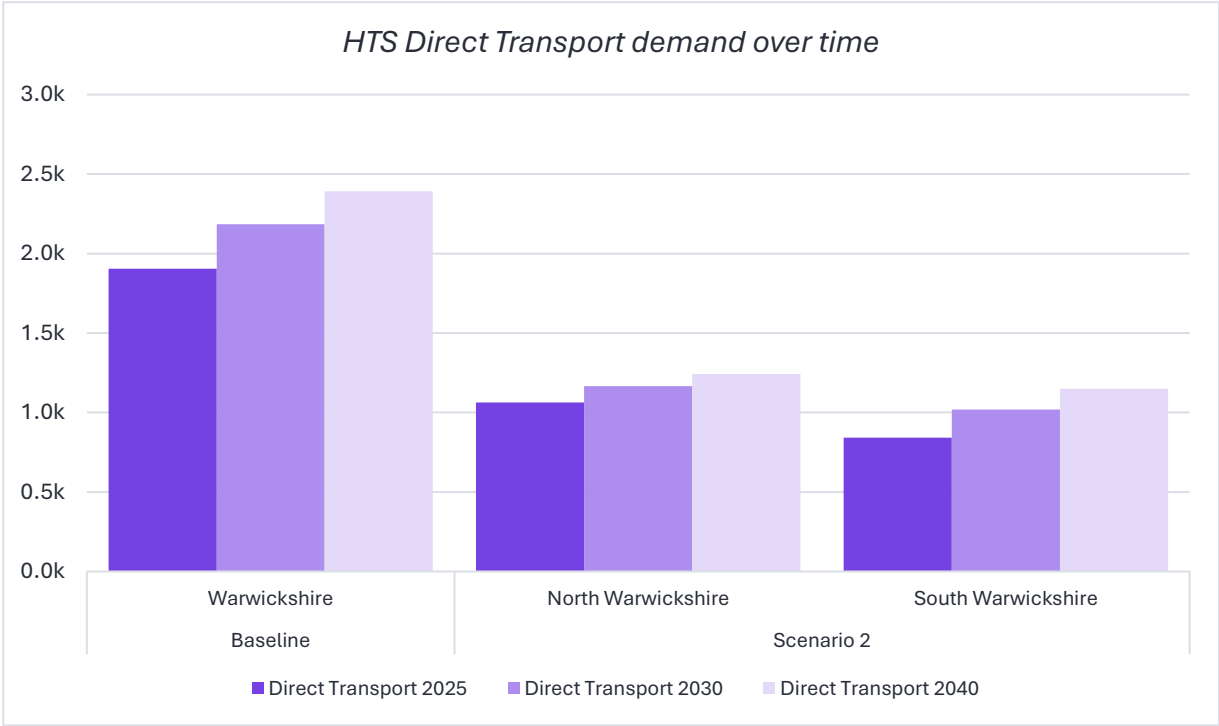
Education: HTS transport

DIRECT TRANSPORT DEMAND VARIATION AND FORECASTING

The following slides show the expected demand for home to school transport in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary as well as the increasing SEND demand.

The graph on the left shows total demand in 2025, 2030 and 2040, in general this is proportional to population in the new unitary authorities. This analysis will show the expected change in demand in each unitary.

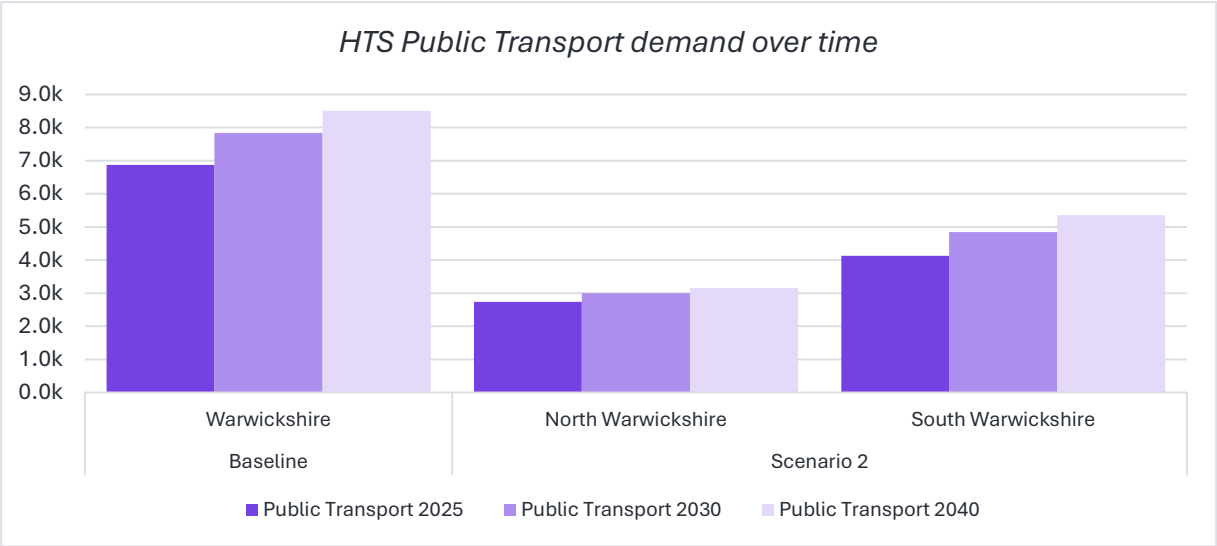
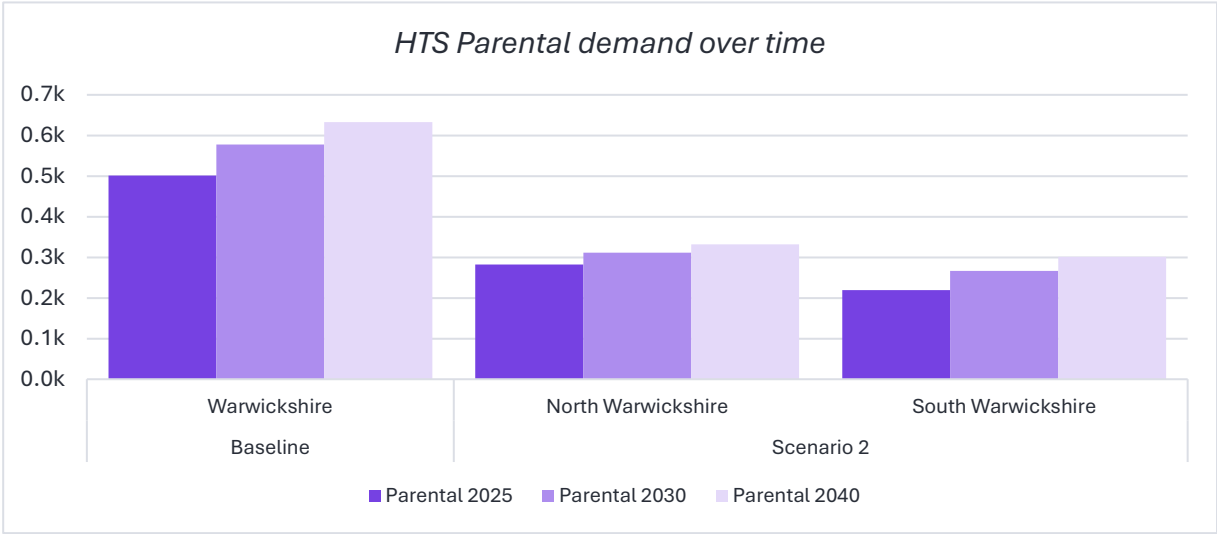
The table to the right of each graph shows the prevalence per 10,000 under 25 population. This grows over time as home to school transport is expected to grow with the increase in SEND prevalence.



Scenario	Proposed Authority	Direct Transport Prevalence 2025	Direct Transport Prevalence 2030	Direct Transport Prevalence 2040
Baseline	Warwickshire	225	266	295
Scenario 2	North Warwickshire	228	257	277
	South Warwickshire	222	277	318

Education: HTS transport

PARENTAL AND PUBLIC TRANSPORT DEMAND VARIATION AND FORECASTING



Scenario	Proposed Authority	Parental Prevalence 2025	Parental Prevalence 2030	Parental Prevalence 2040
Baseline	Warwickshire	59	70	78
Scenario 2	North Warwickshire	61	69	74
	South Warwickshire	58	72	83

Scenario	Proposed Authority	Public Transport Prevalence 2025	Public Transport Prevalence 2030	Public Transport Prevalence 2040
Baseline	Warwickshire	812	953	1050
Scenario 2	North Warwickshire	588	659	702
	South Warwickshire	1087	1316	1480

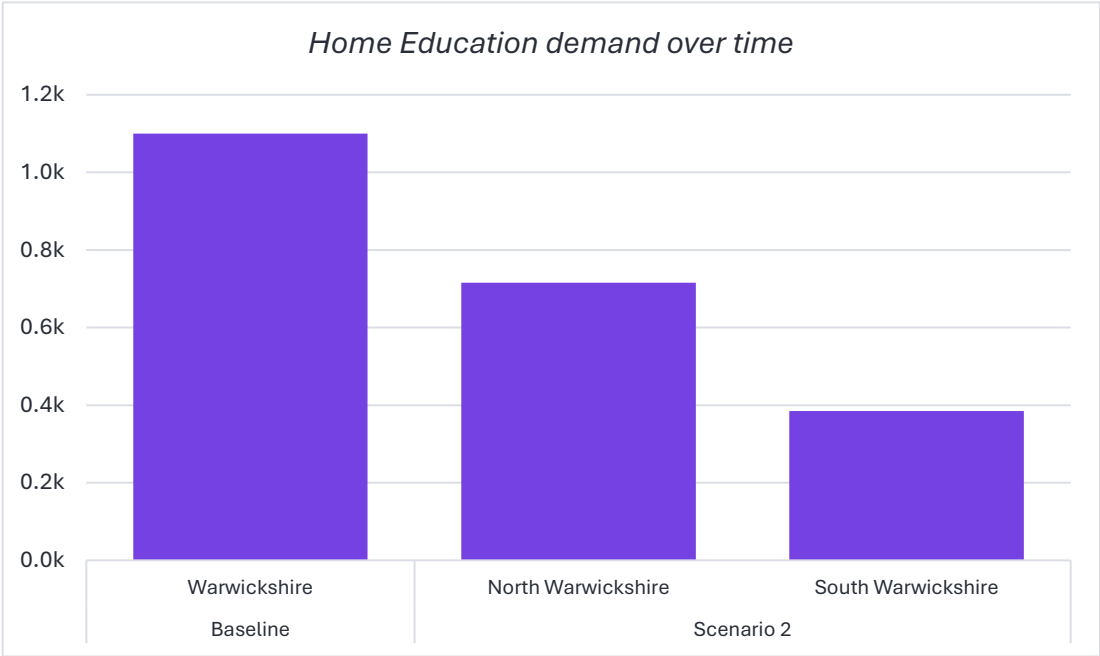
Education: Home education

DEMAND VARIATION AND FORECASTING

The following slides show the expected home education, school exclusion, school absences and Children Missing Education (where data was available) in 2025, 2030 and 2040. The expected demand is driven by population forecasts in each new unitary.

The graph on the left shows total demand in 2025, 2030 and 2040, in general this is proportional to population in the new unitary authorities. This analysis will show the expected change in demand in each unitary.

The table to the right of each graph shows the prevalence per 10,000 school aged population, this remains consistent over time.

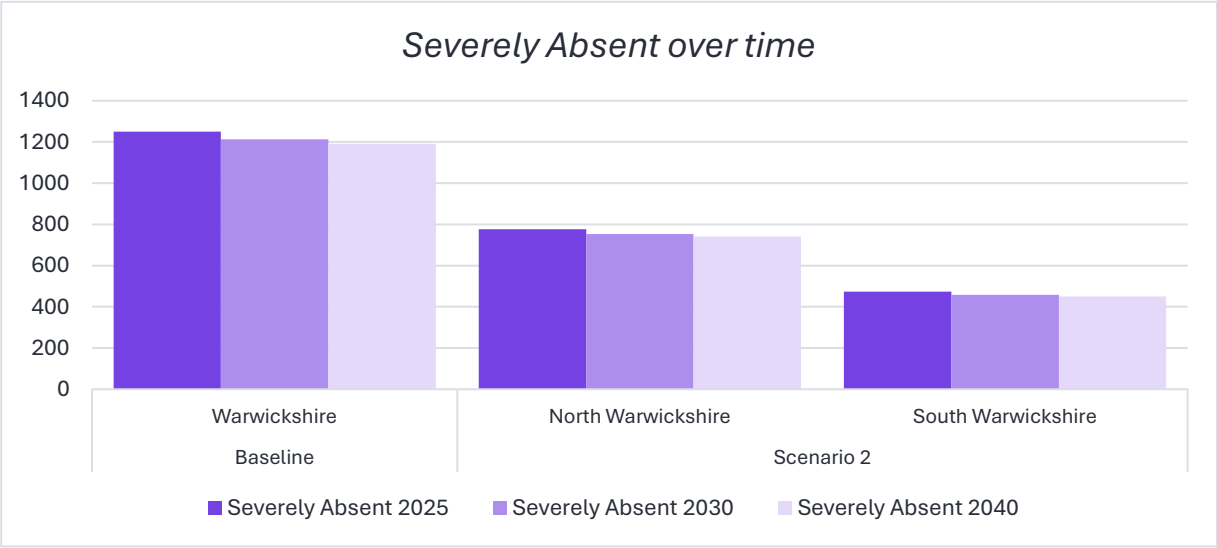
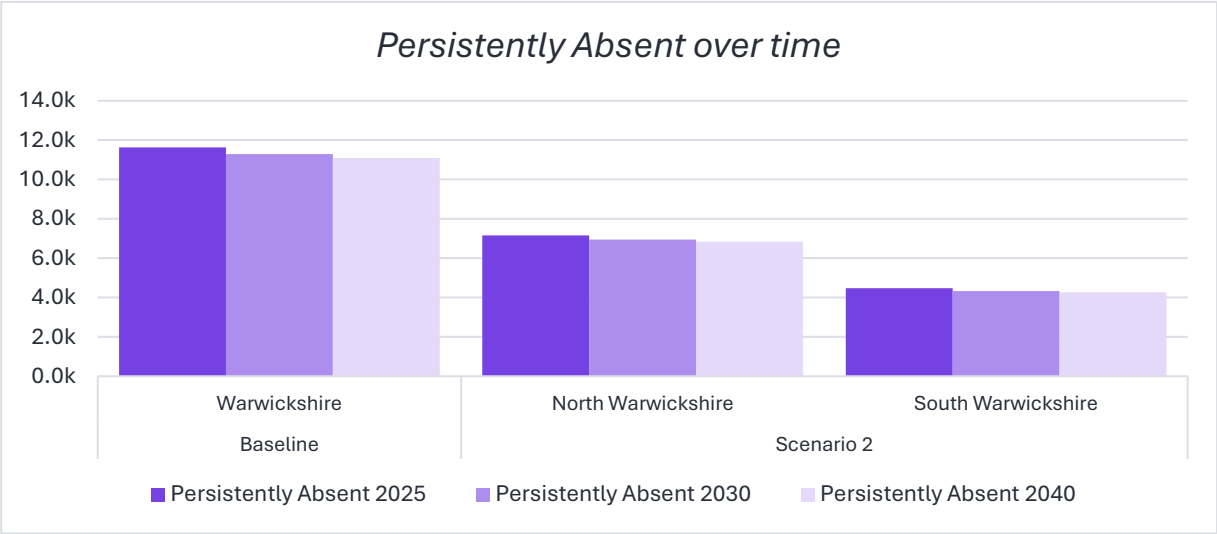


Scenario	Proposed Authority	Home Education Prevalence
Baseline	Warwickshire	130
Scenario 2	North Warwickshire	154
	South Warwickshire	101

Note, for home education the data available shows prevalence increasing. However, both council data and nationally available data was only available for post covid years, and it is unclear if this trend will continue or flatten out. Therefore, only demand for “day 1” (2025) has been shown.

Education: Absences and Exclusions

DEMAND VARIATION AND FORECASTING

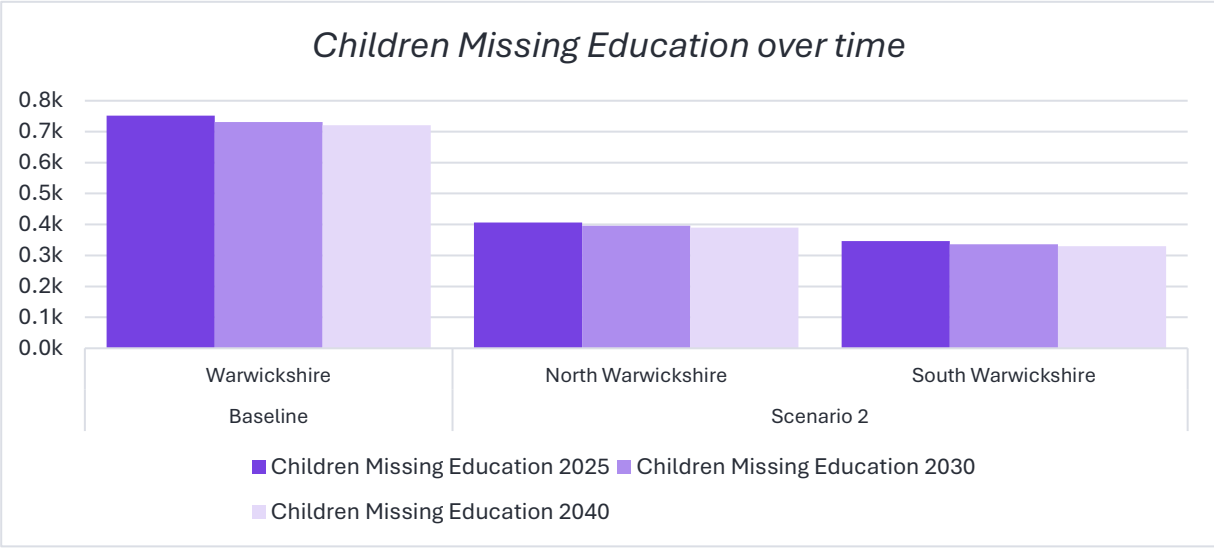


Scenario	Proposed Authority	Persistently Absent Prevalence
Baseline	Warwickshire	1375
Scenario 2	North Warwickshire	1535
	South Warwickshire	1178

Scenario	Proposed Authority	Severely Absent Prevalence
Baseline	Warwickshire	148
Scenario 2	North Warwickshire	167
	South Warwickshire	125

Education: Absences and Exclusions

DEMAND VARIATION AND FORECASTING



Scenario	Proposed Authority	Exclusions Prevalence
Baseline	Warwickshire	19
Scenario 2	North Warwickshire	23
	South Warwickshire	14

Scenario	Proposed Authority	Children Missing Education
Baseline	Warwickshire	89
Scenario 2	North Warwickshire	87
	South Warwickshire	91

Section 2d: Housing

The scope of this section is to provide insight into the likely impacts of each proposed scenario on homelessness demand.

Homelessness: Households owed a duty

DEMAND FOR HOMELESSNESS SUPPORT FOR DAY 1 HAS BEEN MODELLED

This analysis has modelled the demand for homelessness support for day 1. This analysis shows the variation in day 1 demand for homelessness support based on what duty is required. This will identify if certain scenarios are creating unitary authorities that have a high demand variation in day 1 as well as an increased demand to baseline scenario. This is shown both as a % of total households in that scenario and a total number of households.

Scenario	Proposed Authority	% of total households assessed as owed a prevention duty	% of total households assessed as owed a relief duty	% of total households assessed as owed a main duty*	Number of households assessed as owed a duty		
Baseline	Warwickshire	0.31%	0.65%	0.18%	810	1717	482
Scenario 2	North Warwickshire	0.32%	0.64%	0.25%	433	868	336
	South Warwickshire	0.30%	0.67%	0.12%	377	849	146

Prevention Duty owed

Relief Duty owed

Main Duty owed

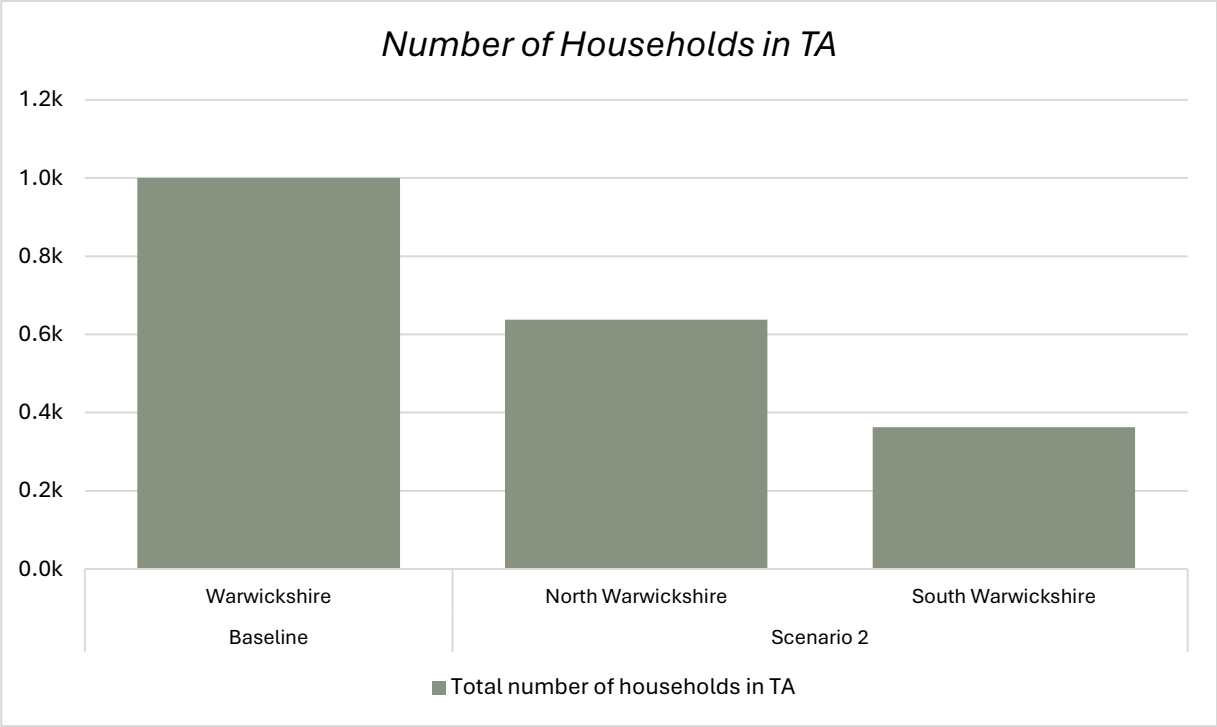
**Main duty is households assessed, following relief duty end, as unintentionally homeless and priority need. Therefore, there may be cases of a household included in both relief and main duty count*

Homelessness: Temporary accommodation

TEMPORARY ACCOMMODATION DEMAND FOR DAY 1 HAS BEEN MODELLED

This analysis has modelled the demand for temporary accommodation for day 1. This analysis shows the variation in temporary accommodation support and will identify if certain scenarios are creating high variation in demand between unitary authorities as well as an increase in demand to baseline.

The graph on the left shows number of households needing temporary accommodation and the table on the right shows the prevalence of this as a % of total households in the unitary.



Scenario	Proposed Authority	% of households in TA
Baseline	Warwickshire	0.38%
Scenario 2	North Warwickshire	0.47%
	South Warwickshire	0.29%

Homelessness: Historic trends

DEMAND FOR HOMELESSNESS SUPPORT IS EXPECTED TO INCREASE

The limitations of the nationally available data along with the changing trends in homelessness means the future homelessness demand can not be modelled accurately. However, the “day 1” analysis provides a view of how both the number of households facing homelessness and the number of households in temporary accommodation will split amongst the proposed unitary authorities.

Historic trends:

There has been an increase in the number of households seeking help from local authorities for support with homelessness. This has been driven by the impact of recent economic and policy developments.

- Temporary accommodation: There has been a rise in temporary accommodation placements, particularly Bed and Breakfast hotel placements.
- First-Time Homelessness: More people are experiencing homelessness for the first time.
- Housing Cost Burden: Rising housing costs and lack of affordable housing are major drivers of homelessness. There are now more renter households paying over 50% of their income on rent.

Future demand:

It is expected that the number of households requiring local authority support for housing and homelessness prevention will continue to increase. However, there are policy changes that are due to impact this. For example, the Renters (Reform) Bill will have an impact on homelessness legislation, with the government planning to make relevant changes to the homelessness legislation to align with the reforms brought forward by this bill.

Appendix I: Methodology

Appendix I (a): Data

Data

THE MODEL HAS BEEN INPUTTED WITH DATA PROVIDED BY THE COUNCIL

As part of this work data was requested from councils . This data is outlined below and is the foundation for the analysis in the report:

Area	Data requested
ASC	<ul style="list-style-type: none">• Number of clients accessing long term support at year end split by working age Adult and Older Adult. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24<ul style="list-style-type: none">• Where possible this data has been provided by originating address and placement address• Number of requests for support year end split by working age Adult and Older Adult. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24• Number of requests for support resulting in a service year end split by working age Adult and Older Adult. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24• Average unit cost for each provision split by working age Adult and Older Adult. This was requested for the last 3 financial years, 21/22, 22/23, 23/24<ul style="list-style-type: none">• Both gross and net costs were requested.• Where possible this data has been provided by originating address and placement address• Capacity of Residential Care and Nursing Care provisions• FTE and pay by team for staff involved in delivering Adult Social Care
CSC	<ul style="list-style-type: none">• Number of Children in Care by provision at year end. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24<ul style="list-style-type: none">• Where possible this data has been provided by originating address and placement address• Number of child protection plans and Child in need plans at year end. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24• Number of new in year referrals. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24• Number of new in year Social Care assessments. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24• Number of early help interventions. Provided as a snapshot at financial year end, 21/22, 22/23, 23/24• Average unit cost for each provision. This was requested for the last 3 financial years, 21/22, 22/23, 23/24<ul style="list-style-type: none">• Both gross and net costs were requested• Where possible this data has been provided by originating address and placement address• Capacity of internal fostering placements• FTE and pay by team for staff involved in delivering Children's Social Care

Data

THE MODEL HAS BEEN INPUTTED WITH DATA PROVIDED BY THE COUNCIL

As part of this work data was requested from councils . This data is outlined below and is the foundation for the analysis in the report:

Area	Data requested
SEND	<ul style="list-style-type: none">• Number of total EHCPs by provision type. Snapshot at the SEN2 data return date. For 2022. 2023 and 2024• Number of new in year EHCPs by provision type. For 2022. 2023 and 2024• Average cost of EHCPs by provision type• Capacity of Maintained Special Schools• FTE and pay by team for staff involved in delivering SEND support
Education	<ul style="list-style-type: none">• Total capacity of school places• Number of young people receiving home to school transport by type for the last three financial years, 21/22, 22/23 and 23/24• Average cost of home to school transport by type for the last three financial years, 21/22, 22/23 and 23/24• Number of young people missing or absent from school for the last 3 financial years• Number of young people receiving elective home education for the last 3 financial years

Appendix I (b): Demand Modelling methodology

Demand Modelling: High Level Approach

POPULATION AND PREVALENCE



To model how we expect demand to vary by geography and change over time we have segmented the population. This will both enable us to provide forecasts for new geographical footprints, and control for the impact of deprivation and population density in our forecasting.

When we look to the features that have the biggest impact on Social Care demand for a population, we see that these are age and deprivation. In the model, we have segmented our population by age and used the smallest practical geography to control for deprivation.

Smaller geography = more accurate.

For each segment (i.e. U18 in MSOA x) of the population we can say:

Segment Demand

=

Segment Population

x

Segment
Prevalence

Through making a series of sensible assumptions on how we expect the prevalence and population to change within a segment we can forecast our expected demand in that segment.

Population modelling

APPROACH TO PROJECTING POPULATIONS

Segment demand

=

Segment population

x

Segment prevalence

- To model population, we are using the following datasets:
 1. **Forecasts:** ONS population projections (at a District level) (2018)
 2. **Historical trends:** ONS population estimates (at an MSOA level (2023))
 3. **Analysis:** Combining population projections with population estimates
- Where they exist, we will use ONS population projections, however:
 - Looking at ONS Projections vs ONS Estimates and analysed the discrepancy at a district level. Where there is a significant delta, we have applied a simple model based on historic trends and added in a damper as we project forward
- To get MSOA % population of a LA, we used historic proportions with some trend adjustments where needed
- To get age group projections, we have used historic MSOA distributions
- To reflect a projected increase in OA, we have scaled up the proportion of 65+ to match ONS national projections, whilst scaling down the 0-17 age group to reflect a declining birth rate

Prevalence modelling

WHAT DO WE MEAN BY PREVALENCE

Segment demand

=

Segment population

x

Segment prevalence

Prevalence formula

Segment Prevalence

=

Σ

Actual demand in segment

from your returns

Σ

Actual segment population

based on ONS population mid-year actuals, as detailed previously

Worked example

Historical average prevalence

Children in Care average prevalence

=

Known number of Children in Care

=

2022 = 5
2023 = 10
2024 = 7

=

23

=

Known U18 population in wonderland

2022 = 4,568
2023 = 4,762
2024 = 4,823

14,153

16.25 CIC/10k U18

Demand Modelling: Handling of unknown values and Out of County data

APPROACH TO UNKNOWNNS WITHIN THE DATA RETURN

Segment demand

=

Segment population

x

Segment prevalence

To handle where values in data returns have been redacted, or where demand data has been given for districts / MSOAs which are 'Out of County', we have taken the following approach:

Redactions

1. Where MSOA-level data returns are heavily suppressed, we have instead run the analysis using the district-level data return.
2. Where cost data is redacted, we have used the average cost of districts / MSOAs with data for that year.
3. Where we have no more detailed information, we have assumed 2.5.

Unknown and Out of County

Where 'unknown' locality data, UASC, or Out of County* data has been provided, we have redistributed this across districts / MSOAs within the current county.

For demand data, we spread out this demand across the current county through weighting against the relevant population segment (e.g. U18s for Childrens). This is essentially a likelihood that the unknown demand came from a certain district / MSOA within the county.

To account for the fact that Out of County placements may differ in cost to in-county placements, where cost data is provided, we have then back-worked the average unit cost for each demand type per district / MSOA. This ensures total forecasted costs remain accurate & constant pre and post value re-distribution.

Unit costs at a district level may appear greater than that provided in the data return, if the cost data provided for Out of County / Unknown placements are greater than in-county, to account for the greater cost of Out of County placements.

Appendix I (c): Adults & Children's Social Care and SEND methodology

Approach to projecting prevalence forward, with time

HOW ARE WE MODELLING CHANGES IN PREVALENCE OVER TIME

Segment demand

=

Segment population

x

Segment prevalence

Introduction

Adults and Children’s Social Care

To project prevalence going forward, for ASC and CSC, we have calculated the average prevalence from actuals, for the period FY21/22 through FY23/24, and applied the same prevalence going forward. These years were chosen to (1) avoid influence from COVID-19 and (2) as longer-term data is rarely available, for the same set of districts, utilising the same methodology.

For ASC, in the longer term, we have then proportionally modelled a prevalence trend back towards originating demand, discussed on the next slide.

SEND

As the prevalence of SEND has greatly increased over the past few years, we have modelled a linear increase for type of SEND setting type for each district / MSOA. Where there was not a clear linear increase, the average prevalence was used instead.

The SEND prevalence for each setting type is ‘frozen’ at the year that the total SEND prevalence across setting types reaches 5.5% of the under 24 population segment. Any years afterwards will have this fixed prevalence.

Other aspects of the report (Home to School transport, Absences and Exclusions etc.)

Our approach to modelling other sections of the report are detailed further into this methodology appendix.

Population segments used

These are used for both prevalence calculations, and for the weighted redistribution of unknown data.

Cohort	Population segment used
ASC: Older Adults	65+
ASC: Working Age Adults	18 – 65
Children’s Social Care	Under 18
SEND (and Home to School transport)	Under 25

Approach to projecting prevalence forward, with time

PLACEMENT VS ORIGINATING PREVALENCE

We know that we have more placements in some parts of the county than others relative to local demand. As a result, we place service users in areas of the county that are not the same as their originating address. **This means that our data currently shows an artificially distorted view of need across the county.** As our population tends to its “natural” demographics we would expect this distortion to unwind over time and social care need to equalise across geographies. This phenomenon will only impact “placement” based services (e.g. Residential Care), and not community services (e.g. domestic care).

For each service, we produced cost and demand analysis for 2 key scenarios:

Service	Day 1 prevalence (2025)	Long term population driven prevalence (2030 and 2040)
Childrens: Children in Care	We have assumed that this placements will be distributed with respect to their originating address , not the placement address.	No change in prevalence: we will perform the analysis based on the child’s originating / parental address, which will not change as a result of the location of the child's placement.
Adult: Residential Care, Nursing Care and Supported Living placements	Using known demand and cost data for each placement, provide a forecast for each district based on service users currently placed in that locality. These forecasts will have demographic distortions baked in as we do not expect services users to be moved due to changes in boundaries.	Our long-term population driven prevalence forecast will be shaped towards the distribution of service users by originating address where known. As the population across the county tends to its natural demographics, we expect the prevalence of Nursing Care and Residential Care placements to tend to the same distribution between districts as Nursing Care and Residential Care demand by origin. Where this data is unavailable, we will use the prevalence rate of domestic care (as this service does not result in service users changing address). For the longer term forecasts we will use a prevalence rate that is distributed in this way.
Adult: Other care types	For Other care types, or where placement information is not available, the forecast for each district will be based on the service user’s originating address.	No change in prevalence: we will perform the analysis based on the service user’s originating address.

Assumptions

LENGTH OF STAY

In the longer term, we expect the prevalence to trend back towards the distribution of prevalence suggested from originating data (or where unavailable, domestic care demand).

For longer term forecasts (2030 and 2040), and for three types of placement care – Nursing Care, Residential Care and Supported Living, we have therefore blended the prevalences between placement prevalence and originating prevalence with the weightings on the right.

Trend towards originating prevalence over the long term

Age group (WAA or OA)	Type of care	Year	Weighting
OA	Nursing care	2030	30%
		2040	0%
	Residential	2030	20%
		2040	0%
	Supported Living	2030	20%
		2040	0%
WAA	Nursing care	2030	80%
		2040	50%
	Residential	2030	80%
		2040	50%
	Supported Living	2030	80%
		2040	50%

ASC, CSC and SEND demand modelling

SUMMARY TABLE

Cohort	Assumptions for Day 1 (2025)	Assumptions for 2030 & 2040 (where this differs)	Handling of neighbouring unitaries
Older Adult	<ul style="list-style-type: none"> For Day 1 only, prevalence remains the same as past average per district / MSOA, based on placement address For OP, use population 65+ for prevalence and population forecasts Practice is consistent across current LA footprints 	<ul style="list-style-type: none"> For residential-type settings, assume "natural" demographic demand is proportionally spread as per originating address where available or as per dom care between districts / MSOAs. For OA: Assume average placement duration of 2 years. 	<p>Where demand & cost data has been provided for neighbouring unitaries:</p> <ul style="list-style-type: none"> Where this includes demand originating in that neighbouring unitary, we have used that demand to calculate the prevalences in the districts / MSOAs of the neighbouring unitary. <p>Where this data has not been provided:</p> <ul style="list-style-type: none"> If this data is unavailable or the data only shows current placements in that neighbouring unitary (but not demand originating within that neighbouring unitarity), we have instead used the average prevalence from districts / MSOAs currently within the local authority. This is to avoid demand appearing lower in scenarios with neighbouring unitaries.
Working Age Adult	<ul style="list-style-type: none"> For Day 1 only, prevalence remains the same as past average per district / MSOA, based on placement address For WAA, use population 18-65+ for prevalence and population forecasts Practice is consistent across current LA footprints 	<ul style="list-style-type: none"> For residential-type settings, assume "natural" demographic demand is proportionally spread as per originating address where available or as per dom care between districts / MSOAs. For WAA: Assume average placement duration of 15 years. 	
Children's	<ul style="list-style-type: none"> For Day 1 and 2030 & 2040, prevalence remains the same as past average per district / MSOA Use U18 population Assumed that spend will be divided by originating address rather than placement address, therefore analysis completed based on parents' address (not placement address) Practice is consistent across current LA footprints 		
SEND	<ul style="list-style-type: none"> Prevalence is calculated from U25 population and will increase over time as per the trend in the district / MSOA over the past 3 years. This increase is included in Day 1 (2025) projections. We have used a linear regression model, capped at 5.5% of population. If this resulted in negative or no linear forecast, we have instead assumed that the prevalence will stay the same over time. Breakdown by setting in same proportions as the average over the time period data is available for. 		<p>Where this data has been provided</p> <ul style="list-style-type: none"> Similarly, we have used this data without modifications. <p>Where this data has not been provided</p> <ul style="list-style-type: none"> We have used the total number of EHCPs from the national Government SEND report [1]. This is at LA level, so the prevalence for all MSOAs within an LA where national data has been used will have the same starting prevalence. To split this by SEND provision type, we have then applied the same average %

Appendix I (d): Home to School Transport, Education and Homelessness forecast methodology

Home to School Transport (HTS)

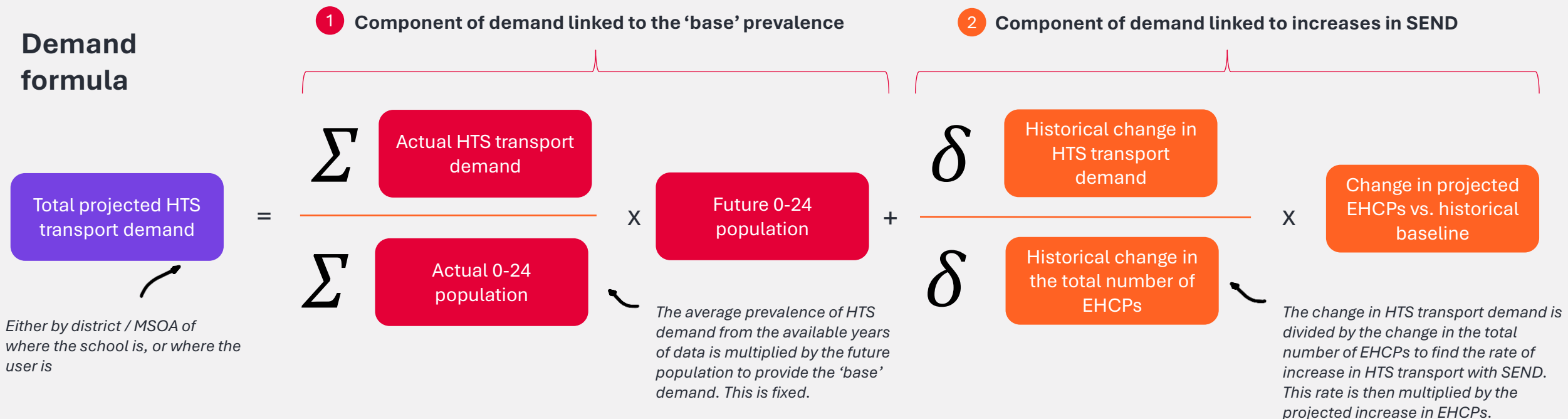
FORECASTING METHODOLOGY

Our modelling for Home to School (HTS) transport demand is designed to reflect that HTS transport demand is driven by both demand from children and young people (CYP) with SEND but also CYP without SEND. As the total number of CYP with EHCPs is increasing, we would expect HTS transport demand to increase, but not at the same rate.

The formula therefore has two components: one linked to the average base prevalence, with the same approach as detailed for ASC and CSC demand; and a second component that reflects the increase driven by the increasing number of CYP with EHCPs.

For neighbouring unitaries without data, we have assumed the same average prevalence and split of transport type as areas where we do have data.

Demand formula



Education

FORECASTING METHODOLOGY FOR ABSENCES, EXCLUSIONS AND HOME EDUCATION

Data inputs

In all cases, where data was available in the data return, this was used.

Where data was unavailable (for example, for neighbouring unitaries without data), national data was used for that district.

National data is only available at the UTLA level, and as such where national data was used, the same prevalence will be applied to all districts / MSOAs within a UTLA.

Metric	National data source used	Years used
Persistent absences	Pupil absence in schools in England [1]	Academic years 2021, 2022, 2023
Severe absences		
Exclusions	Suspensions and permanent exclusions in England [2]	Academic years 2021 and 2022. 2023 data currently un-available.
Elective Home Education (EHE)	Elective home education – at any point during the previous academic year [3]	Academic year 2023/24 used to reflect latest trends.
Children Missing Education*	* CME was only included if complete information was supplied in the data return for all districts / MSOAs within the scenarios. Where CME data was missing for neighbouring unitaries, this was excluded from the outputs.	

Demand calculation

Demand formula (example)

Absences

$$\text{Projected absences} = \text{Future 5-16 population} \times \frac{\sum \text{Actual absences}}{\sum \text{5 – 16 population}}$$

For absences, exclusions and EHE, an average prevalence is calculated from either the available years of data (if using the data return) or from the 'years used' in the table on the left (if using national data).

Analysis of national data shows that the rates of school absences and exclusions are higher than the pre-COVID average.

By taking an average prevalence from the immediate years available for both 'Day 1' and longer-term forecasts, our projection will be more accurate in the short term.

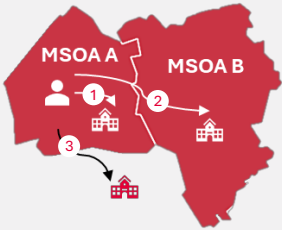
This approach does not assume that the rates of absences and exclusions will return to their pre-COVID baseline.

EHE was only projected for 'Day 1', as national data is only available from 2021, and we are unsure if the post-COVID rise in EHE will continue.

Data limitations

Where data is available by home address, this will be used. This is preferable as we are calculating the prevalence against the school age population of each area. However, national data looks to only be available by school location.

Effect of calculating absences and exclusions by school location



1 CYP goes to school in same area

No issues with calculating prevalence by the MSOA's SAP.

2 CYP goes to school in a different district / MSOA

Prevalence may be overstated in areas with more schools and undercounted in areas with fewer schools. Impact: Changes in UA could overstate or understate the number of missing/absent students between scenarios.

3 CYP goes to a school Out of County

UAs which largely educates pupils whose home authority is elsewhere will have the number of absences / exclusions overstated.

Housing and homelessness

FORECASTING METHODOLOGY

Data inputs

Metric	National data source used
Household size actuals & projections	Household projections for England: 2018-based [1]
Households assessed as owed a duty	Statutory homelessness in England, 2023 [2]
Number of households in temporary accommodation	

Assumptions

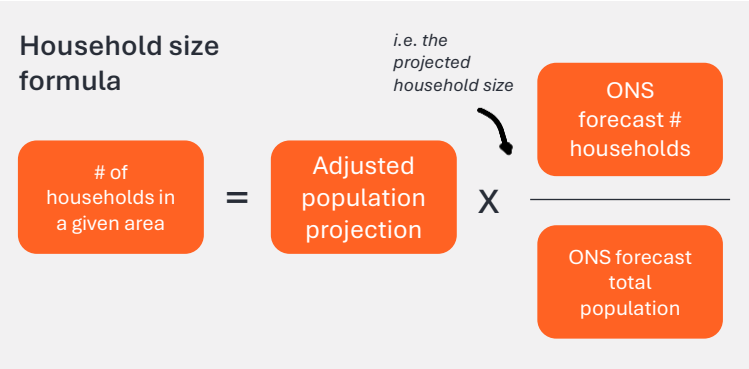
We have assimilated data across the previous 4 quarters of data available. Where data was missing for a council in a quarter, we have applied the average across the remaining quarters.

The national data on homelessness is only available at a LA level. At an MSOA level, we have assumed that all MSOAs within an LA will have the same prevalence. Scenarios where current LAs are split will therefore be an approximation.

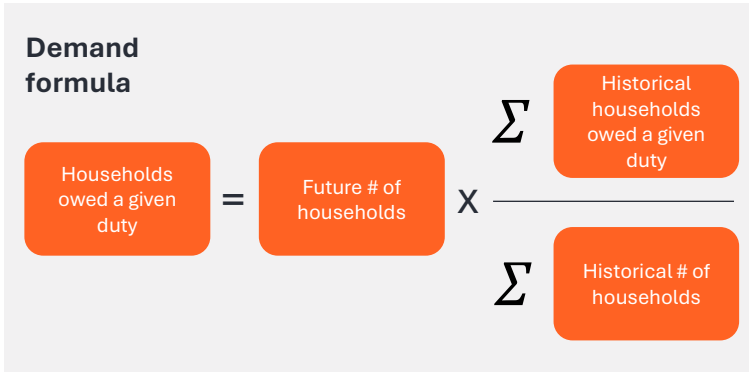
Similarly, household size projections produced by the ONS are also at an LA level. We have therefore assumed the household size is constant for all MSOAs within a local authority, which we know to be a broad assumption. We have accepted this approximation, as the national data on homelessness is also limited at an LA level.

Methodology

As we have adjusted our population projections, we have applied the 2018 household sizes to our adjusted population projections, to calculate the projected number of households.



This is then used as the basis on which prevalence is calculated.



What we aren't forecasting and why

1 Costs of temporary accommodation

No reliable data available without requesting data returns.

2 Exact placement splits beyond temporary accommodation

This would require looking into the local social housing supply locations to ascertain how this would be split between proposed UAs, as well as added complexities where councils are sending residents out of county.

3 2030 & beyond

Due to the rapidly changing policy space (renter's reform, housebuilding), we are only providing Day 1 estimates.

Appendix I (e): Cost Modelling

Cost Modelling

SERVICE COST

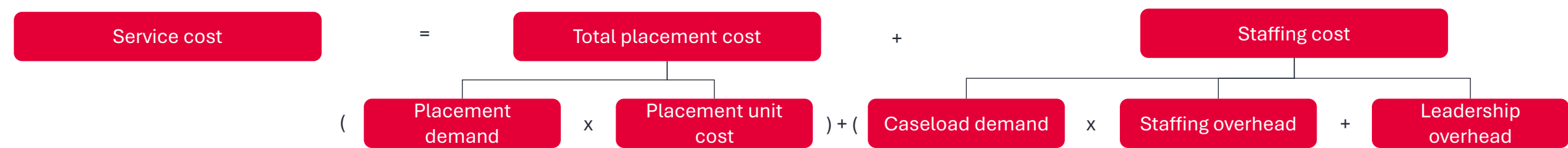
Our cost analysis has been limited to assessing the impact of LGR on two key drivers of spend:

- 1. **Provision** costs: the cost of placements, homecare, and supporting SEN provision.
- 2. The **staffing** cost associated with identifying need and supporting residents.

Where we have sufficiently granular data this extends to:

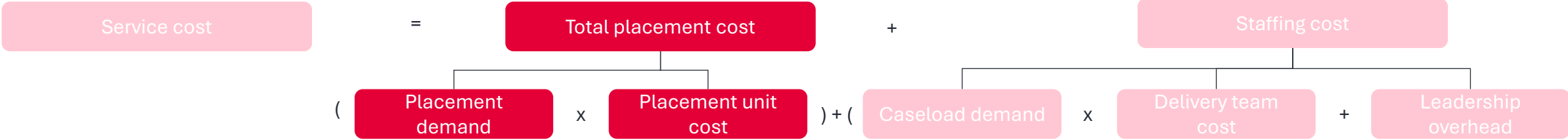
Service	Description	Services in scope		
		Adult	Childrens	Education
Placements	Analysis on unit cost of placements and homecare. This will extend to estimating the impact of scale, population density, complexity, self funding, OOA placements, Inflation and equalisation of rates.	<ul style="list-style-type: none">Nursing careResidentialDomiciliarySupported Living“Other”	<ul style="list-style-type: none">Children in Care placements	<ul style="list-style-type: none">Mainstream SchoolMSSIMSS‘Other’Home to School transport
Staffing	Analysis of the distribution of staffing spend across the proposed unitaries, and any anticipated changes in organisation structure.	<ul style="list-style-type: none">All Council Adult Social Care directorate staffing	<ul style="list-style-type: none">All Children’s Social Care directorate staffing	<ul style="list-style-type: none">All Council Education directorate staffing

The overarching governing equation is:



Cost Modelling

UNIT COSTS



In a similar manner to our demand modelling, we have used the same population segmentation approach to help us model costs across the county.

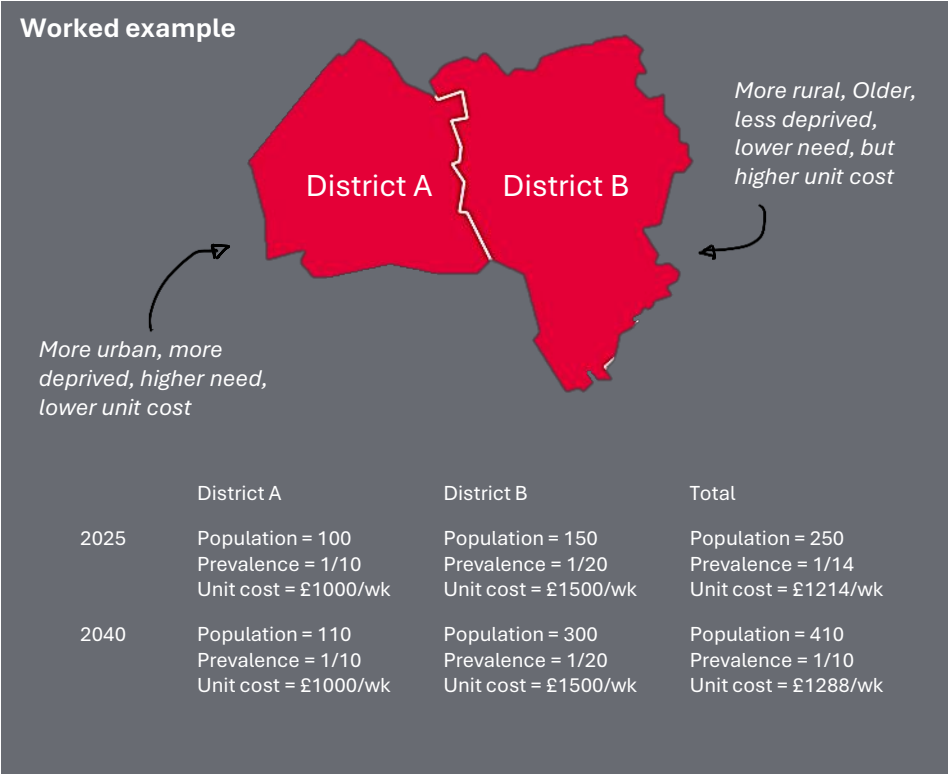
As part of the data return you have provided us with unit costs. We have then modelled cost at the same geographic level to help control for complexity (driven by deprivation etc.) and local cost variation (e.g. higher rents in urban areas).

We have modelled unit cost by individual setting (i.e. OP Nursing care) to ensure that we are comparing cases of comparable complexity so-far as is possible within non-PID data.

Placement demand is taken as per the approach discussed in the previous section.

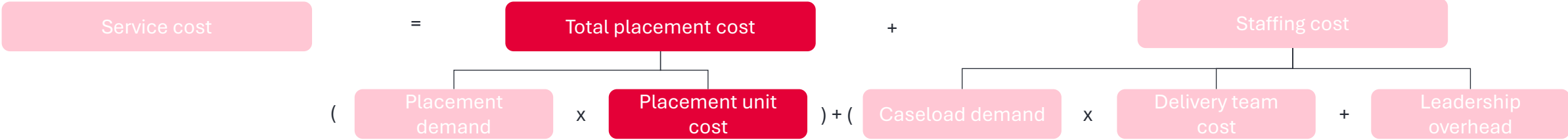
To provide average rates over larger geographic areas we have used a demand weighted average. This average is also used where no data is available (for example, for neighbouring unitaries where we have not received data).

This means that if we forecast increasing need in an expensive area of the county, and a reduction in need in a less expensive area, the average unit cost would adjust to account for this.



Cost Modelling

UNIT COSTS

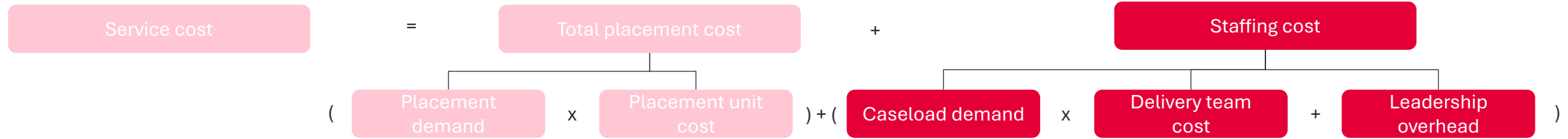


The unit cost is the cost of a setting placement, or providing a service such as Home to School transport for one service user. As we forecast unit cost forward, there are several factors that we have considered to assess the impact of LGR.

Factor	Hypothesis	How have we considered the impact of this?
Scale	That smaller authorities have less buying power and so will pay more for placements as they are outcompeted by larger LAs and the private market.	Using both national and individual data returns we will identify any correlation between unit cost and scale. If any strong trend is identified, we will apply an expected increase in unit cost rate as a result.
Population density	It is more expensive to deliver care in areas with lower population density due to increased travel time.	By modelling costs at a small geographic scale we control for these factors. As our underlying population changes (gets older, poorer or less dense) the aggregated cost will change to reflect this as we will have more service users with a higher average unit cost.
Complexity	More complex cases have a higher associated cost of care and our caseload is increasing.	
Self funding	Different areas of the county will have differing levels of self funders, which means that different unitary authorities will need to contribute differing percentages of the total cost of care.	
Out of area placements	We pay more to place service users outside an authority.	We have used out of county costs where these have been provided, and used an average cost where this is unavailable.
Inflation	Placement costs will increase in cost regardless of complexity or authority boundaries.	We have assumed compounding 3.328% inflation in line with 10 year CPI & average earnings index. When taking the average cost of a placement, we have also uplifted historical costs to account for inflation at a 5.81% rate.
Equalisation of care rates within a LA	Where an existing unitary authority is absorbing neighbouring MSOAs/districts and is paying a materially higher unit cost, and additional demand added to these contracts will be at this higher rate.	We are not expecting this to impact many scenarios, but will assume the unit cost of the existing unitary where this is higher.

Cost Modelling

STAFFING COST



Through our analysis on staffing cost, we are looking to understand the following:

1. How will staffing requirements will vary across the proposed unitary authorities.
2. Where do we expect to see the cost of staffing change between different proposed models?
3. Where might existing organisational structures become unviable due to disaggregation of services?

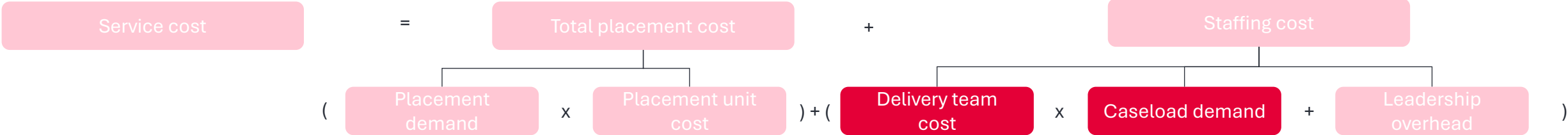
Our analysis has focused only on staff working directly on people services (e.g. transformation or data teams are excluded).

We have divided the workforce into 2 key groups:

- **Delivery team:** Staff that scale with demand, this includes all staff up to “team manager” level (up to c. £70k/annum/FTE).
- **Senior leadership:** Staff at Director level or their direct reports (over c. £70k/annum/FTE). These roles are required for every organisation regardless of caseload size.

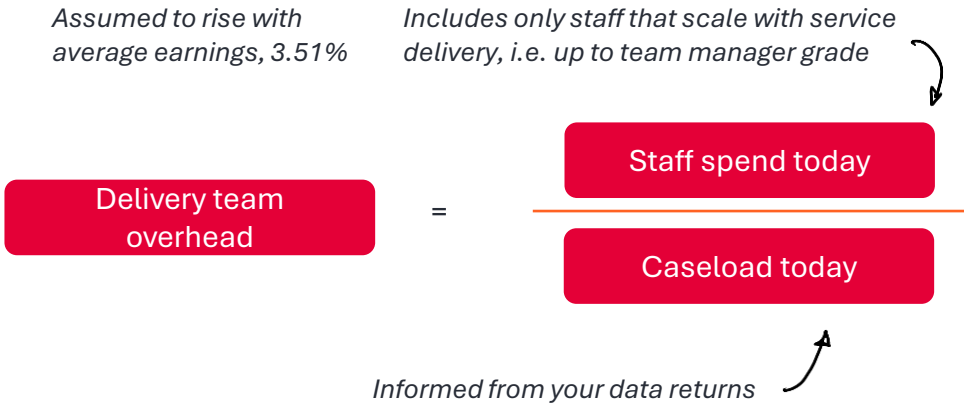
Cost Modelling

STAFFING COSTS (DELIVERY TEAM)



Staffing costs that scale with demand

Most staffing cost scales with the number of service users that we serve. We can therefore use a delivery team overhead per service user to attribute this spend to unitary authorities based on expected demand both on day 1, and using our 2030 / 2040 forecasts.



Caseload demand is used as a proxy to understand how our total staffing costs will change with time and be distributed between proposed LAs. Because we are most interested in changes to caseload and we are using a consistent definition of this demand for both the future state and demand today, it does not matter if this demand fails to capture all work performed by a team.

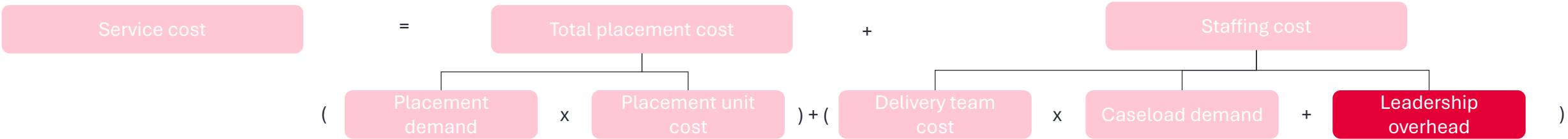
Following feedback, we have modelled caseload demand to include:

Service	Caseload demand metric
Adult	All care types returned in the data return, excluding requests for support & fulfilled requests for support
Children's	All placement types returned in the data return, excluding referrals and assessments
SEND	EHCP demand

We have chosen this metric as it more accurately captures a consistent baseline. Whilst we understand that assessments, and handling requests for support do form part of a delivery team's caseload, this is not meant to be a direct caseload measurement, but a proxy to use. As we are keeping the same caseload proxy measurement in the calculation of the future staffing cost, this remains consistent.

Cost Modelling

STAFFING COSTS (SENIOR LEADERSHIP)



Senior leadership

Whilst these staff might make up a relatively small proportion of the number of employees in an organisation, due to higher salaries they make up a disproportionate percentage of current staffing spend. For scenarios whereby total demand on an organisation is smaller, this leadership overhead can make up a significant proportion of spend.

We have assumed that director level leadership team for each directorate is fixed in its scale, and that by increasing the number of authorities in a geography we would need to duplicate this team across each service.

We have calculated the senior leadership team spend as a fixed overhead for the baseline scenario. We have then uplifted this by inflation, and scaled this by demand with a 50% weighting (e.g. a 50% reduction in demand would result in a 25% reduction in this cohort).

We have assumed senior leadership to include staff with salaries >£70k/ annum/FTE.

Step up factor

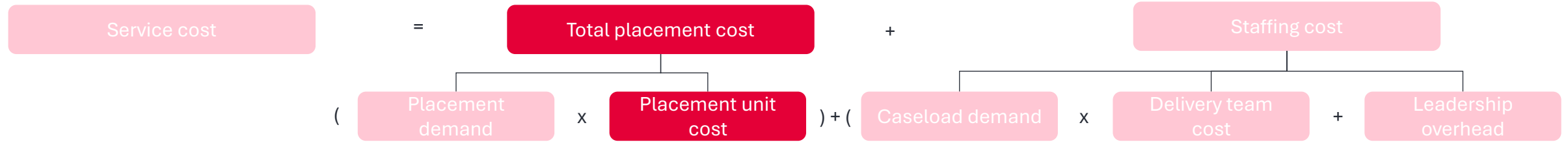
HYPOTHESIS AND RATIONALE

Hypothesis: *Smaller authorities have less buying power in the market, so all things being equal they pay more for the same provision.*

- As a response to feedback, we did some analysis to assess the impact of scale on unit cost.
- To do this, we focused on Older Adult Residential Care bed unit costs (as provided in the ASCFR data) – these are the most consistent setting, have the biggest population size and the data-set is most readily accessible nationally.
- We looked at the factors that best explain the difference in cost between authorities
 - Population size of relevant cohort (i.e. 65+) – ONS estimates 2023
 - Median income - Earnings and hours worked, place of residence by local authority: ASHE Table 8 2024
 - IMD – Indices of Multiple Deprivation 2019
- We used a linear multivariable regression model to identify the trend in this dataset and found a statistically significant correlation between smaller authority population sizes and higher unit costs, in combination with these additional factors.
- As we know the population size, IMD and median income for each geography we could calculate the expected increase in cost by varying the population size, predicted IMD and predicted median income in the model compared to the baseline scenario.
- For each proposed authority we then calculated a relative cost factor that we could apply to each unitary to calculate the expected unit cost.
- For where neighbouring unitary data has been provided, the step-up factor has not been applied in the baseline case.
- This has been applied to Adult and Children's placement costs but not to SEND or Home to School Transport.

Cost modelling

SUPPRESSION HANDLING



Where placement cost values in data returns have been redacted, we have taken the following approach to “filling in the blank”.

1. Where an average over a larger geographical area is known, we have set the missing value for all unknowns to that average.
2. Where a total at a larger geographical area is not known, we have assumed a flat average of the known data.

Appendix II: Data tables

Data tables: Demand

WAA :

District	Nursing care 2025	Nursing care 2030	Nursing care 2040	Residential 2025	Residential 2030	Residential 2040	Dom Care 2025	Dom Care 2030	Dom Care 2040	Supported living 2025	Supported living 2030	Supported living 2040	Other 2025	Other 2030	Other 2040
North Warwickshire	12	11	10	48	46	44	39	39	40	47	48	48	135	137	140
Nuneaton and Bedworth	9	10	11	74	80	87	71	74	76	230	238	246	253	261	270
Rugby	14	15	16	54	57	59	55	58	60	121	126	132	190	199	208
Stratford-on-Avon	12	14	17	65	68	72	51	54	57	117	124	131	244	259	273
Warwick	43	43	42	76	79	81	70	73	76	170	177	184	235	244	254

OA:

District	Nursing care 2025	Nursing care 2030	Nursing care 2040	Residential 2025	Residential 2030	Residential 2040	Dom Care 2025	Dom Care 2030	Dom Care 2040	Supported living 2025	Supported living 2030	Supported living 2040	Other 2025	Other 2030	Other 2040
North Warwickshire	65	65	66	173	184	193	259	279	294	13	14	15	55	59	62
Nuneaton and Bedworth	86	106	119	286	319	342	451	494	529	28	30	32	129	141	151
Rugby	67	77	85	236	258	278	286	317	343	12	13	15	85	94	102
Stratford-on-Avon	125	128	135	282	308	334	352	394	431	20	22	24	117	132	144
Warwick	104	117	127	265	301	326	408	450	484	32	36	38	109	121	130

Data tables: Demand

CSC :

District	CiC 2025	CiC 2030	CiC 2040	Residential 2025	Residential 2030	Residential 2040	IFA Fostering 2025	IFA Fostering 2030	IFA Fostering 2040	Internal Fostering 2025	Internal Fostering 2030	Internal Fostering 2040	Other 2025	Other 2030	Other 2040
North Warwickshire	73	68	66	9	9	8	18	17	16	28	27	25	18	17	16
Nuneaton and Bedworth	290	283	279	27	26	26	74	72	71	131	128	126	59	57	57
Rugby	139	138	138	16	16	16	34	34	34	50	50	50	39	38	38
Stratford-on-Avon	143	138	135	11	11	11	28	27	27	66	64	63	37	36	35
Warwick	163	159	157	19	19	18	41	40	40	56	55	54	46	45	45

SEND :

District	Mainstream School 2025	Mainstream School 2030	Mainstream School 2040	MSS 2025	MSS 2030	MSS 2040	INMSS 2025	INMSS 2030	INMSS 2040	Other 2025	Other 2030	Other 2040
North Warwickshire	285	293	298	294	304	309	117	131	133	263	279	284
Nuneaton and Bedworth	755	782	808	532	551	569	219	227	235	614	636	658
Rugby	651	761	795	360	383	400	117	145	152	510	598	624
Stratford-on-Avon	625	749	792	276	282	298	109	139	147	631	820	867
Warwick	702	1041	1305	303	315	319	98	169	224	484	680	831

Data tables: Unit costs

WAA:

	Nursing care	Nursing care	Nursing care Avg	Residential Avg	Residential Avg	Residential	Dom Care	Dom Care	Dom Care	Supported	Supported	Supported	Other Avg	Other Avg	Other Avg
	Avg Cost per	Avg Cost per	Cost per Week	Cost per Week	Cost per Week	Avg Cost per	Avg Cost per	Avg Cost per	Avg Cost per	living Avg	living Avg	living Avg	Cost per	Cost per	Cost per
District	Week 2025	Week 2030	2040	2025	2030	Week 2040	Week 2025	Week 2030	Week 2040	Week 2025	Week 2030	Week 2040	Week 2025	Week 2030	Week 2040
North Warwickshire	905	1065	1478	1343	1582	2194	330	388	539	2110	2485	3448	268	315	437
Nuneaton and Bedworth	1069	1259	1747	1389	1636	2269	379	447	620	882	1039	1442	351	413	573
Rugby	1172	1380	1915	1468	1729	2399	294	346	481	1084	1277	1772	297	349	485
Stratford-on-Avon	806	949	1316	1660	1955	2712	305	359	499	1282	1510	2095	402	473	656
Warwick	979	1153	1600	1496	1762	2445	282	332	461	726	855	1186	369	435	603

OA:

	Nursing care	Nursing care	Nursing care Avg	Residential Avg	Residential Avg	Residential	Dom Care	Dom Care	Dom Care	Supported	Supported	Supported	Other Avg	Other Avg	Other Avg
	Avg Cost per	Avg Cost per	Cost per Week	Cost per Week	Cost per Week	Avg Cost per	Avg Cost per	Avg Cost per	Avg Cost per	living Avg	living Avg	living Avg	Cost per	Cost per	Cost per
District	Week 2025	Week 2030	2040	2025	2030	Week 2040	Week 2025	Week 2030	Week 2040	Week 2025	Week 2030	Week 2040	Week 2025	Week 2030	Week 2040
North Warwickshire	938	1105	1533	873	1029	1427	353	415	576	1271	1497	2077	269	316	439
Nuneaton and Bedworth	868	1022	1418	794	936	1298	295	348	483	1417	1669	2315	203	239	332
Rugby	958	1128	1565	924	1088	1509	277	326	453	882	1039	1441	263	309	429
Stratford-on-Avon	952	1122	1556	871	1026	1423	337	396	550	1474	1736	2408	369	435	603
Warwick	1067	1256	1743	864	1017	1412	281	330	458	977	1151	1597	287	338	468

Data tables: Unit costs

CSC :

	CiC Avg Cost per Week	CiC Avg Cost per Week	CiC Avg Cost per Week	Residential Avg Cost per Week	Residential Avg Cost per Week	Residential Avg Cost per Week	IFA Fostering Avg Cost per Week	IFA Fostering Avg Cost per Week	IFA Fostering Avg Cost per Week	Internal Fostering Avg Cost per Week	Internal Fostering Avg Cost per Week	Internal Fostering Avg Cost per Week	Other Avg Cost per Week	Other Avg Cost per Week	Other Avg Cost per Week
District	2025	2030	2040	2025	2030	2040	Week 2025	Week 2030	Week 2040	Week 2025	Week 2030	Week 2040	Week 2025	Week 2030	Week 2040
North Warwickshire	1108	1305	1811	5667	6675	9260	1004	1183	1641	406	478	663			
Nuneaton and Bedworth	956	1126	1562	5667	6675	9260	1004	1183	1641	406	478	663			
Rugby	1045	1231	1708	5667	6675	9260	1004	1183	1641	406	478	663			
Stratford-on-Avon	837	986	1368	5667	6675	9260	1004	1183	1641	406	478	663			
Warwick	1057	1245	1727	5667	6675	9260	1004	1183	1641	406	478	663			

SEND :

	Mainstream School Avg Cost per Week	Mainstream School Avg Cost per Week	Mainstream School Avg Cost per Week	MSS Avg Cost per Week	MSS Avg Cost per Week	MSS Avg Cost per Week	INMSS Avg Cost per Week	INMSS Avg Cost per Week	INMSS Avg Cost per Week	Other Avg Cost per Week	Other Avg Cost per Week	Other Avg Cost per Week
District	2025	2030	2040	2025	2030	Week 2040	per Week 2025	per Week 2030	per Week 2040	per Week 2025	per Week 2030	per Week 2040
North Warwickshire	209	246	341	299	352	489	1523	1793	2488	205	242	336
Nuneaton and Bedworth	209	246	341	299	352	489	1523	1793	2488	205	242	336
Rugby	209	246	341	299	352	489	1523	1793	2488	205	242	336
Stratford-on-Avon	209	246	341	299	352	489	1523	1793	2488	205	242	336
Warwick	209	246	341	299	352	489	1523	1793	2488	205	242	336

Data tables: Step up factor

STEP UP FACTOR:

Proposed Authority	Population 65+ 2023	IMD	Median income	Mid	Step up factor	Scenario
Warwickshire	127.6k	15.4	£33.1k	994.0	1.0000	Baseline
North Warwickshire	62.6k	18.6	£32.5k	965.3	0.9711	Scenario 2
South Warwickshire	65.0k	11.9	£33.8k	1041.4	1.0477	Scenario 2

Local Government Reform: Impact on people services

If you would like to discuss the content of this report or would like any further information, please contact:

Philip Mandeville

Director

philip.mandeville@newtonimpact.com

Daniel Sperrin

Partner

daniel.sperrin@newtonimpact.com

James Maker

Director of Policy & Communications

James.maker2@local.gov.uk

Difference between WCC and Deloitte Analysis

There are key methodological and numerical differences between Warwickshire County Council (WCC) and Deloitte financial modelling regarding Local Government Reorganisation (LGR) options, financial sustainability, and council tax harmonisation. This summary considers costs, benefits, and assumptions underpinning both approaches, highlighting significant disparities in savings projections and implementation costs.

COSTS AND BENEFITS OF LGR OPTIONS

Methodological Differences

The methodologies differ, notably:

- WCC models savings and costs by type (i.e. staff, externally purchased goods and services, property, democracy), based on previous LGR exercises, with detailed assumptions and specific modelling of disaggregation costs for two unitaries.
- Deloitte focuses largely on savings by service, especially in adults, children's social care, and home to school transport, applying aggressive percentage reductions and applying minimal disaggregation costs. Where implementation costs are modelled by type the assumptions are less detailed.

Implementation Costs

- For a single unitary, implementation costs are similar – both around the £21m to £22m mark; however, Deloitte's two-unitary implementation costs are 29% lower than WCC's (£24.1m vs £31.2m) – which is a difference of £7.1m in estimated costs of implementing a two unitary model.
- Deloitte costs for some categories (e.g., organisational development/culture, procurement) are lower for two unitaries compared to their modelling for a single unitary. This is difficult to reconcile given the duplication and loss of economies of scale.
- WCC includes significant redundancy costs (£5.2m/£6.1m) and a contingency (£4.6m/£7.3m), while Deloitte's redundancy costs are much lower (£0.57m/£1.24m) and there is no contingency.
- Deloitte's ICT costs (£13m £15m) are substantially higher than WCC's (£3m/£4.7m).

Benefits of LGR

- Deloitte projects substantial service delivery savings early on, especially in social care and transport, driven by the Peopletoo analysis, but without clear delivery plans or ringfenced implementation funds.
- WCC's savings focus on efficiencies from reorganisation rather than transformation savings which can be delivered but over longer timelines.
- WCC assumes higher leadership savings due to modelling more management tiers.
- Deloitte excludes potential savings from highways, and public health, while WCC sees some synergy opportunities in these areas.

Movement from Interim Plans

- Deloitte savings estimates have tripled between interim plan (March 2025) and final plans, while WCC figures remain stable with slight cost increases.
- Deloitte have corrected an error regarding council tax harmonisation impacts, previously treated as one-off instead of recurrent.

Comments on Methodology

- Deloitte's marginal financial difference between one and two unitaries conflicts with the evidence of previous reorganisations.
- The Peopletoo savings assumptions rely heavily on reducing the cost of demand-driven people-based services without recognising demographic and local market factors.
- The use, by Deloitte, of gross rather than net costs i.e. excluding means tested client income for adult social care inflates savings potential. WCC's adult social care costs are low compared to statistical neighbours which impacts the potential for savings in this area and yet the figures are based on reducing the cost of adult social care by 26% in three years.
- The inclusion by Deloitte of fully funded spend on Unaccompanied Asylum-Seeking Children inflates savings potential. As this service is fully funded by Government, there is limited opportunity for savings directly to the council.
- The number of children in care is, and must be, determined by the needs of children and young people and the risk to them and is often overseen by the Courts. It would be a breach of the Council's statutory duties to make decisions based on a prescribed financial envelope. The assumptions are inconsistent in using different comparators (regional and statistical neighbour) for the number of children in care and the cost of placements. When combining number and cost, Warwickshire is below both the statistical neighbour and the regional average.
- The Year 1 savings in the Deloitte report of £33m (driven by Peopletoo assumptions on demand led services) lack corresponding investment to deliver the savings and appear optimistic given current demand and service complexities.
- Deloitte do not factor into their modelling the significant savings already programmed into WCC's Medium-Term Financial Strategy (MTFS), leading to double counting of those savings.
- Deloitte assumes no change in adult and children's social care savings under a single unitary, overlooking transformation opportunities through integration with housing and homelessness services.
- Deloitte assumes an 8.5% additional saving for two unitaries over one, netting 5% after 3.5% disaggregation costs. WCC notes that a single unitary could similarly transform services at scale.
- Deloitte's corporate services savings targets are higher (13%) than WCC's (5% for one unitary), yet redundancy costs are modelled only for senior leadership. There is also some duplication of savings between corporate services and the leadership/democratic savings.

ASSESSMENT OF FINANCIAL SUSTAINABILITY AND RESILIENCE

Methodological Differences

- WCC uses a detailed MTFS model with full cost and funding disaggregation via the Pixel model, accounting for Fair Funding reform impacts and integrating LGR and council tax harmonisation effects.
- Deloitte relies on disaggregated 2023/24 statutory accounts, which are two years outdated, and assumes costs align strictly with population, ignoring evidence of service cost and demand variations between areas and assumes deprivation has no impact on cost and demand for services. The statutory accounts include costs that must be removed for general fund/council tax purposes which means they are not a good basis for assessing future financial sustainability.
- Deloitte's approach lacks integration of Fair Funding impacts and does not build a forward-looking MTFS model bringing together all three elements of the financial assessment that enables the financial sustainability of each potential unitary to be considered independently.

Commentary on Deloitte's Approach

- Deloitte's use of 2023/24 statutory accounts limits relevance to the projected 2028/29 financial position and budget setting.
- Deloitte figures include non-budgetary items like pension fund changes and asset revaluations, which are excluded in WCC's budget analysis.
- Deloitte's assumption of negotiable division of assets and costs does not appear to consider practical challenges due to geographic service demand disparities, as evidenced in other county reorganisations.
- Deloitte underestimates the scale of budget reductions and reallocations already programmed into WCC's MTFs, misinterpreting significant allocations as budget gaps.
- Both agree on balance sheet analyses but differ in modelling robustness.

COUNCIL TAX HARMONISATION

- Both WCC and Deloitte consider harmonisation, but WCC's modelling is more granular, assessing multiple scenarios including impacts on new town and parish councils and Rugby town's special expenses.
- Deloitte examines a single 'low to max' scenario, showing higher income foregone over five years for two unitaries (£8.2m) versus one (£2.3m), concluding that single unitary harmonisation would take longer, which WCC does not recognise based on others' LGR experiences.
- Deloitte does not integrate harmonisation impacts into financial sustainability modelling, whereas WCC does for a holistic assessment.

This high-level comparison underscores significant differences in assumptions, methodologies, and projections between WCC and Deloitte. WCC's approach emphasises prudence, detailed modelling, and integration of strategic plans, while Deloitte's projections are more optimistic but less granular and in places does not consider existing plans and strategies.

Section 2

Supporting Data

2.1 Demographics

2.2 Service Demand and Delivery

2.3 Warwickshire and the West Midlands

2.4 State of Warwickshire

2.5 Impact of Disaggregation

Supporting Data

Demographics

This category includes data that describes the population, geography, and socio-economic conditions of Warwickshire.

A new version of the Index of Multiple Deprivation was published in October 2025. Modelling of data occurred prior to this and is therefore based on IMD 2019. The IMD 2025 data suggests minimal overall changes for Warwickshire with an increase of three lower super output areas (LSOAs) in the 30% most deprived LSOAs in England (set against and increase of 15 LSOAs). Within Warwickshire, Nuneaton and Bedworth Borough and North Warwickshire Borough have more LSOAs in the 30% most deprived LSOAs in 2025 compared to 2019, whilst Stratford-on-Avon District and Warwick District have fewer.

Population Data

Total Population (mid-year estimates)

Criteria 1

District/Borough	2021	2022	2023	2024
North Warwickshire	65,338	66,035	66,356	67,117
Nuneaton & Bedworth	134,303	135,664	138,588	141,565
Rugby	114,835	116,631	119,395	122,378
Stratford-on-Avon	135,946	138,772	142,931	146,258
Warwick	148,693	151,610	153,101	154,889
Warwickshire	599,115	608,712	620,371	632,207

Source: ONS (2025), Estimates of the population for England and Wales

Percentage population by age group (2024)

Criteria 1

District/Borough	<18	18-64	65+
North Warwickshire	19.5%	58.2%	22.3%
Nuneaton & Bedworth	22.0%	59.1%	19.0%
Rugby	22.6%	59.7%	17.8%
Stratford-on-Avon	18.5%	56.1%	25.4%
Warwick	19.7%	61.3%	19.0%
Warwickshire	20.5%	58.2%	20.6%

Source: ONS (2025), Estimates of the population for England and Wales

Mid-2022-based population projections

Criteria 1

District/Borough	2032	2040	2047
North Warwickshire	71,349	74,791	77,515
Nuneaton & Bedworth	144,798	151,578	156,923
Rugby	130,712	139,716	146,704
Stratford-on-Avon	162,678	177,431	188,308
Warwick	165,009	172,862	179,208
Warwickshire	674,546	716,378	748,658

Source: ONS (2025), Population projections for local authorities by five-year age groups and sex, England 2022-based

Population density

Criteria 1

District/Borough	Population per sq. km			
	2021	2022	2023	2024
North Warwickshire	230	232	233	236
Nuneaton & Bedworth	1,702	1,719	1,756	1,794
Rugby	327	332	340	349
Stratford-on-Avon	139	142	146	150
Warwick	526	536	541	548
Warwickshire	303	308	314	320

Source: ONS (2025), *Estimates of the population for England and Wales*

Number of dwellings

Criteria 1 & 3

District/Borough	2021	2022	2023	2024
North Warwickshire	29,027	29,227	29,389	29,654
Nuneaton & Bedworth	58,607	59,416	60,419	61,435
Rugby	49,098	50,037	51,343	52,209
Stratford-on-Avon	63,465	65,037	66,482	67,493
Warwick	66,383	67,346	68,119	69,006
Warwickshire	266,580	271,063	275,752	279,797

Source: MHCLG and DLUHC (2025), *Live tables on dwelling stock*

Percentage of residents classed as disabled under Equality Act (2021)

Criteria 1 & 3

District/Borough	Disabled under the Equality Act		Not disabled under the Equality Act	
	Day-to-day activities limited a lot	Day-to-day activities limited a little	Has long term physical or mental health condition but day-to-day activities are not limited	No long term physical or mental health conditions
North Warwickshire	8.0%	10.5%	7.0%	74.5%
Nuneaton & Bedworth	8.3%	10.8%	6.7%	74.2%
Rugby	6.0%	9.8%	7.3%	76.9%
Stratford-on-Avon	5.9%	10.1%	8.3%	75.6%
Warwick	5.5%	9.6%	8.1%	76.7%
Warwickshire	6.6%	10.1%	7.6%	75.7%

Source: ONS Crown Copyright Reserved, Census 2021 (from Nomis)

Percentage of current smokers aged 18 and over

Criteria 1 & 3

	2020/21	2021/22	2022/23	2023/24*
Warwickshire	12.4%	11.4%	11.6%	12.1%
England	14.4%	13.6%	13.6%	13.1%

Source: OHID, based on NHS England data *New method used

Percentage of adults (18+ years) overweight or obese

Criteria 1 & 3

District/Borough	% adults overweight or obese			
	2020/21	2021/22	2022/23	2023/24
North Warwickshire	69.4%	69.3%	71.2%	73.2%
Nuneaton & Bedworth	69.1%	72.9%	70.9%	66.6%
Rugby	68.2%	63.8%	67.3%	69.4%
Stratford-on-Avon	64.0%	65.1%	62.6%	62.5%
Warwick	62.2%	61.6%	57.3%	57.1%
Warwickshire	65.5%	66.2%	65.3%	64.1%

Source: OHID, based on Sport England data

**Percentage of children classified as obese in primary school
(2023/24)**

Criteria 1 & 3

	% in reception	% in Year 6
1UA	8.5%	19.6%
2UA- North	10.2%	22.7%
2UA- South	6.3%	15.5%

Source: OHID, based on DHSC National Child Measurement Programme

Total recorded offences (excluding fraud) per 1,000 residents

Criteria 1

	Year-end Jun 2022	Year-end Jun 2023	Year-end Jun 2024	Year-end Jun 2025
Warwickshire	70.2	69.4	65.8	62.2
England	90.6	92.5	88.0	84.4

Source: ONS Centre for Crime and Justice, [Crime in England and Wales: Police Force Area data tables](#)**Proportion of proven juvenile offenders that reoffended**

Criteria 1 & 3

	2020	2021	2022	2023
Warwickshire	19.8	25.6	20.6	27.6
England & Wales	32.1	31.4	32.8	32.2

Source: Ministry of Justice (2025) [Proven reoffending statistics](#)

Socio-Economic Indicators

Criteria 1 & 2

Percentage economically active (16-64 year olds)

District/Borough	2021/22	2022/23	2023/24	2024/25
North Warwickshire	82.4	89.2	71.0	82.8
Nuneaton & Bedworth	82.9	79.6	82.3	81.6
Rugby	82.7	87.9	83.6	85.2
Stratford-on-Avon	82.4	87.2	86.1	85
Warwick	83.1	81.6	81.8	88.2
Warwickshire	82.8	84.3	81.9	84.8

Source: ONS Annual Population Survey (from Nomis)

Percentage of 16-64 year-olds economically inactive (12 months ending)

Criteria 1 & 2

	June 2022	June 2023	June 2024	June 2025
Warwickshire	17.8%	15.6%	17.8%	15.5%
England	21.2%	21.2%	21.4%	20.9%

Source: ONS (2025) from Nomis based on Annual Population Survey

Employment rate as a percentage of 16-64 year-olds (12 months ending)

Criteria 1, 2 & 3

	June 2022	June 2023	June 2024	June 2025
Warwickshire	79.8%	81.5%	80.8%	80.9%
England	75.7%	75.8%	75.6%	75.8%

Source: ONS (2025) from Nomis based on Annual Population Survey

Job density - number of jobs per resident aged 16-64

Criteria 1 & 2

	2020	2021	2022	2023
Warwickshire	0.94	0.91	0.97	0.95
National	0.85	0.86	0.87	0.87

Source: ONS (2025) from Nomis

Gross median weekly pay (£) - full-time workers, resident analysis

Criteria 1 & 2

District/Borough	2021	2022	2023	2024
North Warwickshire	622.5	657.2	712.8	727.7
Nuneaton & Bedworth	561.6	594.0	599.4	670.8
Rugby	658.4	674.8	731.3	806.8
Stratford-on-Avon	674.7	731.3	732.3	766.6
Warwick	724.8	736.0	803.8	840.2
Warwickshire	641.3	679.3	719.6	738.2

Source: ONS Annual survey of hours and earnings (from Nomis)

Gross Value Added (GVA) per hour worked (£)

Criteria 1 & 2

District/Borough	2020	2021	2022	2023
North Warwickshire	38.1	39.8	41.3	41.9
Nuneaton & Bedworth	28.5	30.2	32.5	34.0
Rugby	35.6	36.5	38.3	39.6
Stratford-on-Avon	39.3	40.5	42.5	44.1
Warwick	42.5	43.2	44.9	46.8
Warwickshire	37.8	39.0	40.9	42.3

Source: ONS (2025), [Subregional productivity: labour productivity indices by local authority district](#)**Gross Value Added (GVA) per head of population at current basic prices**

Criteria 1 & 2

	2020	2021	2022	2023
Warwickshire	£31,033	£31,472	£35,731	£40,735
England	£29,051	£31,160	£33,902	£36,632

Source: ONS (2025), [Regional gross value added \(balanced\) per head and income components](#)**Gross Domestic Product (GDP) per head at current market prices**

Criteria 1 & 2

	2020	2021	2022	2023
Warwickshire	£34,797	£35,793	£40,749	£45,518
England	£32,153	£34,714	£37,774	£40,382

Source: ONS (2025), [Regional economic activity by gross domestic product, UK: 1998 to 2023](#)**Unemployment benefit claimants as a percentage of 16-64 year-olds (2025)**

Criteria 1, 2 & 3

	Oct 2022	Oct 2023	Oct 2024	Oct 2025
Warwickshire	2.6%	2.5%	2.8%	2.9%
England	3.6%	3.7%	4.2%	4.1%

Source: ONS (2025) from Nomis

Percentage of households in fuel poverty

Criteria 1 & 2

District/Borough	2020	2021	2022	2023
North Warwickshire	15.4	16.3	18.1	15.9
Nuneaton & Bedworth	16.0	15.9	17.4	14.4
Rugby	14.4	14.4	15.5	13.4
Stratford-on-Avon	13.3	15.6	16.5	14.9
Warwick	13.2	13.9	14.7	13.0
Warwickshire	14.3	15.1	16.2	14.2

Source: Department for Energy Security and Net Zero, [Fuel Poverty Statistics: sub-regional](#)

Number/% of LSOAs in 30% most deprived

Criteria 1

District/Borough	Number of LSOAs in 30% most deprived LSOAs	Percentage of LSOAs in 30% most deprived LSOAs
North Warwickshire	5	13.2%
Nuneaton & Bedworth	30	37.0%
Rugby	7	11.5%
Stratford-on-Avon	1	1.4%
Warwick	5	5.8%
Warwickshire	48	14.2%

Source: MHCLG (2019), *English indices of deprivation 2019*

Number and % of most deprived 30% LSOAs in each domain of IMD 2019 by district and borough

Criteria 1

IMD Domain	North Warwickshire (38 LSOAs)		Nuneaton & Bedworth (81 LSOAs)		Rugby (61 LSOAs)		Stratford-on-Avon (73 LSOAs)		Warwick (86 LSOAs)	
	No.	%	No.	%	No.	%	No.	%	No.	%
Employment	6	15.8%	32	39.5%	8	13.1%	2	2.7%	6	7.0%
Income	6	15.8%	24	29.6%	10	16.4%	1	1.4%	5	5.8%
Education, skills & training	14	36.8%	37	45.7%	12	19.7%	7	9.6%	7	8.1%
Health & disability	5	13.2%	27	33.3%	4	6.6%	1	1.4%	11	12.8%
Crime	4	10.5%	33	40.7%	11	18.0%	0	0.0%	13	15.1%
Barriers to housing & services	12	31.6%	4	4.9%	11	18.0%	33	45.2%	20	23.3%
Living environment	10	26.3%	15	18.5%	8	13.1%	22	30.1%	17	19.8%

Source: MHCLG (2019), *English indices of deprivation 2019*

Number and percentage of children eligible for free school meals

Criteria 1 & 3

District/Borough	Jan 2022		Jan 2023		Jan 2024		Jan 2025	
	No.	%	No.	%	No.	%	No.	%
North Warwickshire	2,361	21.1	2,640	23.6	2,712	24.3	2,811	25.4
Nuneaton & Bedworth	4,857	25.3	5,325	27.3	5,558	28.2	5,820	29.2
Rugby	3,414	19.2	3,776	20.6	3,966	21.2	4,057	21.2
Stratford-on-Avon	2,839	13.9	3,240	15.5	3,531	16.7	3,668	17.4
Warwick	2,747	14.7	3,158	16.5	3,368	17.3	3,528	17.9
Warwickshire	16,218	18.6	18,139	20.4	19,135	21.2	19,884	21.9

Source: WCC Business Intelligence, January School Census

Percentage of children living in relative low-income families

Criteria 1

District/Borough	2020/21	2021/22	2022/23	2023/24
North Warwickshire	17.3%	17.3%	18.5%	19.3%
Nuneaton & Bedworth	18.1%	19.3%	21.3%	22.0%
Rugby	11.1%	12.1%	13.8%	14.2%
Stratford-on-Avon	10.8%	10.6%	12.0%	12.3%
Warwick	10.1%	9.7%	10.8%	10.3%
Warwickshire	13.1%	13.5%	15.0%	15.3%
United Kingdom	18.4%	19.1%	21.1%	21.8%

Source: Department for Work and Pensions (DWP), Children in Low Income Families: local area statistics (from Stat-Xplore)

Percentage of 16/17 year olds Not in Education, Employment or Training (NEET), or their activity was not known

Criteria 1 & 3

	2021	2022	2023	2024
Warwickshire	3.8%	3.4%	3.3%	3.2%
England	5.5%	4.7%	5.2%	5.4%

Source: Department for Education (2025), Post 16 Participation, NEET and Attainment Statistics

Life expectancy at birth (3-year range)

Criteria 1 & 2

District/Borough	2018-20		2019-21		2020-22		2021-23	
	Male	Female	Male	Female	Male	Female	Male	Female
North Warwickshire	78.5	81.7	78.4	82.3	78.1	82.2	78.2	82.1
Nuneaton & Bedworth	77.5	81.8	77.6	81.6	77.5	81.5	78.1	82.0
Rugby	79.7	83.5	79.5	83.4	79.4	83.0	79.4	82.9
Stratford-on-Avon	81.3	84.9	81.1	84.9	81.0	84.7	81.2	84.9
Warwick	81.1	84.4	80.5	84.0	80.1	83.5	79.9	83.7
Warwickshire	79.7	83.4	79.5	83.4	79.4	83.1	79.5	83.3
England	79.3	83.1	79.0	82.9	78.9	82.8	79.1	83.1

Source: ONS, Life expectancy for local areas of Great Britain

Inequalities in life expectancy at birth (difference in years in life expectancy between the most and least deprived areas)

Criteria 1

District/Borough	2018-20		2019-21		2020-22		2021-23*	
	Male	Female	Male	Female	Male	Female	Male	Female
North Warwickshire	5.4	5.9	5.7	6.1	6.9	7.0	7.2	6.8
Nuneaton & Bedworth	10.6	5.7	11.0	7.9	10.5	8.7	10.7	8.1
Rugby	6.9	3.6	7.0	6.1	7.0	6.2	8.9	5.9
Stratford-on-Avon	3.0	4.0	4.1	4.6	3.7	4.3	3.9	4.2
Warwick	7.5	7.3	7.4	8.1	7.6	7.3	6.6	6.2
Warwickshire	8.4	6.4	8.4	7.6	8.3	7.4	8.3	7.1
England	9.9	7.8	10.3	8.3	10.7	8.5	10.5	8.3

Source: OHID, based on Ministry of Housing, Communities and Local Government and Office for National Statistics data *Value based on provisional population

Life expectancy at 65 (3-year range)

Criteria 1 & 2

District/Borough	2018-20		2019-21		2020-22		2021-23	
	Male	Female	Male	Female	Male	Female	Male	Female
North Warwickshire	17.6	19.8	17.5	20.3	17.4	20.3	17.9	20.5
Nuneaton & Bedworth	17.5	20.0	17.6	19.8	17.4	20.0	17.9	20.5
Rugby	19.1	21.4	18.9	21.4	18.7	21.2	18.8	21.1
Stratford-on-Avon	19.6	22.2	19.9	22.3	19.6	22.1	19.8	22.5
Warwick	19.6	22.0	19.4	21.8	19.1	21.6	19.4	21.8
Warwickshire	18.8	21.2	18.8	21.2	18.6	21.2	18.9	21.4
England	18.6	21.0	18.5	21.0	18.4	20.9	18.7	21.1

Source: ONS, [Life expectancy for local areas of Great Britain](#)

Percentage of children achieving a good level of development in Early Years Foundation Stage

Criteria 1 & 3

District/Borough	2022	2023	2024
North Warwickshire	64.5%	69.7%	63.7%
Nuneaton & Bedworth	63.3%	64.5%	65.5%
Rugby	66.3%	67.1%	69.4%
Stratford-on-Avon	68.7%	73.3%	70.2%
Warwick	67.0%	70.8%	70.8%
Warwickshire	66.0%	68.9%	68.2%

Source: WCC Business Intelligence Team

Pupils achieving a 9 to 5 (strong pass) in GCSE maths and English in Key Stage 4

Criteria 1 & 3

District/Borough	2022	2023	2024	2025*
North Warwickshire	39.8%	35.3%	37.6%	-
Nuneaton & Bedworth	46.3%	40.1%	39.6%	-
Rugby	52.5%	51.4%	46.4%	-
Stratford-on-Avon	57.4%	54.1%	55.4%	-
Warwick	57.0%	54.0%	53.9%	-
Warwickshire	52.6%	49.2%	48.6%	49.6%
England	49.8%	45.3%	45.9%	45.2%

Source: WCC Business Intelligence Team *Provisional – GOV.UK Explore education statistics

Achieving a 9 to 5 (strong pass) in GCSE maths and English in Key Stage 4 gap (disadvantaged minus national non-disadvantaged)

Criteria 1 & 3

District/Borough	2022	2023	2024
North Warwickshire	-39.0%	-37.0%	-34.0%
Nuneaton & Bedworth	-36.0%	-34.0%	-32.0%
Rugby	-33.0%	-22.0%	-25.0%
Stratford-on-Avon	-26.0%	-26.0%	-25.0%
Warwick	-34.0%	-34.0%	-36.0%
Warwickshire	-34.0%	-30.0%	-32.0%

Source: WCC Business Intelligence Team

Percentage of 16-64 year olds with a level 4 qualification or above in 2024

Criteria 1 & 3

	%
1UA	45.7%
2UA- North	38.1%
2UA- South	54.2%
National	43.7%

Source: ONS (2025) from Nomis based on Annual Population Survey and mid-2024 population estimates

Claimant Count Rate aged 16 and above in 2025

Criteria 1 & 3

	% of Claimant Count Rate
1UA	2.9%
2UA- North	3.3%
2UA- South	2.2%

Source: ONS (2025) from Nomis

Housing & Geography

Estimates of dwellings by tenure, 2023

Criteria 1 & 3

District/Borough	Owned Outright	Owned with Mortgage or Loan	Private Rent	Social Rent	Total Dwellings
North Warwickshire	11,299	9,751	4,439	3,900	29,389
Nuneaton & Bedworth	21,122	20,372	10,067	8,858	60,419
Rugby	17,098	18,176	9,279	6,790	51,343
Stratford-on-Avon	27,050	21,294	9,364	8,774	66,482
Warwick	23,136	22,073	12,909	10,001	68,119
Warwickshire	99,705	91,666	46,058	38,323	275,752

Source: ONS Housing Analysis Team, Subnational estimates of dwellings and households by tenure, England: 2023

Homelessness: households owed a duty under the Homelessness Reduction Act crude rate per 1,000 households

Criteria 1 & 3

District/Borough	2020/21	2021/22	2022/23	2023/24
North Warwickshire	4.9	5.6	6.1	8.9
Nuneaton & Bedworth	16.2	13.8	14.4	12.3
Rugby	6.8	*	*	7.2
Stratford-on-Avon	9.4	8.8	8.9	9.7
Warwick	5.7	7.5	8.3	*
Warwickshire**	9.0	7.6	8.0	7.3

Source: OHID, based on Ministry of Housing, Communities and Local Government and Office for National Statistics data

*missing data **Aggregated from all know lower geography values

Council housing stock – number of local authority dwellings

Criteria 1 & 3

District/Borough	2021	2022	2023	2024
North Warwickshire	2,599	2,594	2,584	2,573
Nuneaton & Bedworth	5,709	5,648	5,630	5,619
Rugby	3,833	3,847	3,687	3,479
Stratford-on-Avon	6	10	10	11
Warwick	5,467	5,552	5,571	5,543
Warwickshire	17,614	17,651	17,482	17,225

Source: Source: MHCLG and DLUHC (2025), [Live tables on dwelling stock](#)**Indicative local housing need in Warwickshire based on the National Planning Policy Framework, December 2024**

Criteria 1 & 3

District/Borough	Local housing need under the previous standard method	Annual local housing need under the proposed method	Average Annual Net additions (2021/22-2023/24)
North Warwickshire	163	364	209
Nuneaton & Bedworth	421	737	943
Rugby	525	618	1,037
Stratford-on-Avon	553	1,126	1,343
Warwick	653	1,062	874
Warwickshire	2,315	3,907	4,406

Source: MHCLG (2025), [Proposed reforms to the National Planning Policy Framework and other changes to the planning system](#)**Ratio of median house price to median gross annual workplace-based earnings**

Criteria 1

District/Borough	2021	2022	2023	2024
North Warwickshire	8.90	7.96	7.87	6.45
Nuneaton & Bedworth	8.23	8.58	7.80	6.93
Rugby	7.64	7.66	8.71	7.40
Stratford-on-Avon	10.79	11.36	11.28	9.63
Warwick	10.95	10.71	10.21	9.28

Source: ONS (2025), [Housing affordability in England and Wales](#)**Ratio of Lower Quartile house price to lower quartile gross annual workplace-based earnings**

Criteria 1

District/Borough	2021	2022	2023	2024
North Warwickshire	7.82	8.07	7.45	6.43
Nuneaton & Bedworth	7.80	8.09	7.49	7.01
Rugby	7.99	7.50	7.88	7.51
Stratford-on-Avon	10.30	11.02	9.81	9.43
Warwick	11.02	9.89	9.76	9.54

Source: ONS (2025), [Housing affordability in England and Wales](#)

Criteria 1

Geographical area

District/Borough	Area (sq km)
North Warwickshire	284
Nuneaton & Bedworth	79
Rugby	351
Stratford-on-Avon	978
Warwick	283
Warwickshire	1,975

Source: ONS (2025), Estimates of the population for England and Wales

Rural vs urban economic makeup

Criteria 1

District/Borough	Rural urban classification	% of businesses in a rural LSOA	% of businesses in an urban LSOA
North Warwickshire	Majority rural	54.8%	45.2%
Nuneaton & Bedworth	Urban	0.0%	100.0%
Rugby	Intermediate urban	27.8%	72.2%
Stratford-on-Avon	Majority rural	71.5%	28.5%
Warwick	Urban	13.6%	86.4%
Warwickshire		34.7%	65.3%

Source: ONS (2025), 2021 Rural Urban Classification and ONS (2025) Inter-departmental Business Register
LSOA = Lower Super Output Area



Supporting Data

Services Demand and Delivery

This category covers public service delivery, infrastructure, and alignment with other agencies.

Please note: Figures relating to service users that are smaller than six have been subject to statistical disclosure control to prevent potential identification of individuals- either directly or through deduction from other data in the table. These figures have been rounded to a value of 5, and as a result, some row and/or column totals have also been rounded to the nearest 5 to maintain confidentiality.

Service Demand & Delivery

Percentage of social care service users who are satisfied with their care and support

Criteria 3

	2021/22	2022/23	2023/24
Warwickshire	58.9%	65.2%	88.3%
National	65.6%	66.1%	65.4%

Source: NHS England

Current service demand for Social Care and Special Educational Needs and/or Disability (SEND) Services

Criteria 1 & 3

Number of children in care by provision at year end, by originating address:

District/Borough	Residential			Internal Fostering			IFA Fostering			Other		
	2021/22	2022/23	2023/24	2021/22	2022/23	2023/24	2021/22	2022/23	2023/24	2021/22	2022/23	2023/24
North Warwickshire	10	7	8	24	22	26	18	8	26	10	16	7
Nuneaton & Bedworth	26	24	28	134	126	116	74	67	116	43	42	52
Rugby	17	17	12	51	42	43	27	26	43	25	30	27
Stratford-on-Avon	9	9	14	62	63	53	19	18	53	23	24	27
Warwick	21	20	15	50	39	63	42	29	63	27	35	39
Out of County / UASC	5	5	5	22	28	24	34	31	24	53	51	8
Total	85	80	85	343	320	325	214	179	325	181	200	210

Source: WCC 2025

UASC = Unaccompanied Asylum-Seeking Children

Children in Care per 10,000 aged under 18 2024/25

Criteria 1 & 3

	Per 10,000
1UA	50
2UA- North	58
2UA- South	39

Source: WCC 2025

Under-18 conception rate per 1,000 in 2022

Criteria 1 & 3

	Per 1,000
1UA	15.6
2UA- North	18.5
2UA- South	11.9

Source: OHID (2025) from ONS Conceptions in England and Wales and mid-year population estimates

Number of child protection plans, children in need plans and new in-year social care assessments by year

Criteria 1 & 3

District/Borough	Children Protection Plans			Children in Need Plans			New in-year Social Care Assessments		
	2021/ 22	2022/ 23	2023/ 24	2021/ 22	2022/ 23	2023/ 24	2021/ 22	2022/ 23	2023/ 24
North Warwickshire	37	31	23	145	133	120	561	445	468
Nuneaton & Bedworth	162	115	143	492	401	405	1,839	1,665	1,657
Rugby	53	41	68	334	232	199	1,170	1,202	1,122
Stratford-on-Avon	66	52	61	306	229	182	792	809	977
Warwick	53	51	57	329	257	223	1,051	1,027	1,067
Out of County / Blank	29	16	14	69	47	40	218	162	169
UASC	-	-	-	-	-	-	69	69	90
Total	400	306	366	1,675	1,299	1,169	5,700	5,379	5,550

Source: WCC 2025

UASC = Unaccompanied Asylum-Seeking Children

Number of clients accessing long term support at year end - Working Age Adults (aged 16-64) by originating address

Criteria 1 & 3

District/Borough	2022/23					2023/24				
	Nurs	Res Care	Dom Care	Supp. Living	Other	Nurs	Res Care	Dom Care	Supp. Living	Other
North Warwickshire	8	27	32	39	127	7	31	44	45	127
Nuneaton & Bedworth	11	78	66	228	248	11	83	79	218	251
Rugby	15	42	56	120	183	19	51	64	118	198
Stratford-on-Avon	16	49	48	110	231	21	53	53	109	241
Warwick	35	60	67	167	224	34	66	76	170	244
Out Of County	5	59	9	36	36	5	58	10	38	36
Total	90	315	278	700	1,049	97	342	326	698	1,097

Source: WCC 2025

Nurs. = Nursing Care, Res Care = Residential Care, Dom Care = Domiciliary Care, Supp. Living = Supported Living

Number of clients accessing long term support at year end – Older Adults (aged 65+) by originating address

Criteria 1 & 3

District/Borough	2022/23					2023/24				
	Nurs	Res Care	Dom Care	Supp. Living	Other	Nurs	Res Care	Dom Care	Supp. Living	Other
North Warwickshire	54	158	231	11	52	60	175	258	10	49
Nuneaton & Bedworth	103	284	475	25	134	112	297	455	26	116
Rugby	68	222	296	11	94	82	261	287	12	73
Stratford-on-Avon	96	238	340	16	103	134	304	365	17	107
Warwick	103	262	398	30	114	126	280	420	28	104
Out Of County	8	24	17	6	6	9	28	13	6	5
Total	432	1188	1757	99	503	523	1345	1798	99	454

Source: WCC 2025

Nurs. = Nursing Care, Res Care = Residential Care, Dom Care = Domiciliary Care, Supp. Living = Supported Living

Proportion of people (65+) who are still at home 91 days after discharge from hospital into reablement/ rehabilitation services

Criteria 1 & 3

	2020/21	2021/22	2022/23	2023/24
Warwickshire	93.6%	95.7%	94.4%	93.8%
National	79.1%	81.8%	82.3%	83.8%

Source: NHS England

Number of Education Health and Care Plans by school and location

Criteria 1 & 3

*All Post 16 Further Education and Post 16 Independent Specialist Providers (ISPs) have been classed as 'Other'. Non-specialist Early Years settings and children in Resource Provision have been classed as 'Mainstream'

District/Borough	2022				2023				2024			
	Mainstream School	MSS	INMSS	Other	Mainstream School	MSS	INMSS	Other	Mainstream School	MSS	INMSS	Other
North Warwickshire	193	190	37	138	212	211	55	169	235	237	74	194
Nuneaton & Bedworth	519	560	80	405	577	595	122	471	705	588	165	559
Rugby	408	288	49	293	416	314	69	360	559	334	84	411
Stratford-on-Avon	394	264	51	270	425	273	63	349	521	263	80	454
Warwick	456	288	43	326	491	301	52	382	606	302	72	414
Out of County	21	17	9	15	22	35	36	54	5	5	6	8
Total	1,991	1,607	269	1,447	2,143	1,729	397	1,785	2,630	1,730	481	2,040

Source: WCC 2025

MSS = Maintained Special School, INMSS = Independent and Non-Maintained Special School

Service Demand for Homelessness Services

Rate of Households by Initial Assessment of homelessness circumstances and Needs, April 2023 to March 2024

Criteria 1 & 3

Area	Total initial assessments	Total owed a prevention or relief duty	Threatened with homelessness within 56 days - Prevention duty owed	Homeless - Relief duty owed
North Warwickshire	1,311	1,296 (9.7 per 1,000)	411 (3.1 per 1,000)	885 (6.6 per 1,000)
South Warwickshire	1,202	1,109 (9.0 per 1,000)	226 (1.8 per 1,000)	883 (7.2 per 1,000)

Source: Newton Europe 2025

Demand for Homelessness Support on day 1

Criteria 1 & 3

Area	% of total households assessed as owed a prevention duty	% of total households assessed as owed a relief duty	% of total households assessed as owed a main duty	% of total households in Temporary Accommodation
1UA	0.31%	0.65%	0.18%	0.38%
2UA- North	0.32%	0.64%	0.25%	0.47%
2UA- South	0.30%	0.67%	0.12%	0.29%

Source: Newton Europe 2025

Future service demand for Social Care and SEND Services:

Future demand for Social Care and SEND Services

Criteria 1 & 3

Unitary	% Total Population supported by people services	% Change in number of residents supported by people services (2025 – 2040)	% change ASC (2025 – 2040)	% change CSC (2025 – 2040)	% change SEND (2025 – 2040)
1UA	3.60%	12%	15%	-4%	26%
2UA- North	4.08%	7%	14%	-4%	12%
2UA- South	3.08%	21%	16%	-5%	48%

Source: Newton Europe 2025

1UA = one unitary council model, 2UA = two unitary council model
ASC = Adult Social Care, CSC – Children's Social Care

Future Spend per resident for Social Care and SEND Services

Criteria 2 & 3

Unitary	Total Spend per resident 2025	ASC spend per resident 2025	CSC spend per resident 2025	SEND spend per resident 2025	Total Spend per resident 2040	ASC spend per resident 2040	CSC spend per resident 2040	SEND spend per resident 2040
1UA	£754	£383	£113	£238	£1,312	£661	£193	£459
2UA- North	£839	£390	£162	£287	£1,408	£676	£239	£494
2UA- South	£686	£383	£114	£188	£1,252	£659	£163	£430

Source: Newton Europe 2025

1UA = one unitary council model, 2UA = two unitary council model
ASC = Adult Social Care, CSC – Children's Social Care

Future Spend of Social Care and SEND Services

Criteria 2 & 3

Unitary	Total cost of services 2025	ASC cost of service 2025	CSC cost of service 2025	SEND cost of service 2025	Total cost of services 2040	ASC cost of service 2040	CSC cost of service 2040	SEND cost of service 2040
1UA	£462.3m	£234.8m	£81.4m	£146.1m	£869.8m	£437.9m	£127.8m	£304.2m
2UA	£469.5m	£237.2m	£85.2m	£147.2m	£883.2m	£442.5m	£134.0m	£306.8m

Source: Newton Europe 2025

1UA = one unitary council model, 2UA = two unitary council model
ASC = Adult Social Care, CSC – Children’s Social Care

Road Mileage and Maintenance

Road Length by road class

Criteria 3

Area	A Roads (km)	B Roads (km)	C Roads (km)	D Roads (km)	E Routes (km)	Footpath (km)	Cycle Tracks (km)	Total (km)
North Warwickshire	155.15	213.63	299.07	967.17	28.39	89.77	5.99	1,759.16
South Warwickshire	278.66	221.21	564.80	1,131.64	69.53	94.38	9.99	2,370.20

Source: WCC 2025

Road Conditions and Maintenance

Criteria 3

	2024/25					2025/26				
Area	North		South		Total	North		South		Total
Condition	% in North	% of total	% in South	% of total	Overall %	% in North	% of total	% in South	% of total	Overall %
Generally Good Condition	69.77%	26.25%	70.76%	44.14%	70.39%	72.53%	27.16%	74.59%	46.66%	73.82%
Plan Investigation Soon	25.73%	9.68%	25.12%	15.67%	25.35%	23.35%	8.74%	21.80%	13.64%	22.38%
Plan Maintenance Soon	4.50%	1.69%	4.12%	2.57%	4.26%	4.12%	1.54%	3.61%	2.26%	3.80%

Source: WCC 2025

Waste Collection

Local authority collected waste 2023/2024

Criteria 3

	North Warwickshire	South Warwickshire	Warwickshire includes waste taken to Household Waste Recycling Centres
Recycling (Tonnes)	22,990	22,834	55,956
Composting (Tonnes)	24,505	39,210	69,316
Residual Waste (Tonnes)	62,200	42,844	117,550
Total Waste (Tonnes)	109,695	104,888	242,822
Recycling+ Composting %	43.3	59.2	51.6
Total Waste per household (Kgs)	785	785	888

Source: WCC 2025

Pupil Numbers

Number of School Aged Children in State-Funded Schools (based on child's residence)

Criteria 3

District/Borough	Number of primary school children	Number of secondary school children	Number of 16+ school children	Total number of school aged children
North Warwickshire	4736	3180	303	8219
Nuneaton & Bedworth	11797	7747	798	20342
Rugby	9916	6994	1201	18111
Stratford-on-Avon	9385	6448	1207	17040
Warwick	11131	7481	1552	20164
Out of County	1782	3684	1221	6687

Source: WCC 2025

Number of Children Receiving Elective Home Education

Criteria 3

District/Borough	Number of Elective Home Education (2021/22)	Number of Elective Home Education (2022/23)	Number of Elective Home Education (2023/24)
North Warwickshire	46	80	134
Nuneaton & Bedworth	131	211	392
Rugby	79	114	195
Stratford-on-Avon	80	119	218
Warwick	60	102	169
Total	396	626	1,108

Source: WCC 2025

Number of Young People Receiving Home to School Transport (based on child’s residence)

Criteria 3

	2021/22			2022/23			2023/24		
District/Borough	Direct Transport	Parental	Public Transport	Direct Transport	Parental	Public Transport	Direct Transport	Parental	Public Transport
North Warwickshire	207	12	822	291	15	1055	242	38	988
Nuneaton & Bedworth	430	19	118	553	22	170	405	53	200
Rugby	224	33	912	383	50	1260	311	78	1,273
Stratford-on-Avon	316	29	2130	455	34	2695	428	73	2,852
Warwick	191	21	715	318	34	904	351	53	1,002

Source: WCC 2025

Democratic Representation

Criteria 6

Borough/District Electorates and Councillors

District/Borough	Electorate	Wards	Councillors
North Warwickshire	49,510	17	35
Nuneaton & Bedworth	102,639	19	38
Rugby	84,869	16	42
Stratford-on-Avon	110,500	39	41
Warwick	112,622	15	44
Total	460,140	108	200

Source: District and Borough Councils, September 2025

Supporting Data

Warwickshire and the West Midlands

Warwickshire typically performs well across many of the headline economic, social and health and wellbeing indicators. Although, like all counties, there are pockets of significant inequalities within Warwickshire, in overall terms the County often exceeds the regional average on most of the recognised metrics.

- Between 2010 and 2023, Warwickshire experienced growth in Gross Value Added (GVA) per hour worked of 55.3%, compared to an average across the West Midlands Region of 40.7% and an average across the WMCA area of 36.7%.
- In 2023, the Gross Value Added (GVA) of the West Midlands region was £175bn, of which Warwickshire contributed £25bn or 14.4% while only having 10% of the region's population. Warwickshire's GVA per hour worked is around 17.5% above the regional average.
- The survival rate for new businesses is typically stronger in Warwickshire than the wider region. In 2023, 39.2% of businesses created in 2018 were still operating, compared to 34.7% across the West Midlands region as a whole.
- In 2024, 58% of 19-year-olds in Warwickshire were qualified to Level 3 (two or more A-levels or equivalent), compared with 55% for the West Midlands region as a whole.
- On average, Warwickshire contributes opportunities for more highly skilled and highly paid jobs. In 2024, the median gross weekly wage in Warwickshire was £635, compared with £583 across the West Midlands region. Nearly half (49%) of employed people in Warwickshire are in managerial or professional occupations, while the figure for the West Midlands region is 42%.
- Tourism in Warwickshire is worth over £1.3billion to the local economy (2024), and Warwickshire acts as a springboard, bringing visitors into the wider West Midlands region.

Travel to work data (Census 2021)

Criteria 5

In 2021, 71,381 people commuted between Warwickshire and the West Midlands Combined Authority (WMCA) as a whole, in 2011 this was 89,665 people. In both cases this is roughly 57% of the total who commuted into or out of Warwickshire to or from surrounding areas. The tables below provided information on the number of people commuting between Warwickshire and surrounding areas in 2021.

Total of outward commuting between Warwickshire D&Bs and surrounding areas in 2021.

Criteria 5

	North Warwickshire	Nuneaton & Bedworth	Rugby	Stratford- on-Avon	Warwick	Warwickshire Total
Birmingham	2,405	1,088	348	1,095	877	5,813
Coventry	1,148	7,899	3,290	1,056	3,557	16,950
Derby	31	45	26	12	28	142
Derbyshire	88	65	27	15	16	211
Dudley	48	23	16	45	45	177
Gloucestershire	11	20	25	755	96	907
Leicester	70	321	244	34	67	736
Leicestershire	945	3,693	1,549	143	216	6,546
Oxfordshire	33	96	205	1,716	575	2,625
Sandwell	108	79	24	78	63	352
Solihull	1,380	985	259	961	1,126	4,711
Staffordshire	2,265	504	112	121	105	3,107
Walsall	125	59	14	38	31	267
West Northamptonshire	130	696	5,875	546	435	7,682
Wolverhampton	35	26	14	21	32	128
Worcestershire	135	77	45	2,557	297	3,111
Other	335	807	1,113	766	857	3,878
Total	9,292	16,483	13,186	9,959	8,423	57,343

Source: ONS (2023) [Origin-destination data, England and Wales: Census 2021](#)

Total of inward commuting between Warwickshire D&Bs and surrounding areas in 2021.

Criteria 5

	North Warwickshire	Nuneaton & Bedworth	Rugby	Stratford- on-Avon	Warwick	Warwickshire Total
Birmingham	7,434	923	832	1,505	1,448	12,142
Coventry	1,175	4,783	4,602	1,869	8,824	21,253
Derby	51	23	27	9	19	129
Derbyshire	505	91	97	34	50	777
Dudley	293	41	60	146	150	690
Gloucestershire	18	6	26	578	140	768
Leicester	373	200	438	50	139	1,200
Leicestershire	1,534	2,522	2,112	222	635	7,025
Oxfordshire	12	21	72	877	279	1,261
Sandwell	823	95	173	247	187	1,525
Solihull	2,489	351	276	1,033	1,398	5,547
Staffordshire	6,606	487	262	197	265	7,817
Walsall	857	73	77	96	100	1,203
West Northamptonshire	54	88	1,520	515	411	2,588
Wolverhampton	394	47	40	73	69	623

Worcestershire	308	75	120	5,472	1,110	7,085
Other	816	483	1,234	1,106	1,012	4,651
Total	23,742	10,309	11,968	14,029	16,236	76,284

Source: ONS (2023) [Origin-destination data, England and Wales: Census 2021](#)

Evidence Base

State of Warwickshire Dashboard: [Microsoft Power BI](#)

Impact of Disaggregation

There is strong evidence that the most cost effective, accountable and least disruptive delivery model for social care, children's services, education and SEND is to transition existing arrangements into a single unitary council. This is in terms of both set-up/transition and on-going delivery and commissioning. A single unitary would also present opportunities to further reduce duplication, streamline service delivery and maximise cross boundary and regional partnership arrangements. In the case of the two unitary scenario, alternative delivery models have been considered to reduce potential impacts on critical services such as social care, children's services, and SEND. An options appraisal has been carried out to identify the most appropriate model for delivering these services effectively should a two unitary model be pursued.

The options appraisal concludes that the trust models lose the benefit of service delivery synergies, risk creating a fragmented delivery model and reduce direct control over the council's high-cost services. Other models such as shared service, and joint commissioning partnerships involve the added risk of governance complexities and challenges.

Alternative models of care or partnership arrangements for social care, education and SEND in a two unitary model have been considered and discounted on grounds of additional complexity and weakened of accountability. Full disaggregation would be the only feasible solution under a two unitary council model. This approach which would result in significant cost pressures and would increase risks relating to a lack of flexibility and resilience to respond to demand led pressures.

Effects of full disaggregation across services

Management and Leadership

Warwickshire County Council is currently comprised of statutory posts, specialist posts and management roles that carry out statutory functions. There are eight statutory roles, this includes the Chief Executive; Monitoring Officer; Section 151 Officer; Director of Adult Social Care and Support (DASS); Director of Public Health (DPH); Director of Children and Families (DCS); two Principal Social Workers (which can be combined with other duties); and Virtual Schools Headteacher. As a minimum all these roles would need to be duplicated in a two unitary model. Additionally, across the council there are roles and services that, while not statutory, are required to carry out statutory functions. For example, in SEND & Inclusion Services, there is the statutory responsibility to consider education, health and care (EHC) plans, issue EHC plans and review EHC plans, whilst in Education admissions and sufficiency are mandatory demand led services, where non-statutory posts and teams meet this statutory responsibility. Specialist roles, such as the Principal Educational Psychologist, Technical Lead for Post-16 participation, Integrated Partnership Manager and Capital Development Technical Lead would also likely require duplication. The duplication of leadership, management and some specialist roles would therefore lead to greater transitional costs.

In Adult Social Care, Children's Services, Education and SEND it is expected that most management roles to Head of Service and Service Manager level would need

to be duplicated in both unitary councils. This would exacerbate both local and national existing recruitment challenges particularly for senior management roles in children's social care, create significant challenges and may result in one or both unitary council's holding vacancies in their leadership team and wider workforce.

In Strategic Planning and Regeneration, there are roles to support the statutory responsibility to plan for a steady and adequate supply of minerals and enough facilities to manage waste arising in the county. In the case of two unitary councils such roles and services would need to be duplicated.

Commissioning Arrangements

Disaggregating services would also create commissioning risks and complexities, particularly where services are currently commissioned on a well established Warwickshire footprint. By introducing an additional organisation into the system, it could create a competitive environment for third party providers, which can potentially create instability in markets and impact the capacity and quality of commissioning. There would also be a significant loss of purchasing power as the two new unitary councils would not have sufficient levers of scale, which may drive-up commissioning costs. While there is the potential option of joint commissioning this requires one unitary council to take on the additional commitments and costs of host and could present difficulties where each unitary will be governed differently and may have different expectations regarding service levels and contractual expectations.

Partnership Arrangements

Disaggregation will also lead to disruptions and duplication of current partnership arrangements.

As a minimum, statutory or mandatory partnerships such as the Health and Wellbeing Board, Warwickshire Safeguarding Children Partnership and Warwickshire Adult Safeguarding Board and the SEND and Inclusion Strategic Partnership Board, and their supporting sub-groups or working groups, would need to be duplicated. This will unnecessarily require additional resource from already stretched external partner organisations such as the Police, Probation and NHS. These concerns are also applicable to integrated services such as Family Connect/MASH, and the Multi-Agency Child Protection Team.

Warwickshire County Council also currently hosts Adoption Central England (ACE), the sub-regional adoption agency for, Coventry City Council, Solihull Metropolitan Borough Council, Herefordshire Council, Worcestershire County Council and Warwickshire County Council. As host, all employees are directly employed by Warwickshire County Council. Disaggregation would add unnecessary complications around which unitary council would take on the responsibility and cost to host it.

Coventry and Warwickshire Integrated Care Board (ICB) is clustering with Hereford and Worcester ICB and whilst they will be working on a larger footprint, it is critical that arrangements in any future unitary council structure for Warwickshire enables and maintains the planning, commissioning and delivery of functions for health and care services at the appropriate and established unit of places, Coventry and

Warwickshire, Warwickshire, Warwickshire's three health partnership places, Primary Care Networks and Integrated Neighbourhood Teams. There is a risk that disaggregation of social care and health functions from the current Warwickshire footprint will severely undermine the strategic influence, positive momentum, integrated work and collaborative arrangements that have been established and currently in place with the NHS.

Service Delivery

Disaggregation will provide complexities to Warwickshire's Heritage and Culture services which help local communities, schools and visitors connect and engage with their local heritage. The County Record Office and museum collections can include countywide physical pieces, which cannot be divided into two. In the case of disaggregation, there would be complications in deciding which council will own/host the collections.

A two unitary model, would likely require the establishment of a Warwickshire Combined Fire and Rescue Authority. Whilst this would preserve countywide coverage allowing flexible deployment of resources, and co-terminosity with the Police footprint, transitioning to a new model of governance would initially be disruptive, with transition costs and shorter term funding pressures, making overall implementation more complex and costly.

Within Warwickshire some SEND schools have been purposefully established in the centre of the county, to be able to meet the needs of young people from across all five district and borough council areas. For example, Warwickshire Academy and Exhall Grange support around 360 students from the north, south and rugby areas across the county. Disaggregation of SEND and Inclusion services into two unitary councils, will create unnecessary disruption and complexity. One unitary council will need to take on the responsibility for lead commissioner for these centrally placed schools, even though they will need to take children from different parts of the other unitary council area. Adding more boundaries within the county will make it more difficult to place children, where SEND regulations are based on distance from home rather than which district or borough you reside in. For example, for children living in Southam, Brookes School in Rugby or Evergreen School in Warwick would be the most appropriate school based on distance, despite living in Stratford district. In a context where schools are already at capacity, introducing additional complexities in placing children risks further straining the ability to provide adequate SEND support and will potentially add to Home to School Transport costs.

Creating additional boundaries by introducing two unitary councils in Warwickshire will make it harder to plan and meet the needs of demand led services such as social care, education and SEND. Many of these services and particularly those in education and SEND, already involve cross district/borough movement and transport which would become even more complex. Similarly, in the Community Partnerships service, community development workers are deployed based on deprivation, by removing the opportunity for cross district/borough movement through disaggregation it could mean that the most deprived areas do not have enough practical support.

At Warwickshire County, most core functions in social care, education and SEND operate on a countywide specialist basis, working into the place geographies. With disaggregation it is expected that this would need to change to a generic/place model as there would be insufficient critical mass/resource to duplicate across two smaller footprints. Many of these services are already over-stretched and so any disaggregation of these services would also reduce resilience and the ability to flexibly respond to changes in demand from across different localities. Examples of small specialist teams include: the Emergency Duty Team for children's social care; Adult Mental Health Professionals (AMHPs); the Voice, Influence and Change Team; the Integrated Disability Service in Integrated SEND services; the Systemic and Family Practice Team; and the Inclusion Team in Education.

Larger teams such as the Older People's Services in Adult Social Care and Support; Early Support, Family Help, Multi-Agency Child Protection and Leaving Care Teams in Children and Families and Attendance Team in Education already have strong local connectivity as they are arranged by or use a place / locality approach, which would continue under a single unitary council.

Currently, Employability and Skills operate as a county-wide service across Warwickshire, supporting both residents and businesses. This strategic scale is essential, as many of the projects within the service are funded through Government grants that use population size and geographical coverage as key eligibility criteria. Disaggregating the service across two smaller unitary authorities would risk making it ineligible for funding or significantly reducing the level of funding available which would result in a detrimental impact for Warwickshire. Even with strong partnership working between councils, accessing this funding would become more bureaucratic and time-consuming. This presents a considerable risk, as most funding streams are time-sensitive and require a high degree of flexibility in delivery.

Additionally, Warwickshire County Council has its own Warwickshire Property Development Group, which will deliver roughly 6% of the annual NPPF targets for Warwickshire over the next five years. However, in the case of disaggregation where the WPDG shareholdings would need to be split, the company's scale, reach and clarity of purpose would be affected, which could impact council bottom-line resourcing.

More information on the evidence base underpinning this analysis is available upon request.

Summary Options Appraisal for Alternative Models of Care

In the case of two unitary councils, an options appraisal has been undertaken to analyse the feasibility and impact of alternative models of care or partnership arrangements for Warwickshire adults and children's services. This has been developed using learning from the different partnership models already in place in Warwickshire, albeit on a much smaller scale, as well as in other areas. A summary is detailed below.

Model	Strengths	Weaknesses
Shared service or joint committee	<ul style="list-style-type: none"> In Warwickshire, this type of delivery model is already used for several specific services or partnerships including Adoption Central England (ACE) and Warwickshire Home Environment Assessment and Response Team (HEART). These use different models where staff are seconded into the shared service or recruited directly. It can centralise, improve efficiency, reduce costs, and standardise processes for functions like HR, finance, IT and other administrative tasks. 	<ul style="list-style-type: none"> Governance arrangements can be complex, and the accounting arrangement can vary depending on the model of sharing being employed. Actual versus notional pooled budgets continue to present challenges when partner organisations budgets are restricted.
Lead Authority Model	<ul style="list-style-type: none"> Centralised accountability Easier for recruitment and procurement Reduced duplication, particularly of management and supporting functions. 	<ul style="list-style-type: none"> If the agreed standards of services are not met, it might be more difficult to resolve problems. There may be tensions, especially if different local areas have different expectations or levels of performance.
Third party/ spin out company or outsourced	<ul style="list-style-type: none"> Works best where a legacy provider already operates quasi-independently, or where there is clear shared appetite for an arm's length solution. Provides the ability to manage services with greater innovation, including potentially being protected from having to achieve financial savings. 	<ul style="list-style-type: none"> This option involves more complex governance and reduced democratic control. Elected members will continue to be accountable and so need mechanisms to determine policy and hold providers to account.
Strategic Authority delegation	<ul style="list-style-type: none"> Would align social care, education and SEND with wider agendas (e.g. housing development, employment and skills). 	<ul style="list-style-type: none"> Unprecedented in terms of adult and children's social care, education or SEND. There is a risk of losing existing strong local connectivity within these services and place-based focus. Not clear that this option would be supported by Government Regulators and at present is not possible without a change in legislation.

		<ul style="list-style-type: none"> • Strategic Authority role is intended to operate on a more strategic basis, rather than operational. • Would involve additional layer of complexity and potential challenges around accountability.
Joint commissioning partnership	<ul style="list-style-type: none"> • Social care and health services are currently commissioned at county level to leverage purchasing power, while ensuring place-based delivery tailored to local needs. It enables efficient, responsive service provision across key areas like domiciliary care, CAMHS, and community equipment • WCC has formal delegation for joint, lead and integrated commissioning responsibilities on behalf of NHS partners in place. This activity is overseen by the Warwickshire Joint Commissioning Board. 	<ul style="list-style-type: none"> • Governance can be clunky, as each commissioned service often has its own Board to manage the jointly commissioned contract, as well as accountability to each funding organisation's governance arrangements. • The lead commissioner / organisation would need to agree to take on a lot of activity and responsibility on behalf of the other partner(s), which may not be fully resourced or funded.
Informal collaboration	<ul style="list-style-type: none"> • In Warwickshire, a range of informal collaborative partnerships and arrangements are in place across social care, education and SEND including: the Safer Warwickshire Partnership, MARAC, MAPPA, as well as informal commissioning arrangements relating to domiciliary care, continuing health care (CHC) and s117 and the Integrated Care Record with Coventry City Council and the NHS. • The benefits are that these arrangements are easy to establish and are good for innovation pilots such as the recent Discharge to Assess Community Recovery Service, and emerging arrangements for Integrated Neighbourhood Teams and Neighbourhood Health Services. 	<ul style="list-style-type: none"> • There is no legal basis to these arrangements and so they are not binding and commitments to them can be diluted or withdrawn, although many informal partnerships have some national frameworks for collaboration to guide them.
Full disaggregation	<ul style="list-style-type: none"> • There are benefits of retaining and transforming the current arrangements (as referred to the earlier comments above). • The benefits of full disaggregation include: 	<ul style="list-style-type: none"> • The main risks to social care, education and SEND services of disaggregation in a two unitary model relate to: <ul style="list-style-type: none"> ○ adding significant complexity and duplication into existing partnership, commissioning and joint working

	<ul style="list-style-type: none"> ○ Strong accountability and local leadership. ○ Services aligned with local needs. ○ Works best when new councils are distinct in geography, need and political ambition. 	<p>arrangements (as evidenced by the disadvantages to the alternative models above),</p> <ul style="list-style-type: none"> ○ the need to duplicate mandatory, specialist and management posts, many of which are already very difficult to recruit to particularly relating to children and families social care, SEND and education ○ challenges reacting to splitting small specialist services and not having sufficient critical mass to deliver these safely, with little to no flexibility or resilience, which is essential in demand led services such as the Inclusions Team in Education, ○ the significant additional set up, transition and running costs due to the duplication and complexity, ○ creating un-necessary additional boundaries which particularly impacts planning for new schools – which the new unitary councils would be responsible for commissioning / building despite admissions from both new council areas, school admissions, and home to school transport ○ reduced financial benefits due to reduced economies of scale, and ○ learning from other county councils which have been through disaggregation in terms of social care system records systems costs, determining which new unitary council should own/take responsibility for previous records, and the level of debt to be split across demand led services such as SEND. <p>The following opportunities would also not be maximised under a two unitary council model as some of the current challenges would continue:</p> <ul style="list-style-type: none"> • Lost opportunity to influence the wider determinants agenda - housing, leisure services and environmental health, income, etc, are critical factors that impact on health and wellbeing and an amalgamation of these
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		<p>functions will allow leadership based on evidence and expertise.</p> <ul style="list-style-type: none"> • Lost opportunity to reach more pragmatic solutions regarding residents with housing needs, particularly in relation to temporary accommodation, hospital discharge, homelessness and for issues relating to hoarding. This would benefit both adult social care and housing teams. • Lost opportunities to further review and maximise the impact of the new Accommodation Related Support Service.
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Further detail in support of this analysis is available on request.

Section 3

Public and Partner Engagement

3.1 The Future of Local Government in Warwickshire - Report of Voice of Warwickshire Survey Results - Executive Summary

3.2 The Future of Local Councils - Local Government Reorganisation and Devolution – Survey Results

3.3 Letters of support

The Future of Local Government in Warwickshire

Report of Voice of Warwickshire Survey Results

Executive Summary

A private online survey was hosted on the Citizen Space platform, Ask Warwickshire (www.warwickshire.gov.uk/ask), from 25th July 2025 until 25th August 2025. Members of the Voice of Warwickshire Panel were sent an email with a link to participate in the online survey, four reminder emails were sent during the live period. Those opting for paper-based surveys were sent paper surveys with a prepaid envelope in the post.

Respondents

There were 353 responses to the survey: a response rate of 38.5%; 350 responses were completed online, three were returned by post as paper copies. The place of residence of panel members responding to the survey is broadly similar to the distribution of residents aged 18 and over in Warwickshire, although respondents in Nuneaton and Bedworth Borough and North Warwickshire Borough were slightly underrepresented, and respondents in Warwick District were overrepresented. Age groups 18-49 were underrepresented, whereas those age 60-74 were overrepresented.

Your local area

When you think of your local area, which places comes to mind?

Overall, 46.2% (n=163) of respondents said they think of their “borough or district” as their local area, 33.1% selected “your neighbourhood”.

What do you love most about your local area?

The most common theme in response to this free-text question was “green spaces,” with 50.4% (n=178) of respondents giving an answer related to this theme. Other common themes were “community” (31.7%, n=112) and “local amenities” (21.0%, n=74).

What are the biggest challenges facing your local area?

The most common theme in response to this free-text question was “over development” (41.3%, n=142). Another common theme was “crime, anti-social behaviour and policing” (23.0%, n=79).

Council services in your local areas

Overall, how satisfied are you with the service provided by your councils?

In total, 42.8% (n=151) were very satisfied or satisfied with the service provided by their councils, 23.8% (n=84) were very dissatisfied or dissatisfied, 33.1% (n=117) were neither satisfied nor dissatisfied.

How satisfied are you with the following council services?

Community and Environmental services had the highest level of satisfaction and Road, Transport and Infrastructure, the lowest level of satisfaction.

	Respondents who have used service	Very satisfied or satisfied		Very dissatisfied or dissatisfied	
	Number	Number	%	Number	%
Community (such as libraries, museums, parks or playgrounds, shows or fun days and activities for young people and families)	324	196	60.5%	54	16.7%
Economic (such as for local business, grant funding, supporting local attractions, tourism)	285	74	26%	109	38.2%
Education (such as school admissions, or transport or educational needs)	248	84	33.9%	79	31.9%
Environmental (such as rubbish collection, recycling centres, street cleaning, environmental protection, flood protection, getting rid of pests)	352	199	56.5%	89	25.3%
Planning and building (such as planning applications, planning enforcement, building control/ safety, protecting old buildings, local development plans, affordable housing)	306	54	17.6%	183	59.8%
Public Health (such as drug or alcohol dependency support, health improvement programmes, sexual health services)	209	46	22%	69	33%
Regulatory functions (such as trading standards, licensing - taxis/ alcohol, food safety inspections, noise complaints, council tax, registering of birth, death or marriage)	288	95	33%	67	23.3%
Road, transport and infrastructure (such as local road repairs, pavement/ footpath repairs, streetlights, public toilets, car parks)	343	44	12.8%	255	74.3%
Social care and support (such as adult social care, children social services, safeguarding, support to vulnerable people, homelessness prevention)	213	31	14.6%	106	49.8%

What council services are working well in your local area?

The question was an open text box. The most common themes mentioned were waste and recycling (71.7%, n=220); green spaces and parks (17.3%, n=53) and libraries (10.7%, n=33).

What council services do you think could be improved in your local area?

The next question asked respondents what council services they thought could be improved in their local area. The answer was an open text box, and 91.5% (n=323) people responded. Overall road maintenance/ management was mentioned by 37.2% (n=120) respondents, with 19.5% (n=63) mentioning maintenance of public areas and 12.4% (n=40) mentioning planning enforcement.

How strongly do you agree or disagree that your councils provide good value for money?

Overall, 21.5% (n=76) indicated they strongly agreed or agreed that their councils provide good value for money, 39.9% (n=141) said they strongly disagreed or disagreed, with 38% (n=134) advising they neither agreed nor disagreed. A total of 42.8% (n=151) of respondents provided further information

on their answer in the free text box. The most common themes were tax too high (15.2%, n=23), confirm councils provide good value for money (13.9%, n=21) and poor services (10.6%, n=16).

If you needed to contact your council, how would you prefer to do it?

More than one response could be selected; 75.1% (n=265) of respondents selected email, 60.6% (n=214) selected telephone and 40.8% (n=144) selected in person visit/ meeting. A total of 49 respondents added a comment in the open text box; seven respondents mentioned “no automated systems” and seven respondents mentioned “regular open meetings”.

Having your say

How important is it for you to have a say on how local services are delivered?

Most respondents, 92.1% (n=325) indicated it is very important or important to have a say on how local services are delivered.

How would you like to have your say on how local services are delivered?

More than one response could be selected. Overall, 80.9% (n=283) advised selected surveys, 54.6% (n=191) selected in person events/ meetings and 48.3% (n=169) selected polls. Within the open text box for other responses, eight respondents mentioned “to ensure hear from all”

What would encourage you to participate more in local council decision making

This was a free text question. A common theme was that respondents would participate more if they were confident that they were listened to (33.7%, n=102). In addition, 12.5% (n=38) mentioned communication and feedback and 7.9% (n=24) mentioned making it easy.

Opportunities and challenges of local government reorganisation

What opportunities do you think local government reorganisation in Warwickshire could bring?

This was a free text question. The most common theme related to saving money/ efficient use of resources 41%, (n=128) followed by 17.6% (n=55) of respondents mentioning that there were no opportunities and 16% (n=50) mentioning improved services.

What worries you most about local government reorganisation in Warwickshire? Are there any challenges or risks you want to highlight?

This was a free text question. The most common themes were lack of local knowledge (37.7%, n=122); unfair divide of resource/ funding (13.9%, n=45) and cost (11.7%, n=38).

What are your top three priorities when it comes to reorganising councils in Warwickshire?

A list of themes was presented with description of the theme. Responses listed in order of those prioritised most frequently were:

- “Value for money” - selected by 60.6% (n=208)
- “Accountability” - selected by 59.2% (n=203)

- “Access to services” - selected by 42.9% (n=147)
- “Service quality” - selected by 41.1% (n=141)
- “Representation” - selected by 23.9% (n=82)
- “Community engagement” - selected by 22.7% (n=78)
- “Strong financial resilience and sustainability” - selected by 19.8% (n=68)
- “Ability to attract investment and deliver economic growth in Warwickshire” - selected by 12% (n=41)
- “Innovation” - selected by 5% (n=17)
- “Other” - selected by 2.6% (n=9)

The Future of Local Government in Warwickshire

Report of Survey Results

Executive Summary

A public online survey hosted on the Citizen Space platform, Ask Warwickshire (www.warwickshire.gov.uk/ask), was open from 25th July 2025 until 25th August 2025. There was an option to request a paper version of the survey, or the survey in an alternative format and people were also able to respond directly via email. extensively through the County Council's internal and external communication channels.

Respondents

There were 857 responses received. Most respondents (n=790, 92.2%) indicated that they were a Warwickshire resident, with the next highest group indicating they were a council employee (n=77, 9.0%). Of the 790 respondents selecting they were a Warwickshire resident; the highest proportion of responses was from residents of Warwick District (34.3%, n=271), followed by 26.7% (n=211) of responses from residents of Stratford-on-Avon District. Respondents aged 16-39 years of age were underrepresented in the survey responses.

Benefits of bringing all council services together under one or more unitary councils for Warwickshire

The main themes with regards to benefits were:

- Potential for cost savings including savings made by streamlining services and reducing duplication of services such as administration and support services, or savings made by consolidating assets, and savings made due to economies of scale.
- Potential for improved and more efficient ways of working including improved integration across councils and departments leading to better services and more efficient ways of working; having one vision and unified strategies and policies that cover Warwickshire; and improvements to the workforce and use of technology.
- Potential for improved interaction with residents due to a simpler structure. The current structure of two/three tiers of councils is confusing to residents with regards to who is responsible for what service. A unitary model would make contacting the council much easier with potentially one point of contact and reduction of signposting between authorities. In addition, clearer routes to enable engagement and potential to enable better engagement between residents and the council.
- Potential for simpler governance and control. The way councils operate being much more transparent due to reduced numbers of councils, and improved accountability of officers, services and elected members. In addition, a less complicated hierarchical structure and simpler decision making process, and potentially fewer councillors.
- Potential for more consistent and equitable delivery of services across Warwickshire.

Some respondents felt that there no benefits or took the opportunity to mention concerns. In addition, some respondents gave their views on the proposed LGR models (single unitary or two unitaries) or mentioned other potential models.

Concerns of bringing all council services together under one or more unitary councils for Warwickshire

The main themes relating to concerns were:

- Loss of local understanding, local focus, the representation of local areas and the presence of council buildings and offices in local areas.
- Concerns about how local government reorganisation would be implemented, including costs of implementation and challenges associated with integration and transition. Job losses and impact on staff morale, along with loss of experience and knowledge in the workforce, were commonly mentioned.
- Concerns about the ability of a unitary council or council to understand and cater for differences in communities and their needs across Warwickshire in general but also differences between communities in the north and south of Warwickshire.
- Concerns about the impact of local government reorganisation on the delivery of services including disruption to services and inequalities in service delivery.
- Concerns about how funding would be distributed across Warwickshire and that this may be unfair.
- Concerns about governance and control particularly around reduced accountability, increased bureaucracy and power being with too few decision makers.
- Concerns relating to communication and engagement with residents, both increased difficulties in contacting the council and perceived fewer opportunities for engagement with the council or reduced communication from councils.

In addition, some respondents gave their views on the proposed LGR models (one unitary councils or two unitary councils) or mentioned other potential models. Some respondents said they had no concerns.

Importance of considerations for how any future unitary council (s) in Warwickshire should operate

Respondents were asked to indicate the importance of several themes in thinking about how any future unitary council(s) in Warwickshire should operate. The themes which the highest proportion of respondents felt were either very important or important related to money: "Making sure the council manages money well so it can keep providing services in the future" (95.9%, n=822) and "Working efficiently to save money and provide good, reliable services for everyone" (93.9%, n=805). The theme that the highest proportion of respondents (7.8%, n=67) felt was not at all important was "Making it easier for you to find and use council services in one place".

	Very important	Important	Neither important nor unimportant	Slightly important	Not at all important	Not answered
Making it easier for you to find and use council services in one place	40.0%	34.3%	9.8%	6.9%	7.8%	1.2%
Making sure the council is visible and available in your local community	62.7%	25.7%	4.6%	3.7%	2.7%	0.7%
Giving you options about how you want to contact or interact with the council (online, phone, in person, etc.).	48.0%	34.2%	9.3%	5.0%	2.3%	1.2%
Making sure the council manages money well so it can keep providing services in the future	77.9%	18.0%	1.3%	0.9%	1.2%	0.7%

Working efficiently to save money and provide good, reliable services for everyone	72.7%	21.2%	2.3%	1.6%	1.4%	0.7%
Making decisions in a way that's easy to understand and where it's clear who is responsible.	64.8%	27.9%	4.1%	1.5%	0.9%	0.8%
Involving local people in decisions that affect their area	71.1%	21.8%	3.2%	2.0%	1.5%	0.5%
Finding new and better ways to do things, including using the latest technology	44.5%	35.7%	11.4%	5.8%	2.2%	0.4%
Working together with other public services like the police and NHS to give you better, more joined-up support	63.6%	26.1%	4.9%	2.3%	2.0%	1.1%

Further comments

Finally respondents were asked, *"Is there anything else you would like to say about how local government in Warwickshire can work better for you and your community in the future?"*.

The main themes derived from responses focused on:

- a desire for improved engagement and communication with residents and stakeholders including reducing confusion that is caused by the current two-tier structure,
- further responses about local government reorganisation in general and the proposed models or alternative models,
- service delivery including ensuring needs of residents are met, improving collaboration between organisations/partners, efficient use of resources, and reducing bureaucracy,
- local needs, local representation and local decision making including comments on the role of elected members and parish councils, and
- a desire to monitor the impact of local government reorganisation.



Town and Parish Councils Local Government Reorganisation and Devolution

Produced by Business Intelligence
Warwickshire County Council
October 2025

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Executive summary

A survey was carried out to support the county council and borough and district councils in gaining a clearer understanding of the views of town and parish councils and parish meetings on local government reorganisation and devolution. Town and parish councils and parish meetings in Warwickshire were sent the survey to complete online via Microsoft forms during September 2025.

Town and parish councils/ meetings represented

There were 55 responses to the survey, with some councils submitting more than one response. In total, 49 town and parish councils or meetings were represented.

General awareness and understanding of local government reorganisation and devolution

How well informed do you feel about matters relating to Local Government Reorganisation?

- 40.0% (n=22) of respondents felt very well informed or informed, 54.5% (n=30) felt somewhat informed and 5.5% (n=3) felt poorly informed

How well informed do you feel about matters relating to Devolution?

- 29.7% (n=16) felt very well informed or informed, 46.3% (n=25) felt somewhat informed and 24% (n=13) felt poorly informed

Sources of information

Which sources of information have informed your understanding regarding Local Government Reorganisation and Devolution?

- Respondents were asked to select all options that applied. The most common options selected were:
 - 78.2% (n=44) selected "Borough or District Council"
 - 67.3% (n=37) selected "County Council"
 - 52.7% (n=29) selected "Warwickshire Association of Local Councils"

Are there any other information sharing avenues that you would like us to explore?

- 22 respondents answered this open question. Common themes were:
 - "Direct contact with parish councils" (40.9%, n=9)
 - "More information needed" (18.2%, n=4)

Opportunities and options – parishing areas that are currently not parished

Would your Council/Meeting support the idea of parishing those areas of Warwickshire that are currently non-parished (Nuneaton and Bedworth, and Rugby Town)

- 49.1% (n=27) would strongly support or support, 47.3% (n=26) would neither support nor oppose and 3.6% (n=2) would oppose. No respondents selected strongly oppose.
- The main themes of free text comments regarding parishing non-parished areas were:
 - Benefits of parishing – improved connection and engagement with local communities (n=13)
 - Non-parished areas need to decide (n=6)
 - Suggestion for areas to join with other parishes (n=4)
 - Need for more information (n=4)

Opportunities and options – the introduction of area committees and local community boards/ networks

Would your Council/Meeting support the (re)introduction of Area Committees

- 49.1% (n=27) would strongly support or support, 45.5% (n=25) would neither support nor oppose and 5.4% (n=3) would strongly oppose or oppose
- The main themes of free text comments regarding area committees were:
 - Need for more information/ clarity on area committees (n=18)
 - Importance of local representation (n=9)
 - Area committees would need a clear purpose and governance (n=7)
 - Proposed size of area committees is too large (n=5)

Would your Council/Meeting support the introduction of local Community Boards or Networks

- 47.3% (n=26) would strongly support or support, 45.5% (n=25) would neither support nor oppose and 7.2% (n=4) would strongly oppose or oppose.
- The main themes of free text comments regarding local community boards or networks were:
 - More information required (n=14)
 - Clear purpose and objectives needed (n=6)
 - Benefit of ensuring local representation (n=5)
 - Support for local community board or networks (n=5)

Opportunities and options- options for devolved functions and services

To what extent do you agree or disagree that having a list of options for devolved functions and services would add clarity regarding what functions and services are being referred to, and the circumstances in which they might be devolved

- 72.8% (n=40) strongly agreed or agreed, 18.2% (n=9) neither agreed nor disagreed and 9.1% (n=5) strongly disagreed or disagreed
- The main themes of free text comments regarding options for devolved functions and services were:
 - Beneficial for planning ahead (n=15)
 - Concerns about capacity and resources (n=8)
 - More information required (n=7)

Opportunities and challenges – Local Government Reorganisation

What does your Council/Parish Meeting perceive to be the key opportunities associated with Local Government Reorganisation and the potential devolution of services

- The main themes of free text comments regarding opportunities associated with LGR and devolution of services were:
 - No opportunities or benefits (n=12)
 - Financial benefits (n=9)
 - Improved response to local issues (n=8)
 - More information required/uncertainty (n=6)
 - Local engagement and decision making (n=6)

What does your Council/Parish Meeting perceive to be the key challenges/risks associated with Local Government Reorganisation and the potential devolution of services, acknowledging that financial considerations will always play a significant role

- The main themes of free text comments regarding challenges/risks associated with LGR and devolution of services were:
 - Financial challenges (n=20)
 - Concerns regarding capacity and resources of town and parish councils (n=19)
 - Loss of local representation (n=12)
 - Impact on volunteers and councillors (n=11)
 - Risks of not having a clear plan (n=6)
 - Further information required (n=6)

Background

A survey was carried to support the county council and borough and district councils in gaining a clearer understanding of the views of town and parish councils and parish meetings on local government reorganisation and devolution. The findings will help to understand the needs, opportunities and challenges faced by local councils and meetings in relation to proposed changes.

Method

An online survey was hosted on Microsoft Forms and a private link emailed to all town and parish councils and parish meetings. The survey ran from 29 August to 26 September 2025. A reminder email was sent on 10th September to councils/meetings who had not completed the survey.

Quantitative results have been analysed, and open text responses have been themed and are displayed in Tables 1 to 7.

Appendix 1 provides the survey questions.

Results

There were 55 responses to the survey, one was submitted via email on a copy of the survey. Fifty of the responses were from clerks on behalf of parish councils and parish meetings, five were responses providing the views of individuals. More than one response was received from four parish/ town councils (Brinklow, Curdworth, Kenilworth and Wolverton).

Town and parish councils/meetings represented

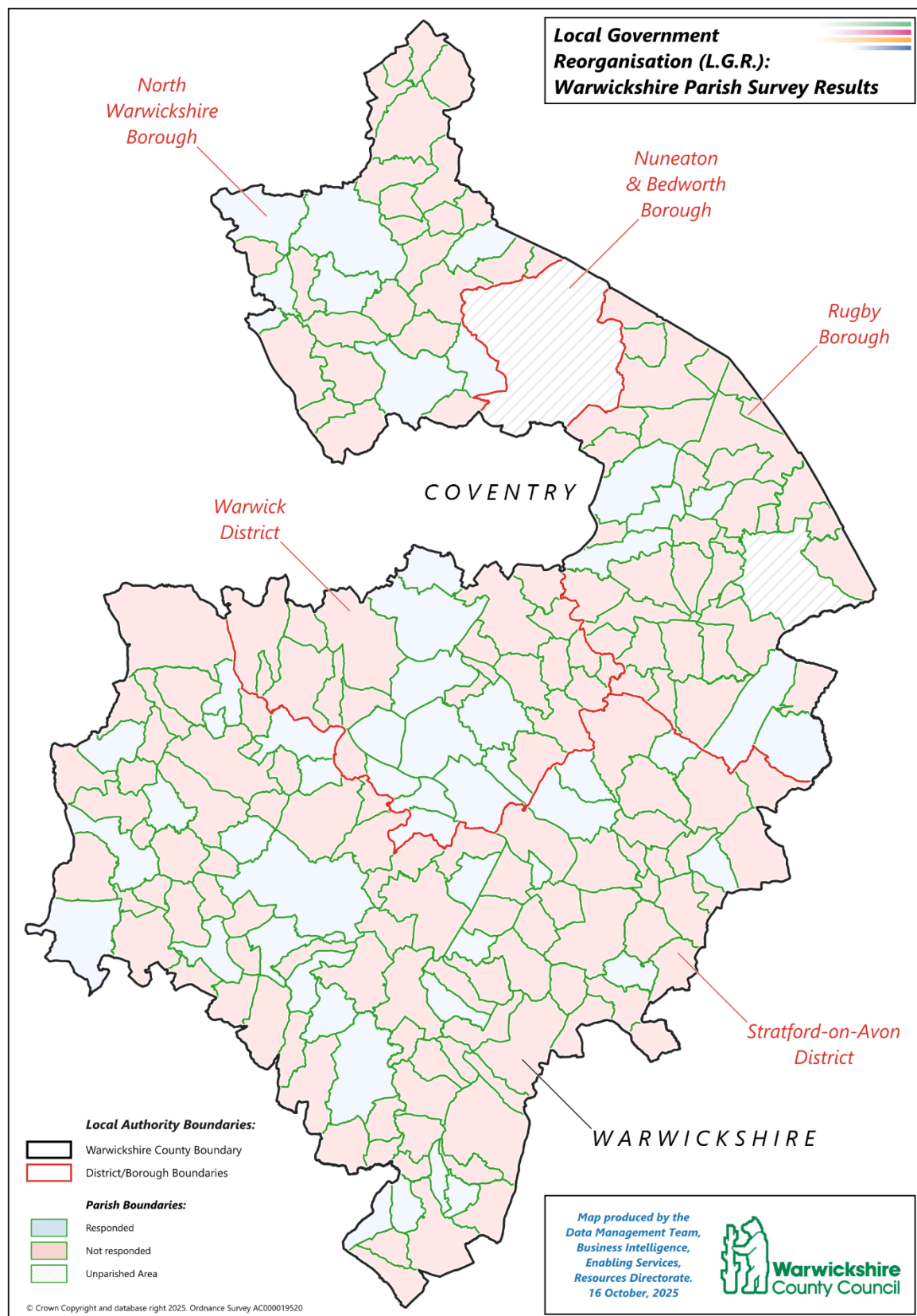
The first questions asked for names and email addresses, to collate who had responded to the survey. The next question asked respondents which town or parish council/meeting they were representing. Table 1 lists the councils represented and figure 1 shows a map of Warwickshire with the town and parish meeting/ councils that have been represented in survey responses.

Table 1: Town or parish meeting/ council represented in survey responses

Borough or District	Number of responses	Town or parish meeting/ council
North Warwickshire Borough	8	Astley Parish Council Curdworth Parish Council Fillongley Parish Council Kingsbury Parish Council Mancetter Parish Council Middleton Parish Council

		Nether Whitacre Parish Council Water Orton Parish Council
Rugby Borough	6	Brandon & Bretford Parish Council Brinklow Parish Council Combe Fields Parish Council Easenhall Parish Council Grandborough Parish Council Wolfhampcote Parish Council
Stratford-on-Avon District	26	Alcester Town Council Avon Dassett Parish Council Beaunesbury and Henley in Arden Parish Council Cherington and Stourton Joint Parish Council Claverdon Parish Council Clifford Chambers & Milcote Parish Council Combroke Parish Council Great Alne Parish Council Harbury Parish Council Moreton Morrell Parish Council Pillerton Priors Parish Council Preston on Stour Parish Council Priors Hardwick Parish Council Salford Priors Parish Council Stratford-upon-Avon Town Council Stockton Parish Council Studley Parish Council Tanworth in Arden Residents Association The Wolfords Joint Parish Council Tredington Parish Council Ufton Parish Council Upper Lighthorne Parish Council Welford on Avon Parish Council Wilmcote Parish Council Wolverton Parish Council Whitchurch Parish Meeting
Warwick District	9	Barford, Sherbourne and Wasperton Joint Parish Council Bishop's Tachbrook Parish Council Budbrooke Parish Council Burton Green Parish Council Kenilworth Town Council Leek Wootton and Guy's Cliffe Parish Council Royal Leamington Spa Town Council Warwick Town Council Whitnash Town Council

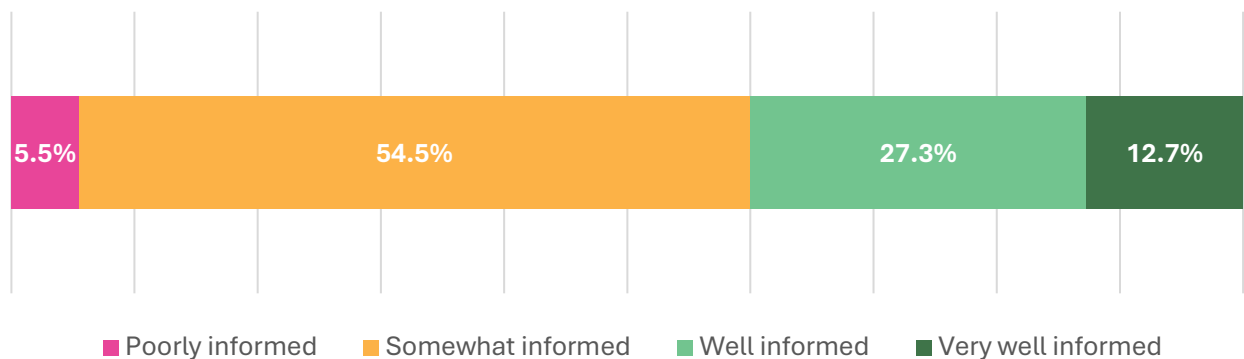
Figure 1: Town or parish meeting/ council represented in survey responses



General awareness and understanding of local government reorganisation and devolution

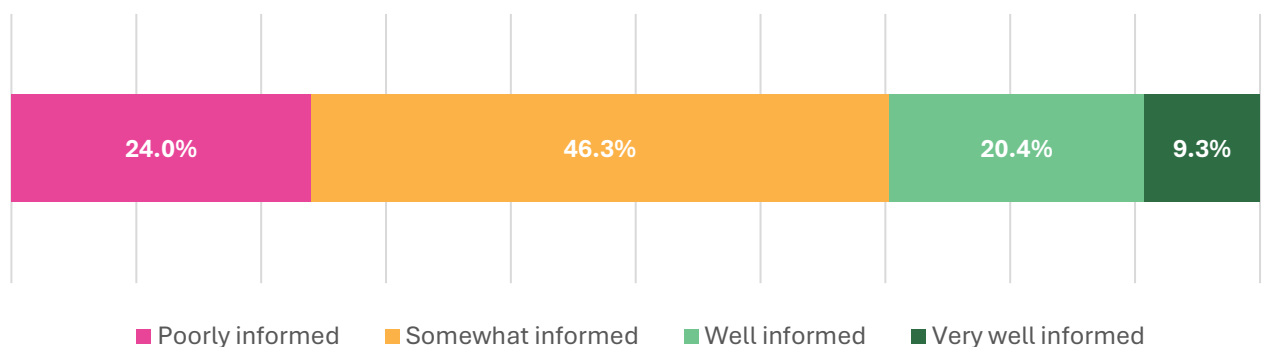
Respondents were asked how well informed they felt about local government reorganisation; all 55 respondents answered this question. As shown in Figure 2, 40% (n=22) advised very well informed or informed, 54.5% (n=30) advised somewhat informed and 5.5% (n=3) advised poorly informed.

Figure 2: Percentage responses to “How well informed do you feel about matters relating to Local Government Reorganisation?”



The next question asked respondents how well informed they felt about matters relating to devolution. A total of 98.2% (n=54) respondents answered this question. Figure 3 shows that 29.7% (n=16) indicated they felt very well informed or informed, 46.3% (n=25) felt somewhat informed and 24% (n=13) felt poorly informed.

Figure 3: Percentage responses to “How well informed do you feel about matters relating to Devolution?”



Sources of information

Respondents were asked which sources of information have informed their understanding, responses are shown in Figure 4. All 55 respondents answered the question, respondents were asked to select sources that they have used from a listed provided – they could also select “Other” and add other sources. Overall, 78.2% (n=43) of respondents selected “Borough or District Council”, 67.3% (n=37) selected “County Council”, and 52.7% (n=29) selected “Warwickshire Association of Local Councils”. Seven respondents selected “Other” – other sources included CIPFA (Chartered Institute of Public Finance and Accountancy), Government pages, District Councillor, discussion with officer at Stratford DC, legal opinions, BBC and social media.

Figure 4: Number of responses to “Which sources of information have informed your understanding regarding Local Government Reorganisation and Devolution?”

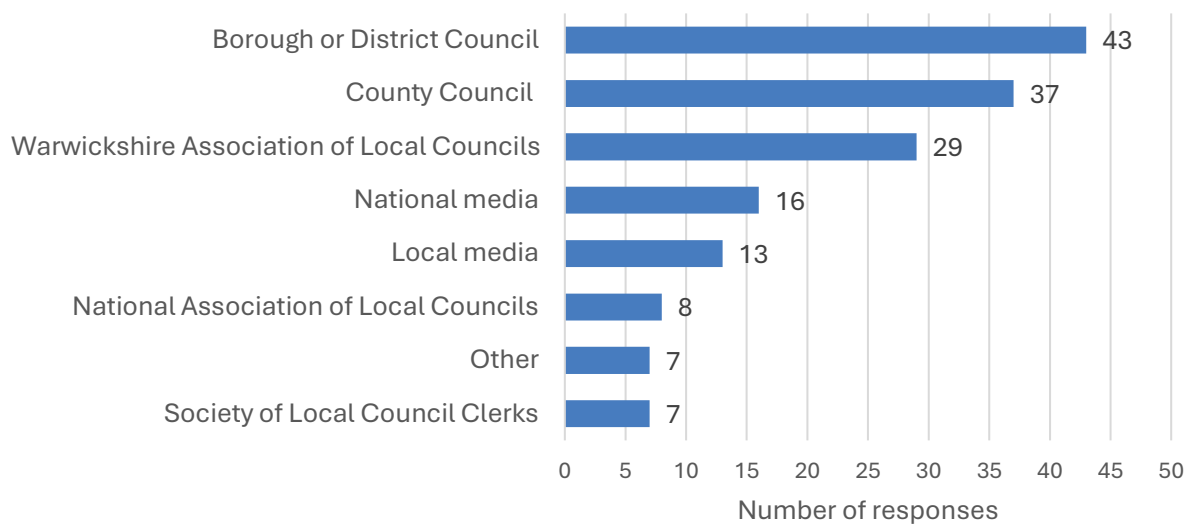


Table 2 shows the themes of responses to the following question “are there any other information sharing avenues you would like us to explore”. Twenty-two (40.7%) respondents answered this question. Overall, 40.9% (n=9) provided a comment related to the theme “direct contact with parish councils” and 18.2% (n=4) provided a comment related to “more information needed”.

Table 2: Themed responses to “Are there any other information sharing avenues that you would like us to explore?”

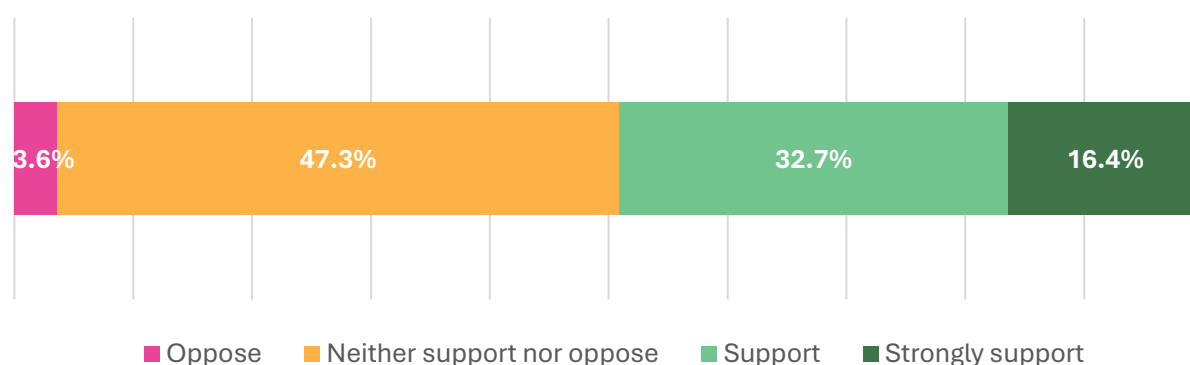
Theme	Number of responses	Responses
Direct contact with Parish Councils	9	<i>“Come to parish councils and present your plans”</i> <i>“Regular newsletters, blogs, opted pieces from respected LGA leaders and more regular briefing calls”</i>
More information needed	4	<i>“Not until some decisions have been made and we understand what we need to work towards”</i>
Social media	2	<i>“Social media”</i> <i>“Online social media from authoritative sources”</i>
Lesson learnt from other Councils	2	<i>“Other recently created Unitary Authorities, to learn lessons”</i>

Other information avenues mentioned by one respondent included: public meetings, CIPFA (Chartered Institute of Public Finance and Accountancy), direct email, central government and local news.

Opportunities and options – parishing areas that are currently non-parished

The next question asked if respondents would support the idea of parishing areas of Warwickshire that are currently non-parished (Nuneaton, Bedworth, and Rugby Town). All respondents answered the question. Figure 5 shows that 49.1% (n=27) of respondents would strongly support or support parishing non-parished areas, 47.3% (n=26) would neither support nor oppose and 3.6% (n=2) would oppose. No respondents selected strongly oppose as an option.

Figure 5: Percentage responses to “Would your Council/Meeting support the idea of parishing those areas of Warwickshire that are currently non-parished (Nuneaton, Bedworth, and Rugby Town)?”



Respondents were given the opportunity to further explain their thinking regarding parishing non-parished areas. Thirty-three responses were received; 39.4% (n=13) provided comments relating to a potential benefit of parishing being improved connection and engagement with local communities, 18.2% (n=6) provided comments suggesting that non-parished areas need to make the decision on parishing, and 12.1% (n=4) provided comments suggesting joining of parishes/non-parishes.

Table 3: Themed responses to “Please use below space to expand on your thinking regarding parishing non-parished areas”

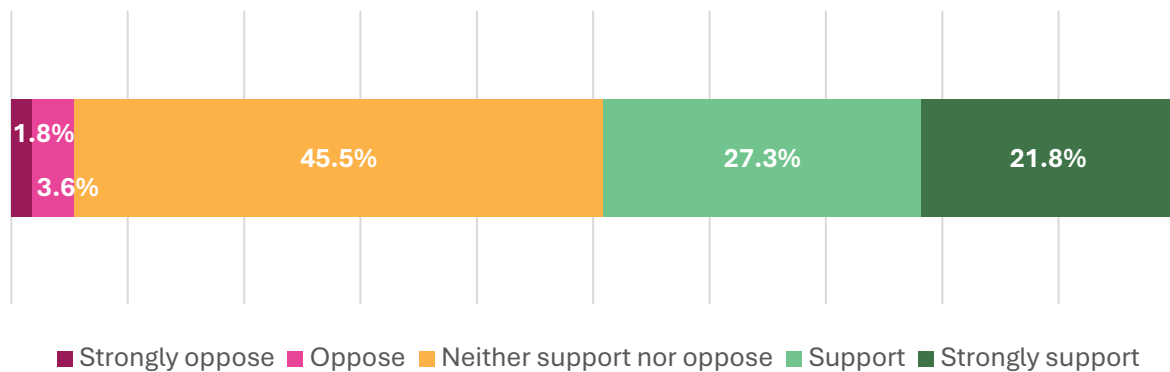
Theme	Number of responses	Example of responses
Benefit of parishing – improved connection and engagement with local communities	13	<p><i>“Parishing is all about effective local community engagement that is substantially non-political”</i></p> <p><i>“Opportunity for residents to contribute to service provision in their local area. Local interests need to be represented and protected”</i></p> <p><i>“Parish Councils are hyper-local, responsive to immediate needs and concerns. Councillors are also much more available to residents and issues can be dealt with quickly”</i></p>
Non-parished areas need to decide	6	<p><i>“Give the opportunity to the residents affected to understand the options, the responsibilities and question how the implementation might happen and be funded”</i></p> <p><i>“Would be an issue for local choice in those areas”</i></p>
Suggestion for areas to join with other parishes	4	<p><i>“It may be advantageous for non parished communities to join with neighbouring parishes for community benefit and support”</i></p>
Need more information	4	<p><i>“Difficult to understand the issues until we have an understanding of the way forward”</i></p> <p><i>“I’m uncommitted as I’d like to understand on its implications/benefits.”</i></p>
Considerations/ practicalities of becoming a parished council	3	<p><i>“Functions must be identified and advice from informed sources e.g. Arnold Baker and WALC should be followed”</i></p> <p><i>“Would suggest good justification is needed to warrant effort/costs to make the change”</i></p>
Support all areas having a parish council/ ensures consistent approach	3	<p><i>“All areas should have Parish Councils or Town Councils to provide local level information, support and decision-making”</i></p> <p><i>“This would provide a consistent approach in respect of the services delivered by existing parish councils and would help give more localized voice and views”</i></p>

Unsure	2	<i>"Unclear on impact"</i>
Financial considerations	2	<i>"Appropriate finance must be provided from within existing budgets and there should be no additional impact on the Council Tax levy"</i>
Difficulty recruiting to parish councils	2	<i>"It is difficult to find Parish councillors, I wouldn't want to impose that task on to another area"</i>

Opportunities and options – the (re) introduction of Area Committees

The (re)introduction of Area Committees, delegating some powers and possibly budgets to these committees, is being considered. Respondents were asked, "Accepting that much will depend on the detail of exactly what powers and level of budget might be delegated, would your town or parish Council/Meeting support the (re)introduction of Area Committees in principle?". Figure 6 shows that half of respondents, 49.1% (n=27) strongly support or support the re-introduction of Area Committees, 45.5% (n=25) would neither support nor oppose and 5.4% (n=3) would strongly oppose or oppose. All 55 respondents answered this question.

Figure 6: Percentage of responses to "Accepting that much will depend on the detail of exactly what powers and level of budget might be delegated, would your Council/Meeting support the (re)introduction of Area Committees in principle?"



Respondents were provided with a free text box to share their thoughts about the (re)introduction of Area Committees. The responses have been themed and are shown in Table 4. A total of 67.3% (n=37) respondents answered this question. Almost half 48.6% (n=18) provided a comment relating to needing more information; 24.3% (n=9) provided a comment relating to importance of local representation; and 18.9% (n=7) provided a comment relating to Areas Committees needing to have a clear purpose and governance.

Table 4: Themed responses to “Please use the below space to expand on your thinking regarding (re)introduction of Area Committees”

Theme	Number of responses	Example of responses
Need for more information/ clarity on Area committees	18	<p><i>“Without any information on what powers would be delegated, or what the budget levels associated with these delegated responsibilities may be, it is impossible to debate this possibility, and as such impossible to endorse or otherwise this principle”</i></p> <p><i>“We need more details on this before deciding whether to support this or not.”</i></p> <p><i>“The overall perceived benefit of Area Committees must be defined”</i></p>
Importance of local representation	9	<p><i>“Local voice and view will be very important”</i></p> <p><i>“This will enable local feedback for local issues”</i></p> <p><i>“It is always best when decisions can be made locally”</i></p>
Area Committees would need a clear purpose and governance	7	<p><i>“The powers, accountability and reporting lines need to be made clear, otherwise the Area Committees could be simply a talking shop”</i></p> <p><i>“An Area Committee will need to have clear functions, delegated authority and budget specifically relating to the Area in question”</i></p>
Proposed size of Area Committees is too large	5	<p><i>“The recommended size is too large to deliver localism, and the name does need to be reconsidered to avoid comparison with historical area committees”</i></p> <p><i>“The danger is that the area would be dominated by others who might not share our values and priorities”</i></p>
Support for Area committees	4	<p><i>“Sound like a good idea to make sure grassroots democracy and real connection to local needs and issues”</i></p> <p><i>“Having a body with more local oversight would be beneficial for us”</i></p>
LGR model comment	3	<i>“Would not want a single unitary council”</i>
Financial considerations needed	2	<i>“The method and source of funding must be identified before a decision can be taken”</i>
Capacity to operate	2	<i>“Capacity would need to be clearly stipulated to make sure that they match resources and available funding”</i>
Clarification on survey question and	1	<i>“Having attended the Town and Parish Council LGR Working Group on 17th September, we now understand that the Area Committees referred to are intended to cover</i>

information provided		<p>150,000 to 250,000 residents. We also understand that members of the Committee will be drawn from elected Unitary Councillors for the particular Area.)</p> <p>With respect, this was not clear from the survey question and therefore the answers you have received should be assessed accordingly. The term "Area Committee" has been used in the past for various council groupings, and we are not sure that every respondent to this survey will have appreciated what is proposed."</p>
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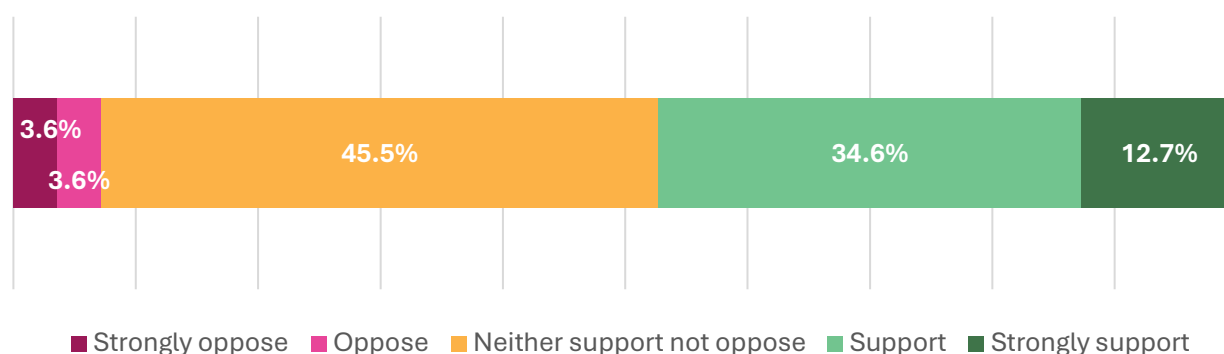
Themed responses provided by one respondent included: treat all partners equally.

Opportunities and options – the introduction of local Community Boards or Networks

Respondents were advised that the introduction of local Community Boards or Networks, is being considered, providing an opportunity for identification, discussion, and escalation of locally important priorities, a vehicle for information flow between the new unitary Council(s) and other partners such as the Police and Health. Potentially, existing partnerships and associations could fulfil the role of local Community Boards and Networks.

Respondents were asked if they would support the introduction of local community boards or networks, all 55 respondents answered the question. A total of 47.3% (n=26) would strongly support or support local community boards or networks, 45.5% (n=25) would neither support nor oppose and 7.2% (n=4) would strongly oppose or oppose. Responses are shown in Figure 7.

Figure 7: Percentage of responses to “Would your Council/Meeting support the introduction of local Community Boards or Networks”



Respondents were asked to expand on their thinking regarding the introduction of local community boards or networks. Comments were received from 61.8% (n=34) of respondents, these have been themed and are shown in Table 5. Overall, of those who responded, 38.2% (n=14) made a comment relating to more information being required, 17.6% (n=6) made a comment relating to requiring a clear purpose and objectives, and 14.7% (n=5) provided comments advising of the benefit of ensuring there was local representation.

Table 5: Themed responses to “Please use below space to expand on your thinking regarding the introduction of local Community Boards or Networks”

Theme	Number of responses	Example of responses
More information required	14	<p><i>“We need more details on this before deciding whether to support this or not.”</i></p> <p><i>“I don’t know enough about what these committees would be expected to do and how they would work with existing/proposed statutory bodies”</i></p> <p><i>“I do not understand what these will consist of”</i></p>
Clear purpose and objectives needed	6	<p><i>“Depends on operational arrangements and terms of agreement”</i></p> <p><i>“As long as it works efficiently and it's not just a meeting where people share updates that could have been given in an email”</i></p> <p><i>“There must be a clear role for the Community Board with functions and proper resource from officers otherwise these will become “talking shops”. It would certainly be possible for the Community Board to have delegated functions and a budget.”</i></p>
Benefit of ensuring local representation	5	<p><i>“If the District Council, no longer exists then it is essential that there is respected representation to voice local concerns and issues”</i></p> <p><i>“Sharing local issues would be key”</i></p>
Support for local community boards or networks	5	<p><i>“In principle, we can see the benefits of this structure working in a particular way</i></p> <p><i>“Will enhance effective scrutiny and finances”</i></p> <p><i>“Having a body with more local oversight would be beneficial for us”</i></p>
Oppose local community boards or networks	4	<p><i>“System needs simplification and democratisation - not more complexity”</i></p> <p><i>“This is parish council's responsibility - whether they do it or not is a different matter”</i></p>
Difference clarified between area committees and local boards/ networks	3	<p><i>“Why would we have both Area Committees and Local Board or Networks?”</i></p> <p><i>“The difference between Area Committees and Local Community Boards or Networks needs to be clearly defined before any decisions are made on their suitability”</i></p>
LGR model comments	3	<p><i>“We will have a better idea on the tasks ahead once the new Unitary Councils have been formed”</i></p>

Collaborative working	3	<i>"The current partnership arrangements in place between district councils and partners work well and should be maintained in the new system"</i>
Capacity of parish council	2	<i>"Parish Councils are volunteer led organisations often secondary to other commitments. Therefore, capacity needs to be considered with devolved activities and is essential to ensure they can be managed at Parish level."</i>

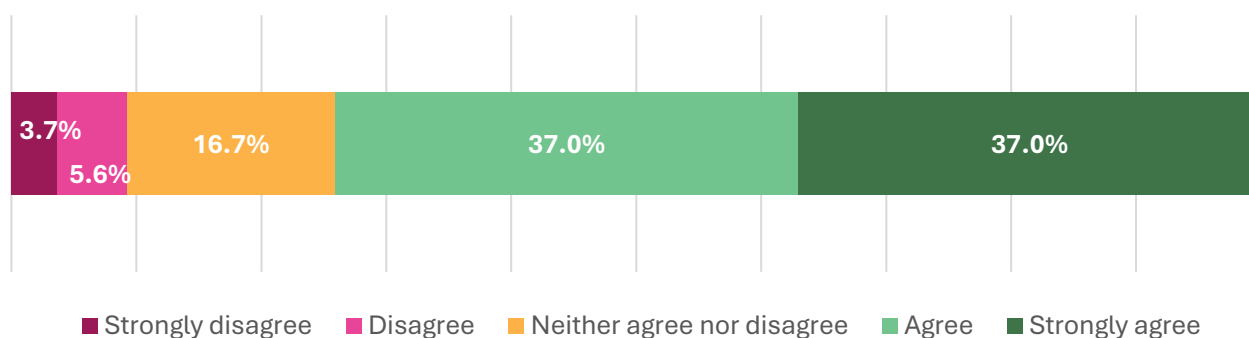
Themes mentioned by one respondent included: "discussion is not action".

Opportunities and options – options for devolved functions and services

The creation of options for devolved functions and services, including possible transfer of assets, is being explored. This approach recognises that local councils have varying circumstances, capacities, and appetite in taking on additional responsibilities. A clearly defined list of options would help clarify which functions and services are being considered for devolution, and under what conditions they might be devolved.

Respondents were asked if they would agree or disagree with having a list of options. Overall, 72.8% (n=40) of respondents strongly agreed or agreed, 18.2% (n=10) neither agreed nor disagreed and 9.1% (n=5) strongly disagreed or disagreed. The results are shown in Figure 8 below, all 55 respondents answered this question.

Figure 8: Responses to "To what extent do you agree or disagree that having a list of options for devolved functions and services would add clarity regarding what functions and services are being referred to, and the circumstances in which they might be devolved?"



Respondents were given the opportunity to add any comments regarding their thinking whether a list of options for devolved functions and services would be beneficial or not. All responses have been themed and are shown below in Table 6. Over half of respondents (58.2%, n=32) provided a comment; 46.9% (n=15) of these suggested a list would be beneficial particularly for planning ahead, whilst 25.0% (n=8) of comments raised concerns about capacity and resources required to support devolved functions and 21.9% (n=7) indicated that "more information" was needed.

Table 6: themed responses to “Please use below space to add any comments regarding your thinking around whether a list of options for devolved functions and services would be beneficial or not”

Theme	Number of responses	Example of responses
Beneficial for planning ahead	15	<p><i>“This list of options is essential so that parishes can have the maximum time to consider their options”</i></p> <p><i>“This is an essential piece of the jigsaw for parish and town councils as it will provide clarity and an understanding of the scope and scale of what functions and services they may be required to take on. This information should be provided as soon as possible to enable maximum time for parishes to consider their position”</i></p>
Concerns about capacity and resources	8	<p><i>“It needs to be considered that Councillors are volunteers who put themselves forward to carry out tasks on behalf of the Parish. They are probably not skilled in the areas which may become devolved and do not wish to take on the additional responsibilities. Please remember we are all volunteers”</i></p> <p><i>“When community assets and services are devolved, financial support particularly for ongoing costs are not properly considered”</i></p>
More information required	7	<p><i>“We do not have enough information to form the basis of an answer or make an informed decision”</i></p> <p><i>“Clarification needed”</i></p>
Control over local assets	3	<i>“Residents should have local assets retained for them”</i>
Questions on practicalities of devolved services	2	<i>“Depends on operational arrangements and terms”</i>

Responses provided by one included: “council and district to lead”, “equality”, “lack of powers to complete the questions” and “not beneficial”.

Opportunities and challenges – Local Government Reorganisation

Respondents were asked “What does your Council/Parish Meeting perceive to be the key opportunities associated with Local Government Reorganisation and the potential devolution of services?”. The responses have been themed and are shown below in Table 7. All 55 respondents provided an answer to this question. Overall, 21.8% (n=12) provided comments suggesting there are no opportunities or benefits, financial benefits were mentioned by 16.4% (n=9) and 14.6% (n=8) provided comments suggesting opportunities to have an improved responses to local issues.

Table 7: Responses to “What does your Council/Parish Meeting perceive to be the key opportunities associated with Local Government Reorganisation and the potential devolution of services?”

Theme	Number of responses	Example of responses
No opportunities or benefits	12	<p><i>“Almost none, bigger is usually worse. However, it would be better than the current split of responsibilities”</i></p> <p><i>“Can’t see any”</i></p> <p><i>“Clearly concerned for the future, not certain bigger is better and devolved services are unwelcome”</i></p>
Financial benefits	9	<p><i>“Cost saving and more direct contact with those who spend most of the budget”</i></p> <p><i>“Cutting waste and ensuring money goes back into the local community”</i></p>
Improved response to local issues	8	<p><i>“Reduction in the time and layers of decision making involved in those matters that we often seem not to be involved in or have a voice”</i></p> <p><i>“Opportunity to give Parish councils more of a voice to raise issues and influence how they are prioritised”</i></p> <p><i>“Better two way understanding and communication between the tiers of local government”</i></p>
More information required/ not sure	6	<p><i>“We have not been given sufficient information”</i></p> <p><i>“We don’t know as we have not been told what might be devolved to us”</i></p>
Local engagement and decision making	6	<p><i>“Decisions made closer to the people who consume services”</i></p> <p><i>“Local connections “</i></p> <p><i>“Opportunities to get more local decision making Locally managed, responsive to local need, finger on the pulse of what residents’ value and appreciate being delivered”</i></p>
Improved clarity of roles and responsibilities	5	<p><i>“Clarity as to who the service provider ought to be as there will only be one council, the Unitary Authority, above the parish councils.”</i></p> <p><i>“Clearer lines of responsibility for services, and no passing of the buck between county and district. Residents may find it easier to deal with one level of authority if they are not sure whether a specific service is provided by the District or County”</i></p>
Questions and concerns on LGR	5	<p><i>“The big picture Vision for the proposed structure needs to be clearly stated”</i></p> <p><i>“That any changes must not result in additional financial burdens”</i></p>

Views on proposed LGR models	4	<i>"Should have proposed a unitary, not binary organisation, so weakening the opportunities for better"</i>
Concerns regarding capacity and resources of town and parish councils	3	<i>"Parish Councils are made up of volunteers, many who are in full time employment. Asking Parish Councils to do more will fail due to lack of resource and money PCs are the lowest form of government these ideas need to come from the top down and please remember we are all elected and not paid. We are not working alongside specialist paid employees who can advise us unlike District and County Councillors."</i>
Opportunities for local management	3	<i>"If local parish councils are given authority to make decisions without them having to continually report to higher tiers of authority"</i>

Themes mentioned by one respondent include: reduction in council tax, reorganisation of boundaries.

The final question asked respondents to highlight their thoughts on key challenges and risks associated with local government reorganisation and devolution, responses have been themed and are shown in Table 8. All 55 respondents provided an answer for this question. A total of 36.4% (n=20) provided comments relating to financial challenges, 34.5% (n=19) provide comments relating to concerns regarding capacity and resources of town and parish councils, and 21.8% (n=12) commented on potential loss of local representation.

Table 8: themes responses to "What does your Council/Parish Meeting perceive to be the key challenges/risks associated with Local Government Reorganisation and the potential devolution of services, acknowledging that financial considerations will always play a significant role?"

Theme	Number of responses	Example of responses
Financial challenges	20	<i>"Financial uncertainty may arise from transitional costs and changes to funding structures"</i> <i>"Need answers relating to costs of devolution of services to parish councils"</i> <i>"The parish council doubts whether there will be any significant savings"</i> <i>"The key challenge will be financial, as we have a small precept so only few resources to take on any services that will not be a priority for a new authority."</i> <i>"there's a risk that financial resources will flow continuously in one direction"</i>
Concerns regarding capacity and resources of	19	<i>"Many smaller parishes have a limited number of councillors and part time Clerk, and may lack the</i>

town and parish councils		<p><i>manpower, experience, skills and competencies to deliver for their residents"</i></p> <p><i>"We are anticipating having roles that County are not interested in, being devolved to us and it will increase our workload"</i></p> <p><i>"Parish Councils will need to be administered effectively to ensure that they can cope with additional duties, and this will require. Where do we get the organisational manpower from?"</i></p>
Loss of local representation	12	<p><i>"The further you get away from understanding a specific community and its needs, the poorer will be delivering those needs"</i></p> <p><i>"We are concerned about the potential democratic deficit"</i></p> <p><i>"There is a risk that smaller parish requirements are overlooked or not met."</i></p>
Impact on volunteers and councillors	11	<p><i>"Risk – Councillors leave"</i></p> <p><i>"Potential of over-burdening volunteer Councillors"</i></p> <p><i>"More work and responsibility for volunteers who do not have the experience to deal with potential devolution of services"</i></p> <p><i>"Risk of resignation of Clerk"</i></p>
Risks of not having a clear plan	6	<p><i>"Having a robust plan, and the strength of purpose, to make the proposed new organisation happen"</i></p> <p><i>"Ensuring equitable service provision will be essential but probably difficult"</i></p>
Further information required	6	<p><i>"Taking on new and/or expanded responsibilities without knowing the scope, the cost, whether we inherit funds and/or staff"</i></p> <p><i>"There is no guidance on parish council's precepting powers under these proposals"</i></p>
Service disruption	5	<p><i>"Service disruption is a risk during implementation, potentially affecting public confidence"</i></p>
Clarity of roles and responsibilities	4	<p><i>"Smaller parishes may require fundamental changes to their approach/organisation/purpose to fulfil significantly increased requirements under some of the changes being discussed/proposed."</i></p>
Ensure consult with all and work together	4	<p><i>"Parish councils will need support from the unitary authority to follow best practice and to develop structures to be able to take on this enlarged role"</i></p> <p><i>"Challenge of creating meaningful, equal partnerships"</i></p>
Views on proposed LGR models	2	<p><i>"We already have issues relating to the fact that we sit on the four shires boundary (of Warwickshire, Gloucestershire and Oxfordshire), which leads to a lack of coordination between services - i.e. highways, policing etc. We feel that the creation of a unitary council would exacerbate this situation"</i></p>

Themed responses by one respondent include: political opinion, make it happen, role of parish council maintained, ensure roles carried out correctly, support required, potential for resistance to change, legal issues around contracts, risk that small populations will be outvoted, potential of financial benefits and efficiencies are not produced.

Appendix 1 – copy of survey

Copy of survey (the text and space available to comment was much larger on the survey but for the purpose of this report has been reduced):

Which town or parish council/ parish meeting are you representing?

How well informed do you feel about matters relating to the Local Government Reorganisation?

- ☐ Very well informed
- ☐ Well informed
- ☐ Somewhat informed
- ☐ Poorly informed

How well informed do you feel about matters relating to Devolution?

- ☐ Very well informed
- ☐ Well informed
- ☐ Somewhat informed
- ☐ Poorly informed

Which sources of information have informed your understanding regarding Local Government Reorganisation and Devolution?

- ☐ Borough or District Council
- ☐ County Council
- ☐ Warwickshire Association of Local Councils
- ☐ National Association of Local Council Clerks
- ☐ Local media
- ☐ National media
- ☐ Other

Are there any other information sharing avenues that you would like us to explore?

Would your Council/Meeting support the idea of parishing those areas of Warwickshire that are currently non-parished (Nuneaton, Bedworth, and Rugby Town)?

- ☐ Strongly support
- ☐ Support

- ☐ Neither support nor oppose
- ☐ Oppose
- ☐ Strongly oppose

Please use below space to expand on your thinking regarding parishing non-parished areas.

The (re)introduction of Area Committees, delegating some powers and possibly budgets to these Committees, is being considered.

Accepting that much will depend on the detail of exactly what powers and level of budget might be delegated, would your Council/Meeting support the (re)introduction of Area Committees in principle?

- ☐ Strongly support
- ☐ Support
- ☐ Neither support nor oppose
- ☐ Oppose
- ☐ Strongly oppose

Optional:

Please use the below space to expand on your thinking regarding (re)introduction of Area Committees.

The introduction of local Community Boards or Networks, is being considered, providing an opportunity for identification, discussion, and escalation of locally important priorities, a vehicle for information flow between the new unitary Council(s) and other partners such as the Police and Health. Potentially, existing partnerships and associations could fulfil the role of local Community Boards and Networks.

Would your Council/Meeting support the introduction of local Community Boards or Networks?

- ☐ Strongly support
- ☐ Support
- ☐ Neither support nor oppose
- ☐ Oppose
- ☐ Strongly oppose

Optional:

Please use below space to expand on your thinking regarding the introduction of local Community Boards or Networks

The creation of options for devolved functions and services, including possible transfer of assets, is being explored. This approach recognises that local councils have varying circumstances, capacities, and appetite in taking on additional responsibilities. A clearly defined list of options would help clarify which functions and services are being considered for devolution, and under what conditions they might be devolved.

To what extent do you agree or disagree that having a list of options for devolved functions and services would add clarity regarding what functions and services are being referred to, and the circumstances in which they might be devolved?

- ☐ Strongly agree
- ☐ Agree
- ☐ Neither agree nor disagree
- ☐ Disagree
- ☐ Strongly disagree

Optional:

Please use below space to add any comments regarding your thinking around whether a list of options for devolved functions and services would be beneficial or not

What does your Council/Parish Meeting perceive to be the key opportunities associated with Local Government Reorganisation and the potential devolution of services?

What does your Council/Parish Meeting perceive to be the key challenges/risks associated with Local Government Reorganisation and the potential devolution of services, acknowledging that financial considerations will always play a significant role?

Sent via email to:

Monica Fogarty

monicafogarty@warwickshire.gov.uk

Chief Executive

Warwickshire County Council

29th October 2025

Headquarters: Shire Hall

Market Place

Warwick CV34 4RL

Tel: 02476 324399

www.happyhealthylives.uk

Dear Monica,

Re: Local Government reorganisation in Warwickshire

Further to our recent discussions I am happy to confirm the local NHS position in respect of the proposals for Local Government reorganisation in Warwickshire. This is clearly an extremely important piece of work for the county, and whilst this is not something the NHS has direct involvement in, I am happy to offer some further views on behalf of the wider health and care system that I represent.

I think that in very simple terms there is a clear view from local health organisations that a single unitary Council covering all of Warwickshire would be our preference. We have a well-established working relationship with the current County Council and, because all the local NHS Trusts and the Integrated Care Board work across the whole county, it would make sense to us for there to be a single relationship that was consistent across the whole of Warwickshire.

There are also a series of specific health and local authority interfaces where working at a Warwickshire level in a single manner would be much more straightforward, and I am happy to provide some more detail on those below:


- **Better Care Fund**

The Better Care Fund is £78.57 million (25/26 budget) of funding that sits mainly within local NHS budgets but is in essence used jointly between the Integrated Care Board and the County Council to deliver a range of jointly commissioned services, mostly focused on the interfaces between health and social care. The services that are funded through this arrangement include Community Recovery Service (CRS), all the Discharge to Assess pathways that facilitate a timely discharge from hospital for thousands of patients a year, Community equipment and a range of specific support for local social care and domiciliary care services. It would be extremely complicated to unpick those long established and highly functioning services and would probably result in a lot of disruption and service change if two unitary Councils wished to pursue different strategies.

- **Discharge to Assess pathways**

As mentioned, the Better Care Fund provides resources that commission the range of 'Discharge to Assess pathways that support people to leave hospital promptly. These patients do require some ongoing care or rehabilitation input, but the decision is taken that this can be delivered at home, in a Community Hospital or in a Nursing or Residential Care setting. There is a team of people working across the four NHS Trusts in Coventry and Warwickshire and Warwickshire County Council who assess patients' needs and arrange the appropriate discharge pathway. For many years Warwickshire has had amongst the lowest levels of delayed transfers of care in the country, and this is mainly because of the well-

Accountable Officer – Simon Trickett
Chair – Crishni Waring



established Discharge to Assess pathways. Any significant changes to this, or a requirement for hospital-based staff in any of the hospital trusts that serve Coventry and Warwickshire to work to two different systems for North and South would complicate a process that works very well.

- **Public Health Ring Fenced Grant**

Warwickshire County Council receives £27.38 million (25/26 budget) of funding each year from the Department of Health and Social Care and is required to use this money for public health functions as defined in the various relevant legislation. This includes a range of health promotion and prevention services, as well as core public health services such as support for patients with drug and alcohol addictions, health visiting and school nursing. The current package of services that are commissioned are included within local budgets held by NHS Trusts in some cases, as well as other providers. The referral pathways and interfaces with core NHS services are well established and effective. Dividing the Grant in two and the associated development of different thinking across North and South Warwickshire would add complexity to another relationship that works extremely well.

- **Children's Services improvement work and joint commissioning**

Demand pressures for SEND services and wider support for Children continue to be a major pressure for both the NHS and Warwickshire County Council. There are also a range of regulatory inspections and interventions that involve both the NHS and the County Council which we need to respond to jointly, in an integrated way. As such there is a real need to work jointly on a range of activity to deliver the required improvements for local young people and increasingly, to jointly commission some services and pathways in a more integrated manner. It would be a significant risk if a single improvement plan was then replicated for two unitary areas, both in terms of the resource required to service the different plans as well as the potential for some of the more recent improvements being jeopardised if the teams are distracted from delivery of the current plan.

- **Adult social care**

Demand continues to rise for adult social care and for the range of associated NHS services that are required to support people in receipt of care. The marketplace is volatile, and the NHS approach to commissioning packages of care for people in receipt of Continuing Health Care and Funded Nursing Care (both funded by the NHS) needs to be ever more closely aligned with the Council's commissioning. We need to co-operate on setting fair pricing and managing quality assurance, and we need to work together to develop a marketplace that can respond to what we both need to commission for our patients and residents. As such, we believe it should be a priority that work continues to be joint work across the whole of the county.

The above examples are not exhaustive as there is a lot of other joint NHS and local authority work that we need to progress and in doing so develop our partnerships. Much of this work falls under the remit of the Warwickshire Health and Well-Being Board, including a single approach to population health data and understanding of population need, developing the local housing offer and supporting sustainable infrastructure investment to facilitate the required levels of housing growth and the work on prevention.

Collectively we do face significant challenges right across public services and the next decade will clearly be an era of change and renewal, as we try and rebalance our capacity to meet the exponential growth in demand for some services. Achieving this will require us to work differently, remove duplication and increase productivity, as well as work alongside communities to understand how we can evolve the right thresholds for access to services and levels of support. From a health

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Chair – Crishni Waring

and care perspective, my view is that the ability to do that at the most strategic level and across a whole county such as Warwickshire will be important in ensuring consistency and equity. If that is not the outcome, I do hope that a single approach can be considered for some of the issues that I have highlighted above.

I hope these views are helpful and can inform the final position and plans for any consideration. The NHS locally will work with whatever structures emerge from this process and will continue to place great emphasis and value on our partnerships and joint working with local Government. Once the local reorganisation plans are finalised and have been approved by Ministers, I look forward to working with you and colleagues to develop the thinking in respect of the Strategic Mayoral Authority footprint, as this will also be very relevant and significant for future health footprints and configurations.

Yours sincerely



Simon Trickett
Chief Executive
NHS Coventry and Warwickshire Integrated Care Board and
NHS Herefordshire and Worcestershire Integrated Care Board

Cc Andy Hardy, Chief Executive, University Hospitals Coventry and Warwickshire NHS Trust
 Adam Carson, Chief Executive, South Warwickshire University NHS Foundation Trust and
 George Eliot Hospital NHS Trust
 Mary Mumvuri, Chief Executive, Coventry and Warwickshire Partnership NHS Trust

Accountable Officer – Simon Trickett
Chair – Crishni Waring



HOUSE OF COMMONS

LONDON SW1A 0AA

Monica Fogarty
Chief Executive Warwickshire County Council
Shire Hall
Market Place
Warwick
CV34 4RL

31st October 2025

Dear Monica,

RE: Local Government Reorganisation and Support for a Single Unitary Authority

I wanted to write to you to set out my thinking on Local Government Reorganisation (LGR) and share my support for a single unitary authority based on the existing county borders.

First, I am very supportive of the principles underpinning the government's proposals on LGR and I believe that successful reorganisation in Warwickshire will be to the significant benefit of my constituents in Rugby, Bulkington and the surrounding villages.

By simplifying the structures of local government and ensuring universal coverage of unitary authorities rather than the status quo in Warwickshire of two tiers, my constituents will see clearer lines of responsibility and better accountability, given that councillors and the councils they serve will have responsibility for all local government-provided services. With their unified jurisdiction, unitary authorities will be better equipped to act strategically regarding core council services. This will extend to their ability to scrutinise and, where appropriate, direct or influence public services such as healthcare, thereby increasing democratic control on in the interests of residents.

The government's ultimate intention is for unitary authorities to join together to form strategic or combined authorities, and Metro Mayors to be in post, meaning that central government will be able to devolve more and more power, resource and responsibility to local areas, through their representatives, over areas such as economic development, transport, health and social care

The changes envisaged under LGR are also intended to reduce duplication and waste, boost efficiency, which should lead to more resources available for high quality public services and will ensure that local council taxes do not rise inexorably.

In addition to my broad support for the government's reforms, it is important that I set out to you my considered preference for the shape of LGR as it affects Warwickshire.

I strongly support a single unitary authority based on the existing county borders. I do not support splitting the county into a 'Northern' unitary and a 'Southern' unitary.

The key reasons for my stance on this are as follows:

- A single unitary would make more savings that could be put into direct frontline services. It is likely that a single unitary would give a cost saving of approximately £57m. While Warwickshire County Council has estimated that a two unitary model would worsen the finances of the county by £11m it is clear from the County Council Network's recent document that the government has not conducted modelling on unitary authorities with less than 500,000 residents. However, all of the national modelling shows that the smaller the unitary, the less likely it is that there would be any real money directed back into frontline services. Given underfunding of local government during the previous government, and the need for ongoing efficiency savings, the ability of unitary authorities to redirect money into frontline services and making services accessible to residents will be key in the years ahead.
- At present, the three districts that would likely form any northern unitary contribute approximately 46% of the tax that the council raises but the services provided to the north of the county are over 50%. Therefore, should two unitaries be created in Warwickshire, Rugby would be significantly worse off and the northern unitary would likely be at risk of a Section 114 notice within 3 to 5 years.
- There will be a significant imbalance between the two authorities regarding population size, council tax base and service demand. For example, the north of the county has approximately 60% of the SEND demand, 52.7% of the adult social care costs and 60.8% children's social care spend.
- The costs and processes needed to split a county area take much longer and are more difficult than many people anticipate. I have examined with great interest the splitting of Northamptonshire into two unitary authorities. It has shown that the division of a county leads to a "winner" and a "loser", and it has led to a four-year dispute over the allocation of finance and resources to those two authorities. The auditors have been reluctant to sign off proper accounts and the

two councils have had to go to arbitration to try and resolve those differences. Given the massive imbalance in Warwickshire, there is a significant risk of a similar outcome.

- A two unitaries model would result in problems disaggregating and then delivering vital services such as social care, mental health provision and public health. There are important national imperatives in these areas, for example around consistent pay within social care, which could be undermined through a two unitaries model.
- Rugby would be a clear loser in the two unitary model. This goes beyond finances and the other factors mentioned above. Many constituents in Rugby have said publicly that they do not see themselves as part of the north of the county. They do not feel commonality regarding place, economy or heritage with places like Bedworth, Nuneaton and others in the north of the county. Rugby has a proud industrial heritage that dates back to the railways. We have long been a town of innovators and skilled engineers, much like the town of Leamington Spa with its digital innovators. For example, we have the Manufacturing Technology Centre, green skills and a wide range of cutting-edge engineering and manufacturing within the Rugby constituency.
- A single unitary authority is more likely to fit meaningfully within a wider strategic authority, with all the benefits that will flow from this to my constituents, as outlined above.
- Any unitary authority must deliver at a local level for all our towns and villages, I believe that Bulkington would particularly benefit from a local parish council to give my local constituents a real say in the services for their area. Residents would benefit from direct links into the services they use, and more control over the very local ones.

LGR is a once in a generation opportunity for our county and our wider country to rationalise local government in the interests of all citizens, through delivering a more logical structure of governance that is better suited to the modern age and enables better public services, greater democratic accountability and a more strategic approach to how we manage significant issues affecting our area.

Dividing the county into two would run the risk of adding layers of complexity, duplication and cost which contradicts the core aims of the reforms as envisaged by the government.

You have my support in making the case for a single unitary.

Yours sincerely,

John Slinger



John Slinger

Member of Parliament for Rugby,
Bulkington and the Villages
House of Commons, London, SW1 A0AA



+44 (0) 2072 197675 (Westminster)
+44 (0) 1788 227444 (Rugby)

Email: john.slinger.mp@parliament.uk

Website: www.john-slinger.org

21 November 2025

CEX Monica Fogarty
Warwickshire County Council

Delivered by Email: monicafogarty@warwickshire.gov.uk

Dear Monica,

Subject: Local Government Reorganisation

I am writing, as requested, to set out on record my position on the proposed arrangements for local government reorganisation in Warwickshire. I note Warwickshire County Council's stated position to pursue a single unitary model for the county. I appreciate the opportunity to engage in this important conversation before the submission to Government.

Ensuring that people feel connected, valued and heard in decisions that affect their lives is a principle I fully support. The reorganisation of local government presents a unique opportunity to shape future service delivery in a way that is responsive, efficient and sustainable.

As Police and Crime Commissioner, my focus remains on ensuring that any future arrangements continue to support strong partnership working, community safety, and the delivery of policing services that reflect local priorities. Warwickshire Police has a long-standing and productive relationship with Warwickshire County Council, and I value the collaborative approach that has underpinned our joint work over many years.

From a policing perspective, the proposed a single council structure could offer opportunities to streamline partnership working, align strategic priorities more effectively, and strengthen countywide coordination. These are important considerations as we look to meet growing and increasingly complex demands on public services.

Warwickshire Police operates as a single force with a strong local identity and a proven track record of delivering responsive, community-focused policing. Its current structure supports:

- **Localised decision-making** that reflects the priorities of Warwickshire's towns, villages and rural areas.
- **Direct democratic accountability** through the elected PCC.
- **Strong partnership working** with local authorities, health services and voluntary organisations.
- **Operational agility** that allows the force to respond quickly and effectively to emerging issues.

These features are critical to maintaining public confidence and ensuring that policing remains rooted in the communities it serves. Any reorganisation must safeguard the ability of Warwickshire

Police to operate independently and in close alignment with local needs and with the voices of local people listened to.

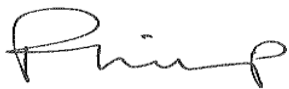
It is also important to consider how to maintain the close working arrangements between Warwickshire Police and Warwickshire Fire and Rescue Service. Any changes to the local authority landscape will inevitably impact these emergency services, and I believe consideration should be given to the benefits of a joined-up governance arrangement.

Looking ahead, the Government's decision to abolish PCCs from May 2028 and transfer responsibilities to elected mayors or new Policing and Crime Boards introduces an additional layer of complexity to an already challenging process. Should a Policing and Crime Board be created in Warwickshire, this would require careful planning and coordination, which I and my office are ready to support.

I must also highlight that, should any future local authority seek full constituent membership of the West Midlands Combined Authority (WMCA), this could open the door to further changes in how policing is governed—particularly if Government were to grant the West Midlands Mayor oversight of police and fire services. Such a shift could have significant implications for Warwickshire Police's future as a standalone force. In my view, this would be a regressive step, and I remain committed to ensuring that Warwickshire Police continues to be a distinct and locally accountable organisation.

While I do not intend to take a formal position on any specific model at this stage, I acknowledge that the single unitary proposal outlines potential implications for policing, fire and wider public service delivery. I welcome continued engagement with all partners to ensure that the voice of community safety remains central to this process.

Yours Sincerely,

A handwritten signature in black ink, appearing to read 'Philip'.

Philip Seccombe TD
Police and Crime Commissioner

Copy to: Cllr George Finch

Section 4

Community governance

4.1 Community Powered Warwickshire – Final Report – 2024



COMMUNITY POWERED WARWICKSHIRE

Final Report

for Warwickshire County Council

2024

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1. Introduction

Warwickshire County Council (WCC) came to New Local with a big ambition: to create a community powered county. In 2021, we began working together to shape a compelling vision, strategy and delivery model which puts communities at the heart of the Council's work.

New Local's initial support (Apr 21-Mar 22) involved developing a vision and overarching narrative for a Community Powered Warwickshire (CPW). It also involved partner engagement and mobilisation, the development of a series of groundbreaker initiatives to put community powered approaches into action, and recommendations and guidance to mainstream the approach, including an evaluation framework for community power.

Over a subsequent two-year period (Apr 22-Mar 24), Warwickshire County Council has sought to build on this work. It set out a Community Power Delivery Plan to guide its activity and has worked with New Local to support the implementation of these delivery commitments.

Shaping and implementing the approach

At the heart of this work, New Local worked with Warwickshire County Council to shape what a Community Powered Warwickshire means for the county. This resulted in three ambitions which have underpinned and driven the CPW approach and the activities undertaken to support this.



**Involve communities
in decision making**



**Work alongside communities
to take practical action**



**Enable communities
to lead**

Delivery of the Community Powered Warwickshire approach has been led by Warwickshire County Council's Community Partnerships Team, working closely with councillors, officers, partners and communities and supported throughout by a Community Power Steering Group, chaired by the Portfolio holder for Environment, Climate & Culture, Cllr Heather Timms.

New Local has worked alongside Warwickshire County Council in this work, contributing a range of activities to support organisational culture change, learning and

development, and partnership development. Some of the delivery activities over the last two years are shown below.

 <p>Big Conversation Online event (Sep 22) with 65+ partners, keynote by Helen Goulden CE Young Foundation spotlight on Community Supermarkets groundbreaker, discussions to shape Warwickshire offer, chaired by New Local</p>	 <p>Bi-lateral discussions Discussions with borough/district councils and VCSE partners</p>	 <p>Advisory support e.g. <ul style="list-style-type: none"> • CPW Directorate Anchors • Social Value • CPW & Levelling Up • Social Fabric Fund </p>	 <p>Cabinet, Corporate Board & Steering Group New Local has facilitated in-person discussions with Cabinet and Corporate Board to shape and agree the community powered approach, as well as reporting to the portfolio holder via quarterly steering group meetings.</p>
<p>Councillor peer learning Online peer learning session facilitated by New Local (Nov 22) to connect councillors across the country around their community powered role.</p>	 <p>Staff Community of Practice Online Community of Practice recruited from across directorates and facilitated by New Local over a period of c8mths (Dec 22-Jul 23), 16 attendees, 4 sessions.</p>		
 <p>Thriving Communities Partnership New Local facilitated an online workshop of the Thriving Communities Partnership (Feb 23) with c16 attendees across VCSE, county and district/borough councils, exploring the future role of the partnership and how partners could best work together.</p>	 <p>Warwickshire Towns Network (WTN) New Local facilitated an in-person workshop (Mar 23) attended by c60 people at the WTN conference on 'how does community power contribute to thriving towns and places?'</p>	 <p>Community Powered Libraries New Local facilitated an in-person workshop (May 23) with senior leaders, service leads, and external libraries experts to explore what a future community powered library service could look like.</p>	

This report

This report brings together an overview of activity and outcomes from a Community Powered Warwickshire to date. It seeks to provide an overview of how Warwickshire County Council has progressed community powered approaches and spotlight key areas of achievement.

Recognising that a shift to community powered ways of working is a long-term goal, as well as reflecting on the progress made to date the report also considers how Warwickshire County Council could continue to evolve community power into the future.

2. Spotlighting Community Powered Warwickshire

Warwickshire County Council has sought to effect change in different ways through its work on a Community Powered Warwickshire. From setting out a clear vision and framework for community power, to embedding it in policy and strategy, getting practical community powered initiatives up and running, and supporting Members and staff to work in community powered ways.

In this section of the report we aim to tell the story of Community Powered Warwickshire through spotlighting some of the key developments and actions taken. These are not exhaustive of everything done or achieved through CPW but are selected given their significance in supporting progress on community power in Warwickshire and the opportunity they provide for wider learning.

The format is designed to offer a concise overview of what was done, what has been achieved, and key impact or learning outcomes to date. It is possible to read these as standalone insights or, when taken together, an overall commentary on Community Powered Warwickshire.

Five spotlights are provided:

1. Community Powered Warwickshire Delivery Plan
2. Embedding Community Power in Policy and Strategy
3. Creating Opportunities with Communities
4. Growing Capacity and Investment in Communities
5. Evaluating Community Powered Warwickshire

Community Powered Warwickshire Delivery Plan

What was done

Warwickshire County Council developed a ten-point Delivery Plan to guide its work on Community Power. This was developed following initial work undertaken on vision, partnership development, and narrative shaping.

The Community Powered Warwickshire Delivery Plan includes ten outcome focused commitments covering **organisational development**, services and assets, **decision making**, **relationships**, and **empowerment and capacity building**.

Community Powered Warwickshire Delivery Plan



What has been achieved

The Delivery Plan was developed by Warwickshire County Council to help translate the vision for community power into a tangible programme of activity which could support community power. The Plan has been used to ensure action is taking place against each of the core commitments and the Community Partnerships team has tracked and reported progress in relation to each commitment on a quarterly basis to the Community Power Steering Group. Examples of some of the activities implemented through the Delivery Plan are provided below.

Community Powered Groundbreakers

Four groundbreaker initiatives have applied a community powered approach in practice. They sought to capitalise on existing strengths, showcase community power within the council and county, promote joined up working in different parts of the organisation and with communities, and provide opportunities to test and learn about the impact of community powered ways of working.

Highways to Help

Creating a unified and co-produced way of working across the transport, highways, and road safety policy area. This has included community information/signposting packs, development of safe and active travel champions, co-design and co-production of low traffic schemes, and community adoption of verges, wildflower planting, and community orchards. This groundbreaker has been supported by several Town and Parish Council Reference Group meetings with a highways and road safety focus.

Community Supermarkets

Creating community capacity, tackling inequality, and addressing cost-of-living pressures have been addressed through providing access to affordable food, working in partnership with Feed the Hungry UK. The ground breaker focuses on three locations, Lillington, Camp Hill, and New Arley.

Stepping Forward Starts Here

Unlocking the time and skills of Council staff and equipping them to work alongside communities. This has included a Community of Practice, identifying CPW Directorate Anchors to embed the approach, Learning at Work sessions, and regular inclusion of CPW on team meeting and workshop agendas.

Community Powered Place-Shaping

Involving a programme of activity to create opportunities across identified priority places as well as focused activity as part of Transforming Nuneaton, selected as one of the Government's Town Fund localities to drive town regeneration, which Warwickshire is seeking to do in community powered ways.

Community Powered Councillors

Warwickshire councillors from the different tiers of local government have been connected to each other to discuss CPW and consider ways in which the approach could be adopted at a local level. This includes county, district and borough, and parish and town councillors. Opportunities for regular dialogue, workshop sessions, and coalescing around shared agendas, such as through the Highways to Help groundbreaker, have played a particularly important role.

Warwickshire County Council has also taken the initiative to connect with others elsewhere in the country. Working with New Local and through the support of its membership network, in 2022 WCC and New Local jointly hosted an online Community Powered Councillors learning exchange session. Alongside Warwickshire this attracted attendees from, for example, West Lindsey, Worthing, Lichfield, Surrey, Worthing, Vale of Glamorgan, London Borough of Sutton, East Ayrshire, Cambridgeshire and London Borough of Barking and Dagenham. Key themes which emerged included the role councillors can contribute to community power through:

- active listening and the importance of understanding community priorities
- reaching beyond 'usual voices' to involve lesser heard communities
- convening and connecting communities and community groups to each other
- amplifying community powered activities that are already taking place

These sessions revealed that many councillors play both a vertical role, as decision makers and representatives of their communities, as well as a horizontal one, connecting communities to each other and mobilising them around shared priorities. Community Powered Warwickshire has sought to equip and support councillors to further lean into their horizontal role.

Community of Practice

A community of practice is a group that comes together to share and learn about a common theme or topic. The Community Powered Warwickshire Community of Practice was launched to equip staff with the knowledge, skills, and confidence to apply a community powered approach. Each participant was invited to have a practical project to focus on which would help them apply the learning from the community of practice.

Sixteen staff made up the final group, attending four online learning sessions facilitated by New Local over a period of 9 months. Participants included staff from Highways, Public Health, Education, Communities, Children and Families, and Libraries, among others. Sessions included:

- Sharing of practical projects and challenges that the group were facing in taking a community powered approach
- An activity using a service design tool based around 'personas' to help the group think about different audiences they may want to engage through their work
- An exploration of the ladder of engagement (a framework for understanding different forms and degrees of community participation) with discussion on how to work with communities to move 'up' the ladder
- Examples of community powered case studies from inside and outside Warwickshire

In summary

The Delivery Plan has offered a practical yet outcome focused way of ensuring progress on community powered ways of working. It has provided a central place for bringing together, documenting, and communicating action on community power within Warwickshire County Council. It has helped ensure progress has been made, for example, in relation to encouraging community and partner involvement, supporting organisational development and learning, and progressing practical community powered initiatives.

Embedding Community Power in Policy & Strategy

What was done

Warwickshire County Council has taken opportunities to embed community power as new policies and strategies have been developed, and as delivery frameworks have been shaped. This has been done to help mainstream a community powered approach.

What has been achieved

The Warwickshire County Council Plan (2022–2027) identifies three strategic priorities and seven focus areas. Community Power is highlighted in the plan as an underpinning approach to support the achievement of these priorities and outcomes:

‘The Council will harness the power of communities to tackle inequality and social inclusion through a community-powered approach. This requires us to work differently with residents, communities, and partners. We will build on their strengths and assets and keep alive the community spirit, so powerful before and during COVID-19. This will change our relationships and requires new ways of communicating and engaging with citizens and communities. We will change from ‘what will the Council do’ to ‘what do we want to do together, and how could the Council support the community to deliver it?’

Work has also taken place to embed CPW into several linked plans and strategies with there being both council-led and partnership examples. For example, community power has been embedded into the Countywide Approach to Levelling Up, into the Council’s Creating Opportunities work, Sustainable Futures Strategy and the Integrated Care System Engagement Strategy.

Community Power is also linked into a series of other policies and plans including: Health in all Policies; Integrated Care System Place Development work (South and North); Organisational Development culture programme “How we work best”; in the commissioning and embedding of three new VCSE sector support services; and work around the creation of a Co-production Framework.

In summary

The mainstreaming activity into policy and strategy has helped to create a strategic context for community power in Warwickshire. It is part of the process of making community power visible across the Council, and to partners, and supports organisational culture change by signalling ‘permission’ to work in community powered ways.

Creating Opportunities with Communities

What was done

Warwickshire's Creating Opportunities work has involved close working between Warwickshire County Council and the five district and borough councils in Warwickshire. It brings together the county's community power approach with its commitment to reduce disparities between communities, especially those who live in the places experiencing the greatest inequalities (as measured by the 22 Lower Super Output Areas in Warwickshire).

"Looking ahead, Community Powered Warwickshire will underpin much of what we do to create opportunity in Warwickshire. It will be our underpinning ethos and test to ensure that we are putting the needs and views of communities at the heart of local decision making." (Creating Opportunities in Warwickshire: The journey so far, July 2022 – December 2023)

What has been achieved

WCC has worked alongside the five district and borough councils in Warwickshire (Nuneaton and Bedworth, Rugby, Stratford upon Avon, North Warwickshire, Warwick) to tackle inequalities and to shape local plans to create opportunities, drawing on the core principles of the county-wide community powered approach.

These principles were co-designed with partners. They aim to ensure communities are involved in local decision making and that statutory and partner organisations work alongside communities to take practical action, and where relevant, enable communities to lead.



Involve communities in decision making

- ✓ bring communities' voices and experiences into the heart of decision making
- ✓ let communities have a greater say in the big decisions that affect them
- ✓ involve communities early in the process and let them know what gets agreed



Work alongside communities to take practical action

- ✓ listen to communities' ideas for practical changes that can improve their lives
- ✓ work with communities to put their ideas into action, involving communities in the process
- ✓ be honest, take risks and learn by doing



Enable communities to lead

- ✓ welcome people who choose to step forward in their community
- ✓ let communities determine the focus of their community leadership role
- ✓ make it as easy as possible for communities to lead, at times this may mean simply getting out of their way

These principles of responding to communities' priorities and involving communities in local decision making are being taken forward in practice through the Creating Opportunities Community Power Pilots. Working closely with District and Borough Councils and with a strong community influence, three pilot schemes are up and running in Barpool North and Crescents, Mancetter South and Ridge Lane, and Lillington East.

Creating Opportunities – Community Power Pilots

Mancetter South and Ridge Lane

The Mancetter South and Ridge Lane Creating Opportunities pilot has so far involved extensive community engagement, with 448 households approached and 167 questionnaires completed. This pilot is seeking to involve communities in the decisions that will affect their futures.

Lillington East

The Lillington East Creating Opportunities pilot is centring around community conversations with over 60 hours of discussions between individuals, groups and professionals already carried out.

Bar Pool North and Crescents

The Bar Pool North and Crescents pilot is about Creating Opportunities in West Nuneaton. The proposal is in partnership with a local social enterprise, Saints Nuneaton, funded by WCC's Social Fabric Fund to create a community hub and facility for community outreach. Looking to launch in 2024, this development will provide a space for community groups, activities, and local initiatives.

In summary

The three-principles of Community Powered Warwickshire – involve communities in decision making, work alongside communities, and enable communities to lead – have provided a simple yet potentially transformative framework to guide the implementation of a community powered approach. This framework has been regularly applied by Warwickshire County Council and its partners, including shaping local place plans to create opportunities and informing investment fund criteria (e.g. Social Fabric Fund).

The Creating Opportunities Community Power Pilots are in their early stages but are providing a valuable opportunity to directly listen and respond to community priorities, and an opportunity to test and learn from community powered place-based change.

Growing Capacity and Investment in Communities

What was done

Warwickshire County Council recognises that to create the conditions for community power to flourish, growing capacity and investment in communities needs to be an integral part of how the public sector works.

What has been achieved

Through Community Powered Warwickshire, Warwickshire County Council has shifted resources to support more community-led activity, supporting communities to step forward with their own ideas for change and to take action to address them.

In 2021, Warwickshire County Council launched the **Social Impact Fund** and subsequently awarded funding to 21 projects led by voluntary, community and social enterprise organisations and Town and Parish Councils, with a specific focus on financial, digital, health and cultural inclusion, which can help build stronger communities.

In 2023, Warwickshire County Council launched the **Social Fabric Fund**. The fund puts community power at its centre by providing flexible funding that begins with communities' strengths and priorities. It focuses primarily on the 22 places across the County recognised as a priority for tackling inequalities. The fund amounts to £2.5 million, comprising £1.5 million capital and £1 million revenue.

These funds have brought a combined investment of £3.5m in social infrastructure, both of which are delivered by the Heart of England Community Foundation with additional capacity building support provided by Warwickshire CAVA as part of the Social Fabric Fund – a powerful example of WCC collaboratively with its VCFSE sector to shape and deliver a Community Powered Warwickshire.

Alongside the above Funds, the role of communities in tackling climate change has also been recognised. The Warwickshire County Council **Green Shoots Community Climate Challenge Fund** was launched in February 2021, providing £1m in funding to help local groups act on climate change.

In summary

The capacity building support and financial investments made by WCC have enabled more community-led activity to take place i.e. it has enabled communities and the VCFSE organisations who work most closely with communities to play a greater role in improving outcomes for the people and places of Warwickshire.

The process of developing these schemes has also provided opportunities for wider learning, alignment and transformation towards community powered ways of working. For example, the development of the Social Impact Fund and Social Fabric Fund has enabled WCC's legal and finance teams to engage tangibly with the principles and desired outcomes of a Community Powered Warwickshire, working to ensure that the design of the funds and support reflect this.

Evaluating Community Powered Warwickshire

What was done

Warwickshire County Council has developed an evaluation framework for assessing Community Powered Warwickshire. It names five practices associated with being community powered – deliberative, active, enabling, collaborative, inclusive – and identifies indicators for how these features could translate into outcomes for communities (I Statements) and how these outcomes will be supported by the council (We Statements). The framework further identifies how metrics can be used at different scales, from individual projects through to population wide.

Evaluating Community-powered Warwickshire

What are we trying to be	How you should feel if we get it right	What we (the council) will do to support you
Deliberative – always listening, always talking to the community	<ul style="list-style-type: none"> <i>I feel like the council knows what is important to me</i> <i>I feel I have been listened to in the decisions that affect where I live</i> 	<ul style="list-style-type: none"> We will strive to involve you in the decisions that affect your community
Active – being honest, flexible and creative in response to community priorities	<ul style="list-style-type: none"> <i>I feel the council makes a difference to where I live</i> <i>I think the council acts in response to the priorities of my community</i> 	<ul style="list-style-type: none"> We will adapt quickly and positively to community priorities
Enabling – building capacity in the community	<ul style="list-style-type: none"> <i>I feel confident and empowered to do things myself</i> <i>I feel I am part of a vibrant and resilient community that supports one another</i> 	<ul style="list-style-type: none"> We will help people and communities to find their own solutions
Collaborative – working with the community to deliver change and services	<ul style="list-style-type: none"> <i>I feel the council works well with me, my community and local organisations to get things done</i> <i>I feel the council values my experience and what is important to me</i> 	<ul style="list-style-type: none"> We will work with people, communities and local organisations to address priorities
Inclusive – ensuring that every community has a chance to be involved and be heard	<ul style="list-style-type: none"> <i>I feel the council values and listens to everyone in my area, regardless of their background or circumstances</i> 	<ul style="list-style-type: none"> We consider the needs of everyone, and in particular those that are seldom heard

Tracking community power over time – proposed metrics, to be accompanied by descriptive narrative

Overall quality of life in the community metrics	<ul style="list-style-type: none"> Community Life Survey: e.g. support networks; loneliness; well-being; local area satisfaction; civic participation – using Voice of Warwickshire to gather answers to some of these questions if CLS breakdown not available for Warwickshire
Community involvement metrics	<ul style="list-style-type: none"> Weighting/index of measures, including for example: <ul style="list-style-type: none"> # of people attending council-led events % adults doing voluntary work in last 12 months Total amount of money going into community groups # of community groups
Self-assessment metrics Community, & workforce	<ul style="list-style-type: none"> Regular 6-monthly or annual survey (using Voice of Warwickshire) for a) citizens; b) council workforce On a scale of 1-5, where 5 is completely agree, and 1 is completely disagree, do you: <ul style="list-style-type: none"> Citizens: E.g. "I feel like the council knows what is important to me"; "I feel confident and empowered to do things myself" Council workforce view of 'we' statements e.g. "we will strive to involve you in the decisions that affect your community"
Project specific community metrics	<ul style="list-style-type: none"> To be defined at the start of projects (if appropriate, to co-design with communities) – to assess impact against the aims and statements above

Increasing ability for council to influence

What has been achieved

The five core components of the Framework evolved from the core principles and early narrative which was developed for the community power programme and through New Local guiding a series of discussions about evaluating community power with Warwickshire County Council. Following this, Warwickshire County Council has embedded parts of the Evaluation Framework in the Council's Corporate Performance Framework. It has also tested some of the 'We Will' statements in the Council's residents' panel, Voice of Warwickshire.

In summary

Application of community power metrics have started to allow Warwickshire County Council to build baseline data which can be tracked over time and some testing of ideas with communities as initiatives are being developed, enabling community involvement in decision making and direction setting.

3. Learning Review

New Local has supported Warwickshire County Council as a strategic partner on community power for three years. As this report indicates, a huge amount has been executed and achieved in relation to a Community Powered Warwickshire over this period.

In this final section, we reflect on some of the key success factors underpinning the approach before moving on to consider what next for community power in Warwickshire.

Strengths of Community Powered Warwickshire

Many factors have contributed to the progress and achievements of the Community Powered Warwickshire approach to date. Below we draw out five core strengths.

Five Strengths of Community Powered Warwickshire	
1	A focus on the county, not the council
2	Cross-sector partnership approach
3	Senior leadership support for community power
4	An ethos which underpins policy, strategy, and practice
5	Growing capacity and investment in communities

1. **A focus on the county, not the council** – Warwickshire County Council has not sought to claim ownership of a Community Powered Warwickshire. Whilst it has undoubtedly provided strategic leadership and been the driving force behind it, Warwickshire County Council has sought from the outset to take an outward looking county-wide approach rather than it be an internally focused, institution-led initiative. The work that it has done internally has been to support its own organisational development and culture change to contribute to a Community Powered Warwickshire.
2. **Cross-sector partnership approach** – linked to the county-wide focus, Warwickshire County Council has advocated and pursued a multi-sector partnership approach throughout the development and delivery of a Community Powered Warwickshire. The public sector (including the 5 district and borough councils, Town and Parish Councils, health and other statutory public sector organisations), private sector, and VCFSE (Voluntary, Community, Faith, and Social Enterprise) sector have always been recognised and welcomed for their contribution to the agenda, working alongside

communities. Two Big Conversation partnership events, in 2021 and 2022, each attracted 60–80 attendees and brought together a diverse range of organisations including contributors and attendees from the local NHS, districts and borough councils, voluntary organisations, community groups, businesses such as local developers and social enterprises, WCC staff and councillors, among others. Creating Opportunity, taking a community centred approach to addressing place-based inequality, has involved close working between Warwickshire County Council and the Borough and District authorities.

3. **Senior leadership support for community power** – Community Powered Warwickshire has had the support of senior leaders at political and officer level throughout. The Leader and Lead Portfolio Holder have visibly championed a community powered approach, within and outside of the Council. Senior officers including the Chief Executive, Executive Director for Resources, and Director of Strategy, Planning and Governance have been equally involved and worked collaboratively with Members and their wider teams to shape and steer the work.
4. **An ethos which underpins policy, strategy, and practice** – there has been a clear effort to integrate the core principles and components a community-powered approach into a range of policies, strategies, and procedures across Warwickshire County Council. Community Power is named and its contribution clearly articulated in, for example, the Council Plan (2022–2027), in the County-wide Approach to Levelling Up (2022), and more recently as part of Creating Opportunities in Warwickshire (2024), as well as a range of other policies and strategies. As intended from the start, the application of community power has travelled far beyond the Community Partnerships team within Warwickshire County Council. Community powered approaches have grown from strength to strength and are highly visible across WCC directorates and departments including, for example, Economy and Place, Environment, Planning and Transport, Public Health, and Climate Change, among others. It is equally possible to identify the engagement and active involvement of corporate functions, such as finance, legal, performance, organisational development and HR in community powered thinking and action. The real strength here is that Community Powered Warwickshire is seen an ethos, a way of doing things that has relevance and can lead to better outcomes across diverse areas of service and operations.
5. **Growing capacity and investment in communities** – Warwickshire County Council has recognised that to achieve a Community Powered Warwickshire a crucial step has to include building the capacity and resources available to communities to be able to step forward and contribute, alongside the council. Warwickshire County Council has invested over £3.5m funds through the Social Impact Fund and Social Fabric Fund over the last 3 years, as well as launching the £1m Green Shoots Fund to support community action on climate change. There has been a mature recognition

that communities will vary in their readiness to engage and take action, and that additional time and support may be required for some communities to ensure that there is a level playing field for all. This has been reflected in the aligning of funds and capacity building support to the 22 places in Warwickshire experiencing the greatest inequalities, through initiatives such as the Social Fabric Fund.

Future developments

Warwickshire County Council recognises that despite considerable progress made over the last three years, there is more to do to transition towards a community powered approach. This is to be entirely expected. A wholesale shift in culture and practice requires commitment and consistency over the long-term.

Looking ahead, Warwickshire County Council will be best placed to identify how it should adapt and evolve its approach so that its activity, decision making and practice is increasingly powered by communities.

Our analysis and insights suggest the following areas may be particularly important for Warwickshire County Council to give attention to as it takes forward its Creating Opportunities agenda, underpinned by a community powered approach.

- 1. Extend and deepen a community culture** – there is a strong community culture in some service areas and the Creating Opportunities community power place pilots are community led, providing a strong testbed for a community centred approach to addressing place-based inequalities. It will be important for Warwickshire County Council, and partners, to build on these strengths and the learning which emerges. Further advancing a community powered way of working across all of its service areas and operating approach will ensure it becomes fully embedded in the culture and practice of the organisation.
- 2. Maintain the strategic focus and visibility of community power** – community power is well embedded at a strategic level within WCC and is seen as a key enabler, or means, of tackling inequalities and achieving better outcomes. This is a strength to build on. Without a highly visible brand or overarching strategy in its own right it may though be important to ensure that a Community Powered Warwickshire continues to be visible to members, staff, partners, and communities. This will ensure it avoids becoming a time-limited initiative and instead drives the long-term change in approach needed for a fundamental re-wiring of organisational culture and ways of working. Continuing to bring forward and celebrate examples of community power in action, as is being encouraged through the Creating Opportunities shared platform, is a great way of maintaining this momentum.
- 3. Tackle organisational barriers to community powered ways of working** – the degree to which cultural norms, habits, values and expectations either hold back or support

community powered ways of working within organisations can make a significant difference to the progress that can be made. Warwickshire County Council should remain alert to any staff and Members coming across barriers to involving communities in decision making, working alongside communities to take practical action, or enabling communities to lead. Capturing these barriers and retaining a focus on systematically tackling them will support the continued progress and impact of a community powered approach.

4. **Continue to equip and support staff to work in community powered ways** – the work to develop staff, equip them with the understanding and skills to work in community powered ways, and provide the space for those testing out new approaches to share their practice and learn from each other is an ongoing need which Warwickshire County Council should continue to be ready to respond to. We would anticipate the learning and development needs around community power to be both a long term requirement and one which evolves and changes as Community Powered Warwickshire matures.
5. **Further mobilise partners and leverage resources around a shared agenda** – Warwickshire County Council started its community power journey with an outward facing, cross-sector partnership approach. Continuing to expand and deepen place-based collaboration with partners across the public, private and VCFSE sectors will require ongoing attention, time and relationship building by Warwickshire County Council. Leveraging resources to continue to support community powered approaches, including through investment from the private sector or opportunities secured through public sector devolution, should be a key focus moving ahead. The potential benefit is the achievement of what Warwickshire County Council initially set out to do in seeking not only to become a community powered council but a community-powered place in which all sectors are active partners, a Community Powered Warwickshire.

Section 5

Government checklist

5.1 Meeting the criteria

5.2 Interim Plan Feedback Letter

5.3 Interim Plan Feedback Response

MHCLG check list based on government's 6 criteria as set out in letter dated 5th feb

Criteria		Comment	Location in LGR Proposal (inc. supporting evidence)
1)	A proposal should seek to achieve for the whole of the area concerned the establishment of a single tier of local government.	<p>A single unitary is the only model that can deliver genuine local presence and offer the scale and efficiency needed to be financially sustainable into the future. It enables coherent planning, strengthens strategic partnerships, and improves accountability through unified leadership and delivery.</p> <p>Strengths of the single tier of government in a single unitary covered as part of options appraisal, assessing the strengths and weaknesses of both options,</p>	Options appraisal p.24 - 35
A)	Proposals should be for sensible economic areas, with an appropriate tax base which does not create an undue advantage or disadvantage for one part of the area.	<p>A single unitary preserves county footprint which avoids imbalance in population size, council tax bases and service demands which would impact on future sustainability in a two unitary model.</p> <p>Within the financial appraisal of LGR in Warwickshire, a North Warwickshire council would face significant budgetary shortfalls and financial unsustainability issues from day one, therefore a single unitary best meets this criteria.</p>	Options appraisal p.24 - 35 Financial sustainability analysis p.46 – 53
B)	Proposals should be for a sensible geography which will help to increase housing supply and meet local needs.	A single unitary facilitates the creation of a single, cohesive local plan, streamlining spatial planning and enabling more effective alignment with housing, transport and environmental strategies.	Options appraisal p.24 - 35 Housing analysis p.36
C)	Proposals should be supported by robust evidence and analysis and include an explanation of the outcomes it is expected to achieve, including evidence of estimated costs/benefits and local engagement.	<p>Benefits of a single unitary, vision, outcomes and opportunity are set out in submission.</p> <p>A single unitary provides higher net benefit, lower transition costs, avoids disaggregation costs providing an overall stronger picture in terms of costs/benefits.</p> <p>Outlined in the financial assessment is an extensive cost benefit review of both a single and two unitary model in Warwickshire, the detail for which can be found in Section 1 (Financial Analysis) of the Supporting Evidence.</p> <p>Extensive stakeholder and public engagement contained to shape development of submission.</p>	<p>Vision found p.6 - 11</p> <p>Financial appraisal summary p.38-40</p> <p>Financial appraisal costs/benefits p.41-45</p> <p>Further detailed supporting evidence set out in Financial case for Local Government Reorganisation in Warwickshire found in evidence base (Section 1 in Supporting Evidence)</p> <p>Supporting evidence public and partner engagement.</p>
D)	Proposals should describe clearly the single tier local government structures it is putting forward for the whole of the area, and explain how, if implemented, these are expected to achieve the outcomes described.	An extensive set of outcome have been developed for local government reorganisation in Warwickshire. These also link into the vision and opportunities, coming together to create a 'One Warwickshire, Stronger Together'.	p.6 - 11

2)	Unitary local government must be the right size to achieve efficiencies, improve capacity and withstand financial shocks.	A single unitary offers the optimal scale for financial resilience, operational efficiency, and service sustainability. With a population of c.630,000, it provides financial sustainability and maximises long-term savings whilst requiring lower transition costs. This creates capacity to protect and enhance service delivery whilst avoiding the underfunding of the north to meet prevailing need in a two unitary scenario.	Options appraisal p.24-35
A)	As a guiding principle, new councils should aim for a population of 500,000 or more	A single unitary is the only option that meets this threshold having a population of circa 632,000. A north and south Warwickshire unitary does not fit this criteria having populations of c331,000 and c301,000 respectively. Nor does estimated population growth to 2040 meet this threshold.	Options appraisal. 24, 27-28 Population data and demographic data found in the evidence base (Section 2 in Supporting Evidence)
B)	There may be certain scenarios in which this 500,000 figure does not make sense for an area, including on devolution, and this rationale should be set out in a proposal.	N/A - the minimum figure of 500,000 makes sense for Warwickshire	N/A
C)	Efficiencies should be identified to help improve councils' finances and make sure that council taxpayers are getting the best possible value for their money.	Offers significant efficiencies and opportunities to save on delivery of spend as part of reorganisation. Full breakdown of benefits and efficiencies have been modelled as part of the Financial case for Local Government Reorganisation in Warwickshire	p. 38 - 54 Financial case for Local Government Reorganisation in Warwickshire found in evidence base (Section 1 in Supporting Evidence)
D)	Proposals should set out how an area will seek to manage transition costs, including planning for future service transformation opportunities from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects.	One-off transition costs for a single unitary will be funded from reserves which are at a healthy level across the six councils, with the option of flexible use of capital receipts as a backstop if necessary. However, there are risks about transition costs for a north unitary as the available to use reserves would run out by year three. This is further explored as part of the financial sustainability analysis. A single unitary council provides a better springboard for additional benefits to be realised from LGR. Further analysis of the projected impact of transformation has been undertaken within the financial analysis.	Transition costs p.42 Reserves p.50 - 52 Transition cost breakdown and transformation analysis set out in Financial case for Local Government Reorganisation in Warwickshire found in evidence base (Section 1 in Supporting Evidence)

E)	<p>For areas covering councils that are in Best Value intervention and/or in receipt of Exceptional Financial Support, proposals must additionally demonstrate how reorganisation may contribute to putting local government in the area as a whole on a firmer footing and what area-specific arrangements may be necessary to make new structures viable.</p>	<p>N/A - the area does not cover councils that are in Best Value intervention and/or in receipt of Exceptional Financial Support.</p> <p>As part of the financial analysis the proposal outlines that a single unitary authority provides a stronger financial case, lower financial risk, long term sustainability, and enables a stronger balance sheet.</p> <p>As part of the modelling and analysis there is also a recommended approach to council tax harmonisation, with a single unitary preventing unequal gains between two unitary councils in a two unitary model.</p>	<p>Financial sustainability p.39, 46-54</p> <p>Council tax harmonisation p.40, p.54</p>
F)	<p>In general, as with previous restructures, there is no proposal for council debt to be addressed centrally or written off as part of reorganisation.</p> <p>For areas where there are exceptional circumstances where there has been failure linked to capital practices, proposals should reflect the extent to which the implications of this can be managed locally, including as part of efficiencies possible through reorganisation.</p>	<p>In relation to debt and borrowing analysis, there would be a slightly higher risk in the proposed south unitary in a two unitary scenario. The single unitary scenario would hold a lower level of financial risk than a two unitary scenario.</p> <p>There is a relatively higher CFR in the south than north, which means there is higher risk associated with borrowing in the south and greater revenue costs of borrowing.</p> <p>Balance sheet analysis in the submission shows the position of assets and liabilities across the Warwickshire councils.</p>	<p>Consolidated balance sheet analysis p.52</p> <p>Debt, borrowing and capital financing requirements analysis set out in Financial case for Local Government Reorganisation in Warwickshire found in evidence base (Section 1 in Supporting Evidence)</p>

3)	Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.	A single unitary delivers the platform for consistent, high quality, and sustainable public service delivery. It is the only model that ensures financial viability across the whole county, particularly in the north, by enabling services to be maintained and improved in areas with the greatest need. It supports public service reform while avoiding the significant risks, costs, and disruption associated with disaggregating countywide services.	Options appraisal – p.29 - 30. Financial sustainability – p.39, 46 - 49 Impact of disaggregation – p. 55 – 57.
A)	Proposals should show how new structures will improve local government and service delivery, and should avoid unnecessary fragmentation of services.	Only a single unitary authority avoids disaggregation, which inherently comes with service delivery risks, disbenefits and financial costs as part of this. On the contrary, a single unitary allows for service synergies and joined up delivery opportunities on a county wide footprint. The impacts of disaggregation (both financial and non-financial) have been analysed. Service synergies and ways of strengthening delivery across Warwickshire have been mapped and explored as part of the final submission.	Disaggregation p. 37, 38, 41-43, 55-57 Service synergies p. 61-63
B)	Opportunities to deliver public service reform should be identified, including where they will lead to better value for money.	LGR provides a launch pad for Warwickshire to drive wide reaching and lasting PSR with partners across the county. Three principles of 'people centric, integration by default and prevention first' have been identified to underpin reform across technology, data and system wide approaches to service delivery. A top 10 opportunities have been identified for Warwickshire within the final submission.	Public service reform p.70-73
C)	Consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety.	Disaggregation, necessary in a two unitary model, is the primary risk to service delivery. It involves an additional cost (£8.6m in annual costs) which depletes available resources. Disaggregation also makes partnership working more complex, leading to duplication, particularly in services such as education, adult social care, children's services and public health. Disaggregation also risks a loss of strategic purchasing power and fragmentation of markets, alongside complexities of splitting county wide services into two footprints. A single unitary mitigates and in some cases completely avoids the above risks to services and service delivery. A full breakdown of disaggregation and its impact on specific services is set out in the submission. Impact on service delivery has also been considered as part of the implementation planning, with safeguarding the continuity of statutory service delivery as a main priority of the transition process.	Options appraisal p.24 - 37 Disaggregation analysis p.55-57 Implementation Planning p.84-93

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.	<p>During the period of development of the submission there has been collaboration and engagement between Warwickshire County Council and the 5 District and Borough Councils.</p> <p>Collaboration has included: collective information sharing including a data repository, Leader/Chief Executive meetings; monitoring officer meetings and S151 officer finance meetings.</p>	Stakeholder engagement p.19
A)	It is for councils to decide how best to engage locally in a meaningful and constructive way and this engagement activity should be evidenced in your proposal.	<p>A wide range of stakeholders have been engaged through a series of bilateral meetings, workshops, forums and other channels.</p> <p>Public engagement was undertaken to help shape the submission, highlighting key themes, benefits, and concerns of LGR in Warwickshire.</p> <p>The proposal contains a list of stakeholder engagement activity outlining the themes and nature of the engagement.</p>	<p>Public engagement p.17-18</p> <p>Public engagement found in Supporting Evidence Section 3.</p> <p>Stakeholder engagement summary p.19</p> <p>Letters of support found in Supporting Evidence Section 3.</p>
B)	Proposals should consider issues of local identity and cultural and historic importance.	Preserving the local identity and cultural and historic importance of the county of Warwickshire is a key benefit of a single unitary model. It preserves the strengths of working on a county footprint whilst allowing local places and communities to flourish through new community governance arrangements.	<p>Options appraisal – p.24 - 35</p> <p>Community governance – p.64 - 67</p>
C)	Proposals should include evidence of local engagement, an explanation of the views that have been put forward and how concerns will be addressed.	As referenced in 4A above significant engagement has been undertaken with stakeholders including; VCSE, town and parish councils, colleges and further education providers, businesses, trade unions, Warwickshire Police, health partners, anchor alliance. A public engagement exercise was also undertaken in summer 2025 to help shape the development of the submission.	<p>Public engagement p.17-18</p> <p>Public engagement found in evidence base (Section 3 in Supporting Evidence)</p> <p>Stakeholder engagement summary p.19</p> <p>Letters of support found in evidence base (Section 3 in Supporting Evidence)</p>

5	New unitary structures must support devolution arrangements.	A single unitary provides the scale, coherence, and leadership capacity needed to take-on and utilise devolved powers effectively. It offers a singular strategic voice for Warwickshire with regional partners and strategic authority arrangements, strengthening Warwickshire's direct influence and ability to deliver on local and national priorities.	Devolution in Warwickshire p.74-82
A)	Proposals will need to consider and set out for areas where there is already a Combined Authority (CA) or a Combined County Authority (CCA) established or a decision has been taken by Government to work with the area to establish one, how that institution and its governance arrangements will need to change to continue to function effectively; and set out clearly (where applicable) whether this proposal is supported by the CA/CCA /Mayor.	At the full council meeting on 14th October 2025, the Council resolved that full constituent membership of the WMCA is the best arrangement for any new council(s) in Warwickshire to meet the Government's requirement of full devolution. An initial assessment of the devolution options for Warwickshire is included in the submission.	Devolution in Warwickshire p.74-82 Devolution options appraisal p.76
B)	Where no CA or CCA is already established or agreed then the proposal should set out how it will help unlock devolution.	By building on the existing level 2 devolution deal, Warwickshire is well placed to unlock devolution and its benefits, contributing to the West Midlands's regional footprint and economy. The submission includes analysis of how LGR, PSR and Devolution can deliver positive outcomes and benefits for the residents of Warwickshire.	Devolution in Warwickshire p.74-82 Delivering in Warwickshire (LGR, PSR, and Devolution) p.79-81.
C)	Proposals should ensure there are sensible population size ratios between local authorities and any strategic authority, with timelines that work for both priorities.	An initial assessment of the devolution options for Warwickshire identifies full constituent membership of the WMCA as the best arrangement for any new council(s) in Warwickshire to meet the Government's requirement of full devolution.	Devolution in Warwickshire p.74-82

6)	New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.	A single unitary will provide a consistent, countywide framework for community engagement and neighbourhood empowerment. It enables integrated, community-focused service delivery and aligns effectively with key partners to support joint working. Done well, it will ensure all communities have meaningful opportunities to shape local services and decisions	Community Governance p64-69
A)	Proposal will need to explain plans to make to make sure that communities are engaged.	<p>The development of local committees and community networks provide mechanisms to enhance local voice and democratic participation, ensuring communities are actively involved in shaping decisions that affect them.</p> <p>A consistent, countywide approach to community engagement and governance will ensure all residents have equal opportunities to participate in local decision-making. This will lead to more sustainable community-led solutions and enable the council to respond more quickly to take local action when and where it is needed.</p> <p>Proposals for democratic representation are included in the submission.</p>	<p>Community governance p64-67.</p> <p>Democratic representation – p. 68 - 69</p>
B)	Where there are already arrangements in place it should be explained how these will enable strong community engagement.	<p>Warwickshire councils have strong relationships with town and parish councils. The opportunity to devolve assets and services to town and parish councils, where there is capacity and appetite to do so, enables them to shape their role in service delivery and local leadership.</p> <p>These relationships provide a trusted platform for engagement, enabling shared learning, co-design, and a consistent approach to local governance while recognising the important and distinct role that town and parish councils play.</p>	Community Governance p67.



Ministry of Housing,
Communities &
Local Government

3 June 2025

LOCAL GOVERNMENT REORGANISATION

INTERIM PLAN FEEDBACK: WARWICKSHIRE

To the Chief Executives of:
North Warwickshire Borough Council
Nuneaton and Bedworth Borough Council
Rugby Borough Council
Stratford-on-Avon District Council
Warwick District Council
Warwickshire County Council

Overview

Thank you for submitting your interim plans. The amount of work from all councils is clear to see across the options being considered. For the final proposal(s), each council can submit a single proposal for which there must be a clear single option and geography and, as set out in the guidance, we expect this to be for the area as a whole; that is, the whole of the area to which the 5 February invitation was issued, not partial coverage.

Our aim for the feedback on interim plans is to support areas to develop final proposals. This stage is not a decision-making point, and our feedback does not seek to approve or reject any option being considered.

The feedback provided relates to the:

- Interim plan sent on behalf of the district and borough councils concluding that single and two unitary options can meet all the criteria for local government reorganisation; and
- Interim plan sent on behalf of Warwickshire County Council concluding that only a single unitary for the area can meet the criteria.

We have provided feedback on behalf of central government. It takes the form of:

1. A summary of the main feedback points,
2. Our response to the specific barriers and challenges raised in your plans,
3. An annex with more detailed feedback against each of the interim plan asks.

We reference the guidance criteria included in the invitation letter throughout, a copy can be found at [LETTER: WARWICKSHIRE – GOV.UK](#). Our central message is to build on your initial work and ensure that the final proposal(s) address the criteria and

are supported by data and evidence. We recommend that final proposal(s) should use the same assumptions and data sets or be clear where and why there is a difference.

We welcome the work that has been undertaken across proposals to develop local government reorganisation plans for Warwickshire. This feedback does not seek to approve or discount any options or proposals, but provide some feedback designed to assist in the development of final proposal(s). We will assess final proposal(s) against the guidance criteria provided in the invitation letter and have tailored this feedback to identify where additional information may be helpful in enabling that assessment. Please note that this feedback is not exhaustive and should not preclude the inclusion of additional materials or evidence in the final proposal(s). In addition, your named area lead, Jon Scanlan, will be able to provide support and help address any further questions or queries.

Summary of the Feedback:

We have summarised the key elements of the feedback below, with further detail provided in the Annex.

1. In your proposals, you are considering populations that would be above or below 500,000. As set out in the Statutory Invitation guidance and in the English Devolution White Paper, we outlined a population size of 500,000 or more. This is a guiding principle, not a hard target – we understand that there should be flexibility, especially given our ambition to build out devolution and take account of housing growth, alongside local government reorganisation. **All proposals, whether they are at the guided level, above it, or below it, should set out the rationale for the proposed approach clearly.**
2. The criteria ask that consideration should be given to the impacts for crucial services such as social care, children's services, SEND and homelessness, and for wider public services including for public safety (see criterion 3). **For any options where there is disaggregation, further detail will be helpful on how the different options might impact on these services and how risks can be mitigated.**
3. We welcome the steps taken to come together to prepare interim plans, as per criterion 4:
 - a. **Effective collaboration between all councils will be crucial; we would encourage you to continue to build strong relationships and agree ways of working, including around effective data sharing. This will support the development of a robust shared evidence base to underpin final proposal(s).**
 - b. **It would be helpful if final proposal(s) use the same assumptions and data sets or be clear where and why there is a difference.**
 - c. **It would be helpful if your final proposal(s) set out how the data and evidence supports all the outcomes you have included and how well they meet the assessment criteria in the invitation letter.**

- d. **You may wish to consider an options appraisal that will help demonstrate why your proposed approach in the round best meets the assessment criteria in the invitation letter compared to any alternatives.**
4. In final proposal(s) it would be helpful to outline how each option would interact with a Strategic Authority and best benefit the local community, including meeting devolution statutory tests.

Response to specific barriers and challenges raised

Please see below our response to the specific barriers and challenges that were raised in your interim plans.

1. Devolution and Strategic Authority options

One of the plans asks for clarity about what potential Strategic Authority options will be available for Warwickshire to assist your consideration of reorganisation options.

We welcome the acknowledgement in the interim plans that there is a significant opportunity for devolution beyond the current non-mayoral agreement and the options you have set out for potential devolution routes for Warwickshire. In the detailed feedback table below, we have asked for further detail on devolution, but in summary:

- a. **Existing devolved powers:** Proposals should consider the impact of each option for reorganisation on the exercise of the new housing, regeneration, and adult skills powers being conferred by upcoming legislation to Warwickshire County Council as part of the current agreement, and what the options may be for exercising devolved functions once new unitaries are formed under each option.
- b. **Future options for devolution:**
We cannot pre-judge the result or timelines of any future devolution discussions, but we will work with you to progress any ambitions where possible in due course.

2. Early written feedback on area proposal

You asked for early written feedback from Government on the interim plans. This is our feedback to support you to develop your final proposal(s), we are open to providing ongoing support to your work to progress your final plan. Jon Scanlan is your MHCLG lead contact and is ready to engage with the whole area on issues you wish to discuss further.

ANNEX: Detailed feedback on criteria for interim plan

Ask – Interim Plan Criteria	Feedback
<p>Identify the likely options for the size and boundaries of new councils that will offer the best structures for delivery of high-quality and sustainable public services across the area, along with indicative efficiency saving opportunities.</p> <p>Relevant criteria:</p> <p>1c) Proposals should be supported by robust evidence and analysis and include an explanation of the outcomes it is expected to achieve, including evidence of estimated costs/benefits and local engagement.</p> <p>and</p> <p>2a-f) Unitary local government must be the right size to achieve efficiencies, improve capacity and withstand financial shocks.</p> <p>and</p> <p>3a-c) Unitary structures must prioritise the delivery of high quality and sustainable public services to citizens.</p>	<p>We welcome the initial thinking on the options for local government reorganisation in Warwickshire and recognise that this is subject to further work. We note the local context and challenges outlined in the plans and the potential benefits that have been identified for the options put forward. Your plans set out your intention to undertake further analysis, and this further detail and evidence, on the outcomes that are expected to be achieved for the whole area of any preferred model would be welcomed.</p> <p>Effective collaboration between all Warwickshire councils will be crucial to reaching final proposal(s). We would encourage you to continue to build strong relationships and agree ways of working, including around effective data sharing.</p> <p>For the final proposal(s), each council can submit a single proposal for which there must be a clear single option and geography and, as set out in the guidance, we expect this to be for the area as a whole; that is, the whole of the area to which the 5 February invitation was issued, not partial coverage.</p> <p>You may wish to consider an options appraisal against the criteria set out in the letter to provide a rationale for the preferred model against alternatives.</p> <p>Proposals should be for a sensible geography which will help to increase housing supply and meet local needs, including future housing growth plans. All proposals should set out the rationale for the proposed approach.</p> <p>We recognise that the options outlined in the interim plans are subject to further development. In final proposal(s) it would be helpful to include a high-level financial assessment which covers transition costs and overall forecast operating costs of the new unitary councils.</p> <p>We will assess your final proposal(s) against the criteria in the invitation letter. Referencing criterion 1 and 2, you may wish to consider the following bullets:</p> <ul style="list-style-type: none"> • high level breakdowns for where any efficiency savings will be made, with clarity of assumptions on

	<p>how estimates have been reached and the data sources used, including differences in assumptions between proposals</p> <ul style="list-style-type: none"> • how efficiency savings have been considered alongside a sense of local place and identity • information on the counterfactual against which efficiency savings are estimated, with values provided for current levels of spending • a clear statement of what assumptions have been made and if the impacts of inflation are taken into account • a summary covering sources of uncertainty or risks, with modelling, as well as predicted magnitude and impact of any unquantifiable costs or benefits • where possible, quantified impacts on service provision, as well as wider impacts. <p>We recognise that financial assessments are subject to further work. Referencing criteria 1 and 2, the bullets below indicate where further information would be helpful across all options:</p> <ul style="list-style-type: none"> • data and evidence to set out how your final proposal(s) would enable financially viable councils across the whole area, including identifying which option best delivers value for money for council taxpayers • detail on potential finances of new unitaries, for example, funding, operational budgets, potential budget surpluses/shortfalls, total borrowing (General Fund), and debt servicing costs (interest and MRP); and what options may be available for rationalisation of potentially surplus operational assets • clarity on the underlying assumptions underpinning any modelling e.g. assumptions of future funding, demographic growth and pressures, interest costs, Council Tax, savings earmarked in existing councils' MTFs • financial sustainability both through the period to the creation of new unitary councils as well as afterwards. <p>For proposals that would involve disaggregation of services, we would welcome further details on how services can be maintained, for example, for social care, children's services, SEND, homelessness, and for wider public services including public safety</p>
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	<p>Under criterion 3c you may wish to consider:</p> <ul style="list-style-type: none"> • how each option would deliver high-quality and sustainable public services or efficiency saving opportunities • what are the potential impacts of disaggregating services? • what would the different options mean for local services provision, for example: <ul style="list-style-type: none"> • do different options have a different impact on SEND services and distribution of funding and sufficiency planning to ensure children can access appropriate support, and how will services be maintained? • what is the impact on adult and children's care services? Is there a differential impact on the number of care users and infrastructure to support them from the different options? • what partnership options have you considered for joint working across the new unitaries for the delivery of social care services? • do different options have variable impacts as you transition to the new unitaries, and how will risks to safeguarding be managed? • do different options have variable impacts on schools, support and funding allocation, and sufficiency of places, and how will impacts on schools be managed? • what might be the impact on highway services across the area under the different approaches suggested? • what are the implications for public health, including consideration of socio-demographic challenges and health inequalities within any new boundaries and their implications for current and future health service needs. What are the implications for how residents access services and service delivery for populations most at risk? <p>We would encourage you to provide further details on how your proposals would maximise opportunities for public service reform, so that we can explore how best to support your efforts.</p>
Include indicative costs and arrangements in	As per criterion 2, the final proposal(s) should set out how an area will seek to manage transition costs,

<p>relation to any options including planning for future service transformation opportunities.</p> <p>Relevant criteria:</p> <p>2d) Proposals should set out how an area will seek to manage transition costs, including planning for future service transformation opportunities from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects.</p>	<p>including planning for future service transformation opportunities from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects.</p> <ul style="list-style-type: none"> • within this it would be helpful to provide detailed analysis on expected transition and/or disaggregation costs and potential efficiencies of proposal(s). This could include clarity on methodology, assumptions, data used, what year these may apply and why these are appropriate • detail on the potential service transformation opportunities and invest-to-save projects from unitarisation across a range of services e.g. consolidation of waste collection and disposal services and whether different options provide different opportunities for back-office efficiency savings • where it has not been possible to monetise or quantify impacts, you may wish to provide an estimated magnitude and likelihood of impact • summarise any sources of risks, uncertainty and key dependencies related to the modelling and analysis • detail on the estimated financial sustainability of proposed reorganisation and how debt could be managed locally <p>We welcome the joint work you have done to date and recommend that all options and proposals should use the same assumptions and data sets or be clear where and why there is a difference (linked to criterion 1c).</p>
<p>Include early views as to the councillor numbers that will ensure both effective democratic representation for all parts of the area, and also effective governance and decision-making arrangements which will balance the unique needs of your cities, towns, rural and coastal areas, in line with the Local Government Boundary Commission for England guidance.</p>	<p>We welcome the early views you have provided of councillor numbers, which we will be sharing with the Local Government Boundary Commission for England (LGBCE). There are no set limits on the number of councillors although the LGBCE guidance indicates that a compelling case would be needed for a council size of more than 100 members.</p> <p>New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.</p> <p>Additional details on how the community will be engaged, specifically how the governance, participation and local voice will be addressed to</p>

<p>Relevant criteria:</p> <p>6) New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.</p> <p>6a) Proposals will need to explain plans to make sure that communities are engaged</p>	<p>strengthen local engagement and democratic decision-making would be helpful.</p> <p>In your final proposal(s) we would welcome detail on your plans for neighbourhood-based governance, the impact on parish councils, and the role of formal neighbourhood partnerships and neighbourhood Area Committees.</p>
<p>Include early views on how new structures will support devolution ambitions.</p> <p>Relevant criteria:</p> <p>5a-c) New unitary structures must support devolution arrangements.</p> <p>Specifically 5b) Where no CA or CCA is already established or agreed then the proposal should set out how it will help unlock devolution.</p>	<p>We note you are considering different devolution options and are discussing with wider stakeholders how to develop a clear roadmap for devolution for Warwickshire. MHCLG officials are working with you on these matters separately.</p> <p>Across all local government reorganisation proposal(s), looking towards a potential future Strategic Authority, it would be helpful to outline how each option would interact with a Strategic Authority and best benefit the local community, including meeting the criteria for sensible geography in the White Paper and devolution statutory tests.</p> <p>We cannot pre-judge the result or timelines of any future devolution discussions, but we will work with you to progress your ambitions where possible in due course.</p>
<p>Include a summary of local engagement that has been undertaken and any views expressed, along with your further plans for wide local engagement to help shape your developing proposals.</p> <p>Relevant criteria:</p> <p>6a-b) new unitary structures should enable stronger community engagement and deliver genuine opportunity for</p>	<p>We note your interim update against criterion 6 and recognise the limitations on local engagement it has been possible to undertake to date.</p> <p>It is for you to decide how best to engage locally in a meaningful and constructive way with residents, the voluntary sector, local community groups, neighbourhood boards, public sector providers such as health, police and fire, and local businesses to inform your final proposal(s).</p> <p>For the proposal that involves disaggregation of services, you may wish to engage in particular with those residents who could be affected</p>

neighbourhood empowerment.	It would be helpful to see detail that demonstrates how local ideas and views have been incorporated into your final proposal(s).
<p>Set out indicative costs of preparing proposals and standing up an implementation team as well as any arrangements proposed to coordinate potential capacity funding across the area.</p> <p>Relevant criteria:</p> <p>Linked to 2d) Proposals should set out how an area will seek to manage transition costs, including planning for future service transformation opportunities from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects.</p>	<p>We note the indicative costs included in the plans. We recognise these are early estimates and would welcome updated costs as the process goes forward, including those related to the costs of consultancy support.</p> <p>£7.6 million will be made available in the form of local government reorganisation proposal development contributions, to be split across the 21 areas. Further information will be provided on this funding shortly.</p> <p>We would welcome further detail in your final proposal(s) over the level of cost and the extent to which the costs are for delivery of the unitary structures or for transformation activity that delivers additional benefits.</p>
<p>Set out any voluntary arrangements that have been agreed to keep all councils involved in discussions as this work moves forward and to help balance the decisions needed now to maintain service delivery and ensure value for money for council taxpayers, with those key decisions that will affect the future success of any new councils in the area.</p> <p>Relevant criteria:</p> <p>4 a-c) Proposals should show how councils in the area have sought to work</p>	<p>We welcome the ways of working together you have outlined in the interim plans (see criterion 4) and the commitment to the councils across Warwickshire to co-operate fully on local government reorganisation and share data/information etc.</p> <p>Continuing such collaborative working between all the councils of Warwickshire, including agreeing principles for working together, and sharing data, resources and expertise, will be crucial in developing robust final proposals.</p> <p>We recommend that final proposal(s) should use the same assumptions and data sets or be clear where and why there is a difference.</p>

together in coming to a view that meets local needs and is informed by local views.	
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Response to MHCLG detailed feedback on interim plan dated 3rd June 2025

Summary Feedback			
Summary	Government Feedback	Commentary	Page Number
500,000 population guide	All proposals, whether they are at the guided level, above it, or below it, should set out the rationale for the proposed approach clearly.	The 500,000-population guiding principle has been actively considered within the options appraisal, ensuring the proposed model is both scalable and sustainable.	p.27 & 28
Effective collaboration	Encourage councils to continue to build strong relationships and agree ways of working, including around effective data sharing.	There has been ongoing engagement across all 6 councils including Leader/ CEO meetings, meetings of S151 officers and Monitoring Officers. A shared data repository has been created with information from all 6 councils uploaded to inform the data driven analysis. This will be maintained throughout implementation.	p.19 p.83 - 89
Disaggregation	For any options where there is disaggregation, further detail will be helpful on how the different options may impact on these services and how risks can be mitigated.	Not applicable. The proposal for a single unitary council for Warwickshire would not require disaggregation. The risks of disaggregation in a two unitary model are included in the proposal	p.37 p.55-57
Assumptions and data sets	Helpful if final proposal(s) use the same assumptions and data sets or be clear where and why there is a difference.	It has not been possible to reach agreement on all of the assumptions supporting the financial appraisal.	A summary of the differences in assumptions and data sets is set out in the Supporting Evidence (Section 1, Financial Analysis).
Strategic Authority	Helpful to outline how each option would interact with a Strategic Authority and best benefit the local community including meeting criteria for sensible geography and devolution statutory tests	The options appraisal and devolution section of the submission explores how each model aligns with the objectives of a Strategic Authority. It recognises the strategic alignment with the West Midlands Combined Authority as the most suitable arrangement for any new council(s) in Warwickshire.	p. 74-78
Options appraisal	You may wish to consider an options appraisal that will help demonstrate why your proposed approach in the round best meets the assessment criteria in the invitation letter compared to any alternatives.	A comparative options appraisal between a single unitary authority and a two-unitary model has been undertaken. A single unitary council for Warwickshire best meets the Government's criteria.	p. 24 -35

Detailed Feedback			
Summary	Government Feedback	Commentary	Page Number
Effective collaboration	Encourage councils to continue to build strong relationships and agree ways of working, including around effective data sharing	There has been ongoing engagement across all 6 councils including Leader/CEO meetings, meetings of S151 officers and Monitoring Officers. A shared data repository has been created with information from all 6 councils uploaded to inform the data driven analysis. This will be maintained throughout implementation.	p.19, p. 83 - 89
Single proposal covering the whole of the area	Each council can submit a single proposal for which there must be a clear single option and geography and we expect this to be for the area as a whole, not partial coverage	Warwickshire Count Council's proposal is for a single unitary council covering the whole of the county of Warwickshire	p.5-7 p.25, 26
Options appraisal	You may wish to consider an options appraisal that will help demonstrate why your proposed approach in the round best meets the assessment criteria in the invitation letter compared to any alternatives.	A comparative options appraisal between a single unitary authority and a two-unitary model has been undertaken. A single unitary council for Warwickshire best meets the Government's criteria	p. 24 -35
Sensible geographic which helps to increase housing supply	Proposals should be for a sensible geography which will help to increase housing supply and meet local needs, including future housing growth plans	The proposal is for a county wide geography that better supports sustainable housing growth and local needs. Considerations include service delivery synergies, devolution opportunities, and public service reform opportunities.	P. 25 - 37
Financial assessment	In final proposal(s) it would be helpful to include a high-level financial assessment which covers transition costs and overall forecast operating costs of the new unitary councils.	A financial assessment has been developed, outlining anticipated transition costs and projected operational expenditure. This provides a clear picture of the financial implications, risks and benefits associated with reorganisation.	p.38 -52 and Supporting Evidence (Section 1, Financial Analysis).
Efficiency savings	High-level breakdowns for where any efficiency savings will be made, with clarity of assumptions on how estimates have been reached and the data sources used, including differences in assumptions between proposals.	Efficiency savings have been modelled with transparent assumptions and evidence base, with detailed explanation of assumptions, and assumption differences, being included as part of the financial appraisal and supporting evidence.	p.38 - 39 p. 41 – 53 Supporting Evidence (Section 1, Financial Analysis).

Efficiency savings alongside local identity	How efficiency savings have been considered alongside a sense of local place and identity.	The financial case balances efficiency with the preservation of local identity, ensuring that cost savings do not come at the expense of community engagement or service accessibility. Efficiencies and local place / identity have been considered as part of the options appraisal. A single unitary is the only model that can deliver genuine local presence and offer the scale and efficiency needed to be financially viable into the future.	Community governance p.64-67 Costs and benefits p.41-45 Options appraisal – p.24 - 37 Recommended model – p. 21
Counterfactual Efficiency Savings	Information on the counterfactual against which efficiency savings are estimated, with values provided for current levels of spending.	A counterfactual has been established, using current expenditure baselines to assess the relative benefits of the proposed model.	Financial appraisal – p.38 - 54 Supporting Evidence (Section 1, Financial Analysis)
Financial Assumptions	A clear statement of what assumptions have been made and if the impacts of inflation are taken into account.	A detailed suite of financial assumptions are included as part of wider financial case. The methodology, sources of data and rationale are detailed as part of this. Where possible assumptions have been avoided by using relevant data.	Financial appraisal – p.38 - 54 Supporting Evidence (Section 1, Financial Analysis).
Risks and unquantifiable costs	A summary covering sources of uncertainty or risks, with modelling, as well as predicted magnitude and impact of any unquantifiable costs or benefits.	Financial sustainability is a core element of the financial appraisal of LGR, highlighting risks in both the short and long term dependant on the model of reorganisation. Programme risk and uncertainty will be explored further as part of the implementation process.	Financial sustainability – p.39, 45 – 53 Risk management p.92-93
Service and wider impacts	Where possible, quantified impacts on service provision, as well as wider impacts.	The submission outlines both direct service impacts and broader system-wide benefits.	p. 55 – 57 p. 61 – 63 p. 70 – 73
Evidence of financially viable councils	Data and evidence to set out how your final proposal(s) would enable financially viable councils across the whole area, including identifying which option best delivers value for money for council taxpayers	Financial sustainability modelling has been undertaken and is set out in both the submission and the supporting financial case. The submission identifies a single unitary as the most viable option when considering the whole of the area (Warwickshire) and also as the option which best delivers value for money for council tax payers.	Financial sustainability analysis p.46-52 Finance case: Financial sustainability p.20-27 Assets and liabilities p.28-31

Potential finances of new unitaries	Detail on potential finances of new unitaries, for example, funding, operational budgets, potential budget surpluses/shortfalls, total borrowing (General Fund), and debt servicing costs (interest and MRP); and what options may be available for rationalisation of potentially surplus operational assets	Debt, borrowing and capital financing requirements analysis has been undertaken as part of the financial appraisal. Balance sheet analysis sets out the position of assets and liabilities across the Warwickshire councils. Budgetary analysis has been conducted to reflect the aggregation of the preexisting council budgets.	Consolidated balance sheet analysis p.52 Budgetary analysis p.46-52 Debt borrowing and capital financing requirements analysis – financial appraisal p. 38 - 53
Underlying modelling assumptions	Clarity on the underlying assumptions underpinning any modelling e.g. assumptions of future funding, demographic growth and pressures, interest costs, Council Tax, savings earmarked in existing councils' MTFSS	The financial case provides a detailed suit of assumptions and rationale for each of the inputs into the modelling. A comparison between the County Council's assumptions and those of the District and Borough Councils is also part of the supporting evidence.	Supporting Evidence (Section 1, Financial Analysis - Differences between WCC and Deloitte analysis
Financial sustainability	Financial sustainability both through the period to the creation of new unitary councils as well as afterwards.	Financial analysis demonstrates the immediate pressures presented by reorganising into a two unitary scenario. A single unitary scenario provides financial sustainability for longer, with a better combined ability to absorb shocks. It should be noted that reorganisation will provide financial opportunities in Warwickshire but will not address the systemic funding and demand challenges facing local councils.	Financial sustainability analysis p.46-52 Supporting Evidence (Section 1, Financial Analysis).
Modelling assumptions	Clarity on the underlying assumptions underpinning any modelling e.g. assumptions of future funding, demographic growth and pressures, interest costs, Council Tax, savings earmarked in existing councils' MTFSSs.	Modelling is underpinned by transparent assumptions, with rationale and application clearly laid out as an appendix to the finance case.	Supporting Evidence (Section 1, Financial Analysis).
High-quality and sustainable services	How each option would deliver high-quality and sustainable public services or efficiency saving opportunities	Options appraisal has considered service delivery models, efficiency opportunities, and public service reform to ensure sustainability and quality.	p. 25-37
Disaggregation impacts	What are the potential impacts of disaggregating services?	The financial case and dedicated disaggregation analysis explore service impacts, ensuring continuity and minimising disruption.	p.55-57

SEND services	Do different options have a different impact on SEND services and distribution of funding and sufficiency planning to ensure children can access appropriate support, and how will services be maintained?	SEND service implications have been assessed through options appraisal and disaggregation analysis.	Options appraisal, p. 29, 30, 37, 80 Financial appraisal – p.48-51
Adult and children's care	What is the impact on adult and children's care services? Is there a differential impact on the number of care users and infrastructure to support them from the different options?	Care service impacts have been evaluated across options appraisal, with infrastructure and user needs considered in the disaggregation analysis.	p. 24 - 37, 41 – 51, 55 – 57, 80
Social care partnerships	What partnership options have you considered for joint working across the new unitaries for the delivery of social care services?	Partnership options would not be required in a single unitary model. However, the implications and risks of establishing social care partnership models have been considered as part of the options appraisal.	p.29 - 30, 36 – 37.
Transition impacts	Do different options have variable impacts as you transition to the new unitaries, and how will risks to safeguarding be managed?	The safeguarding risks will be minimised in a single unitary model. The impact and risks of disaggregation to safeguarding are included in the submission and will be part of detailed implementation should a two unitary model be pursued.	P. 55 – 57
Schools and education	Do different options have variable impacts on schools, support and funding allocation, and sufficiency of places, and how will impacts on schools be managed?	Financial appraisal and disaggregation analysis includes impacts on schools, funding allocation and school sufficiency.	p. 46 – 47, 55 – 57
Highway services	What might be the impact on highway services across the area under the different approaches suggested?	Highway considerations have been evaluated within the options appraisal, disaggregation analysis and included in the assessment of potential impact and stretch of LGR.	p.24 – 37, 55 - 57, 81
Public health	What are the implications for public health, including consideration of sociodemographic challenges and health inequalities within any new boundaries and their implications for current and future health service needs. What are the implications for how residents access services and service delivery for populations most at risk?	The implications and risks for public health will be minimised in a single unitary council which retains the same Warwickshire boundary. Public health considerations are embedded in the options appraisal and Public Service Reform.	p. 24-37, 55- 57, 79 - 81

Transition costs	How the area will seek to manage transition costs including planning for future service transformation opportunities from existing budgets, including from the flexible use of capital receipts that can support authorities in taking forward transformation and invest-to-save projects	<p>Transition costs are lower in a single unitary due to the absence of disaggregation costs.</p> <p>As part of the financial modelling in the finance case, a full breakdown of transition costs outline the predicted costs.</p> <p>It is assumed that one-off transition costs for a single unitary will be funded from reserves which are at a healthy level across the six councils, with the option of flexible use of capital receipts as a backstop if necessary. However, there are risks about transition costs for a north unitary as the available to use reserves would run out by year three.</p>	<p>Implementation costs p.42 - 43</p> <p>Supporting Evidence (Section 1, Financial Analysis).</p>
Transition and disaggregation	Would be helpful to provide detailed analysis on expected transition and/or disaggregation costs and potential efficiencies of proposal(s). This could include clarity on methodology, assumptions, data used, what year these may apply and why these are appropriate.	<p>Transition and disaggregation costs have been modelled as part of the finance case, with outcomes dependant on whether a base or stretch scenario is pursued.</p> <p>Further implementation planning is ongoing.</p>	<p>p. 41 - 52</p> <p>Supporting Evidence (Section 1, Financial Analysis).</p>
Service transformation	Detail on the potential service transformation opportunities and invest-to-save projects from unitarisation across a range of services e.g. consolidation of waste collection and disposal services and whether different options provide different opportunities for back-office efficiency savings.	<p>The proposal identifies invest-to-save opportunities, including service transformation and consolidation, to drive long-term efficiencies and improved outcomes.</p> <p>Initial opportunities of public service reform opportunities have been explored.</p>	<p>p.43 - 45</p> <p>p. 70 – 73</p> <p>Supporting Evidence (Section 1, Financial Analysis).</p>
Risk and dependencies	Summarise any sources of risks, uncertainty and key dependencies related to the modelling and analysis.	Key financial risks of both models have been highlighted, particularly in relation to funding distribution, demand trends and population-based inequality.	<p>p.38 - 53</p> <p>Supporting Evidence (Section 1, Financial Analysis).</p>
Debt management	Detail on the estimated financial sustainability of proposed reorganisation and how debt could be managed locally.	Initial analysis of reserves and balance sheets across the 6 Warwickshire councils has been undertaken from available data. To note: not all councils have up to date financial information, therefore other sources and publicly available were used in place of this for modelling.	Supporting Evidence (Section 1, Financial Analysis).

Councillor numbers	We welcome the early views you have provided of councillor numbers, which we will be sharing with the Local Government Boundary Commission for England (LGBCE).	Options appraisal and a proposed approach for councillor numbers, pending a LGBCE review, are included in the submission.	p.68 - 69
Community engagement	New unitary structures should enable stronger community engagement and deliver genuine opportunity for neighbourhood empowerment.	The proposed single unitary model is designed to strengthen community engagement and empower neighbourhoods through local committees and community networks.	Community governance p.64 - 67
Local voice and governance	Details on how the community will be engaged, specifically how the governance, participation and local voice will be addressed to strengthen local engagement and democratic decision-making would be helpful.	The development of local committees and community networks. include mechanisms to enhance local voice and democratic participation, ensuring communities are actively involved in shaping decisions that affect them.	Community governance section p.64 - 67
Neighbourhood Governance	Detail on your plans for neighbourhood-based governance, the impact on parish councils, and the role of formal neighbourhood partnerships and Neighbourhood Area Committees.	The proposal outlines a neighbourhood governance model that integrates the role of town and parish councils, local committees and community networks to empower residents.	Community governance section p.64 - 67
Strategic Authority	It would be helpful to outline how each option would interact with a Strategic Authority and best benefit the local community, including meeting the criteria for sensible geography in the White Paper and devolution statutory tests.	The options appraisal and devolution section explore how each proposed model aligns with the objectives of a Strategic Authority. It recognises the strategic alignment with the West Midlands Combined Authority as being the best arrangements for any new council(s) in Warwickshire.	p. 32 – 33 p. 74-78
Meaningful Local Engagement	It is for you to decide how best to engage locally in a meaningful and constructive way with residents, the voluntary sector, local community groups, neighbourhood boards, public sector providers such as health, police and fire, and local businesses to inform your final proposal(s).	Engagement has been carried out with residents, wider public sector partners and stakeholders. These views have been taken into consideration when developing this proposal.	p.17-19 Supporting Evidence (Section 3, Public and partner engagement).
Incorporating local views	It would be helpful to see detail that demonstrates how local ideas and views have been incorporated into your final proposal(s).	The views and concerns of residents, stakeholders, wider public services and Town and Parish Councils have been considered and have influences the design and operating model of the new authority	p.17-19 Supporting Evidence (Section 3, Public and partner engagement).

Disaggregation Views	For the proposal that involves disaggregation of services, you may wish to engage in particular with those residents who could be affected	This is not applicable to Warwickshire County Council's proposal as a single unitary council would not involve disaggregation of services.	n/a
Costs of standing up implementation team	Welcome updated costs as the process goes forward, including those related to the costs of consultancy support	A high level overview of implementation costs are broken down into programme transition costs and redundancy costs, summarised as 'total one off costs'	p.42-43 Supporting Evidence (Section 1, Financial Analysis, 2.6 Implementation Costs)
Costs of implementation	Welcome further detail over the level of cost and the extent to which the costs are for delivery of the unitary structures of for transformation activity that delivers additional benefit	See above for implementation costs. Regarding transformation, a single unitary provides the best springboard for transformation offering higher longer term benefits regardless of whether a base or stretch scenario is pursued.	Transformation analysis p.44-45 Supporting Evidence (Section 1, Financial Analysis, 2.6 Implementation Costs)
Differences in assumptions	We recommend that final proposal(s) should use the same assumptions and data sets or be clear where and why there is a difference	It has not been possible to reach agreement on all of the assumptions supporting the financial appraisal.	A summary of the differences in assumptions and data sets is set out in Supporting Evidence (Section 1, Financial Analysis, Difference between WCC and Deloitte analysis)