



Meeting: **Highways, Transport and Waste Overview and Scrutiny Committee**

Date/Time: **Thursday, 6 November 2025 at 2.00 pm**

Location: **Sparkenhoe Committee Room, County Hall, Glenfield**

Contact: **Mr. A. Sarang (0116 3056844)**

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Membership

Mr. B. Piper CC (Chairman)

Dr. J. Bloxham CC	Mr. P. Morris CC
Mr. S. Bradshaw CC	Mr. M. T. Mullaney CC
Mr. G. Cooke CC	Mr. O. O'Shea JP CC
Mr. N. Holt CC	Mr. C. A. Smith CC
Mr. B. Lovegrove CC	Mr. A. Thorp CC
Mr. J. McDonald CC	Mr. B. Walker CC

AGENDA

Item

Report by

Webcast.

A webcast of the meeting can be viewed on the [Council's YouTube](#) streaming pages.

1. Minutes of the meeting held on 4 September 2025. (Pages 3 - 6)
2. Question Time.
3. Questions asked by members under Standing Order 7(3) and 7(5).
4. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.
5. Declarations of interest in respect of items on the agenda.



6. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.
7. Presentation of Petitions under Standing Order 36.
8. Delivering the Local Transport Plan (LTP4) 2025-2040 - Next Steps. Director of Environment and Transport (Pages 7 - 20)
9. Collection and Packaging Reforms. Director of Environment and Transport (Pages 21 - 28)
10. Dates of Future Meetings.

Future meetings of the Committee are scheduled to take place on the following dates, all on a Thursday at 2.00pm, unless otherwise stated:

Thursday 22 January 2026
Thursday 5 March 2026
Thursday 4 June 2026
Thursday 3 September 2026
Thursday 5 November 2026

11. Any other items which the Chairman has decided to take as urgent.



Minutes of a meeting of the Highways and Transport Overview and Scrutiny Committee.
held at County Hall, Glenfield on Thursday, 4 September 2025.

PRESENT

Mr. B. Piper CC (in the Chair)

Dr. J. Bloxham CC
Mr. S. Bradshaw CC
Mr. G. Cooke CC
Mr. N. Holt CC

Mr. B. Lovegrove CC
Mr. P. Morris CC
Mr. C. A. Smith CC

In attendance

Mr. C. Whitford CC – Lead Member for Highways, Transport and Waste.
Ann Carruthers - Director of Environment and Transport
Janna Walker – Assistant Director
Pat Clarke – Assistant Director
Nicola Truslove – Service Development Business Partner, Chief Executives
Joanne Twomey - Senior Democratic Support Officer
Aqil Sarang – Democratic Support Officer

14. Minutes.

The minutes of the meeting held on 5 June 2025 were taken as read, confirmed and signed.

15. Question Time.

The Chief Executive reported that no questions had been received under Standing Order 35.

16. Questions asked by members under Standing Order 7(3) and 7(5).

The Chief Executive reported that no questions had been received under Standing Order 7(3) and 7(5).

17. Urgent Items.

There were no urgent items for consideration.

18. Declarations of interest in respect of items on the agenda.

The Chairman invited members who wished to do so to declare any interest in respect of items on the agenda for the meeting.

No declarations were made.

19. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.

There were no declarations of the party whip.

20. Presentation of Petitions under Standing Order 36.

The Chief Executive reported that no petitions had been received under Standing Order 36.

21. HIGHWAYS AND TRANSPORT PERFORMANCE REPORT TO JUNE 2025.

The Committee considered a report of the Chief Executive and Director of Environment and Transport, the purpose of which was to provide the Committee with a six-monthly performance update to June 2025. A copy of the report marked 'Agenda Item 8' is filed with these minutes.

Arising from discussion, the following points were made:

- (i) Members welcomed the report but commented that although the content provided detailed information on performance, the inclusion of visual aids such as charts and graphs would be helpful to support Members understanding of the overall direction in performance over time, allowing for better comparison against previous data. The Director undertook to consider this for future reports.
- (ii) In response to questions about the indicator that monitors the impact of transport on carbon emissions within the County and how these were measured, it was highlighted that this was an estimate in kilo tonnes provided by central government and was not data collected locally.
- (iii) A Member queried why it was regarded as positive that the average speed of vehicles on locally managed 'A' roads was at 30mph. It was highlighted that this was an indicator to measure levels of congestion, not speed. A speed of 30mph during peak times was seen as a positive compared to the national average (23mph) as it demonstrated that traffic whilst perhaps busy continued to move at a reasonable pace, meaning less congestion than some areas of the country.
- (iv) Members commented on the cost pressures faced by the Council to address the deteriorating condition of many roads in its area. It was noted that due to national funding being reduced in real terms over many years, alongside increase in inflation, local authorities were not able to deliver the amount of work they would want and had needed to prioritise maintenance work carried out. It was noted that to address the backlog in maintenance work across England, a total budget of £17bn had been estimated..
- (v) Members queried the reasons behind road casualties and whether there was a link to the state of the infrastructure. It was highlighted that there were broad reasons for road casualties, and these were determined following a review by the police to prevent the risk happening again. It was noted that this was reported to the Committee on an annual basis as part of the Council's contribution to the work of the Leicester, Leicestershire and Rutland Road Safety Partnership.

- (vi) Members highlighted the positive impact of the digital on-demand transport service provided by Leicestershire FoxConnect particularly in rural communities. It was noted that the Bus Service Improvement Plan funding allocated by government to local authorities to help improve bus services had aided the delivery of such alternative public transport options where a commercial service had not been considered viable. It was hoped this funding would continue beyond the two years currently allocated.
- (vii) Members noted the work undertaken by the Council through the Enhanced Bus Partnership which sought to make public transport services across the County as effective as possible, identifying and filling in gaps where a commercial service could not be provided. It was highlighted that subsidised services needed patronage to grow but where traditional bus services were not considered viable the possibility to extend Digital Demand Responsive Transport would be considered as a more cost-effective alternative.
- (viii) Members commented on the deterioration of pavements and the need for some of the new funding allocated by Government to be targeted towards addressing this in future years, as well as roads. It was acknowledged that a lack of resources had meant that minimal maintenance works to pavements and cycleways had been possible. The Director highlighted that repairs to footpaths and cycleways were carried out on a risk-based approach and that subject to approval, there could now be a pro-active approach to maintenance funded through the new Local Transport Grant coordinated with the use of the Active Travel England Grant.
- (ix) It was noted that vegetation encroachment on footpaths was prioritised to ensure it was not a health and safety concern. It was suggested that rural footways were currently in a better condition and that there was a need for additional funding support to be able to deliver county wide. It was also highlighted that at times the vegetation was on private land and this was resolved through discussions with landowners and at times supported by parish councils.
- (x) Members raised concerns about the quality of work by utility companies to reinstate roads after carrying out repairs to their infrastructure running beneath. It was noted that they were required to reinstate the road to the existing standard, and this was governed by legislation. If the utility companies failed to do this, the Council could take action through enforcement. Members were reassured that inspectors visited sites once works had been completed. It was noted that, even when reinstated up to standard, any works carried out in the highway weakened and reduced the lifespan of a road which in the long term fell to the Council to manage.

RESOLVED:

That the Performance Report to June 2025 be noted.

22. Outcome of the 18 - Month Medium Term Financial Strategy Street Lighting Dimming Trial.

The Committee considered a report of the Director of Environment and Transport, the purpose of which was to advise the Committee of the outcome of the 18-month street lighting dimming trial and to seek its views on shaping the future street lighting service, prior to presenting a report to the Cabinet on 12 September 2025. A copy of the report marked 'Agenda Item 9' is filed with these minutes.

Arising from discussion, the following points were made:

- (a) Members welcomed the work undertaken and the outcome of the pilot. Members agreed that this had been an innovative approach taken by the County Council, noting it was the first authority to trial this level of street light dimming. Members were also pleased to note the level of savings it had delivered which could now be factored into the MTFS year on year.
- (b) The Committee supported the proposal to permanently dim street lights within this trial to 30% between the hours of 8pm and 7am across the County, on the basis there would be continued monitoring of road collisions and crime. Whilst the pilot had not raised any definitive issues and it was noted the reduced lighting levels had largely gone unnoticed, Members agreed this should continue to be monitored, with the opportunity to increase lighting in specific areas if and were deemed necessary for safety or crime related reasons.
- (c) It was noted that as part of the public consultation undertaken prior to the pilot, many respondents raised concerns and these had been monitored as part of the pilot scheme.
- (d) It was highlighted that the areas across the County that were under the 'part night lighting regime' (switching off street lights from midnight to 5.30am) would stay the same and that regime would not be affected by the proposal outlined in the report. Members were informed that not all local authorities operated a Central Management System used by the Council to control street lighting which had been fundamental in being able to take this approach.

The Lead Member for Highways and Transport welcomed the report and Members comments on the success of the dimming trial. He said as a result of the outcome of the pilot he would recommend to Cabinet that this be made a permanent feature and thanked officers for the work undertaken.

RESOLVED:

That the outcome of the 18-month street lighting dimming trial be noted and welcomed and that the comments now made by the Committee be presented to the Cabinet for consideration at its meeting on 12 September 2025.

23. Date of next meeting.

RESOLVED:

It was noted that the next meeting of the Committee would be held on 6 November 2025 at 2.00 pm.

2.00pm – 3.20pm
04 September 2025

CHAIRMAN



**HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND SCRUTINY
COMMITTEE: 6 NOVEMBER 2025**

**DELIVERING THE LOCAL TRANSPORT PLAN (LTP4) 2025-2040 –
NEXT STEPS**

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of this report is to advise the Committee of the development of the Enabling Travel Choice Strategy (ETCS) and work undertaken to prepare three Multi-Modal Area Investment Plans (MMAIPs) pilots (Market Harborough, South Leicestershire and Hinckley areas). The report seeks the views of the Committee on the initial consultation to inform the development of the ETCS and the MMAIPs both of which form part of the full Local Transport Plan 2025-2040 (LTP4).

Policy Framework and Previous Decisions

2. The LTP4 Core Document was approved by the Cabinet on 22 November 2024 and subsequently by the County Council on 2 July 2025.
3. The Cabinet considered a report on Delivering the Local Transport Plan (LTP4) 2025-2040 Next Steps on 28 October 2025 and approved an initial consultation on the key policy positions.

Background

What is a Local Transport Plan?

4. There is a legal requirement for each Local Transport Authority (LTA), such as the County Council, to prepare an LTP. LTPs help to promote transport as an enabler to deliver on economic, environmental and social objectives by planning for transport infrastructure and initiatives to help people and goods travel around.

What is the LTP for Leicestershire (LTP4)?

5. The full LTP4 consists of several elements:



Figure 1: The elements of the full LTP4 for Leicestershire

6. The development work for the Council's LTP4 began in late 2021 and it is being phased.

Phase 1 – Completed

7. Phase 1 comprised the development and the adoption of the LTP4 Core Document (CD). The LTP4 CD is a high-level document that, amongst other details, sets out a strategic vision for transport across the County, along with five Core Themes and six Core Policies. This was approved by the Council in July 2025.

Phase 2 – Underway

8. Phase 2 includes the development and the implementation of a series of Focused Strategies, of which the ETCS is one. Each Focused Strategy will set out more detail and explanation (than the LTP4 CD) about a particular area of work, for example as set out in this report about the Council's work to enable travel choice.
9. It will also include the development and implementation of MMAIPs, starting with the three pilot areas. The MMAIPs will set out the detailed work to be delivered in particular areas in line with the policies set out in the LTP4 CD and Focused Strategies.

Phase Three – At Early Stages

10. Phase Three will set out the LTP4 monitoring and review processes and it will also set out the Council's approach to looking ahead to a post-2050 vision for transport to ensure that the LTP4 and transport solutions can adapt to accommodate travel behaviour change, innovation, and changes to national policy.

Enabling Travel Choice Strategy – General Overview

What is the purpose of the ETCS?

11. The ETCS will set out in detail how the Council, as the LTA, will seek to enable people living and working in the County, in existing and new communities, to make informed travel choices.
12. The ETCS will sit above the current range of policies, plans and strategies that deal with particular means (modes) of travel (topic-specific strategies), such as the Cycling and Walking Strategy, the Passenger Transport Policy and Strategy, and the Network Management Policy and Strategy and Plan.
13. The ETCS will seek to give people opportunities to travel by all appropriate and relevant modes (see also paragraphs 38 to 41 below).
14. Making different choices of travel can bring health and environmental benefits. Where it helps to reduce traffic congestion, it can also bring economic benefits through reduced delays and interruptions to the movement of materials and goods. Enabling travel choice is also vital to achieving the delivery of sustainable development in accordance with the National Planning Policy Framework (NPPF), to the delivery of the Core Themes and Policies of the LTP4 CD, and to supporting the delivery of the strategic outcomes that are set out in the Council's Strategic Plan 2024-2026.
15. The primary purposes of the ETCS is, as per the vision for the Department for Transport's (DfT) proposed Integrated National Transport Strategy to:

"put people who use transport and their needs at its heart;"; and

"empower local leaders to deliver integrated transport solutions that meet the needs of their local communities".
16. It is intended that the ETCS will focus on how the LTA can help to enable communities, current and future, to have improved access to the societal and economic services and facilities that they might need to use as part of their daily lives, such as workplaces, schools, education, healthcare, shops, and leisure opportunities. The ETCS will also seek to enable access to local labour pools for existing and new businesses.

What will the ETCS Cover?

17. The ETCS will cover two key areas of work:
 - a) How the LTA (and its partners, such as Public Health, Education, Adults and Communities, as necessary) will work with existing communities to understand them and any travel barriers that they face in seeking to access the services/facilities in their daily lives, and to seek to enable them to have realistic choices about how they travel to those services/facilities. That understanding will not just be about transport issues; it will include wider matters such as health, inequalities, levels of deprivation, and educational achievement. In some cases, enabling improved access might be about transport provision - such as an improved or new footway or cycleway, increasing the capacity of a junction, or providing a new passenger transport service. In other cases, it might be about bringing a service or facility closer to a community; for example, this could be a new surgery that is built as part of a new development, which would mean that people would

then have a choice to walk to the surgery rather than having to drive to one that is much further away.

- b) How the LTA will seek to work with Local Planning Authorities (which at present, pending any local government reorganisation, are the district councils in Leicestershire) and with promoters of new developments (such as house builders) to deliver new places that will achieve genuine sustainable development in accordance with the NPPF. That is, to deliver places that contain new services and facilities and/or are well connected by a realistic and genuine choice of transport to services and facilities in the local area.

What modes of travel will the ETCS cover?

- 18. Leicestershire is a mixture of differing places, including rural areas, villages, towns, and urban areas adjoining the City of Leicester. It is therefore not possible to impose a one-size-fits-all approach to enabling travel choice across the County; rather, through the ETCS, the LTA will seek to identify realistic transport solutions, prioritising those modes of travel that are most relevant for communities and places, both existing and planned for the future.
- 19. In some cases, the most realistic (and perhaps the only genuine) choice of travel will be by car. The ETCS therefore proposes to embrace all appropriate and relevant modes of travel, not just 'sustainable' travel.
- 20. Through the ETCS (and the other relevant local and national policies, strategies and plans), the LTA will continue to seek to make travel by car as safe, time reliable and delay free as is reasonably possible, and to support people to switch to electric vehicles in line with the Government's policy.
- 21. The ETCS is not concerned solely with building new or improving existing infrastructure (such as capital funded solutions, like a new length of footway or cycleway, or a junction improvement) to enable travel choice but also measures that help to educate and promote travel choice opportunities (such as revenue funded solutions, like support for new 'bus' services or travel education and training).

The ETCS – Proposed Key 'Policy Positions'

- 22. The ETCS is currently at an early stage of development and the next step is now to consult on the proposed 'policy positions' that will enable a strategy to be formulated. It is intended that the ETCS will contain a suite of policies that will provide a clear and transparent framework within which the LTA will work.
- 23. An initial set of six draft key 'policy positions' is set out below, representing an intended direction of travel.

1. Policy Position: Working to understand communities' needs

- 24. The LTA holds lots of evidence about the state and operation of the highways and transport networks in Leicestershire. But with the adoption of the LTP4 CD and creation of the ETCS, it is necessary to broaden this knowledge.

25. The ETCS will state that the LTA should work with a range of partners to understand Leicestershire's communities, including in respect of their health, economic circumstances/levels of deprivation, and educational attainment.
26. The LTA would then work with those partners to enable travel choice (including to bring services closer to people so that they can have a choice to walk or cycle) and help to tackle barriers, for example to enable easier or better access to health care, jobs or educational opportunities.
27. The ETCS will be open and realistic about what the LTA is able to achieve for communities. Notwithstanding recent transport funding announcements from the Government, it will be necessary to manage expectations. So, the focus of the full ETCS will have to be built around understanding and seeking to address communities' needs rather than wants. Whilst how this will be achieved in practice will be developed in more detail as part of preparing a draft ETCS, a need is more likely to be associated with access to something that is essential to daily life, such as parents taking their children to school, rather than something that would be 'nice to have'.

2. Policy Position: Working through the Local Plan process

28. The NPPF dictates a 'plan-led' system, meaning that Local Plans should form the fundamental basis for planning to meet the future homes and job needs of an area and the allocation of sufficient land to meet such needs. Decisions made by the district councils that are responsible for the development of Local Plans are thus fundamental to achieving sustainable development in accordance with the NPPF.
29. The ETCS will set out how the LTA will seek to work with district councils:
 - a) To ensure that the Local Plan evidence bases are accurate and include the current levels of accessibility to services and facilities;
 - b) To ensure that the authority responsible for the development of the Local Plan demonstrates how it has responded to the evidence:
 - i. To justify the selection of proposed site allocations;
 - ii. Through the development of the Plan's policy framework, especially to provide a clear and strong framework that requires new developments to be truly connected to existing communities and the wider area;
 - c) To ensure, where relevant, that for clusters of proposed allocation sites or sites that are proposed to be allocated along key transport corridors (such as main roads) that the Local Plan sets out, including through policies, how:
 - i. The master-planning of the sites is to be coordinated to promote the delivery of new services and facilities;
 - ii. The cumulative transport impacts are to be addressed, including in respect of securing developer contributions to deliver transport solutions to address the cumulative impacts.

30. The ETCS will make clear that the LTA will no longer consider a Local Plan to be in accordance with the requirements of the NPPF (that is, in planning terms, where it is not 'sound') where for example:
- a) The spatial strategy is being justified sustainable simply because of proposed site allocations' geographic locations;
 - b) The existing transport choices for the proposed allocation sites fail to provide appropriate, suitable, and safe access to services and facilities that future occupiers of the developments are most likely to require to access in meeting their daily needs;
 - c) The Local Plan fails to provide a sufficiently clear and strong policy framework to require and guide the site promoters to bring forward the proposals for enabling and improving transport choices as part of the overall 'visions' for their sites.

3. Policy Position: Working with Local Planning Authorities and site promoters through the planning application process

31. As set out above, the LTA will expect Local Plans to provide a robust policy basis for creating new communities and places of employment that provide occupiers with a genuine and realistic choice of travel.
32. Building on that foundation, it will be important to ensure that the LTA, through its role as a Statutory Consultee in the planning application process, can clearly understand how the Local Plan policies are being translated into reality in respect of site-specific development proposals and planning applications. The ETCS will set out that the LTA will expect site promoters:
- a) To provide, in accordance with NPPF requirements, a clear vision for a site ('place vision'). The ETCS will be clear that the preparation of a 'place vision' is essential, because that will then dictate the site's economic and societal relationships with the 'outside world', which in turn is essential to inform the development of a 'transport vision' for that place.
 - b) To demonstrate how the place and transport visions will be delivered in practice (how they are validated) over the lifetime of a development. This includes where to validate the vision, it is essential and necessary to improve the inadequate existing transport provision (such as to improve an existing cycleway or footway).
 - c) To prepare a 'Monitoring and Management Strategy', against which the delivery in practice of the visions will be tracked over the lifetime of a development.
33. The ETCS will mark a move away from simply assessing a proposed development's peak hour traffic impacts (albeit, that is likely to still be an important consideration) to a more wholistic 'vision-led' approach based around understanding the existing and future needs of communities to access services/facilities, and identifying and delivering the transport solutions that are of an appropriate, suitable and safe standard.

4. Policy Position: Piloting new and innovative ideas

34. Whilst the Council has piloted transport solutions - such as the initial 'Fox Connect' service and School Streets - it is keen to take steps to be more proactive in the light of the LTP4. The ETCS should set out that the Council, as the LTA, will take opportunities to pilot, trial and learn where new or innovative solutions are identified that would meet a community's or business' identified needs.
35. The Director of Corporate Resources will be closely involved in the development of the wording for any 'piloting' policy that is to be included in the ETCS, including in respect of any budget setting implications.

5. Policy Position: Considering what represents 'value for money'

36. The Council will continue to make best use of its own budgets, and the funding that the Council receives from external sources will remain of the upmost importance.
37. However, the Government has signalled that it intends to change the national guidance (known as 'The Green Book') that is used to appraise project business cases to put less emphasis on the monetary benefits of a proposal and greater emphasis on the wider benefits of a project. An example given (at section 3.2 of the Findings and Actions document) is in terms of achieving growth in household incomes through building more housing and improving transport connectivity.
38. Reflecting the direction of changes to national guidance, the ETCS will set out that in considering what represents 'value for money', the Council will not simply consider how much an intervention costs (although that will remain an important consideration), but what other benefits it might achieve or deliver in tackling wider identified issues, such as in respect of:
 - a) Enabling active travel to address a health issue;
 - b) Helping to tackle environmental issues (such as poor air quality);
 - c) Addressing inequality or social exclusion or providing for the needs of those in the community who are more vulnerable.
39. The Director of Corporate Resources will be closely involved in the development of the wording of any 'value for money' policy to be included in the ETCS.

6. Policy Position: Facilitating efficient delivery of safe and suitable infrastructure that supports local community need

40. The design of highway infrastructure delivered in Leicestershire, as with all places, is informed by national and local design standards. This includes schemes ranging from cycle lanes, footways and crossings through to complex junctions, bridges, and large distributor roads. These design standards are outlined in an array of guidance, which includes the County Council's Leicestershire Highway Design Guide, the Government's Design Manual for Roads and Bridges, the Government's Manual for Streets and the Government's Local Transport Notes, including LTN 1/20 (Cycle infrastructure design).
41. Design standards aid the consistent delivery of safe and suitable schemes. As recognised through national standards, an inclusive part of the guidance and the

processes which outline design standards includes consideration and accommodation for “departures” from design standards in certain circumstances.

42. Departures are an important element of enabling successful and efficient delivery of safe and effective schemes, by addressing and overcoming constraints which might be associated with a specific location, and also by enabling innovation to be included in schemes which bring about a betterment.
43. Departures from design standards often relate to proposed improvements to existing roads, where there are often greater constraints: seeking to provide a segregated cycleway along an existing road fronted by houses would be more difficult than for an open plot of land for, say, housing or employment use.
44. Departures are exceptions which can vary in their nature and scale, with corresponding levels of risks. Whilst minimising departures is important in terms of minimising risks, that should not be a reason to stifle innovation or hinder the delivery of a scheme that would otherwise provide a betterment in provision for the communities that need it and that will ultimately use it.
45. Therefore, it is intended that the ETCS will foster a positive approach to design departures. The LTA will work with scheme promoters and other partners, such as the Local Planning Authorities, towards reaching the acceptance of a scheme which involves existing or new highway infrastructure, provided that its design and delivery meets a range of criteria and objectives. These could include, for example, where a scheme that is being proposed:
 - a) Supports the wider principles of LPT4 and its core policies;
 - b) Aligns with the ETCS policies and objectives;
 - c) Aligns with the Local Plan, Place Vision and Transport Vision for the location - where applicable;
 - d) Is considered safe, as demonstrated by a road safety audit;
 - e) Is innovative in its design and/or delivery approach;
 - f) Does not place the County Council at an unacceptable risk in terms of legal, financial or reputational liability;
 - g) Would not represent a contradiction to a reasonable duty of care;
 - h) Duly considers network resilience and maintenance;
 - i) Provides a betterment that is in the best long-term interests of communities and businesses by supporting positive outcomes.
46. The intention is that the Council’s design departure procedure will be updated in line with the policies that will ultimately be set out in the ETCS.
47. The Director of Corporate Resources (in respect of their insurance and assurance responsibilities) will be closely involved in the development of the wording of any departures policy to be included in the ETCS.

Multi-Modal Area Investment Plans and the Relationship to the ETCS

48. Further to the Cabinet’s decision to approve the LTP4 CD in November 2024, work is being undertaken on the draft MMAIPs for the three pilot areas of Market Harborough, Hinckley, and South-east Leicestershire.

49. Whilst the ETCS is Countywide, the MMAIPs will focus on particular areas of the County. Their development and implementation will be driven, amongst other things, by the policies in the LTP4 CD and the Focused Strategies, such as the ETCS. Thus, the MMAIPs will summarise the issues that people living in those areas face in reaching the services/facilities that they need and the MMAIPs will build up the detail of the actions for the Council to undertake in particular areas.
50. As well as reflecting countywide policies, the MMAIPs will also draw on information from the existing and emerging local policy and strategy documents (for example, the 2017 Market Harborough Transport Strategy). They will also draw on any new evidence, including as collected through the proposed initial consultation exercise that is set out in the next section of this report.
51. As communities and businesses across Leicestershire vary in nature, it is likely that their priorities in respect of access to services and facilities, and labour pools, will also differ. This has implications for the 'objectives' and 'themes' that a MMAIP will be built around, and in turn, this has implications for the types and priorities of the solutions to enable choices of travel.
52. Drafts for each of the three pilot MMAIPs will be prepared, as informed by the proposed initial consultation exercise outlined below. Once prepared, they will be presented to the Cabinet for approval to consult; the reports to the Cabinet will set out why the evidence has led to the identification of the 'objectives' and 'themes', and the report will also set out in turn the actions that the Council is planning to undertake and deliver that are particular to that area.

Concluding Summary

53. The ETCS will provide the Council with a countywide strategy to enable communities to be able to access the services and facilities that they are likely to need as part of their daily lives, with a genuine and realistic choice of travel and help businesses to access pools of labour.
54. The ETCS will also have significant implications for the district councils in preparing the Local Plans and for the parties that are looking to promote new developments.
55. The draft key 'policy positions' that are set out above will provide the foundation for a suite of policies which will form the ETCS, providing a clear and transparent policy framework that sets out how the County Council will seek to work with the Local Planning Authorities (and the site promoters) whilst managing communities' expectations.
56. The development of the MMAIPs for the three pilot areas - Market Harborough, Hinckley, and South-east Leicestershire - will be driven, amongst other things, by the policies that were set out in the LTP4 CD and that will be set out in the ETCS. The MMAIPs will focus on the issues that are faced by the people who are living and working in those areas and they will build up the detail of the planned work.
57. The initial consultation exercise, which is being undertaken in November and December 2025, is seeking the views from the Committee, the communities, the partners and the stakeholders to inform the development of a draft ETCS

document and the draft MMAIPs for each of the three pilot areas. When these drafts have been prepared, they will be submitted to the Committee for further consideration and comments.

Proposed Initial Consultation Exercise

58. An initial consultation exercise is taking place for eight weeks during November and December 2025, starting on 4 November and ending on 31 December.
59. In the interests of efficiency and minimising the number of separate ways in which the Council engages, the exercise has been designed to cover the development of both the ETCS and the pilot MMAIPs. Therefore, it is being branded by the Council as 'The Big Travel Survey'. It will focus on communities and business across the County, including in the three MMAIP pilot areas. The partners and stakeholders that are being engaged include health bodies, education bodies, parish, town and district councils, and the 'development industry' (including, landowners and developers, such as house builders, promoters and those who provide specialist advice, including planning consultants and agents and lawyers).
60. In recognition that differing audiences are likely to have differing interests, the exercise has been developed around two channels, but with all of the consultation materials being available to all parties.
 - a) The communities channel: a key purpose of the exercise is to gather evidence about existing communities and the services that they are needing to access, alongside businesses and their employees, and any travel-related challenges that they face. The exercise is seeking views on:
 - i. The location and the types of services and facilities that people need to reach, and any issues that they have in accessing these in a safe, easy and relevant way.
 - ii. The labour pools that businesses need to access.
 - iii. The objectives/themes that should be prioritised for the area.
 - iv. The potential solutions that could help to support and/or improve the connections to services, facilities and labour pools for existing and future communities and places of work. The solutions may not be limited to transport-specific interventions but could involve, for example, bringing services closer to communities.
 - b) The partners and stakeholders channel: this exercise provides an early opportunity for comments to inform the development of the draft ETCS, including the first draft of policies, and to share the work that has been completed to date on the development of the three pilot MMAIPs. This exercise:
 - i. Explains why an ETCS is being prepared. and what the ETCS is and is not in principle.

- ii. Sets out the policy areas that the ETCS is intended to cover, including the draft key 'policy positions'.
 - iii. Sets out the MMAIP pilot proposals and the existing evidence that has been identified, and to ask for any evidence that partners or stakeholders might hold that could be valuable to support the development of the drafts of the three pilot MMAIPs.
61. It is expected that there will be particular interest from the district councils and the 'development industry' in the ETCS, especially the draft key 'policy positions' relating to the development of Local Plans and the site promotion and development.
62. The outcome of this initial consultation exercise, including the views of the Committee, will be used by officers to develop a draft of the ETCS document, including a first draft of its policies. It will also be used to inform drafts of each of the three pilot MMAIP documents.

Resource Implications

63. The development of the LTP4 is being funded from the existing Departmental budgets. A total of £250,000 has been allocated in the Department's Advanced Design Budget for 2025/26 to 2027/28. Alongside this, the DfT provided funding of approximately £179,000 for the development of the LTP4.
64. The LTP4 is a key document that informs the development of the Council's transport programmes, including the allocation of the Local Transport Grant (awarded to the Council by the DfT). It also provides the basis for funding submissions. Furthermore, it provides a basis for seeking to secure developer contributions through the development management (planning application) process.
65. The delivery of transport solutions under the ETCS or MMAIPs will be subject to the availability of funding, including as appropriate through future reviews of the Council's Medium Term Financial Strategy and the development of the future Highways and Transportation Capital and Works Programmes.
66. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Legal Implications

67. It is intended that the ETCS will set out the policies that deal with matters relating to the development of Local Plans (which are prepared by the district councils) and to the planning application process.
68. The planning system is governed by a complex suite of legislation, regulation and guidance and therefore, it will be necessary for the ETCS to be lawful in this regard.
69. The Director of Law and Governance has been involved with the work to date to develop the ETCS and will continue to be closely involved in its further development to ensure that it is lawful in planning terms.

70. No specific legal implications have been identified in respect of the preparation of the MMAIPs at this time.

Timetable for Decisions

71. The initial consultation will run until 31 December 2025. Once completed, the feedback received will be reported to the Cabinet along with proposals for future consultations on the draft ETCS and each of the three draft MMAIPs. The view of this Committee will be reported to the Cabinet. The views of the Committee will also be sought as part of any future consultation.

Background Papers

Report to the Cabinet on 24 May 2024 – Development of the Local Transport Plan (LTP4) 2026-2040

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7506&Ver=4>

Report to the Cabinet on 22 November 2024 – Local Transport Plan (LTP4) – Outcome of Consultation and Approval of Core Document

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7511&Ver=4>

Report to the County Council on 2 July 2025 – Local Transport Plan 4

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=134&MId=7859&Ver=4>

A Local Transport Plan for Leicestershire – Core Document 2025-2040:

https://www.leicestershire.gov.uk/sites/default/files/2025-01/LTP4-Core-Document-2025-2040_0.pdf

Report to the Cabinet on 28 October 2025 – Delivering the Local Transport Plan (LTP4) 2025-2040 Next Steps

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7880&Ver=4>

Circulation under the Local Issues Alert Procedure

72. This report will be circulated to all Members.

Equality Implications

73. An Equality and Human Rights Impact Assessment (EHRIA) screening was first undertaken in 2021 at the inception stage of the LTP4 project, which identified a neutral impact. A full EHRIA was produced in October 2021.
74. A refreshed Equality Impact Assessment was undertaken in 2024, as part of the LTP4 CD's development. This helped to shape the final document, and it was presented to the Cabinet in November 2024.
75. Equality implications will continue to be considered as the ETCS and the MMAIPs are developed.

Human Rights Implications

76. There are no human rights implications arising from the recommendations in this report.

Other Implications and Impact Assessments

Health Implications

77. In agreement with Public Health, a high-level Health Impact Assessment of the LTP4 CD was undertaken in April 2024. It identified a positive impact.
78. For the ETCS, it has further been agreed with the Council's Director of Public Health to prepare an initial health impact assessment, with a full assessment to be completed on the draft Strategy. A similar approach is likely to be taken for the development of the MMAIPs.
79. The initial consultation exercise will provide opportunities to gather further information that will inform the ongoing assessment of health implications. These opportunities are likely to include seeking to understand communities' access to health service needs, seeking data about the health of communities, and to understand the extent to which enabling active means of travel in an area might be an appropriate solution to helping communities to better access services and facilities.

Strategic Environmental Assessment

80. A high-level Strategic Environmental Assessment was undertaken in April 2024 on the LTP4 CD. A full assessment was presented to the Cabinet in November 2024.

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**HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND SCRUTINY
COMMITTEE – 6 NOVEMBER 2025**

COLLECTION AND PACKAGING REFORMS

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of this report is to provide the Highways, Transport and Waste Overview and Scrutiny Committee with a summary of the Government's Collection and Packaging Reforms (CPRs).

Policy Framework and Previous Decisions

2. In 2018, the Government released its Resources and Waste Strategy for England (Our waste, our resources: a strategy for England) which sets out key objectives for dealing with waste at a national level, promoting resource efficiency and aiming to establish a circular economy where products are used again and again or for longer through reuse, repair and recycling. It also commits to doubling resource productivity, eliminating avoidable waste of all kinds by 2050 and reflects the ambition of a core pledge in the Government's 25-year Environment Plan to leave the environment in a better condition for the next generation.
3. Following this, the Environment Act was passed into law in 2021 which paves the way for key waste reforms setting out how Government policy will be implemented. The Act supports transition to a more circular economy, incentivising people to recycle more, encourages businesses to create more sustainable packaging and supports the achievement of a 65% recycling target for municipal waste by 2035. It sets legally binding targets for areas covering air quality, water, nature and biodiversity and waste and resource efficiency including a legislative target to halve the amount of residual waste per person (excluding mineral waste) that is sent to landfill and incineration for England by 2042 compared with 2019 levels.
4. Legislation in the Environment Act 2021 will enable waste reforms such as a consistent set of recyclables through Simpler Recycling, a Deposit Return Scheme for single use drinks containers and Extended Producer Responsibility for packaging which makes producers pay the full net costs of managing packaging, including the recycling and disposal. Collectively, these three waste reforms are known as the CPRs and introduce major changes to how waste is paid for and collected.

5. The waste reforms support the objectives of the Council's Environment Strategy 2018-2030 and the Clean and Green outcome within the Council's Strategic Plan 2022-2026.
6. The management of municipal waste in Leicestershire is undertaken by Leicestershire County Council (the Waste Disposal Authority (WDA)) and the seven district councils (Waste Collection Authorities (WCAs)). As WCAs, the district councils provide kerbside collections of residual waste and recycling. As a WDA, the Council provides recycling, composting, treatment and disposal outlets for waste collected across the County and operates 13 household waste recycling centres (HWRC) for residents to use.
7. The Leicestershire Resources and Waste Strategy 2022-2050 (LRWS) considered the potential forthcoming legislative changes and these are reflected accordingly within the Strategy. The LRWS is a joint strategy for the County Council and the seven Leicestershire district councils, which collectively comprise the Leicestershire Waste Partnership.
8. Presently, a Circular Economy Strategy for England is being developed by an independent Circular Economy Taskforce. The Government is committed to transitioning the UK to circular economy and intends the Strategy to deliver objectives, such as drive economic growth by stimulating investment in technologies, sectors and infrastructure and increase resource efficiency and productivity. The taskforce has identified key sectors, such as textiles and electrical equipment with the most potential to grow the economy and protect the environment.

Background

9. The CPRs, comprise:
 - a) Extended Producer Responsibility (EPR): designed to introduce more recyclable packaging into the system.
 - b) Deposit Return Scheme (DRS): designed to recycle plastic bottles and other drinks containers.
 - c) Simpler Recycling: designed to increase recycling through local authority waste collections.

Extended Producer Responsibility for packaging

10. The EPR is an environmental policy approach through which a producer's responsibility for a product is extended to the post-use stage, which historically have been covered by local authorities. This incentivises producers to design their products to make it easier for them to be reused, dismantled and/or recycled at end of life.

11. EPR activities include the following:

- a) From 1 April 2025, local authorities are being compensated by packaging producers for the costs of efficiently and effectively managing household packaging waste collected from households and deposited at their HWRC (net of income).
- b) Modulated fees based on the ease of recyclability of packaging will be introduced from year two (2026/2027) (i.e. less recyclable packaging will attract higher fees) to drive a shift to more environmentally sustainable packaging design.
- c) Payments to cover commercially collected packaging waste will not be introduced straightaway. A cross-sector task force will be established to develop evidence, undertake analysis, and identify options.
- d) Mandatory labelling of packaging for recyclability with a single labelling format – the use of the ‘Recycle Now’ recycle mark and relevant wording (recycle/do not recycle) will be included in future amendments to the EPR legislation.
- e) Costs in scope of the EPR scheme must be necessary in collecting, managing, recycling and disposing of household packaging and connected to the delivery of efficient and effective systems.
- f) The Scheme Administrator, PackUK, uses a model to calculate the costs associated with the delivery of efficient and effective services, both for the recycling and disposal of household packaging waste streams, and what considerations should be made in assessing efficient and effective systems and local authority performance.
- g) Payments are then made directly to the local authorities that incur costs associated with their management functions with disposal authorities in two-tier areas (England only) receiving the disposal cost element of the residual payments. These cover net efficient costs associated with collection of household packaging waste brought to HWRCs and disposal of household packaging waste from kerbside collections and HWRCs, unless other arrangements have been made between local authorities. PackUK will have the ability to adjust the disposal cost payment to a local authority where they consider an authority is not delivering against reasonable cost and performance benchmarks of efficient and effective services.

12. There is potential for other waste streams to be considered for EPR in the future, including textiles and bulky waste (such as mattresses, carpets, furniture etc).

13. The Department for Environment, Food and Rural Affairs (Defra) communicated to individual local authorities a final estimate amount of payment for the 2025/26 payment year in July 2025. Local authorities will receive their

first payment by the end of December 2025 for quarters one and two, January 2026 for quarter three and March 2026 for quarter four. Going forward, local authorities will receive four separate quarterly payments each year from April 2026.

Deposit Return Scheme

14. A DRS for drinks containers is a system where consumers are charged a deposit upfront when they buy a drink in a container that is 'in scope' of the scheme. The deposit can be redeemed when the empty container is returned to a designated return point.
15. A DRS for drinks containers is due to launch across the UK in October 2027 with the aim to increase recycling rates, increase the quality of recycling and reduce litter.
16. Consumers will be able to return drinks containers to designated points (via reverse vending machines or manual return points) and redeem the deposit that was paid upfront when purchasing the container. The deposit level will be set by the Deposit Management Organisation, the central body whose role is to administer the operation of the DRS.
17. The scheme includes polyethylene terephthalate (PET) drinks bottles (such as fizzy drink bottles) and steel/aluminium drinks cans between 150 ml and 3 litres. Glass and high density polyethylene (HDPE) bottles, such as milk bottles, are not included in the scheme (though remain in scope of packaging EPR).
18. A small proportion of DRS containers will continue to remain in local authority waste streams, such as kerbside collections and household waste recycling centres where a consumer decides to forego their deposit.
19. The Government has confirmed that local authorities (and where relevant waste operators) can participate in the scheme by separating out containers and redeeming the deposit on them providing they meet the quality required for return. The financial and operational implications are not yet fully understood.
20. The Deposit Management Organisation for the UK's DRS is UK DMO. Appointed by the Government in May 2025, this not-for-profit, industry-led organisation will manage the DRS for single-use drinks containers.

Simpler Recycling

21. The aim of Simpler Recycling is to:
 - a) Improve the quantity and quality of municipal waste recycled in England.
 - b) Improve recycling rates and ensure less waste goes to landfill.
 - c) Help to tackle environmental impacts of food and plastic waste.
 - d) Reduce confusion and make recycling easier.
 - e) Help grow the UK recycling industry and ensure more recycled material in purchased products.

22. From 31 March 2026 onwards (with the exception of plastic films which will need to begin by 31 March 2027), all local authorities in England must collect the same recyclable waste streams for recycling or composting from households.
23. The dry recyclable waste streams include:
 - a) Paper and card;
 - b) Plastic (including bottles, pots, tubs and trays, tubes, cartons, films and flexible plastics such as bags and wrappers);
 - c) Glass packaging (including bottles and jars);
 - d) Metal (including tins and cans, aerosols, aluminium tubes, foil and food trays).
24. Local authorities must provide garden waste collections, for which they may levy a charge. They must also arrange for a weekly collection of food waste, which ideally will go for anaerobic digestion.
25. All non-household municipal premises in England (such as businesses, schools and hospitals), had to make arrangements to have the same set of recyclable waste streams (with the exception of garden waste) collected for recycling or composting by 31 March 2025. Micro-firms (<10 employees) have until 31 March 2027 to comply.
26. Through statutory guidance, the Government requires local authorities to collect residual (non-recyclable) waste at least fortnightly, if not more frequently. The Government actively encourages local authorities to collect residual waste more frequently than fortnightly – this minimum standard provides a backstop, not a recommendation.

Funding

27. The Government recognises that the CPRs will impose additional costs on local authorities and has indicated that the costs of new statutory duties for local authorities should be covered in line with Government guidance on new burdens which is broadly defined as any policy or initiative which increases the cost of providing local authority services. This includes duties, powers or any other changes which may place an expectation on local authorities including new guidance. Funding will be through a combination of the following:
 - a) Reasonable new burdens funding to local authorities to provide weekly food waste collection from households. Funding will include capital costs (such as vehicles and containers), as well as resource costs (such as vehicle re-routing, communications and project management) and ongoing service costs (such as collection costs). The capital funding allocations have been confirmed and received by the WCAs. WDAs, including the County Council, will not receive new burdens funding linked to providing food waste transfer and disposal services.

- b) EPR for packaging payments will be provided to local authorities from 2025/26, with packaging producers responsible for the costs of collecting and managing packaging waste through efficient and effective services.
- c) WCAs may, as they can now, recover a reasonable charge for the collection of garden waste.

Resource Implications

- 28. The financial implications of complying with any future changes will be subject to full financial scrutiny, either as part of individual business cases or as part of future budget setting via the Medium Term Financial Strategy (MTFS) process.
- 29. The anticipated total EPR for packaging payment for the financial year 2025/26 is £5,731,429 with a one-off in year top up from the Ministry of Housing, Communities and Local Government of £601,571. Future payments are expected to decrease as producers begin responding to the policy by reducing the amount of material used in packaging. Additional costs of £130,000 in 2025/26 for food waste was recognised in the 2025-2029 MTFS, with anticipated savings arising in subsequent years (£130,000 in 2026/27 rising to £150,000 from 2027/28 onwards). Financial implications are being reviewed as part of the 2026-2030 MTFS process.
- 30. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the content of this report.

Timetable for Key Dates

Key National Targets/Milestones/Commitments	Date
EPR payments to begin	2025
Collection of dry recyclables and food waste from non-household municipal premises in England (such as businesses, schools and hospitals). Micro firms (businesses with less than 10 Full Time Equivalent staff by 2027)	2025
Collection of dry recyclables and food waste from households	2026
DRS commencement	2027
Collection of plastic film and flexibles from households	2027
65% recycling rate for municipal solid waste	2035
Municipal waste to landfill 10% or less	2035
Residual waste (excluding major mineral wastes) to be 287 kilograms per capita, equivalent of 50% of 2019 levels	2042

Key National Targets/Milestones/Commitments	Date
Eliminate avoidable waste	2050
Double resource productivity	2050

Conclusions

31. Officers continue to fully engage where appropriate to understand the implications of these policy changes, including engaging with key stakeholders. The full cost implications remain uncertain, but the LRWS sets a robust policy position for an imminent period of substantial change (2025 – 2027), longer-term goals and will help deliver on Council priorities.
32. Members are asked to note the summary provided of the Government's recent policy announcements on the CPR.

Background Papers

7 March 2019 – Environment and Transport Overview and Scrutiny Committee – Resources and Waste Strategy
<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=1044&MID=5703> (item 161)

3 September 2021- Environment and Climate Change Overview and Scrutiny Committee – Briefing on the Resources and Waste Strategy
<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=1292&MID=6686> (item 10)

Leicestershire Resources and Waste Strategy 2022 – 2050
<https://www.lesswaste.org.uk/wp-content/uploads/2023/04/LeicestershireResources-and-Waste-Strategy-2022-2050.pdf>

13 June 2024 – Environment and Climate Change Overview and Scrutiny Committee – Collection and Packaging Reforms
<https://democracy.leics.gov.uk/documents/s183335/Collection%20and%20Packaging%20Reforms.pdf>

Circulation under Local Issues Alert Procedure

None.

Equality Implications

33. There are no equality implications arising from the recommendations in this report.

Human Rights Implications

34. There are no human rights implications arising from the recommendations in this report.

Environmental Implications

35. The reforms are anticipated to deliver environmental benefits such as decreased litter, increased recycling rates, reduced reliance on virgin materials and an overall reduction in residual waste.

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