



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

Date/Time: **Thursday, 22 January 2026 at 2.00 pm**

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

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

Email: **aqil.sarang@leics.gov.uk**

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 Mrs B. Seaton CC
Mr. B. Lovegrove CC Mr. A. Thorp CC
Mr. J. McDonald CC Mr. B. Walker CC

AGENDA

Please note: this meeting will be filmed for live or subsequent broadcast via the Council's web site at <http://www.leicestershire.gov.uk>

<u>Item</u>	<u>Report by</u>
1. Minutes of the meeting held on 6 November 2025	(Pages 3 - 6)
2. Question Time.	
3. Questions asked by Members under Standing Order 7(3) and 7(5).	
4. To advise on 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.

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|-----|---|---|-----------------|
| 8. | Medium Term Financial Strategy 2026/27 - 2029/30. | Director of Environment and Transport and Director of Corporate Resources | (Pages 7 - 34) |
| 9. | Pedestrian Crossing Assessment and Justification in Leicestershire. | Director of Environment and Transport | (Pages 35 - 54) |
| 10. | Melton Mowbray Distribution Road. | Director of Environment and Transport | (Pages 55 - 76) |

A presentation will be provided for this item.

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|-----|-----------------------|---------------------------------------|-----------------|
| 11. | Healthy Streets. | Director of Environment and Transport | (Pages 77 - 84) |
| 12. | Date of Next Meeting. | | |

The next meeting of the Highways, Transport and Waste Overview and Scrutiny Committee will be held on 5 March 2026.

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



Minutes of a meeting of the Highways, Transport and Waste Overview and Scrutiny Committee held at County Hall, Glenfield on Thursday, 6 November 2025.

PRESENT

Mr. B. Piper CC (in the Chair)

Dr. J. Bloxham CC
Mr. G. Cooke CC
Mr. N. Holt CC
Mr. B. Lovegrove CC
Mr. J. McDonald CC

Mr. P. Morris CC
Mr. M. T. Mullaney CC
Mr. O. O'Shea JP CC
Mr J. Poland CC
Mr. C. A. Smith CC

In attendance.

Mr. C. Whitford CC – Lead Member for Highways, Transport and Waste.

1. Minutes.

The minutes of the meeting held on 4 September 2025 were taken as read, confirmed and signed.

2. Question Time.

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

3. 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).

4. Urgent Items.

There were no urgent items for consideration.

5. Declarations of Interest.

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.

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

There were no declarations of the party whip.

7. Presentation of Petitions under Standing Order 36.

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

8. Delivering the Local Transport Plan (LTP4) 2025-2040 - Next Steps.

The Committee considered a report of the Director of Environment and Transport on the Local Transport Plan, the purpose of which was to advise the Committee on 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). A copy of the report marked 'Agenda Item 8' is filed with these minutes.

Arising from the discussion, the following points were made:

- i) It was noted that the LTP4 project began in 2021. Phase one had been completed and phase two was now underway. Phase three would begin following feedback received next year. Members acknowledged that the overall implementation of LTP4 would span the entire plan period up to 2040. Some phases would run in parallel, with certain long-term projects requiring several years to complete, while shorter schemes might be delivered sooner using the LTG grant funding. It was emphasised that all progress would be contingent on available funding, and that the plan included ongoing reviews to ensure the right interventions were being made.
- ii) It was highlighted that to make the recently published Transport Survey as useful as possible, Committee Members could share the survey through their social media channels to help improve engagement.
- iii) It was noted that developments closer to urban areas were more likely to be suitable for walking and cycling, while rural locations faced more challenges. The County Council had a role in influencing development sites through Local Plans, to ensure active travel was sustainable and when considering sustainable transport contributions under Section 106 developer contributions, geography being a key factor. It was also highlighted that the Authority worked with developers to find affordable, deliverable solutions that met high design standards but also suited local needs.
- iv) Officers were thanked for accommodating an informative visit to the Melton Mowbray Distributor Road for Members and were praised for the progress and expected delivery by Spring 2026.
- v) A Member highlighted the important role Fox Connect (on-demand transport service operating in Leicestershire) had in the rural areas, especially in the Belvoir Division, which covered 32 villages and 12 parishes where despite early issues, the service had been effective. The long-term security of funding for Fox Connect was queried and it was noted that current funding from the Bus Service Improvement Plan had only been confirmed for the short-term. Well-used routes could become self-sustaining as subsidies were decreased, but underused routes could be reviewed if funding declined and data would guide any future investment decisions to maintain a sustainable network.
- vi) A Member queried if the County Council was legally required to provide transport in areas where services like Fox Connect did not operate and where existing services were financially unviable. The Director reported that the Council had a duty to consider transport needs, but not to provide transport directly. Decisions around provision were

based on what was reasonable for the Authority and aimed to ensure rural connectivity without guaranteeing an individual service.

- vii) A member raised concerns about limited late night bus services near the city, which now ran to 10pm instead of 11pm. It was suggested that this affected shift workers ability to use public transport and undermined carbon reduction goals. It was questioned whether pressure could be applied to Arriva or subsidies offered to improve the service. The Council was open to exploring improvements where there was sufficient demand, and the public survey was a key tool for gathering feedback to support such decisions.
- viii) A Member raised concerns about byways which were open to all forms of traffic, particularly in the Belvoir Division, where off-road vehicles were damaging environmentally sensitive areas. It was requested whether a future strategy could be considered which would close some of the worst-affected routes. It was acknowledged that this was a complex issue with many legal challenges and although there was no guarantee, it was suggested that in future, assessing specific routes on a case-by-case basis would be beneficial, focusing on safety and the asset condition. If there was learning from this approach, this would help inform any future strategy.

RESOLVED:

That the report be noted.

9. Collection and Packaging Reforms.

The Committee considered a report of the Director of Environment and Transport, the purpose of which was to provide the Committee with a summary of the Government's Collection and Packaging Reforms. A copy of the report marked 'Agenda Item 9' is filed with these minutes.

Arising from discussion, the following points were made:

- i) Some Members expressed strong support for the Deposit Return Scheme (DRS) suggesting this was long overdue and would have positive impacts across Leicestershire. Members highlighted how the DRS could inspire entrepreneurial options, like those of the past bottle return practices, and create new business opportunities. A Member questioned whether the new measures would improve current recycling habits, whilst others suggested that the legislation would drive change over time and have positive impacts for the County Council by reducing waste overall.
- ii) A Member commented that the Extended Producer Responsibility (EPR) scheme added financial and bureaucratic burdens on businesses which would ultimately be passed to the end consumer through increased costs. It was suggested that the introduction of these new schemes was badly timed as people and businesses were already impacted by high living costs and a struggling economy.
- iii) In response to concerns raised regarding capacity, it was noted that existing local Household Waste Recycling Centres (HWRC) would not be used as DRS stations.
- iv) The importance of public awareness campaigns was emphasised to ensure residents understood the new recycling system, especially in areas where food waste collection would be a new concept. It was noted that district councils who were responsible for

waste collection had received New Burdens Funding from the Government which could help support media campaigns around the changes. Members were assured that the Committee would receive a future report in Spring 2026 on food waste collections linked to scheme roll out, which would also cover anaerobic digestion systems.

- v) Members shared their concerns about the need for clear labelling on items that would fall under DRS. It was suggested that the lack of clarity on what items should be recycled already caused confusion within households and could lead to improper recycling. Members suggested that clearer labelling would support households in identifying recyclable items better and have overall positive impacts.

RESOLVED:

- a) That a report on the introduction of Food Waste Collections be presented to the Committee in Spring 2026.
- b) That the report be noted.

10. Dates of Future Meetings.

RESOLVED:

That meetings of the Committee in 2026 would take place at 14:00 on the following days:

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

2.00pm – 3.16pm
 06 November 2025

CHAIRMAN



**HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND SCRUTINY
COMMITTEE - 22 JANUARY 2026**

MEDIUM TERM FINANCIAL STRATEGY 2026/27 – 2029/30

**JOINT REPORT OF THE DIRECTOR OF ENVIRONMENT AND
TRANSPORT AND THE DIRECTOR OF CORPORATE RESOURCES**

Purpose of the Report

1. The purpose of this report is to:
 - a) Provide information on the proposed 2026/27 to 2029/30 Medium Term Financial Strategy (MTFS) as it relates to the Highways, Transport and Waste Services of the Environment and Transport Department; and
 - b) Ask the Committee to consider any relevant issues as part of the consultation process and make any recommendations to the Scrutiny Commission and the Cabinet accordingly.

Policy Framework and Previous Decisions

2. The County Council agreed the current MTFS in February 2025. This has been the subject of a comprehensive review and revision considering the current economic circumstances. The draft MTFS for 2026/27 – 2029/30 was considered by the Cabinet on 16 December 2025.

Background

3. The draft MTFS was set out in the report to the Cabinet on 16 December 2025, a copy of which has been circulated to all members of the County Council. The report highlights a projected gap of £23m in the first year that (subject to changes from later information such as the Local Government Finance Settlement) will need to be balanced by the use of earmarked reserves. There is then a gap of £49m in year two rising to £106m in year four.
4. This report highlights the implications for the Highways, Transport and Waste Services within the Council's Environment and Transport Department.
5. Reports such as this are being presented to the relevant Overview and Scrutiny Committees. The views of this Committee will be reported to the Scrutiny Commission on 26 January 2026. Following that, the Cabinet will consider the results of the scrutiny process on 3 February 2026 before recommending the

MTFS, including a budget and the Capital Programme for 2026/27, to the County Council on 18 February 2026.

Proposed Revenue Budget

6. Table 1 below summarises the proposed 2026/27 revenue budget and provisional budgets for the next three years thereafter for the Council's Highways, Transport and Waste Services. The proposed 2026/27 revenue budget is shown in detail in Appendix A.

Table 1 – Revenue Budget 2026/27 to 2029/30

	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000
Original prior year budget	115,883	119,308	122,453	130,655
Budget transfers and adjustments	3,995	-170	-8	114
Add proposed growth (Appendix B – Growth and Savings 2026/27 – 2029/30)	5,110	4,465	8,305	3,445
Less proposed savings (Appendix B)	-5,680	-1,150	-95	0
Proposed/Provisional budget	119,308	122,453	130,655	134,213

7. Detailed service budgets have been compiled based on no pay or price inflation. A central contingency will be held which will be allocated to services as necessary.
8. The total proposed expenditure budget for the Highways, Transport and Waste Services in 2026/27 is £148.65m with contributions from grants, service user income, recharges to the Capital Programme and various other income totalling £29.35m. The proposed net budget for 2026/27 of £119.31m is distributed as shown in Table 2 below.

Table 2 - Net Budget 2026/27

	£000
Development & Growth	
Development & Growth	1,590
Highways & Transport Commissioning	4,731
Highways & Transport Network Management	9,803
Highways & Transport Operations	
Highways Operations Services	17,949
Assisted Transport Service	44,189
Highways & Transport Technical Support Services	2,218
Waste Management	
Management	476
Waste Management Commissioning	1,294
Waste Management Delivery	33,532
Departmental & Business Management	

Management & Administration	2,592
Departmental Costs (computing services, occupational health, postage, printing, subscriptions and stationery)	934
Total	119,308

Budget Transfers and Adjustments

9. A number of budget transfers (totalling a net increase of £3.99m) were made during the 2025/26 financial year. These transfers include:
 - a) £3.45m for running cost/contract inflation for highways maintenance, street lighting and transport budgets from the central inflation contingency.
 - b) £0.90m for recovery of shortfall on operatives' recharge to capital.
 - c) £0.10m for ongoing contribution to non-delivery of proposed Recycling and Household Waste Sites (RHWS) Service provision savings following public consultation.
 - d) £0.05m from Extended Producer Responsibility (ERP) payment for staff delivery of ERP implementation.
 - e) £0.17m transfer to the Corporate Resources Department for provision of Human Resources and Health and Safety posts alongside contribution for Copilot licences, and savings on Granicus and blue badge service.
 - f) £0.13m transfer to Corporate Finance for the revenue funding of capital for food waste savings.
 - g) £0.21m transfer of Local Transport Grant (LTG) revenue funding to flood alleviation services.
10. Budget transfers to cover the additional costs associated with the 2025/26 pay award and reduction in the employers' pension contribution rate from 2026/27 (from 29.4% to 23.4%) have been reflected in this MTFS report.
11. Adjustments were made across the Environment and Transport Department to manage the budget within the overall funding envelope. This has resulted in an overall decrease of £0.03m for the Highways, Transport and Waste Services.
12. Growth and savings have been categorised in the appendices under the following classification:
 - * item unchanged from previous MTFS;
 - ** item included in the previous MTFS, but amendments have been made;
 - No stars - new item.
13. This star rating is included in the descriptions set out for growth and savings below.
14. Savings have also been classified as 'Eff' or 'SR' dependent on whether the saving is seen as efficiency, service reduction, or a mixture of both. 'Inc' denotes those savings that are funding related and/or generate more income.

Growth

15. The overall growth picture for the Highways, Transport and Waste Services is presented in Table 3 below.
16. For 2026/27 growth represents an increase of £5.11m (or 4.3%) compared to the original prior year budget. Special Educational Needs (SEN) transport is the main driver of growth, amounting to £4.98m in 2026/27 and rising to £13.28m by 2029/30. More detail is provided in the following section.

Table 3 - Overall Growth 2026/27-2029/30

References		2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000
	GROWTH				
	<u>Demand & cost increases</u>				
	Highways & Transport Services				
** G16	Special Educational Needs transport - increased client numbers/costs	4,975	7,290	10,325	13,275
** G17	Mainstream School Transport - increased client numbers/costs	135	285	445	605
** G18	Fleet Services vehicle maintenance costs	-45	-70	0	70
* G19	Street Lighting maintenance costs	-125	-125	-125	-125
G20	Loss of income on Passenger Fleet from removal of School Food Service	65	90	90	90
		5,005	7,470	10,735	13,915
	Waste Management Services				
** G21	DIY Waste - loss of income	0	65	130	195
** G22	Increased waste tonnages	80	240	440	640
* G23	Emissions Trading Scheme (ETS) expansion to include energy from waste facilities	0	1,500	6,000	6,000
G24	Deposit Return Scheme (DRS)	0	275	550	550
		80	2,080	7,120	7,385
	Departmental Wide				
* G25	HGV Driver Market Premia	25	25	25	25
	TOTAL	5,110	9,575	17,880	21,325
<u>References used in the tables</u>					
* items unchanged from previous Medium Term Financial Strategy					
** items included in the previous Medium Term Financial Strategy which have been amended					
no stars = new item					

Demand and Cost Increases

G16(**) SEN Transport – Increased client numbers/costs: £4.98m in 2026/27 rising to £13.28m by 2029/30

The cost of SEN transport continues to increase significantly. The number of pupils projected to need such transport in 2025/26 has risen beyond expectations at 21.73% and is forecasted to increase annually: 12.2% in 2026/27, 5.9% in 2027/28, 7.4% in 2028/29 and 6.2% in 2029/30. This aligns with the expected growth of pupils with Educational Health Care Plans (EHCP) that receive a funded package as forecasted by the Council's Children and Family Services Department, with approx. 45% of all pupils with an EHCP requiring transport.

The daily cost of transport is also rising at a rate of 2% annually due to the need to provide transport for those with more complex needs as identified by risk assessments. Growth figures are based on projected increases in service user numbers and complexity of needs only.

A £0.99m forecast budget underspend in 2025/26 is due to the additional savings arising from the Assisted Transport Programme, partly offset by additional growth in users.

G17(**) Mainstream School transport: £0.14m in 2026/27 rising to £0.61m by 2029/30

Over the last four years the number of pupils requiring Mainstream Home to School transport has risen by 2.2%, with forward projections suggesting an increase of 2.3% per annum. Over the same period, the proportion of pupils receiving taxi transport has grown by 2.3% to accommodate both the increase and disparity of routes arising from pupils not attending their nearest school due to limited school placements.

G18(**) Fleet Service vehicle maintenance costs: savings of £0.05m in 2026/27 increasing to £0.07m in 2027/28 before breaking even in 2028/29 and incurring costs of £0.07m in 2029/30

The Fleet Service is responsible for the maintenance and service of all 343 Council owned vehicles, ranging from hook loaders, lorries and tankers to vans, cars, and minibuses. Vehicles are procured on behalf of all departments, and maintenance costs are recharged accordingly. This growth is therefore submitted on behalf of the Environment and Transport Department and other departments.

Since September 2020, costs have risen by 106% or £554,000 as the Council's owned asset fleet has grown by 13% or 38 vehicles in response to service demands. Simultaneously, the age profile of vehicles has increased by 2.7 years from 5.4 to 8.1 years due to procurement delays resulting from the war in Ukraine and the Council's own funding availability.

Maintenance cost per vehicle per year now amounts to £3,318 (an increase of 68% or £1,348 per vehicle compared to 2020/21 figures). Naturally, the older the vehicle, the more maintenance costs are incurred and more expensive parts are required. Consideration has been given to how maintenance costs change as vehicles are re-procured in line with the vehicle replacement plan, with the growth requested representing the net effect. Vehicle numbers are assumed to remain static.

G19(*) Street Lighting maintenance costs: £0.13m from 2026/27 onwards

Removal of temporary growth provided as part of 2025-29 MTFS for one-off structural testing of an additional 1,025 street lighting columns in 2025/26 to comply with safety standards. Budget provision for 2026/27 onwards allows for the testing of approx. 3,678 street lighting columns as part of both planned and reactive maintenance.

G20 Loss of income on Passenger Fleet from the removal of School Food service: £0.07m in 2026/27 rising to £0.09m from 2027/28 onwards

In September 2025, the Cabinet decided that the Council should exit the School Food catering market at the end of the summer term 2026, as it was no longer a commercially viable business. As a result, passenger fleet drivers will no longer undertake mid-day school meal deliveries. This will result in a loss of income, partially offset by reduced costs. Schools have been informed that the service will be ceasing.

G21(**) DIY Waste – Loss of income: £0.07m in 2027/28 rising to £0.13m in 2028/29 and £0.20m in 2029/30

Following the cap (introduced in January 2024) on the Council's ability to charge for most non-household waste at RHWS, the Council has witnessed a steadier rise in DIY waste tonnage received than previously expected with only a 36% rise compared to pre-charging levels. Expectation remains that tonnages will rise over time to pre-charging levels as awareness of the free allowance spreads, but this will be at a much slower pace than previously assumed (as reflected in the revised profile, which assumes an annual rise of 57% from 2027/28).

G22(**) Increased Waste Tonnage: £0.08m in 2026/27 rising to £0.24m in 2027/28, £0.44m in 2028/29 and £0.64m in 2029/30

Increased waste costs arising following changes in district collection arrangements for dry recyclable material (DRM) from 2026/27, which will lead to approx. 7,000 tonnes of additional DRM being added to existing contract arrangements, together with residual waste arising from general population growth across the County. Household growth over the last five years has averaged 1.25%. Whilst residual waste tonnages have returned to the pre-Covid-19 pandemic levels, and are rising annually, DRM tonnages are currently remaining static and could potentially reduce with the introduction of Extended Producer Responsibility for Packaging (pEPR) and the roll-out of food waste separation. Any additional growth arising is therefore expected to be contained within existing budgets until 2028/29 pending full implementation of the Government waste initiatives, rising by 1% thereafter.

G23(*) Emissions Trading Scheme expansion to include Energy from Waste facilities: £1.50m in 2027/28 rising to £6.00m in 2028/29 onwards

The UK Emissions Trading Scheme (ETS) is expanding to include energy from waste (EfW) and waste incineration from January 2028. The ETS is a cap-and-trade system which caps the total level of greenhouse gases that can be emitted and allowed to be traded by sectors covered by the scheme, creating a carbon market with a carbon price to incentivise decarbonisation. The cap will decrease over time, in line with the Government's net zero ambitions (net zero by 2050). Given the planned ban on biodegradable waste to landfill / increasing landfill tax costs, the Council has no option other than to pay for any additional costs associated with the gate fee for the additional tonnages that will pass through. Costs are based on the assumption that each tonne of residual waste sent to EfW will emit a tonne of carbon, of which 50% will be from non-biogenic (fossil) sources. It has also been assumed that 150,000 tonnes of residual waste will be sent to EfW and that the ETS allowance price will be £80.

G24 Deposit Return Scheme: £0.28m in 2027/28 rising to £0.55m in 2028/29 onwards

From 1 October 2027, customers will pay a refundable deposit for certain single-use drink containers under the new Deposit Return Scheme (DRS). This will encourage households to return their single use drinks containers to redeem a deposit and not place it in their recycling waste. As a result, DRM tonnages currently received for disposal will reduce, eroding the net income achievable.

G25(*) HGV Driver Market Premium: £0.03m in 2026/27 onwards

Staff recruitment and retention remain difficult, as hourly rates alone continue to be uncompetitive. Market Premium and retention payments to specialist HGV drivers and waste operatives on an ongoing basis remain critical for business resilience. These arrangements have now been extended to specific Assistant Engineers and Senior Technicians within the Drainage and Flood Alleviation Team following advice from the Council's Human Resources service on the grounds of comparability. Market Premium represents a proportion of salary cost, and as such is subject to annual increases linked to the pay award. These annual increases are managed separately through the inflation bid process.

Savings

17. The overall savings picture for the Highways, Transport and Waste Services is presented in Table 4 below.

Table 4 – Overall Savings 2026/27-2029/30

References				2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000
<u>SAVINGS</u>							
Highways & Transport Services							
**	ET1	Eff	Assisted Transport Programme	-4,010	-4,845	-4,845	-4,845
**	ET2	Inc	Network Management incl. temporary traffic regulation orders (TTRO)	-200	-200	-200	-200
**	ET3	Inc	Fees and Charges Uplift	-35	-35	-35	-35
*	ET4	Eff	Traffic Signals energy savings arising LED implementation	-20	-20	-20	-20
	ET5	Eff	Contract Procurement efficiencies	-800	-800	-800	-800
				-5,065	-5,900	-5,900	-5,900
Waste Management Services							
**	ET6	Inc	Trade Waste income	-100	-100	-100	-100
**	ET7	Eff/Inc	Food Waste implementation	-260	-575	-670	-670
**	ET8	Inc	Fees and Charges Uplift	-5	-5	-5	-5
	ET9	Inc	Recycling Materials Increased Income	-250	-250	-250	-250
				-615	-930	-1,025	-1,025
TOTAL				-5,680	-6,830	-6,925	-6,925
References used in the tables							
* items unchanged from previous Medium Term Financial Strategy							
** items included in the previous Medium Term Financial Strategy which have been amended							
no stars = new item							
Eff - Efficiency saving							
SR - Service reduction							
Inc - Income							

18. The Highways, Transport and Waste Services are expecting to deliver £5.68m savings in 2026/27, which are projected to rise to £6.83m in 2027/28 and £6.93m in 2028/29 subject to the delivery of a number of reviews and initiatives.

**ET1 (Eff) Assisted Transport Programme: £4.01m in 2026/27 rising to £4.85m by 2027/28

Estimates have been uplifted to reflect latest business case financial modelling. Savings are expected to be delivered through a number of measures, including route optimisation; improved demand management; more efficient procurement; and initiatives to expand the taxi market and optimise in-house fleet services.

**ET2 (Inc) Network Management including Temporary Traffic Regulation Order: saving of £0.20m from 2026/27 onwards

Additional savings arising from income generation following the review of structure and processes within the Network Management Team to ensure consistent application of current Network Management legislation.

**ET3 (Inc) Fees and Charges uplift: saving of £0.04m from 2026/27 onwards

Income arising from the uplift in fees and charges for discretionary Highways and Transport services in accordance with the Corporate Fees and Charges policy.

*ET4 (Eff) Traffic Signals energy savings arising from LED implementation: saving of £0.02m from 2026/27 onwards

Energy savings arising from the upgrade of signals from Halogen to LED. Retrofit of LED is expected to reduce energy use by 70% on 6% of remaining halogen sites (32%) that can be retrofitted with LED lamps as part of the Department for Transport (DfT) Traffic Signals Maintenance funding allocation.

ET5 (Eff) Contract Procurement efficiencies: saving of £0.80m from 2026/27 onwards

Making public transport costs more efficient through procurement processes as new and renewed services rolled out across the County.

**ET6 (Inc) Trade Waste Income: saving £0.10m from 2026/27 onwards

Increased income arising from rates charged for trade waste at Whetstone Transfer Station and the district trade collected waste disposed of through Leicestershire contracts.

**ET7 (Eff/Inc) Food Waste Implementation: saving £0.26m in 2026/27 rising to £0.58m in 2027/28 and £0.67m thereafter

Mandatory food waste collections from all households are required to be introduced in April 2026 as part of the 'Simpler Recycling' reforms. Waste Disposal Authorities will not receive new burdens funding for the management of

food waste. The Government expects capital requirements (e.g. additional transfer capacity, containers, and vehicles, which are estimated to cost approximately £1.38m for the Council) and revenue costs (e.g. treatment, drivers, procurement, and contract management) to be funded from disposal savings arising from food waste treatment (anaerobic digestion), which costs less per tonne than residual waste disposal.

Capital investment and preparations for treatment is in progress and has been reflected in the 2026-30 MTFS as a budget transfer to the Corporate Resources Department for the Capital Programme with £0.13m in 2026/27 and a further £0.15m in 2027/28.

****ET8 (Inc) Fees and Charges uplift: saving of £0.01m from 2026/27 onwards.**

Income arising from the uplift in fees and charges for discretionary Waste Management Services in accordance with the Corporate Fees and Charges policy.

ET9 (Inc) Recycling Materials Increased income: saving of £0.25m from 2026/27 onwards.

Market prices for certain recycling materials have increased in the last couple of years, leading to increased income received through the Casepak contract.

19. Considering the ongoing and increasing scale of the challenge faced by the County Council to balance the MTFS, existing financial control measures are continuing to be reinforced to ensure a tight focus on eliminating non-essential spend.

Savings Under Development

20. To help bridge the gap, several initiatives are being investigated to generate further savings. This work was already underway as part of the Council's strategy to address the MTFS gap and does not include any of the findings from the Efficiency Review (further information can be found at paragraphs 23-32 of this report).
21. Potential Savings Under Development (SUD), which are not yet currently developed enough to be able to quantify and build them into the MTFS, include:
 - a) Post-16 SEN Transport: Review of discretionary transport for post-16 SEN students, focusing on appeals, financial controls, and alternative options such as increasing Personal Transport Budget (PTB) values to encourage uptake and reduce overall costs.
 - b) Fleet efficiencies and improvements: Reduce reliance on hired vehicles and optimise fleet size using service data. This includes reviewing utilisation, maintenance costs and replacement cycles. The commercial appetite for using the workshop to generate income will also be explored.

- c) Network Management Improvement Project (NMIP): Streamline roadworks permitting processes to achieve operational excellence, improve compliance and strengthen financial control. This is a prerequisite for considering the national Lane Rental Scheme.
 - d) Commercialisation of Highways Services: Assessing potential to generate new/increased income for the Authority from highways assets, including street lighting columns and bus shelters. This will require legal agreements and market testing to confirm appetite, as well as being dependent on external parties.
 - e) Lane Rental Scheme: Once NMIP is complete, the Council will explore the ability to charge utility companies and developers for occupying roads during works. This would incentivise quicker completion and generate income.
 - f) RHWS income and service efficiency: Improve efficiency at RHWS and explore further income generating options, e.g. re-use shops, and maximising contract performance.
 - g) Forestry Service: Review and consolidate under Environment and Transport Department (currently, the service sits within two Council departments) to reduce costs, improve safety and deliver a consistent, accountable service.
 - h) On-street parking charges: Explore introducing paid parking in high demand areas, e.g. town centres where parking is currently free but time limited. Requires feasibility work, updated surveys and public consultation.
 - i) School Crossing Patrols: Develop an alternative funding model to include seeking partial contribution from third parties for providing the service.
22. Once business cases have been completed and appropriate consultation and assessment processes undertaken, savings will be confirmed and included in a future MTFS. This is not a definitive list of all potential savings over the next four years, just current ideas and is expected to be shaped significantly as the Efficiency Review progresses.

Future Financial Sustainability and Efficiency Review

23. Despite delivery of extensive savings already, a significant gap remains for the Council, emphasising the need to accelerate and expand the Council's ambitions and explore new, innovative options. A step-change in approach is required.
24. The Efficiency Review was initiated by the Council's new Administration in response to a then-projected £90m budget gap by 2028/29, alongside mounting pressures on capital funding and SEN budgets. To address these financial challenges, the Council commissioned a comprehensive, evidence-led review of all services and spending, aiming to identify ways to accelerate existing

initiatives and identify new opportunities. The review will identify opportunities to redesign services, optimise resources, and embed a performance-driven culture across the organisation.

25. Key elements of the review include:
 - a) Reviewing all Council activities for cost reduction, service redesign, and income generation (excluding commercial ventures).
 - b) Assessing existing MTFS projects and savings ideas to prioritise or redesign them, to identify where savings targets could be stretched or accelerated.
 - c) Strengthening governance, data management and resource mobilisation within the current Transformation Strategy.
 - d) Reviewing the County Council's approach to delivering change to ensure it is well placed to support implementation and future Council change initiatives.
26. The review is being undertaken by Newton Impact and commenced in early November 2025, with detailed recommendations due in early 2026 to inform future financial planning and the Cabinet's decisions.
27. The first stage of work was focused on any immediate opportunity to accelerate existing MTFS savings. The first of these, included in the draft MTFS position, is reablement in Adult Social Care. The initial saving included in the MTFS is £1m, building on an existing saving in this area of £1.9m.
28. The further initiatives that will be developed over the next few months are expected to be a combination of i) ideas that had not progressed due to resource availability, ii) existing initiatives that can be expanded due to greater insight, iii) new initiatives to the Council.
29. The review is still in its early stages and is progressing as expected. If further initiatives can be developed to a satisfactory level of confidence, they will be included in the MTFS report to the Cabinet in February 2026.
30. For Highways, Transport and Waste Services, the opportunities being developed include:
 - a) Potential for reducing costs through independent travel training for SEN transport.
 - b) Potential to maximise income through Fees and Charges – looking at where the Council charges less than neighbouring authorities, and where they may be opportunities to introduce new charges.
 - c) Reviewing procurement and contract management approaches – building on the existing Third Party Spend Review to rationalise the number of suppliers and reduce fragmentation of spend, adopt a category management approach to increase value for money and improve compliance through focused contract management.
 - d) Place-based service efficiency reviews – place-based services are those delivered on the ground by multiple Council teams such as highways,

transport, waste, libraries, trading standards and other regulatory services within various departments. There is an opportunity to deliver place-based services differently, taking a local approach to service delivery, improving efficiency and taking advantage of digital and technology investment. Better integration and service reviews have the potential to release financial benefits.

31. The County Council is taking decisive action to close the budget gap and build a financially resilient organisation. The Efficiency Review will result in a revised Transformation Programme underpinned by strong governance and innovation to accelerate delivery and embed new ways of working. With significant uncertainty and change linked to the Local Government Reorganisation, the coming year will be critical in driving high-impact change, engaging stakeholders, and preparing the organisation for future challenges.
32. There will need to be a renewed focus on these programmes during the next few months to ensure that savings are identified and delivered to support the 2026/27 budget gap. Given the scale of the financial challenge, focus will be needed to prioritise resources on the change initiatives that will have the greatest impact, and work is already underway to do this.

Other Factors Influencing MTFS Delivery

33. The Government's recent announcement of multi-year settlements for the MTFS period provides a welcome degree of certainty, enabling more effective strategic planning and reliable service delivery. Post-Covid-19 pandemic interventions, such as the Bus Grant (formally the Bus Service Improvement Plan), have driven substantial improvements in local transport provision and fostered stronger partnerships with bus operators. However, previously the lack of guaranteed ongoing funding placed the future of these services in jeopardy. With this improved funding clarity, ambitions can now be aligned with available resources, ensuring greater stability and continuity for transport services.
34. Similarly, the LTG together with increased Highways Maintenance Block funding provides a £43m uplift in capital investment over the next four years. While Leicestershire has traditionally been renowned for having well maintained roads, a lack of proactive investment over the last decade due to insufficient funding has led to a rapid deterioration of the road network, creating a maintenance backlog which will not be recovered in the short- to medium-term. Unfortunately, this boost in capital investment is not matched by a corresponding increase in revenue funding required to carry out the works, resulting in a greater reliance on the use of capital substitution (the replacement of capital funds that has restrictions on the type of spend it can be used on with revenue funds that has no restrictions on usage) to enable delivery of activities such as reactive highways maintenance and winter maintenance that cannot be capitalised because such works do not lengthen substantially the life of an asset or increase its market value.
35. Capital substitution is becoming increasingly problematic, with fewer capital schemes being funded from revenue across the County Council. Furthermore,

the DfT's proposals to merge the various integrated transport and bus grants into a single local transport consolidated grant, with spend assessed against an approved Local Transport Delivery Plan and Section 151 Officer confirmation that spend is aligned to specific revenue/capital grant allocations will constrain the ability to manage any capital substitution. Ultimately, this could result in the scaling back on highways works to comply with the funding conditions, to ensure affordability within respective capital/revenue funding allocations, and/or increase the use of more expensive agency resource that can be charged direct to capital. This approach would not emulate the most effective use of public funds and could delay works due to an inability to secure the relevant skill set from the agency market. Following the recent DfT rating of highway maintenance by authority and the data required on maintenance capital spend, further consideration is now being given to the option of removing the requirement for a capital substitution. Such amendment will be reflected in the Cabinet report to be presented in February 2026.

36. Ability to identify savings opportunities across the Highways and Transport Services continues to be significantly challenging. Resources remain stretched in the pursuit of the current MTFS savings projects alongside front-line service delivery and the perpetual need to identify future savings opportunities. The tight financial environment continues to mandate increased bureaucracy in the form of stronger financial controls and enhanced governance arrangements, which in turn adds to work pressures.
37. While work to drive service efficiencies will continue across the Department, service reductions are likely to be the only way that significant savings to meet further targets can be met by the Department. With most services being front facing and affecting all County residents, it is often difficult to secure support for reductions across these service areas.
38. At the same time, the Government's growth agenda (1.5m new houses over the current Parliament) means more need for the Highways and Transport Services including:
 - a) More maintenance to respond to the increased use and ongoing deterioration of the network.
 - b) More frequent roadworks for utility companies and developers.
 - c) Mounting demand for SEN transport, mainstream school transport and public transport.
 - d) Increasing need for road safety and traffic management measures.
39. Historically, housing and population growth were the main contributors to rising waste tonnages that the Council, as a Waste Disposal Authority, had a statutory responsibility to dispose. However, policy change combined with changes in waste composition have decoupled this tie. The draft MTFS assumes no overall waste growth in the first two years, i.e. waste per household drops each year to offset any growth for increased number of residents/households. Recent trends have shown an increase in overall kerbside collected residual waste but with a decrease in the amount of kerbside collected recycling and composting. The rate per household collected is still

dropping but this rate is being outpaced by the growth in new houses and population. The measures in the Collection and Packaging Reforms should help limit waste growth in the first half of the MTFS but after implementation it is expected that growth in residual waste is to resume. This will be kept under review as the impact of the reforms becomes clearer over time.

40. Delivery of the Leicestershire Resources and Waste Strategy, combined with campaigns to stimulate positive behaviour change (focusing on reuse, recycling and composting) and supporting successful implementation of expected reforms, will continue to help to minimise growth in waste tonnages and reduce costs by diverting waste from the more expensive methods of disposal.
41. The Government has embarked on a landscape scale change to waste legislation, not least the roll out of Countywide food waste collections and consistent collections of recyclables as the Government implements the Collection and Packaging Reforms. Some previously identified risks, e.g. removal of the Council's ability to charge for all DIY waste from January 2024, are still expected to materialise and have been included as a growth requirement. Nevertheless, further legislative changes are anticipated for which the net effect of the cost implications remains unknown. For instance, EfW facilities are expected to be brought into scope of the ETS in 2028. This is estimated to equate to an additional cost pressure of £6m per annum for the Council with no new funding expected to be made available for the majority of this new burden.
42. An pEPR payment to the Council of £5.88m has been confirmed for 2026/27 to cover costs associated with the management of packaging waste, which net of assumed cost has resulted in a continued £5.83m benefit for the Council. Future payments will be subject to further review and adjustment as the Collection and Packaging Reforms are rolled out and performance effectiveness metrics and evaluation approach is implemented.
43. Recruitment and retention of staff, particularly across Waste Management Services, continues to impact on ability to deliver business as usual activity alongside service change projects. There is an increasing reliance on agency staff in operational areas and an ageing workforce. Across the Waste Management Delivery Service alone, only 77% of posts are filled with Council staff, with an additional 20% of roles filled with agency staff. More than 26% of the staff on a Council contract have less than two years' service. Without the necessary staff resources, the savings outlined in this report cannot be realised. Factors affecting recruitment and retention include below inflation pay rises/higher levels of pay in the private sector, ever increasing levels of stress, cost of living pressures, lack of funding for permanent roles (temporary roles are less attractive) and a competitive market for both operational and skilled/subject matter expert roles. Therefore, the recruitment and retention incentive measures continue to be required.
44. The impacts of a changing climate further compound the need for greater investment in the Highways and Transport Services. Warmer and wetter winters, hotter and drier summers and more frequent and intense weather

extremes all cause damage to assets and worsen the existing road network condition. This brings a greater need to invest in measures to deal with increased levels of highway flooding and address drainage systems as well as heat damage. Flooding also places pressures on the Council as the Lead Local Flood Authority to carry out investigations into the causes of such flooding, and proactively work with communities to help them recover from flooding and build resilience for any future flood events.

Other Funding Sources

45. For 2026/27, a number of additional funding sources are expected and allowed for within the budget outlined in Appendix A. These funding sources include external grants and other contributions from external agencies towards the cost of schemes delivered by the Department. The key ones include:
- a) Sections 38, 184 and 278 agreements – £3.12m income from developers relating to fees for staff time, mostly around design checks for these agreements.
 - b) Capital fee income - £6.41m for staff time charged in delivering the Capital Programme. Should elements of the Capital Programme not be delivered as planned, this could have an impact on the amount of staff time recovered. However, the use of agency and temporary staff resource does give some scope for varying staff levels in order to minimise the risk of this resulting in overspending in staffing cost centres.
 - c) Fees and charges/external works charges to other bodies (works for other authorities, enforcement of road space booking, permit scheme and network management and fleet services) - £9.02m.
 - d) Driver education workshops - £3.36m of fee income collected for the Leicester, Leicestershire and Rutland Road Safety Partnership from drivers taking speed awareness and similar courses. This income is returned to the Partnership net of the cost of operating the courses.
 - e) Civil parking enforcement income - £1.29m derived from penalty charge notices (PCNs) for on-street parking, income from the district councils to cover the cost of processing for off-street PCNs on their behalf and parking permit income.
 - f) Vehicle workshop internal recharge - £2.54m, vehicle use that is recharged back to the Capital Programme where appropriate.
 - g) Other specific grants - £1.01m (including £0.58m LTG confirmed, £0.04m Enhanced Partnership officer funding carried forward, £0.08m National Bus Strategy carried forward and £0.31m Bikeability grant estimated).
 - h) Bus Grant (including the Bus Service Improvement Plan and Bus Service Operators Grant) - £9.18m to deliver bus service improvements. This

includes confirmed grant funding of £4.78m for 2026/27 in addition to £4.40m estimated carried forward from 2025/26.

- i) Leicester, Leicestershire and Rutland Road Safety Partnership (LRRSP) - £0.31m returns and a drawdown from reserve to fund safety schemes.
- j) Pan Regional Transport Model - £2.07m funding provided for the transport model development work.
- k) Income from sale of recyclable materials - £1.78m.

Capital Programme

46. The draft Capital Programme is summarised in Table 5 below and the detailed programme is set out in Appendix C. The Capital Programme is funded by a combination of the LTG, discretionary funding and other external and internal sources. The Capital Programme has been updated to reflect funding announcements including £11.12m Bus Grant allocation, which was not included in the report presented to the Cabinet on 16 December 2025. The combined impact of the announcements on funding amounts to a £19.02m uplift in the Capital Programme.

Table 5 – Summary Draft Capital Programme 2026/27 to 2029/30

	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	Total £000
Major Schemes	11,452	4,965	6,103	3,866	26,386
Minor/Other Schemes	21,118	9,475	10,191	7,207	47,991
Transport Asset Management	33,110	40,682	43,241	49,091	166,124
Waste Management	1,289	1,241	437	290	3,257
Total	66,969	56,363	59,972	60,454	243,758

47. The Programme includes £26.39m to deliver major infrastructure schemes consisting of:
- a) Zouch Bridge: £3.75m towards the cost of bridge replacement (total scheme gross costs £19.60m);
 - b) Advanced design programmes: £12.17m;
 - c) Market Harborough improvements: £2.51m (total scheme gross cost £4.36m);
 - d) Leicestershire Cycling and Walking Improvements Plan delivery: £3.82m;
 - e) The Parade Oadby Cyclops Junction: £1.00m;
 - f) Local Electric Vehicle Infrastructure (LEVI) Full roll out: £3.14m.

48. A breakdown of the funding streams that support the Highways, Transport and Waste Services Capital Programme is provided in Table 6 below.

Table 6 – Highways, Transport and Waste Capital Funding

	2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	Total
Grants – LTG	15,174	17,435	19,387	21,414	73,410
Grants – Highways Maintenance Block Baseline funding	21,425	23,679	26,345	31,457	102,906
Grants – Highways Maintenance Block Incentive funding	7,830	10,089	10,152	10,343	38,414
Grants – Active Travel England	890	890	891	890	3,561
Grants - Bus Grant	2,698	2,752	2,806	2,859	11,115
Grants – DfT Levi Full	299	599	2,237	0	3,135
Section 106 Contributions	3,069	439	0	0	3,508
Revenue and Earmarked Funds	100	100	100	100	400
Capital Substitution	-3,956	-4,265	-6,836	-8,512	-23,569
Receipt of Forward Funding	382	2,039	2,321	627	5,369
Corporate Funding (capital receipts and revenue)	19,058	2,606	2,569	1,276	25,509
Total Highways, Transport & Waste Services	66,969	56,363	59,972	60,454	243,758

49. The grant allocations include:

- a) LTG - funding has been confirmed for the next four years and amounts to £73.94m in total, of which £73.41m relates to Highways and Transport Services. This funding will be used as match funding for grant bids into external funding streams. This resource will also be used to fund advanced design and feasibility studies to ensure outline business cases are available to support any such bids.
- b) Maintenance - The combined Highways Maintenance Block funding has been confirmed for the next four years and amounts to £144.72m in total, of which £141.32m relates to Highways and Transport Services and represents an increase of £1.00m in 2026/27 compared to the current year's overall allocation. A proportion of this total funding (£39.34m or 27.2%), has been designated as incentive funding and will be subject to the Council as the Local Highways Authority (LHA) demonstrating that it

has complied with best practice in highways maintenance. At least 25% of the incentive funding will be dependent on the LHA publishing transparency reports.

For 2026/27, 50% of the incentive funding will be subject to the LHA's performance. Further details on the performance-based measures are expected to be confirmed in due course. Further performance-based metrics are likely to be considered as part of future incentive fund allocations.

It should be noted that compared to the current financial year, the incentive fund element has increased as a proportion of the total funding allocation by 20.2% (from 6.6% to 26.8%). For the purpose of the 2026-30 MTFS Capital Programme, 100% incentive funding has been assumed.

50. While the DfT funding allocation for highway maintenance in 2026/27 is welcome, the overall outlook for the condition of the County's road network is not positive. Many years of insufficient investment in preventative treatments and renewals due to funding constraints, has led to a situation of overall deterioration. This has been compounded by the impact of more and heavier traffic as well as increasing numbers of roadworks from utility companies and developers, all of which reduce the lifespan of the road.
51. Other capital grants included are:
 - a) Active Travel England – £3.56m funding confirmed in total over four years to facilitate a Cycling and Walking Improvement programme.
 - b) Bus Grant - £11.12m funding confirmed in total over four years to make improvements for local bus services and infrastructure. Note this is an addition to the December 2025 Cabinet report as details were released following the report's circulation.
 - c) DfT LEVI Full - £3.13m balance remaining from LEVI full roll out funding.
52. To provide flexibility in the use of funding across the modes of transport outlined in local transport plans, the DfT is providing multi-year funding allocations and will simplify local transport funding for Local Transport Authorities into two pots: an Integrated Transport Fund (ITF); and a Bus Service Fund (BSF), through the consolidation of following formula-based grants:
 - a) Highways Maintenance (capital),
 - b) Active Travel (capital and revenue),
 - c) LEVI (revenue),
 - d) LTG (capital and revenue),
 - e) Local Authority Bus Grant (capital and revenue).
53. Conditions of the grant will restrict ITF usage to the delivery of local transport outcomes (as prioritised by the DfT), and the BSF will be restricted to supporting outcomes for bus passengers/services in accordance with expectations outlined in the model sections of the County Council's transport

delivery plans. Progress against plans will be reported with the risk of sanctions being imposed including claw-back of funding, or reductions to future funding allocations, for non-achievement. This could remove the Council's current ability to substitute capital funding for revenue to delivery works and will restrict the Council's ability to carry forward funding into future financial years where delivery against plan has slipped.

54. Funds which will be used to deliver specific schemes/outputs (namely Major Road Network, Levelling Up Fund and Structures Fund) will remain separate, as will the transport element of the funding paid via the Local Government Finance Settlement.
55. The County Council is still awaiting details as to how the new £1bn Structures fund, which has been created to "enhance and repair" bridges, retaining walls and other structures as part of a new 10-year Infrastructure Strategy, will be allocated to authorities.
56. There is continued risk stemming from labour shortages slowing progress and whilst this can be addressed through outsourcing, it is more costly. As implied above, Government funding often dictates delivery within a prescribed timeframe. This can be difficult to achieve, causing knock-on pressures across other schemes in sourcing resources for scheme design, programme planning and delivery as resources cannot always be secured externally.
57. Often this can be compounded by other pressures, such as adverse weather conditions that can play a part, especially for certain maintenance activities (such as surface dressing and flood alleviation works). Also, for some of the larger schemes, legal issues may need resolving around for example, compulsory purchase orders.

Capital Programme – Future Developments

58. Capital projects that are not yet fully developed, or plans agreed, have been treated as 'Future Developments' under the Department's programme in Appendix C. It is intended that as these schemes are developed during the year, they will be assessed against the balance of available resources and incorporated in the Capital Programme as appropriate. These include:
 - a) New Melton RHWS,
 - b) Compaction equipment,
 - c) Green vehicle fleet,
 - d) Windrow Composting facility.

Background Papers

Report to the Cabinet 16 December 2025 – Medium Term Financial Strategy
2026/27 to 2029/30

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=7882&Ver=4>
(item 5)

Circulation under Local Issues Alert Procedure

None.

Equality Implications

59. Under the Equality Act 2010, local authorities are required to have due regard to the need to:
 - a) Eliminate unlawful discrimination, harassment and victimisation;
 - b) Advance equality of opportunity between people who share protected characteristics and those who do not; and,
 - c) Foster good relations between people who share protected characteristics and those who do not.
60. Given the nature of services provided, many aspects of the County Council's MTFS may affect service users who have a protected characteristic under equalities legislation. An assessment of the impact of the proposals on the protected groups must be undertaken at a formative stage prior to any final decisions being made. Such assessments will be undertaken in light of the potential impact of proposals and the timing of any proposed changes. Those assessments will be revised as the proposals are developed to ensure decision makers have information to understand the effect of any service change, policy or practice on people who have a protected characteristic.
61. There are several areas of the budget where there are opportunities for positive benefits for people with protected characteristics both from the additional investment the Council is making into specialist services and to changes to existing services which offer improved outcomes for users whilst also delivering financial savings.
62. If, as a result of undertaking an assessment, potential negative impacts are identified, these will be subject to further assessment.
63. Any savings arising out of a reduction in posts will be subject to the County Council Organisational Change Policy which requires an Equality Impact Assessment to be undertaken as part of the action plan.

Human Rights Implications

64. Where there are potential human rights implications arising from the changes proposed, these will be subject to further assessment including consultation with the Council's Legal Services.

Appendices

Appendix A – Revenue Budget 2026/27

Appendix B – Growth and Savings 2026/27 – 2029/30

Appendix C – Capital Programme 2026/27 – 2029/30

Officers to Contact

Ann Carruthers, Director of Environment & Transport

Tel: (0116) 305 7000

E-mail: Ann.Carruthers@leics.gov.uk

Declan Keegan, Director of Corporate Resources,

Tel: (0116) 305 7668

E-mail: Declan.Keegan@leics.gov.uk

Simone Hines, Assistant Director, Finance, Strategic Property & Commissioning,
Corporate Resources Department

Tel: (0116) 305 7066

E-mail: Simone.Hines@leics.gov.uk

Susan Baum, Strategic Financial Manager

Corporate Resources Department

Tel: (0116) 305 6931

E-mail: Susan.Baum@leics.gov.uk

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APPENDIX A

HIGHWAYS, TRANSPORT & WASTE MANAGEMENT

REVENUE BUDGET 2026/27

Net Budget 2025/26 £	*	Employees £	Running Expenses £	Internal Income £	Gross Budget £	External Income £	Net Total £
HIGHWAYS & TRANSPORT							
Development & Growth							
1,638,947	S/D	2,211,648	185,634	0	2,397,282	-807,148	1,590,134
H & T Commissioning							
3,676,544	S/D	6,304,208	2,172,458	-3,286,318	5,190,348	-1,749,095	3,441,253
1,368,431	S	0	1,289,575	0	1,289,575	0	1,289,575
H & T Network Management							
740,907	S	820,837	596,704	-363,220	1,054,321	-371,310	683,011
0	S	297,549	2,887,460	0	3,185,009	-3,196,292	-11,283
617,019	D	0	618,011	0	618,011	-40,861	577,150
1,715,780	S/D	5,098,275	100,519	-398,493	4,800,301	-3,118,377	1,681,924
163,576	S	0	191,003	0	191,003	-28,250	162,753
3,047,831	S/D	0	14,295,634	-2,846,882	11,448,752	-9,158,518	2,290,234
-79,564	S	0	96,000	0	96,000	-162,540	-66,540
100,350	S	327,417	1,543,555	-499,918	1,371,054	-1,285,267	85,787
4,400,341	S	0	4,605,341	-182,222	4,423,119	-22,778	4,400,341
Highways and Transport Operations							
Highways Operations Services							
4,623,386	S/D	5,780,171	321,599	-880,000	5,221,770	-95,000	5,126,770
6,237,438	S	1,884,155	5,810,549	-1,293,839	6,400,865	-75,000	6,325,865
3,621,427	S	669,171	3,793,236	0	4,462,407	0	4,462,407
2,033,766	S	538,414	1,495,352	0	2,033,766	0	2,033,766
Assisted Transport Services							
2,693,630	S	3,212,943	97,475	-670,984	2,639,434	0	2,639,434
27,151,164	S	55,000	29,119,344	0	29,174,344	-71,286	29,103,058
6,888,192	S	0	6,511,192	0	6,511,192	-8,000	6,503,192
6,363,045	S/D	0	5,421,548	0	5,421,548	-182,800	5,238,748
347,781	S/D	4,134,284	1,750,747	-5,068,396	816,635	-111,758	704,877
0	D	0	0	0	0	0	0
Highway and Transport Technical Support Service							
2,878,819	S/D	269,903	2,330,731	0	2,600,634	-146,185	2,454,449
517,918	S/D	490,791	5,400	0	496,191	0	496,191
1,094,550	S/D	14,771,507	3,721,859	-14,366,923	4,126,443	-4,924,492	-798,049
34,441	S/D	4,637	29,804	0	34,441	0	34,441
9,425	D	828,130	1,780,777	-2,544,382	64,525	-33,753	30,772
81,885,144	TOTAL	47,699,040	90,771,507	-32,401,577	106,068,970	-25,588,711	80,480,260
WASTE MANAGEMENT							
496,672		474,181	1,506	0	475,687	0	475,687
Waste Management Commissioning							
1,065,312		1,048,227	2,308	-33,000	1,017,535	0	1,017,535
223,036		0	549,787	-326,751	223,036	0	223,036
53,045		0	53,045	0	53,045	0	53,045
Waste Management Delivery							
745,434		780,952	4,451	-51,804	733,599	0	733,599
2,629,091		0	1,227,314	0	1,227,314	0	1,227,314
19,824,801		0	20,966,957	0	20,966,957	0	20,966,957
2,504,000		0	3,438,804	0	3,438,804	-1,104,804	2,334,000
2,171,000		0	2,171,000	0	2,171,000	0	2,171,000
5,453,639		3,895,805	1,778,976	0	5,674,781	-567,340	5,107,441
2,639,115		557,717	2,318,390	0	2,876,107	-5,000	2,871,107
-1,593,426		50,104	3,545	0	53,649	-1,801,425	-1,747,776
-132,000		0	0	0	0	-132,000	-132,000
36,079,719	TOTAL	6,806,987	32,516,083	-411,555	38,911,515	-3,610,569	35,300,946
Departmental & Business Management							
2,783,617		2,599,353	15,070	0	2,614,423	-22,084	2,592,340
887,439		83,000	982,293	-6,000	1,059,293	-125,254	934,039
3,671,056	TOTAL	2,682,353	997,363	-6,000	3,673,716	-147,338	3,526,379
121,635,920	TOTAL	57,188,380	124,284,953	-32,819,132	148,654,201	-29,346,617	119,307,585

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HIGHWAYS & TRANSPORT GROWTH & SAVINGS

References		2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	
<u>GROWTH</u>						
<u>Demand & cost increases</u>						
Highways &Transport Services						
**	G16	Special Educational Needs transport - increased client numbers/costs	4,975	7,290	10,325	13,275
**	G17	Mainstream School Transport - increased client numbers/costs	135	285	445	605
**	G18	Fleet Services vehicle maintenance costs	-45	-70	0	70
*	G19	Street Lighting maintenance costs	-125	-125	-125	-125
	G20	Loss of income on Passenger Fleet from removal of School Food Service	65	90	90	90
			5,005	7,470	10,735	13,915
Waste Management Services						
**	G21	DIY Waste - loss of income	0	65	130	195
**	G22	Increased waste tonnages	80	240	440	640
*	G23	Emissions Trading Scheme (ETS) expansion to include energy from waste facilities	0	1,500	6,000	6,000
	G24	Deposit Return Scheme (DRS)	0	275	550	550
			80	2,080	7,120	7,385
Departmental Wide						
*	G25	HGV Driver Market Premia	25	25	25	25
TOTAL			5,110	9,575	17,880	21,325
<u>SAVINGS</u>						
Highways &Transport Services						
**	ET1	Eff Assisted Transport Programme	-4,010	-4,845	-4,845	-4,845
**	ET2	Inc Network Management incl. temporary traffic regulation orders (TTRO)	-200	-200	-200	-200
**	ET3	Inc Fees and Charges Uplift	-35	-35	-35	-35
*	ET4	Eff Traffic Signals energy savings arising LED implementation	-20	-20	-20	-20
	ET5	Eff Contract Procurement efficiencies	-800	-800	-800	-800
			-5,065	-5,900	-5,900	-5,900
Waste Management Services						
**	ET6	Inc Trade Waste income	-100	-100	-100	-100
**	ET7	Eff/Inc Food Waste implementation	-260	-575	-670	-670
**	ET8	Inc Fees and Charges Uplift	-5	-5	-5	-5
	ET9	Inc Recycling Materials Increased Income	-250	-250	-250	-250
			-615	-930	-1,025	-1,025
TOTAL			-5,680	-6,830	-6,925	-6,925

References used in the tables

* items unchanged from previous Medium Term Financial Strategy

** items included in the previous Medium Term Financial Strategy which have been amended

no stars = new item

Eff - Efficiency saving

SR - Service reduction

Inc - Income

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APPENDIX C

HIGHWAYS & TRANSPORT - CAPITAL PROGRAMME 2026-30

Estimated Completion Date	Gross Cost of Project £000		2026/27 £000	2027/28 £000	2028/29 £000	2029/30 £000	Total £000
		<u>Major Schemes</u>					
Apr-27	19,600	Zouch Bridge Replacement - Construction and Enabling Works	3,675	75	0	0	3,750
Mar-29	12,175	Advance Design / Match Funding	3,248	2,975	2,975	2,976	12,174
Mar-28	4,356	Market Harbough improvements	2,421	88	0	0	2,509
Mar-30	3,818	Leicestershire Cycling Walking Improvements Plan Delivery	809	1,228	891	890	3,818
Mar-27	1,880	The Parade Oadby Cyclops	1,000	0	0	0	1,000
Mar-29	3,151	Local Electric Vehicle Infrastructure (LEVI) Full Roll out	299	599	2,237	0	3,135
			11,452	4,965	6,103	3,866	26,386
		<u>Minor Schemes / Other</u>					
Mar-29	2,413	Safety Schemes	2,512	2,327	1,975	2,095	8,909
Mar-26	377	Active Travel Improvements	620	309	430	470	1,829
Mar-30	11,115	Bus Grant	2,697	2,752	2,806	2,860	11,115
Mar-29	400	Plant renewals	100	100	100	100	400
Mar-27	9,870	Melton Depot Replacement	9,321	0	0	0	9,321
Mar-27	575	Highways Depot Improvements	200	200	0	0	400
Mar-29	17,656	County Council Vehicle Replacement Programme	4,540	3,436	4,880	1,682	14,538
Mar-28	2,394	Externally Funded Schemes	1,128	351	0	0	1,479
			21,118	9,475	10,191	7,207	47,991
		<u>Transport Asset Management</u>					
Mar-29	19,885	Capital Schemes and Design	4,784	5,033	5,034	5,033	19,884
Mar-29	8,804	Bridges	1,755	1,385	1,165	4,500	8,805
Mar-29	12,290	Street Lighting	3,208	3,130	3,130	2,822	12,290
Mar-29	4,230	Traffic Signal Renewal	866	1,199	1,174	992	4,231
Mar-29	48,474	Preventative Maintenance - (Surface Dressing)	11,673	12,424	13,181	11,197	48,475
Mar-29	42,271	Restorative (Patching)	9,813	10,666	10,846	10,945	42,270
Mar-29	1,711	Public rights of way maintenance	661	517	517	16	1,711
Mar-29	1,400	Network Performance & Reliability	350	350	350	350	1,400
Mar-30	21,804	Other LTG Funds - to be allocated across the TAM	0	5,978	7,844	13,236	27,058
			33,110	40,682	43,241	49,091	166,124
		<u>Waste Management</u>					
Mar-29	1,629	Recycling Household Waste Sites - General Improvements	511	390	437	290	1,628
Mar-27	490	Recycling Household Waste Sites - S.106 funded schemes	490	0	0	0	490
Mar-28	1,139	Food Waste Treatment Service Delivery	288	851	0	0	1,139
			1,289	1,241	437	290	3,257
		TOTAL	66,969	56,363	59,972	60,454	243,758
		<u>Future Developments - subject to further detail and approved business cases</u>					
		New Melton RHWS					
		Compaction equipment					
		Green vehicle fleet					
		Windrow Composting Facility					

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**HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND SCRUTINY
COMMITTEE – 22 JANUARY 2026**

**PEDESTRIAN CROSSING ASSESSMENT AND JUSTIFICATION IN
LEICESTERSHIRE**

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of this report is to provide the Committee with an overview of the existing Leicestershire County Council approach to pedestrian, pedal cycle and horse rider crossing assessments and justification, against revised national guidance and accepted best practice, and to outline a proposed minor modification to the assessment process.

Policy Framework and Previous Decisions

2. In March 2009, the existing Leicestershire County Council Quality Assurance process for the site assessment of pedestrian crossing facilities was adopted. This process was based on Department for Transport (DfT) Local Transport Notes (LTN) 1/95 and 2/95 (guidance on the assessment and design of pedestrian crossings) available at that time but a more thorough, yet flexible, approach was adopted to determining the justification for a pedestrian crossing.
3. In December 2019, the DfT published Traffic Signs Manual (TSM) Chapter 6, superseding various pieces of guidance which formed the basis of previous methodology for the assessment and prioritisation of formal crossings.
4. Following this publication, it was decided that Leicestershire's existing guidance should be reviewed against TSM Chapter 6 and alongside existing best practice.
5. Furthermore, LTN 1/20 'Cycling Infrastructure Design' was released in July 2020. This guidance provides a framework for designing pedestrian crossings that are safe, accessible and effective in meeting the needs of all users.
6. Section 106 of the Town and Country Planning Act 1990 allows a Local Planning Authority (LPA) to enter into a legally binding agreement with a developer to secure contributions towards infrastructure and services. These agreements are used to mitigate the impact of the development on the local community and include pedestrian crossings. Alternatively, LPAs may also condition the provision of a crossing as part of the planning permission it grants for developments.
7. The references to pedestrian crossings in this report can be read to include cyclist and equestrian crossings also.

Background

8. Pedestrian crossing assessments, both in Leicestershire and nationally, have historically been based on a “PV Squared” (PV2) calculation (‘P’ representing the number of pedestrians and ‘V’ the number of vehicles). The magnitude of the calculated figure would form the basis against which provision of a pedestrian crossing could be determined.
9. The use of PV2 allowed engineers to consider the demand for a crossing, in terms of pedestrian numbers, as well as to assess what kind of crossing was appropriate by using vehicle flows to determine likely pedestrian delay and difficulty in crossing alongside potential delay to vehicles. For example, where a heavy pedestrian flow is present over long periods, a signalised crossing will help to balance pedestrian and vehicle flows.
10. Whilst this methodology allows for sites to be easily assessed, ranked and prioritised, over time it was criticised for being inflexible, overlooking local highway factors and the make-up of pedestrian and vehicle flows and allowed for limited engineering judgement.
11. LTN guidance issued by the DfT at the time did not provide a set quantitative basis upon which to assess requests for new crossings but recommended an Assessment Framework be developed through which to consider requests. This acknowledged the need to consider road accidents, carriageway and footway widths, crossing times and difficulty and the composition of vehicular and pedestrian flows.
12. As a result, many local authorities have developed their own methodology and framework for assessing requests for pedestrian crossings, generally based on a modified PV2 that includes a variety of additional factors as recommended by Government guidance.
13. The Council’s existing “Pedestrian Crossing Facilities Site Assessment Form for Aspirational Schemes” was adopted in 2009 and last revised in March of that year.
14. In December 2019, the DfT published TSM Chapter 6 which brought together guidance on all three of the main crossing types, namely:
 - a) Uncontrolled or informal crossings (for example a pedestrian refuge (central island) or dropped kerb);
 - b) Zebra and Parallel crossings, where priority is given to pedestrians and cyclists over vehicles; and
 - c) Signal-controlled crossings, where drivers are required to stop at red lights and non-motorised users have a push button to register demand to the green signal.
15. As with previous guidance iterations, TSM Chapter 6 recommends an assessment that may consist of a site survey, surveys of pedestrian and traffic flows and a consideration of other factors. There is little, in terms of site and option assessments, that has fundamentally changed between this and the previous guidance.

16. Additionally, multiple key factors are considered under LTN 1/20 (Cycling Infrastructure Design), including crossing location, design, crossing type, pedestrian safety, vulnerable road users, use of technology, environmental consideration and maintenance, and longevity.

Supporting Research

17. There is extensive research around the placing of crossing infrastructure on the highway network. This research, summarised in Appendix C attached to this report, along with the guidance outlined above, ultimately informs the way in which Local Highway Authorities (LHAs) across the Country assess the need for a crossing as well as determining the appropriate crossing type for the environment.

Current County Council Pedestrian Crossing Approach

18. How the Council approaches the need for pedestrian crossings is dependent on the circumstances.
19. When requests to introduce a crossing within an existing environment are received, where no material changes are being made, the Council will assess the need through its Crossing Justification Assessment (CJA) process as outlined in paragraphs 22 to 28 below. This would also be the case for third-party funding approaches as outlined in paragraphs 34 and 35 below.
20. Where there is a material change to the environment/local area being made, e.g. new substantial housing and commercial developments, these would generally be considered by the Council in its role as statutory consultee in the planning process as explained in paragraphs 29 to 33.
21. Where wider walking/cycling networks are being developed and introduced through a major project, this might be to ensure route continuity or drive forward active travel through more direct routes and removal of crossing barriers.

Assessment of Crossing Requests Received from the Public or Other Parties

22. The Council currently utilises a CJA modification type framework, with factors added into the assessment in order to account for needs of vulnerable road user groups, severance within communities, safety and the desire to increase sustainable transport use.
23. Justification for pedestrian crossings should balance safety data, user demand, local context and strategic priorities. Whilst the CJA provides a baseline, modern practice increasingly incorporates inclusive, proactive design standards focused on vulnerable users and sustainable travel.
24. The Council assessment factors include:
 - a) Pedestrian flow composition (including number of child, elderly, mobility and visually impaired pedestrians).
 - b) Vehicular flow composition (multipliers for high numbers of HGVs).
 - c) Accident data from the previous three years.

- d) Average crossing time and waiting delay.
 - e) Road width.
 - f) 85th percentile vehicle speeds.
 - g) Special factors to overcome latent demand or severance such as:
 - Whether the road divides a substantial community or severs an established cycle/walking network route.
 - Proximity of community centres or homes for the elderly.
 - Presence of hospitals, clinics or doctor's surgeries in the vicinity.
 - Near to a busy shopping centre or, for rural locations, substantial pedestrian movement to a post office or local shop.
 - The location being adjacent to a school, playground, where a school crossing patrol operates or on route to school as identified in a School Travel Plan.
25. An example of a pedestrian crossing assessment, undertaken using the existing Council guidance, is set out within Appendix A.
26. The CJA produces a final Crossing Justification Value (CJV) which determines the appropriate type of crossing needed:
- a) If the CJV is less than 0.4, a crossing facility is not supported and no further action is taken.
 - b) A CJV between 0.4 and 0.6 indicates that the provision of uncontrolled measures such as pedestrian dropped kerbs would be the appropriate crossing type for that location.
 - c) A CJV of 0.6 to 0.9 indicates justification for the provision of a Zebra crossing.
 - d) A CJV above 0.9 indicates a strong justification for a signal-controlled crossing.
27. A site assessment is also undertaken by an engineer as part of this process, who will consider all of the above within the context of the existing environment in order to ensure the deliverability of the type of crossing facility that is determined through the CJA.
28. This approach covers the three main objectives set out in TSM Chapter 6, specifically safety, convenience and accessibility. It goes on to state that "a crossing that does not improve on all three to some degree is unlikely to be satisfactory or justified".

Role as Statutory Consultee in the Planning Process and Approach to Determining and Stipulating Crossing Need for Consideration by the LPA

29. The Council, in its role as the LHA, is a statutory consultee in the planning process, providing advice to LPAs in their determination of planning applications.
30. When assessing the impact of a proposed development, consideration is given to the requirement for active travel infrastructure, including pedestrian crossings, as outlined in the Leicestershire Highway Design Guide. Such an assessment includes the use of industry standard software to establish the level and type of trip generation expected to arise from a proposed development, including the number of pedestrian trips. This assessment provides a basis for establishing the demand for a crossing facility.

31. However, in addition to such assessment, commensurate with the National Planning Policy Framework (2024), a 'decide and provide' approach is now used which includes the provision of a vision-led strategy with a view to creating well-designed and sustainable places.
32. Therefore, consideration is also given to factors such as those outlined in paragraph 24 above, to ensure that the new developments are well-connected and support the strategic vision of the latest Council Local Transport Plan 4.
33. Where it is determined as part of the LHA's assessment of a development proposal that a crossing facility is required, the Council will seek to secure provision of this either by way of planning condition or Section 106 funding.

Approach to Third-Party Funding Requests to Install a Crossing

34. Occasionally, the Council is approached by a third party, e.g. a parish council, developer, community group, wishing to fully fund and introduce a crossing.
35. Such requests are dealt with and considered using the CJA approach outlined in paragraphs 22 to 28 which determines if a crossing is justified or not, this ensures parity across the County. If following the assessment the need can be justified, then the Council will either undertake the necessary consultation and installation (subject to a successful outcome of the consultation) on behalf of the third-party funder or facilitate the third-party funder to implement the crossing through a Section 278 agreement, a legal contract under the Highways Act 1980 that allows a third party to carry out permanent alterations or improvements to a public highway.

Consultations

36. Once the need for a pedestrian crossing has been identified through any of the approaches outlined in paragraphs 22 to 35, the implementation of controlled pedestrian crossings (Zebra and parallel crossings, Puffin, Toucan and Pegasus signal-controlled crossings) would then be subject to the successful outcome of a formal public consultation process.
37. The consultation would include local residents and key stakeholders such as the emergency services, parish and district councils as well as the Local Member. The proposed crossing would also be formally advertised in the local press and through formal legal site notices in the area where the crossing is to be sited.
38. The consultation outcomes along with the officers' recommendation on how the scheme should proceed are then presented in the form of a report to the Local Member to obtain their support. Afterwards, the report is presented to the Director of Environment and Transport who, following consultation with the Cabinet Lead Member, will make the decision on whether to proceed with the scheme. In circumstances where the Local Member's support is not received, a decision from the Cabinet would be sought.

Proposed Modification to the Crossing Assessment Approach and Considerations Going Forward

39. While the Council's current CJA approach is robust and incorporates a number of factors and criteria, it has been recognised that the assessment does only tend to focus on one specific concentrated site location with any pedestrians who cross the road outside of that specific location not being included. The Council therefore proposes to expand the CJA to cover a larger area/extent of the road.
40. Current DfT guidance provided by TSM Chapter 6, Section 2 states that a site survey should include the proposed site and a length of road approximately 50m either side. An example is shown in Appendix B.
41. To ensure pedestrian activity along the road under consideration is fully and consistently captured, the survey area will be split into multiple zones for enumeration with individual surveys carried out in each zone. As each site requested for a crossing assessment is unique, the 100m distance can be extended to encompass a larger area of interest as required. Multiple surveys will give a more accurate CJV by including all pedestrians who would use a crossing at the proposed site if it was available.
42. If the topography of the proposed crossing lends itself to only one point of access, then a single survey can still be carried out.
43. Due to the increase in initial surveys, thus leading to additional costs, officers need to consider survey locations to provide maximum coverage and value for money.
44. It is proposed to carry out surveys for standalone crossings between April and June. Data shows that more people walk during the spring/summer months, as such carrying out surveys during these months would ensure the maximum crossing demand is captured. Carrying out surveys outside of these months, including September and October, has led to complaints being received about them being carried out at 'the wrong time of year' which has resulted in the Council redoing the surveys at an extra cost.
45. The Council will continue to assess third-party funding requests using the CJA approach and encompassing this minor refinement.
46. There will be no change to how the Council approaches the requirement for crossings in the planning arena as stipulated in paragraphs 29 to 33 above or as part of any wider walking/cycling network schemes.

Resource Implications

47. It is recognised that the proposed modification to the CJA approach may result in an increased number of requests being justified for the provision of new pedestrian crossing facilities. However, provision of crossings will continue to be based on a prioritised ranking basis and be governed by approved budget allocations.
48. Potential schemes will need to demonstrate that they can achieve their objectives and offer value for money against the agreed criteria. Where the

demand for a new crossing arises from the generation of additional demand from a new development or change to the existing demand or desire lines as a result of a major highway scheme or development, funding will be sought from other sources, such as developer contributions through the planning process or bids for Government funding.

49. The offer of third-party funding to expedite eligible crossings (justified sites following the CJA) can be considered. In such cases, a non-refundable upfront outlay of £10,000 would be required to cover the cost of initial design, topographical surveys and staff time, as part of which the full cost of installation would be provided to the third party for their consideration.
50. Depending upon the results of the initial design and viability assessment, zebra crossings typically cost on average £75,000 to install with signalised Puffin crossings costing upwards of £120,000.
51. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the contents of this report.

Circulation under the Local Issues Alert Procedure

52. None.

Equality Implications

53. Initiatives to improve road safety and reduce road casualties benefit all road users, but are particularly important for vulnerable groups such as pedestrians, motorcyclists, cyclists, the young / elderly and those with a disability.

Human Rights Implications

54. There are no human rights implications arising from the content of this report.

Environmental Implications

55. There are no environmental implications arising from the content of this report

Appendices

- Appendix A Example Pedestrian Crossing Assessment
- Appendix B Expanded Pedestrian Crossing Assessment
- Appendix C Supporting Research

Officers to Contact

Ann Carruthers
 Director, Environment and Transport
 Telephone: (0116) 305 7000
 Email: ann.carruthers@leics.gov.uk

Janna Walker
 Assistant Director, Environment and Transport
 Telephone: (0116) 305 0785
 Email: janna.walker@leics.gov.uk

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Leicestershire Highways

Form QA304 (June 22)

Sheet 1 of 4

**PEDESTRIAN CROSSING FACILITY
METHOD OF ASSESSMENT - SUMMARY SHEET**

 See
Process
10/10

SITE: North Street, Barrow upon Soar

DATE OF SURVEY: 08/06/2022

Leicestershire County Council's method of assessment is carried out in conjunction with Department for Transport Local Transport Notes 1/95 & 2/95. This guidance provides a more thorough yet flexible approach to determining the justification for a pedestrian crossing.

LCC assessment method adopts the principles above and uses the nationally recognised PV² assessment as a base point.

Using the above guidance the PV² is modified by factoring vulnerable road users and types of vehicles.

The final modified PV² value will be based on the following formula:-

PV² mod x A x T x W x S

Final modified PV² value

Should the modified PV² value be less than 0.4 a crossing facility is not supported and no further action is taken.

Should the modified PV² value be greater than 0.4, a crossing facility is supported and further action taken to determine the type of crossing appropriate.

Depending on the degree of justification above 0.4 will determine whether uncontrolled or controlled facilities are proposed.

As a guide for values between 0.4 & 0.6 consider uncontrolled and above 0.6 controlled. Examples of uncontrolled measures are refuges, road narrowings, build outs and dropped kerbs.

Examples of controlled measures are zebras, puffins, and toucan crossings.

If the modified value is greater than 0.9, consider a signal controlled crossing. As a guide a value in excess of 0.9 is strong justification for a signal controlled crossing.

Recommendation

NO ACTION	UNCONTROLLED MEASURES	ZEBRA CROSSING	SIGNAL CROSSING
-----------	-----------------------	----------------	-----------------

Comments:

Signed: **Print Name:** **Date:**

Leicestershire Highways

Form QA304 (June 22)

Sheet 2 of 4

**PEDESTRIAN CROSSING FACILITY
METHOD OF ASSESSMENT - CALCULATION SHEET**

 See
Instruction
20/15

SITE:

DATE OF SURVEY:

RECORDED PV² FOR THE 4 HIGHEST PEAK HOURS

TIME	PEDESTRIANS						TOTAL PEDS
	Child <16	Adult	Adult with pram	Elderly	Disabled	Others	
08:00	80	37	4	1	0	10	132
15:00	99	57	13	0	0	3	172
16:00	20	34	2	0	0	4	60
17:00	14	38	1	0	0	4	57
Average Value							

Others

Cyclists & Equestrians

TIME	VEHICLES						
	Cars	LGV	Bus	HGV	Motorcycles	Cycles	TOTAL VEH
08:00	714	53	6	15	2	3	793
15:00	502	73	6	13	4	2	600
16:00	608	76	4	8	5	5	706
17:00	748	66	2	2	8	6	832
Average Value							

PV² VALUE (x108)

0.8301

0.6192

0.2991

0.3946

0.5357 PV²Adjusted PV²Value P² modified

TIME	PEDESTRIANS (modified)						TOTAL PEDS
	Child <16	Adult	Adult with pram	Elderly	Disabled	Others	
08:00	100	37	5	2	0		144
15:00	123.75	57	16.25	0	0		197
16:00	25	34	2.5	0	0		61.5
17:00	17.5	38	1.25	0	0		56.75
Average Value							

Others

Cyclists & Equestrians

TIME	VEHICLES (modified)						TOTAL VEH
	Cars	LGV	Bus	HGV	Motorcycles	Cycles	
08:00	714	106	12	37.5	2	3	874.5
15:00	502	146	12	32.5	4	2	698.5
16:00	608	152	8	20	5	5	798
17:00	748	132	4	5	8	6	903
Average Value							

Modified
PV² value

1.1012

0.9612

0.3916

0.4627

0.7292 PV² mod

Leicestershire Highways

Form QA304 (June 22)

Sheet 3 of 4

**PEDESTRIAN CROSSING FACILITY
METHOD OF ASSESSMENT - CALCULATION SHEET**

 See
Instruction
20/15
Pedestrian Injury Accident Factor A
 $A = 1 + N/10$, where N is the number of pedestrian injury accidents in the previous 3 years

3 year pedestrian accident record from _____ to _____

 Number of treatable pedestrian accidents
Factor A
Waiting Time Factor T

The average waiting time will be derived by the Engineer attempting to cross the road at 5 random times during the known peak traffic period.

The factor to be taken from the table below

Average Waiting Time	Waiting Time Factor (T)
<=to 20 seconds	1.00
21 seconds to 30 seconds	1.20
31 seconds to 40 seconds	1.25
More than 40 seconds	1.30

Waiting Time Survey		Date
Attempt	Time (secs)	Average Wait
1	5	5
2	5	
3	5	
4	5	
5	5	

Factor T
Width of Road Factor W

This factor considers the standard road width to be 7.3 metres. The road width factor is obtained by dividing the road width by 7.3m i.e. road width/7.3

 Actual road width / 7.3

Factor W
Speed Limit Factor 1.2 S

The speed limit factor is based on the 85%ile speed.

85%ile Speed of road	Speed limit Factor (S)
<20 mph	0.8
21-30 mph	1.0
31-40 mph	1.2
41-50 mph	1.3

 85%ile speed mph

Factor S Speed Limit Factor from table above.

 Revised PV²

Leicestershire Highways

Form QA304 (June 22)

Sheet 4 of 4

**PEDESTRIAN CROSSING FACILITY
METHOD OF ASSESSMENT - CALCULATION SHEET**

 See
Instruction
20/15
Special Factors to be applied where appropriate:**Put 1 next to yes or no as appropriate**

	Yes	No
1. Does the road divide a substantial community	<input type="text"/>	<input type="text" value="1"/>
2. Are there any community centres or homes for the elderly in the vicinity.	<input type="text"/>	<input type="text" value="1"/>
3. Are there any hospital, clinics or doctors surgery in the vicinity	<input type="text"/>	<input type="text" value="1"/>
4. Is it a busy shopping centre or for rural locations substantial pedestrian movement to a post office or local shop.	<input type="text"/>	<input type="text" value="1"/>
5. Is the location adjacent to a school or where a school crossing patrol operates or a facility that attracts/draws young pedestrians i.e. public play area	<input type="text" value="1"/>	<input type="text"/>
	<input type="text" value="1"/>	
If one of the above applies it will be factored by	1.50	
If two of the above applies it will be factored by	1.75	
If three of the above applies it will be factored by	2.00	
If four of the above applies it will be factored by	2.25	
If five of the above applies it will be factored by	2.50	
Factor C	<input type="text" value="1.50"/>	

FINAL SCORE

0.973927119

Recommendation

NO ACTION	UNCONTROLLED MEASURES	ZEBRA CROSSING	SIGNAL CROSSING
>0.4	0.4 - 0.6	0.6 - 0.9	0.9+

Comments

 Signed: Print Name: Date:

Bottesford, High Street Crossing Request

Background

Several residents and Bottesford Parish Council have requested a zebra crossing within Bottesford. Following these requests, several Crossing Justification Assessments (CJA) have taken place within Bottesford over the past few years. The results of the 2021 CJA were challenged in September 2023 as it was argued that the 2021 CJA results were not representative due to the Covid-19 measures in place. The outcome of this complaint was that a new CJA was agreed and completed in March 2024. The Crossing Justification Value (CJV) of this new CJA was 0.418. However, the results were unreliable due to a heavy discrepancy of students in the afternoon but none in the morning. 80 Minors were recorded from 3pm to 5pm and only three minors were recorded between 7am to 1pm. The Council's Network Data Intelligence Team (NDI) and Streetwise, the third party responsible for enumeration, concluded that the discrepancy was the result of poor weather in the morning of the pedestrian survey.

Timeline

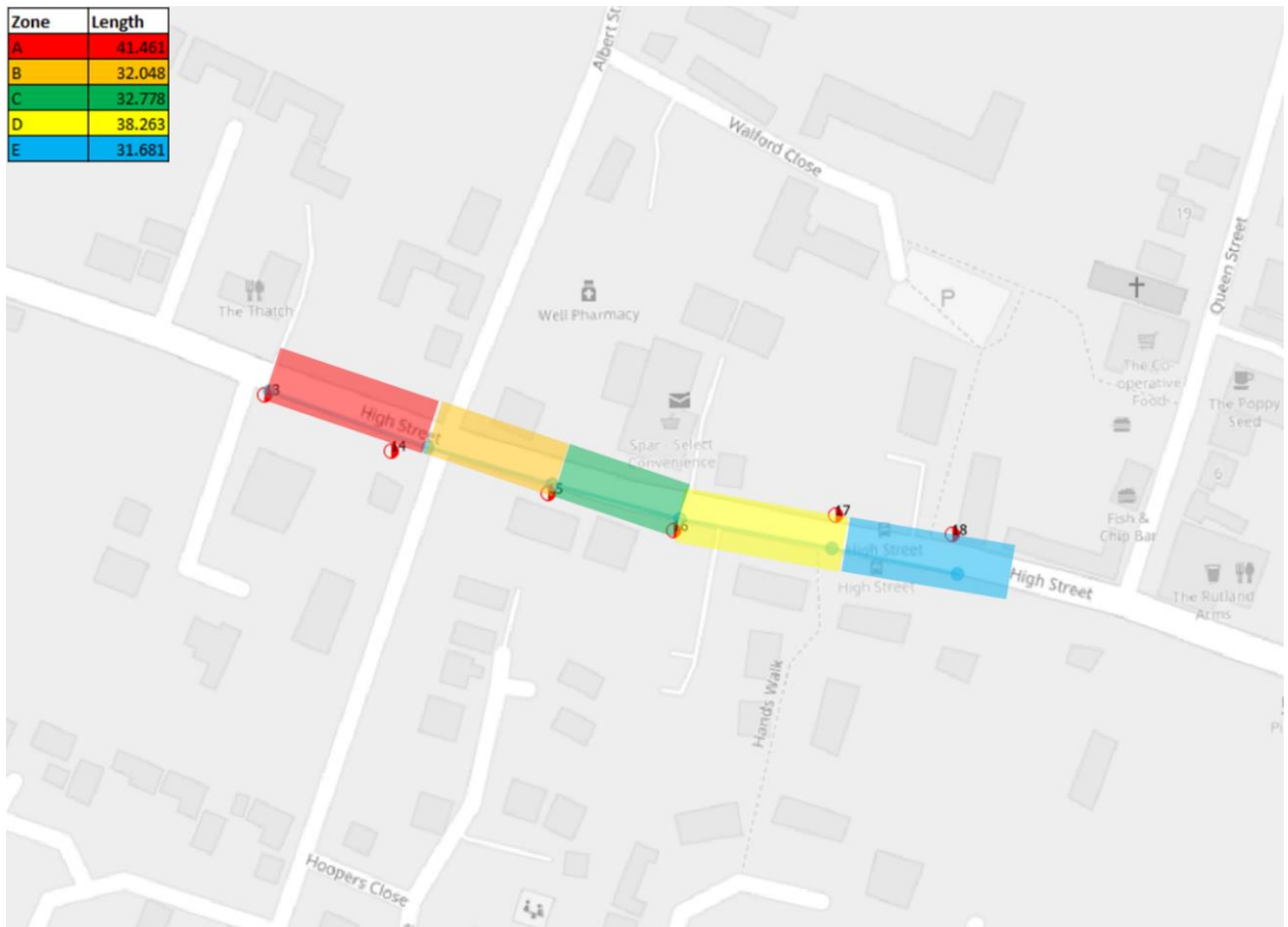
- CJA completed Bottesford near Barkestone Lane in 2017 resulted CJV 0.283
- CJA completed Bottesford Highstreet in January 2018 resulted CJV of 0.104
- CJA completed Bottesford Highstreet in June 2021 resulted CJV of 0.398
- 2023 September, Complaint (012828) received criticising the CJA being completed in 2021 resulted in agreed crossing justification reassessment of Bottesford Highstreet
- CJA that took place in March 2024, resulted CJV 0.418; however, results showed discrepancy in minors crossing so further reassessment was agreed
- CJA which took place in June 2024 has provided several results

CJA June 2024 Results

Following the previous discrepancies and numerous requests for CJA in Bottesford, it was decided that to ensure pedestrian activity was at its most consistent, a larger scale pedestrian survey was carried out over a 176m length stretch of Bottesford Highstreet and the areas were split into five zones for enumeration. The zones are demonstrated clearly on Figure 1 below.

Figure 1 depicts the length of each zone in the table in the top left; it also shows the position of lamp columns 13 to 18.

Figure 1



The Cameras were set up on 3 June and recorded until they were removed on 7 June, meaning that five days of pedestrian activity was recorded. Following brief reviews of the recordings by the NDI Team, it was decided (due to weather and other factors such as GCSE dates) that 5 and 6 June would provide the most reliable data and so both days were enumerated.

The crossing justification values of all zones individually and key combinations of zones, has been laid out within Figure 2 below.

Figure 2

Bottesford Highstreet Crossing Justification Values Thursday 6th of June 2024						
Zones	Length	CJV				
Zone A	41.461	0.096				
Zone B	32.048	0.438				
Zone C	32.778	0.181				
Zone D	38.263	0.116				
Zone E	31.681	0.165				
Zone ABCDE	176.231	0.932				
Zone ABC	106.287	0.671				
Zone BCD	103.089	0.713				
Wednesday 5th of June 2024			NO ACTION	UNCONTROLLED MEASURES	ZEBRA CROSSING	SIGNAL CROSSING
Zone ABCDE	176.231	0.887	>0.4	0.4 - 0.6	0.6 - 0.9	0.9+
Zone BCD	103.089	0.643				

Analysis of June CJA Results

The highest CJV from an individual zone was 0.438 from Zone B which would suggest that a crossing is not required. Furthermore, the result for the area of Zone B is consistent with previous CJA; However, when the count of crossings taking place are combined from all zones the value is raised; as depicted as high as 0.932.

Using this methodology will ensure a more robust assessment when there are more opportunities to cross the road that one single assessment would not take into consideration.

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Supporting Evidence

Traffic Volume Impacts

1. Traffic volume is one of the most important variables associated with whether people will wait for the green man to show at a signal-controlled crossing (Daff et al. 1991, Yagill, 2000). It is widely acknowledged that when vehicle flows are low, the delay in using a signal-controlled crossing is greater than the delay in not using the crossing. Accordingly, pedestrians are more likely to cross away from the crossing, or against the red man signal. Conversely, when traffic volumes are high, pedestrians are more likely to wait for the green man or to divert to a nearby crossing due to the perceived risk.
2. Equally, there is a balance to be struck. Unacceptably long delays can also result in poor compliance. The Royal Society for the Prevention of Accidents (RoSPA) published a Pedestrian Safety Policy Paper: Pedestrians Safety (2018) that stated that:

“Although pedestrian crossings are often perceived as safe places to cross the road, this may not always be the case. Crossings give some protection to pedestrians, but some pedestrians disregard the crossing signals. The longer a pedestrian must wait for the ‘green man’ signal, the more likely they are to cross while the ‘red man’ is showing. Pedestrians are normally prepared to wait up to 30 seconds for the ‘green man’ to show, with those waiting over 40 seconds more tempted to cross on the ‘red man’. Pedestrians will try to minimise the distance they have to walk and reduce their waiting times, often disregarding the Highway Code and taking risks. Being in a hurry and the desire to keep moving are often the reason that pedestrians disobey signals.”

3. It is for the above reasons that the existing assessment methodology includes a measurement of the average delay to pedestrians when crossing at a location, derived by the engineer attempting to cross the road at 20 random times during the known peak traffic period, alongside surveys of vehicle and pedestrian flows.

Safety – Pedestrian Compliance

4. A literature review of Road Safety at Traffic Signals and Signalised Crossings by TRL (2009) identified likely causes of pedestrian collisions at signal-controlled crossings. This review cites that common causes of such collisions are:
 - a) Lack of pedestrian compliance with the signal (driver compliance is generally good at signal-controlled crossings);
 - b) Crossing close to the facility but not on it;
 - c) Failure to look before / during crossing / running across the road;
 - d) Crossing through stationary traffic;
 - e) Vehicle manoeuvres.

5. A separate study, found that over 60% of serious and fatal pedestrian casualties at Pelican crossings were associated with lack of compliance by pedestrians. As noted above, the lack of compliance from pedestrians, as well as the lack of a clearly defined desire line and demand location leading to pedestrians crossing away from a facility, feature highly in the common causes.
6. The TRL (2009) report also found that in addition to failing to comply with signals, pedestrians often cross outside the studs bounding the crossing at signal-controlled crossings (e.g. Wall, 2000), particularly if compliance involved a deviation from their desire line.
7. The use of a PV2 modified assessment helps to ensure that not only is the correct type of crossing chosen, but also that the correct location is selected. Pedestrian surveys therefore consider all crossing movements 50m either side of a proposed survey location. Pedestrian crossings located away from pedestrian desire lines – routes that experience highest pedestrian flow – are likely to be ignored by pedestrians. Various studies have found that crossing within 50m of a facility, increases the risk of a collision four-fold.

Safety – Driver Compliance

8. Frequently, requests by members of the public for crossings are received based on perceived safety for pedestrians, often referencing vehicle speeds as a concern.
9. In 2006, TRL undertook a study of Traffic Signal Controlled Pedestrian Crossings on High-Speed Roads. The study recommended that, when considering a stand-alone pedestrian crossing on a road where 85th percentile speeds are 50mph on the approach, “serious consideration” of “speed reduction measures” is recommended prior to the installation of the crossing. At signal-controlled junctions, where crossings are considered, this rises to 85th percentile speeds of 65mph.
10. This research showed that:
 - a) Approach speeds were lower when crossings were located at junctions;
 - b) Drivers are more likely to stop when the signals changed from green on their approach to a junction, particularly when the change occurred close (40-80m) to the stopline;
 - c) Drivers were more likely to cross the stopline in the last second of amber or to run the red at stand-alone crossings than at junctions; and
 - d) Drivers used more controlled braking when the signals changed from green to amber at over 60m before the stopline on the approach to a junction than on the approach to a stand-alone crossing. When the signals changed at closer distances, they were willing to accept higher deceleration rates to stop at junction than at stand-alone crossings.
11. In addition, pedestrians were also found to be more likely to cross against the signals at stand-alone crossings when compared to signal-controlled junctions.

12. The current methodology includes a measure of vehicle speeds at the point of proposed crossings. As part of this review, consideration was given to whether enough weighting is given to each of the current factors that are included in the existing assessment. Based on the above, it is not felt appropriate to add greater weighting to vehicle.

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HIGHWAYS, TRANSPORT & WASTE OVERVIEW AND SCRUTINY COMMITTEE

NORTH & EAST MELTON MOWBRAY DISTRIBUTOR ROAD (NE MMDR) UPDATE

22 January 2026

**Department of
Environment & Transport**



What is the NE MMDR?

- It is 7.1km long.
- It has six roundabouts, four bridges and numerous culverts.
- There is a river diversion in a Site of Special Scientific Interest.
- It is single carriageway.
- It includes cycle and walking facilities.
- It has cost approximately £134m.

Purpose:

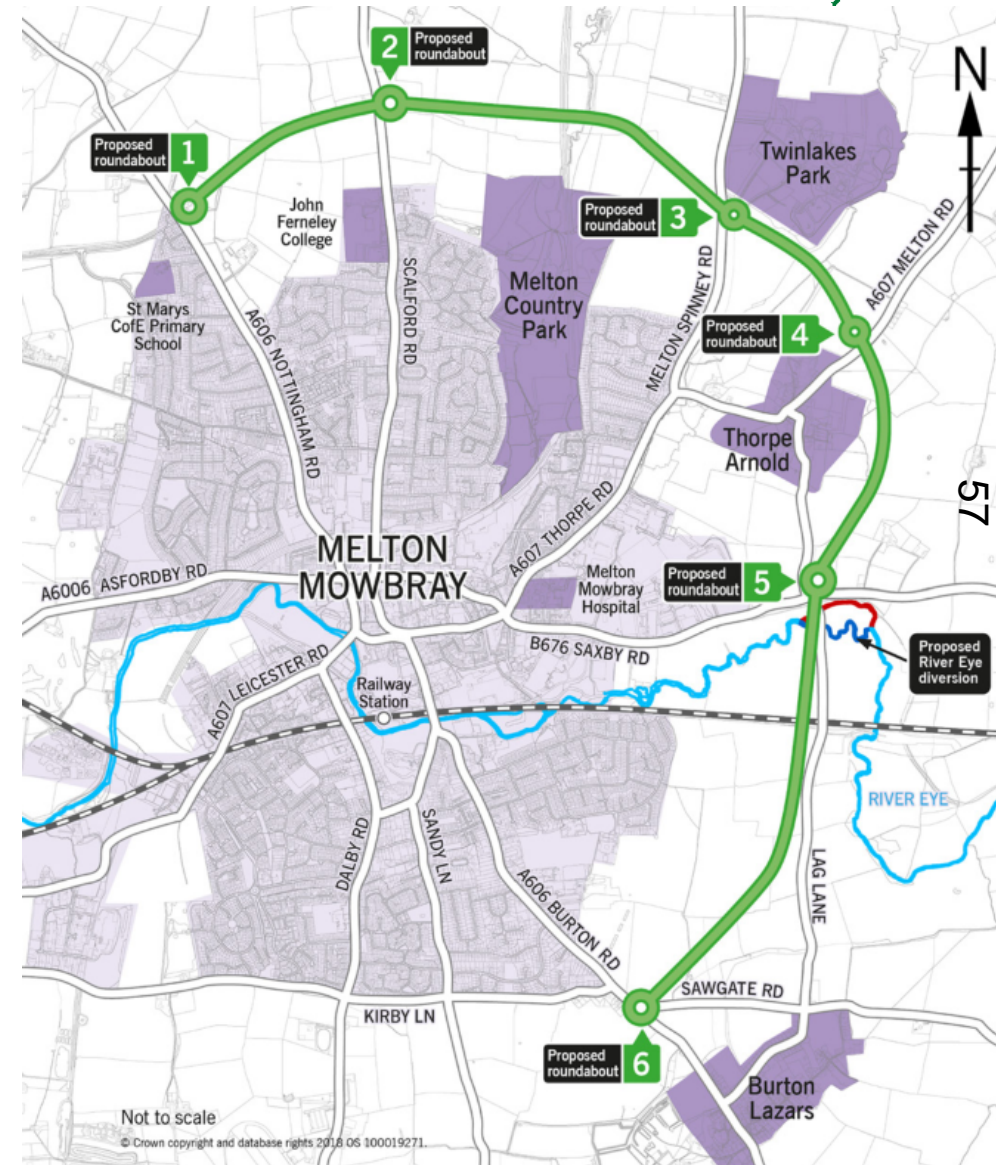
- ☐ To enable the delivery of 4,500 new homes and of new places to work in the town.
- ☐ To improve the environment in the town centre (e.g. removing through traffic and better air quality).
- ☐ To make it safer for people to walk and cycle in the town centre (less conflict with cars, for example).

Benefits of the NE MMDR

- ❑ To reduce congestion in Melton town centre.
- ❑ To improve journey time reliability.
- ❑ To reduce noise/improve air quality.
- ❑ To improve highway safety.
- ❑ To increase sustainable travel.

Impacts:

- ❑ Facilitating the local plan of approximately 4,500 dwellings.
- ❑ The growth potential – access to jobs/retail.
- ❑ The employment opportunities for approximately 6,000 jobs.
- ❑ The enhanced town centre vitality / support regeneration.
- ❑ The improved health outcomes.



Implications without the NE MMDR

❑ Housing delivery issues:

- Scattered growth across rural areas (school placement and transport issues).
- A shortage of planned housing that would impact neighbouring authorities and Leicester City.
- A local plan review would likely have been triggered, requiring new transport and education strategies.

❑ Worsening congestion in the town centre.

❑ Unmet local aspirations for town improvements.

❑ A Lack of opportunities for business development/relocation.



The Journey So Far

- ❑ The development of the NE MMDR has been a long and complex process, and it is the largest capital highways scheme that has ever been undertaken by Leicestershire County Council.
- ❑ The timeline for designing, funding and securing the land for the scheme spans some 10 years, as outlined by the key milestones below. Prior to this, various feasibility work was also undertaken.

2015 / 2016 Options assessment/outline proposal.

October 2017 Public consultation on the recommended route.

December 2017 Outline Business Case submitted to the Department for Transport (DfT).

October 2018 Planning application.

July 2020 Leicestershire County Council made the NE MMDR Compulsory Purchase Order and Side Roads Order.

October 2020 Compulsory Purchase Order and Side Roads Order served (land acquisition and highway amendments).

September 2021 Public inquiry.

April 2022 Orders confirmed by the Secretary of State for Transport.

December 2022 Full Business Case submitted to the DfT.

January 2023 Leicestershire County Council took possession of all the land for the scheme.

February/March 2023 Funding confirmed by the DfT. The advance works start on site.

May 2023 Main works start on site.

- ❑ Managing a project of this scale is challenging therefore various assurance processes have been in place throughout the project, including:

Internal

- ❑ The Project Board.
- ❑ The Gateway Review Process, in accordance with the HM Treasury Guidance.
- ❑ Regular reporting to the Council's Scrutiny Committee and to the Cabinet, including key decisions and milestones.

External

- ❑ The DfT Outline Business Case and Full Business Case.
- ❑ Three independent external reviews (cost and risk).
- ❑ The Local Plan and Compulsory Purchase Order Examinations.

NE MMDR Construction Phase

- ❑ Construction started in May 2023 and it is due to be completed in Spring 2026.
- ❑ A large proportion of the work has involved earthworks, drainage and carriageway construction.



NE MMDR Construction Phase

- ❑ The work is now at the advanced stage, with the majority of structures completed including bridges at the railway, River Eye, Scalford Brook and Thorpe Brook. All six new roundabouts have now been completed, and they are open to traffic.
- ❑ The River Eye SSSI relocation went extremely well, and we have received positive feedback from Natural England. The new river channel and flood compensation areas performed well in recent storms
- ❑ The new railway bridge similarly was a large piece of engineering and has been completed with positive feedback from Network Rail.
- ❑ Timelapse videos showing the lifting of the large steel beams for the railway bridge and Scalford Brook bridge are available at the link below and demonstrate the scale of some of the engineering involved in the scheme

[MMDR beam lift on new railway bridge](#)

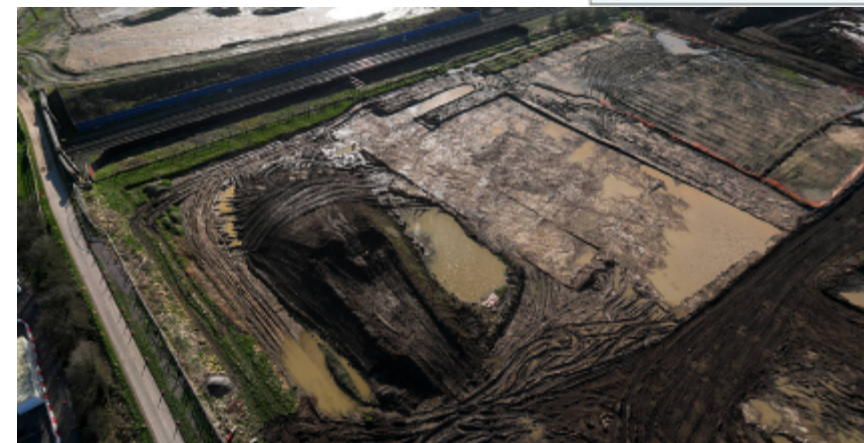
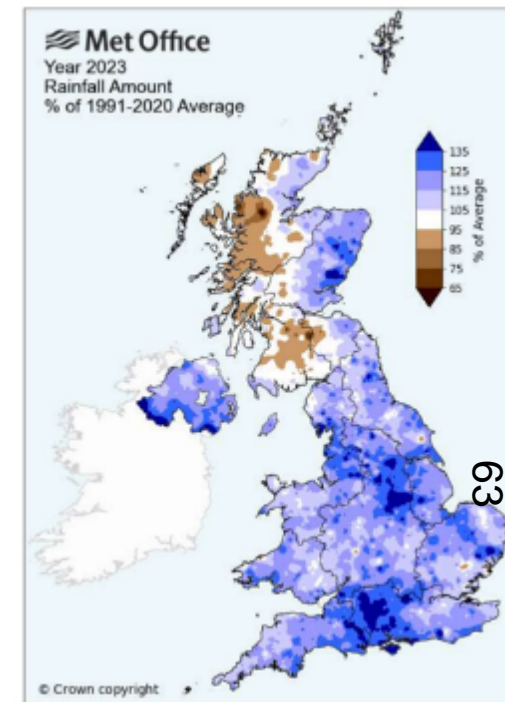
[MMDR beam lift at Scalford Brook](#)



NE MMDR Construction Phase

□ Several major challenges on site are contributing to the scheme costs and the programme timeline, including:

- Exceptional weather events – such as Storm Babet (October 2023), the wettest three-day period ever recorded in the Midlands.
- Flooding – the construction of a new bridge over the River Eye.
- Managing the Statutory Undertakers.
- The ground conditions.
- Piling – 25m long piles, installed using the largest piling rig in Europe.
- Archaeology – both trenching and mass strip, map and record over approximately 25 hectares.



NE MMDR Construction Phase

❑ Innovation: Foamix Base Surfacing.

Forecast Benefits:

- The reuse of 7,305 tonnes of coal tar planings to avoid landfill.
- The onsite batching saving over 50,000 Heavy Goods Vehicle miles.
- Cost savings of £400,000.
- 2,300t of CO₂ saving.

❑ The full progress video for the scheme (June 2023 to September 2025) is available at:

[mmdr_progress_from_jun_23_to_sep_25\(2160p\).mp4](#)



Road Naming

- ❑ The road naming is being carried out in collaboration with Melton Borough Council, who is the Street Naming Authority.
- ❑ A shortlist of names has been developed and it is currently being checked for suitability by the Street Naming Authority.
- ❑ The public will have the opportunity to vote for their preferred name via online poll at <https://www.leicestershire.gov.uk/have-your-say> in early 2026.
- ❑ The consultation is to be publicised via a press release and on social media.
- ❑ The result is to be announced following the final confirmation with the Street Naming Authority and the relevant Building Control officers.

Budget and Finance

- ❑ Full Business Case cost (December 2022) was £115,250,776. This included:
 - £49,472,000 from the DfT.
 - £51,778,776 of local funding (from Leicestershire County Council's budget and the Leicester and Leicestershire Enterprise Partnership).
 - £14,000,000 of private funding (from the Developer).
- ❑ In light of the capital programme risks, a contingency was also allocated as part of the Cabinet approval process that took scheme budget to £127.2m.
- ❑ Significant budgetary pressures (such as flooding, utilities, archaeology) have contributed to increased costs.
- ❑ The current forecast cost is £134.6m.

Lessons Learned

- ❑ The NE MMDR scheme has been the largest capital construction scheme undertaken by Leicestershire County Council. As such, there have been a number of challenges and valuable learnings.
- ❑ The Council will be undertaking a comprehensive Monitoring and Evaluation process in accordance with the DfT's requirements. This includes monitoring the scheme at its completion, both one-year post-opening and five years post-opening. This will include not only the scheme's impacts, but an evaluation of the programme, the costs, the delivery, and the risk and stakeholder management. Further details can be found at: <https://www.leicestershire.gov.uk/sites/default/files/2025-04/NEMMDR-monitoring-evaluation-scope.pdf>
- ❑ The Council has undertaken lessons learned exercises throughout the delivery of the project. There will also be a comprehensive lessons learned exercise on completion, and the Council will seek to apply these to the wider capital programme. The Council will separately report on this at a later date.

Next Steps

- ❑ The Environment & Transport Department's project team will liaise with the Council's Comms team for the detailed arrangements and invitations to the opening event, which is expected to take place around Easter.
- ❑ The Local Members will continue to be kept informed throughout the completion process.

Further Questions

- Questions can be sent to: Mmdr@leics.gov.uk
- The key contacts:
 - Ann Carruthers, Director of Environment and Transport Department, Ann.Carruthers@leics.gov.uk
 - Janna Walker, Assistant Director, Development and Growth, Environment and Transport Department, Janna.Walker@leics.gov.uk
 - Gino Salvatore, Galliford Try, Gino.Salvatore@gallifordtry.co.uk



Roundabout 1 and Compound





Mainline 1 and Roundabout 2



Scalford Brook & Thorpe Brook

Video on the MMDR beam lift:

<https://www.youtube.com/watch?v=VCRtZlwFcn4>

Roundabout 4



Roundabout 3



River Eye

Roundabout 5



Rail Bridge



A606 Burton Road (Rdbt 6)





**HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND SCRUTINY
COMMITTEE – 22 JANUARY 2026**

HEALTHY STREETS

REPORT OF THE DIRECTOR OF ENVIRONMENT AND TRANSPORT

Purpose of the Report

1. The purpose of this report is to provide the Committee with an overview of the Healthy Streets approach, its strategic alignment and practical applications for the benefit of Leicestershire communities and to seek the Committee's comments on these matters.

Policy Framework and Previous Decisions

2. Following the adoption of the County Council's Cycling and Walking Strategy (CaWS) and Action Plan in 2021, steps were taken to embed best practice by applying Healthy Streets principles in the design of active travel schemes. This approach has guided infrastructure improvements, informed Local Cycling and Walking Infrastructure Plans (LCWIP), and strengthened the Council's ability to secure funding through Active Travel England which increased its capability rating from 0 to 1. Active travel capability ratings are an assessment of how effective authorities currently are at planning, designing and delivering active travel schemes. Local authorities are rated from 0 to 4 on their capability to make schemes that will support the objectives set out in the CaWS. Capability ratings will be used to calculate multi-year funding allocations for local authorities within integrated and consolidated settlements. This will set local transport budgets up to 2029/30.
3. A key objective within the CaWS is:

To enhance infrastructure that supports cycling and walking in Leicestershire by upgrading existing facilities and providing high-quality new segregated routes, cycle parking, pedestrian crossings, and traffic reduction measures to create healthy streets and spaces.
4. The Healthy Streets approach aligns with key local strategies, plans and policies, including the Local Transport Plan 4, Multi-Modal Area Investment Plans, Enabling Travel Choice Strategy, Rights of Way Improvement Plan, Leicestershire CaWS, and LCWIP. Together, these frameworks aim to support travel choice, economic growth, and public health objectives.

5. The Department for Transport (DfT) has also commissioned the Healthy Streets Design Check for England and supported practitioner training nationwide to use this tool within the LCWIP programme. The Council ensures that the Healthy Streets Design Check Toolkit is applied to appropriate routes when developing these plans. The Council is in the process of developing LCWIP for market towns and the urban areas in surrounding Leicester City. LCWIPs have already been adopted for Loughborough and the South of Leicester. Plans are currently being developed for Market Harborough, Melton Mowbray, North of Leicester, Hinckley, and North West Leicestershire including Ashby and Coalville.
6. Healthy Streets has now been adopted into policy by authorities across the country and is shaping decision-making in transport and planning in Hampshire, Norfolk, Birmingham, Hertfordshire, Suffolk, Liverpool City Region and Lancashire.

Background

7. Healthy Streets is an evidence-based, human-centred framework that integrates public health considerations into transport, public realm, and planning decisions. It provides a structured approach to designing streets that prioritise people over vehicles, aiming to create fairer, sustainable, and attractive urban spaces where everyone feels safe and encouraged to walk, cycle, wheel, and spend time outdoors.
8. The framework delivers a wide range of benefits, including:
 - a) **Economic growth** – Healthy Streets can stimulate local economies by making streets more attractive and accessible. When people feel safe and comfortable, they are more likely to visit shops, cafés, and services, increasing footfall and dwell time. Vibrant, pedestrian-friendly streets also attract investment, raise property values, and support tourism, creating a positive cycle of economic activity.
 - b) **Health and wellbeing** – walking, cycling, and wheeling - reduces sedentary behaviour and improves physical fitness, lowering the risk of chronic conditions such as obesity, diabetes, and cardiovascular disease. Streets designed for social interaction foster mental wellbeing by reducing isolation and creating opportunities for community engagement, which can help combat loneliness and stress. At a public health level, these improvements can lead to lower demand on health services, reduced healthcare costs, and increased workforce productivity. They also promote health equity, as accessible, active environments particularly benefit disadvantaged communities who may have limited access to private transport and/or recreational facilities.
 - c) **Transport efficiency** – by prioritising walking, cycling, and public transport, Healthy Streets reduce reliance on private cars enabling travel choice, which can ease congestion and improve journey reliability. This benefits not only commuters but also businesses and logistics, as deliveries become more predictable. Efficient transport networks support

access to education, training, and employment, strengthening social and economic mobility.

- d) **Environmental improvements** – greener streets with trees and planting improve biodiversity, provide shade, and mitigate urban heat. Lower traffic volumes reduce noise pollution and create calmer, more pleasant environments.
- e) **Social inclusion** – designing streets that are accessible for all ages and abilities, including those with mobility challenges, ensures fairness and equality. Features such as dropped kerbs, tactile paving, seating, and safe crossings make public spaces usable for everyone. Inclusive streets can encourage participation in community life and reduce barriers for disadvantaged groups.

9. These benefits are underpinned by a clear set of Healthy Streets indicators (presented at image below). These indicators guide decision-making and ensure that street design addresses safety, comfort, and environmental resilience.

Healthy Streets Indicators



- Everyone feels welcome – Streets should encourage walking, social interaction, and physical activity for all, including children and vulnerable groups.
 - Easy to cross – Streets must be safe and convenient to cross, reducing frustration and risk for pedestrians.
 - Shade and shelter – Provide protection from weather (sun, rain, wind) to make streets usable year-round.
 - Places to stop and rest – Seating and resting spots are essential for comfort, especially for longer journeys or those with mobility challenges.
 - Not too noisy – Reduce traffic noise to improve well-being and create pleasant spaces for interaction.
 - People choose to walk and cycle – Streets should make walking and cycling attractive and practical, with safe routes and good connections.
 - People feel safe – Design streets to minimize fear of crime, accidents, and intimidation, using good lighting and visibility.
 - Things to see and do – Streets should be visually appealing and offer points of interest to encourage engagement.
 - People feel relaxed – Clean, well-maintained environments help people feel comfortable and willing to spend time outdoors.
 - Clean air – Reduce pollution to protect health, especially for vulnerable and disadvantaged groups.
10. Officers have continued to receive training to ensure that they have the skill set to implement the positive outcomes desired set through the framework.

Moving Forward - Healthy Streets in Leicestershire

11. Where the opportunity presents itself, it will be ensured that the Healthy Streets approach is embedded to business as usual schemes and programmes to maximise the benefits outlined above.
12. On 15 July 2025, the Cabinet approved for delivery capital schemes totalling £21,387,388 following external funding awards from Active Travel England, the DfT and the Local Transport Grant. All schemes will be designed using the Healthy Streets framework to ensure best practice and maximise benefits. The following provides examples of what this will mean on the ground:
- a) Active Travel Fund 5 - enhancing routes to schools by installing or upgrading crossing points to make journeys safer and more attractive. These improvements will reduce severance and better connect communities.
 - b) Consolidated Active Travel Fund - delivering a shared-use corridor linking residential developments, the rail station, a primary school, industrial areas, and retail destinations. Using Healthy Streets indicators, enhancements will include optimising space, creating resting points, providing shade and shelter, installing priority crossings, and improving overall safety.
 - c) Local Transport Grant and Maintenance Programmes - seeking opportunities to enhance existing infrastructure through:

- i. Engineering works – kerb adjustments, tactile paving, and removal of redundant street furniture.
- ii. Maintenance programmes – ensuring streets remain safe, clean, and accessible.
- iii. Education and Engagement - working with Modeshift and local schools across the County to train and empower pupils to assess and identify improvements that make walking, wheeling, and cycling more enjoyable and accessible for their routes to school.
- iv. Public Realm Enhancement - collaborating with local partners, district councils, and developers to deliver improvements such as seating, trees, cycle parking, and shade to encourage outdoor activity. The Council will also give consideration to decluttering, such as street signage.

Resource Implications

- 13. Healthy Streets is being integrated into existing business as usual work streams and as such will be delivered in line with the agreed Medium Term Financial Strategy.
- 14. Opportunities to secure specific external Government grant funding will also be explored and maximised to embed this approach into schemes and programmes.
- 15. The Director of Corporate Resources and the Director of Law and Governance have been consulted on the contents of this report.

Summary

- 16. The County Council will continue embedding the Healthy Streets approach into all relevant transport and public realm projects to maximise health, environmental, and social benefits. Following recent funding awards, several capital schemes will be delivered using Healthy Streets principles.
- 17. By taking these steps, the Council aims to create safer, more inclusive streets that encourage walking, cycling, and wheeling, supporting healthier communities within Leicestershire.

Background Papers

Additional Highways and Transport Funding Awards 2025/26, Cabinet Report, 15 July 2025:

<https://democracy.leics.gov.uk/documents/s190752/FINAL%20Additional%20Funding%20Post%20Agreed%20MTFS%20Cabinet%20Report%20150725.pdf>

Leicestershire's Cycling and Walking Strategy

<https://www.leicestershire.gov.uk/roads-and-travel/cycling-and-walking>

Local Cycling and Walking Infrastructure Plans

<https://www.leicestershire.gov.uk/roads-and-travel/cycling-and-walking/local-cycling-and-walking-infrastructure-plans-lcwips>

Local Transport Plan 4

<https://www.leicestershire.gov.uk/roads-and-travel/local-transport-plan/local-transport-plan-ltp4>

Equality Implications

18. Equality Impact Assessments will be carried out as part of the individual projects.

Health Implications

19. Healthy Streets interventions have significant positive health implications across physical, mental, and environmental health domains. By enabling more walking and cycling, they increase levels of routine physical activity, which is strongly associated with reduced risks of cardiovascular disease, hypertension, type 2 diabetes, and obesity. These everyday movements build population level resilience and help prevent long-term chronic conditions.
20. There are also important mental health implications. Streets that incorporate greenery, shade, comfortable places to rest, and opportunities for social interaction create calming, supportive environments. These features are linked to lower stress, reduced anxiety and depression, better mood, and improved cognitive function. The ability to engage with others in safe, welcoming public spaces also helps to reduce loneliness and social isolation, which are key determinants of mental wellbeing.
21. Environmental health benefits add further value. Reduced traffic volumes and improved street design lower exposure to air pollution, especially particulate matter and nitrogen dioxide, which in turn supports better respiratory and cardiovascular health. Green infrastructure and tree canopy improve thermal comfort, reducing heat related illness, while also mitigating noise pollution - another factor known to affect sleep, stress, and heart health.
22. Finally, Healthy Streets help address health inequalities by improving access to safe, inclusive, and accessible environments for those most affected by poor urban conditions, including children, older adults, and disabled people. This contributes to fairer health outcomes, stronger community resilience, and long-term improvements in population health.

Human Rights Implications

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

Other Relevant Impact Assessments

24. Assessments for health and environmental implications will be carried out as part of the individual projects.

Officers to Contact

Ann Carruthers
Director, Environment and Transport
Telephone: (0116) 305 7000
Email: Ann.Carruthers@leics.gov.uk

Janna Walker
Assistant Director, Environment and Transport
Telephone: (0116) 305 0785
Email: Janna.Walker@leics.gov.uk

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