



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

*Date/Time:* **Thursday, 4 June 2026 at 2.00 pm**

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

*Contact:* **Mrs. J. Twomey (0116 305 2583)**

*Email:* **joanne.twomey@leics.gov.uk**

### Membership

Mr. B. Piper CC (Chairman)

Mr. S. Bradshaw CC

Mr. G. Cooke CC

Mr. N. Holt CC

Mr. A. Innes CC

Mr. B. Lovegrove CC

Mr. J. McDonald CC

Mr. M. T. Mullaney CC

Mr. P. Morris CC

Mr. O. O'Shea JP CC

Mr. V. Richichi CC

Mrs B. Seaton CC

Mr. B. Walker CC

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

### AGENDA

#### Item

#### Report by

1. Appointment of Chairman.

To note that Mr. Bill Piper CC has been appointed Chairman of the Growth, Highways, Transport and Waste Overview and Scrutiny Committee in accordance with Rule 6(a) of the Overview and Scrutiny Procedure Rule (Part 4E of the County Council's Constitution).

2. Election of Vice Chairman.

3. Minutes of the meeting held on 5 March 2026.

(Pages 5 - 12)

4. Question Time.

5. Questions asked by members under Standing Order 32 (1).



<u>Item</u>	<u>Report by</u>
6. To advise of any other items which the Chairman has decided to take as urgent elsewhere on the agenda.	
7. Declarations of interest in respect of items on the agenda.	
8. Declarations of the Party Whip in accordance with Overview and Scrutiny Procedure Rule 16.	
9. Presentation of Petitions under Standing Order 33.	

### **Stop the bus changes!**

A petition is to be presented by Mr. Michael Charlesworth CC, with 1281 signatures.

Supporting information (from <https://www.change.org/p/stop-bus-service-changes-in-wigston>):

*The recent changes to the bus services in Wigston have caused significant inconvenience and disruption for many residents. These alterations have led to longer waiting times, reduced frequency of buses, and even the elimination of certain routes that many members of our community rely on daily. For those who depend on public transportation to get to work, school, or medical appointments, these changes are not just a minor inconvenience but a major disruption to their daily lives.*

*Wigston residents, particularly the elderly and those without access to a car, are disproportionately affected by these service cuts. With limited alternative options, these individuals face challenges in maintaining their independence and fulfilling essential tasks. Additionally, the changes contradict the goals of promoting eco-friendly transportation and reducing traffic congestion, which are crucial for creating a sustainable future for our town.*

*It is essential that the Leicestershire county council and transportation authorities reconsider and revoke these changes, restoring the original bus services or providing adequate alternatives that meet the needs of the entire community. Some possible solutions could include reinstating the eliminated routes, increasing the frequency of buses on busy lines, and ensuring that all areas of Wigston are well-served.*

*We need your support to urge the local authorities to act swiftly and address these issues. By signing this petition, you can help make a difference for our community and ensure that everyone has access to reliable and efficient public transportation in Wigston. Please sign and help us restore the bus services that many of us depend upon.*

<u>Item</u>	<u>Report by</u>	
10. Home to School Transport Annual Report 2025/2026 and Key Priorities for 2026/2027.	Director of Growth, Environment and Transport	(Pages 13 - 26)
11. Delivering the Local Transport Plan (LTP4) 2025-2040 - Enabling Travel Choice Strategy.	Director of Growth, Environment and Transport	(Pages 27 - 66)
12. Food Waste Collection and Disposal.	Director of Growth, Environment and Transport	(Pages 67 - 76)
13. Date of next meeting.		
<p>The next meeting of the Growth, Highways, Transport and Waste Overview and Scrutiny Committee is scheduled for 3 September 2026 at 2.00pm.</p>		
14. Any other items which the Chairman has decided to take as urgent.		

## QUESTIONING BY MEMBERS OF OVERVIEW AND SCRUTINY

The ability to ask good, pertinent questions lies at the heart of successful and effective scrutiny. To support members with this, a range of resources, including guides to questioning, are available via the Centre for Governance and Scrutiny website [www.cfgs.org.uk](http://www.cfgs.org.uk). The following questions have been agreed by Scrutiny members as a good starting point for developing questions:

- Who was consulted and what were they consulted on? What is the process for and quality of the consultation?
- How have the voices of local people and frontline staff been heard?
- What does success look like?
- What is the history of the service and what will be different this time?
- What happens once the money is spent?
- If the service model is changing, has the previous service model been evaluated?
- What evaluation arrangements are in place – will there be an annual review?

Members are reminded that, to ensure questioning during meetings remains appropriately focused that:

- (a) they can use the officer contact details at the bottom of each report to ask questions of clarification or raise any related patch issues which might not be best addressed through the formal meeting;
- (b) they must speak only as a County Councillor and not on behalf of any other local authority when considering matters which also affect district or parish/town councils (see Articles 2.03(b) of the Council's Constitution).



Minutes of a meeting of the Highways, Transport and Waste Overview and Scrutiny Committee held at County Hall, Glenfield on Thursday, 5 March 2026.

PRESENT

Mr. B. Piper CC (in the Chair)

Dr. J. Bloxham CC  
Mr. S. Bradshaw CC  
Mr. N. Holt CC  
Mr. A. Innes CC  
Mr. B. Lovegrove CC  
Mr. J. McDonald CC

Mr. M. T. Mullaney CC  
Mr. O. O'Shea JP CC  
Mr. K. Robinson CC  
Mrs. B. Seaton CC  
Mr. B. Walker CC

In Attendance.

Mr. A. Tilbury CC – Lead Member for Environment and Transport.

23. Minutes.

The minutes of the meeting held on 22 January 2026 were taken as read, confirmed and signed.

24. Question Time.

The Chief Executive reported that two questions had been received under Standing Order 32.

**1. Question asked by Adam Stares**

“In the previous MTFS (2025) the Highways and Transport department was set to make savings of £1.24million across nine areas (ET1 to ET9) for the 2025/26 financial year.

Given that there is little over a month left in the current fiscal year has the department delivered these savings / is it on track to do so, and how does this break down across the nine sections?”

**Reply by the Chairman**

Highways and Transport Services is currently exceeding the £1.24m saving target for 2025/26 by £2.49m or 200%. The main driver of this uplift has been an overachievement of savings delivered through the Assisted Transport Programme (£2.09m) and Network Management (£0.40m). These overachievements have been built into the 2026-30 MTFS as an ongoing saving. Savings delivery against target for 2025/26 are detailed below:

		Target £000	Delivered £000	
ET1	Eff	Assisted Transport Programme	-550	-2,635
ET2	SR	Review application of subsidised bus policy, post Covid	0	0
ET3	Inc/SR	Review approach to Park and Ride	0	0
ET4	Eff/SR	Street Lighting - review energy reduction options, including reduced operation times	-110	-110
ET5	Inc	Network Management incl. temporary traffic regulation orders (TTRO)	-400	-800
ET6	Inc	Fees and Charges Uplift	-80	-80
ET7	Inc	Review of fees & charges across targeted services	-60	-60
ET8	Eff	Traffic Signals energy savings arising LED implementation	-25	-25
ET9	Eff	Fleet Service Insurance	-15	-15
		<b>TOTAL</b>	<b>-1,240</b>	<b>-3,725</b>

## 2. Question asked by Theresa Eynon

“The re-routed Arriva no.15 Coalville to Ibstock bus has no stops on its route between Lower Farm Road and Hugglescote Post Office (a distance of about a mile) and passes Hugglescote Surgery and Mason's Chemist without stopping to set down or pick up passengers.

Hugglescote Surgery is on Grange Road, at the bottom of a steep hill. Patients have complained about the lack of a bus stop ever since the surgery was relocated from Forest Road in 2009.

I understand from Arriva's Customer Service Team that the bus company have asked this authority for permission to provide extra stops along Grange Rd, including near the surgery/chemist, but Highways have given a number of reasons for not progressing their request.

- (a) What reasons have Highways given for not allowing a bus stop near Hugglescote Surgery?
- (b) What would enable a bus stop to be provided on Grange Road, near to Hugglescote Surgery, for the benefit of residents of both the new estates and the town centre?
- (c) How soon could this service be provided?”

## Reply by the Chairman

- (a) An initial assessment of Hugglescote Surgery indicated that a stop cannot be located outside the Surgery due to several hazards in the immediate area. These include multiple driveways, junctions, central islands, right-turn lanes, pedestrian crossing points, and cycle facilities joining the carriageway, which make it a difficult location to site a bus stop. Further detailed assessment will be required to determine the feasibility of any alternative options within 200 meters of the surgery.
- (b) A full assessment will need to be undertaken by Traffic and Safety Technician to identify any potentially alternative suitable locations between Hugglescote Surgery and Lower Farm Road.
- (c) This bus stop assessment has been requested and the outcome of the assessment will be available in 4 weeks.

Supplementary Questions:

“Will any risk assessment take into account the risks to the health and wellbeing of not providing a bus stop most particularly the risks to patients who need to access the surgery but who are unable to drive?”

Reply:

There was no specific health and wellbeing assessment carried out but there was an Equality Impact Assessment undertaken as part of the Bus Service Improvement Plan24 (BSIP24) this looked at wider considerations and can be viewed here: <https://democracy.leics.gov.uk/documents/s185082/Appendix%20B%20-%20Equality%20Impact%20Assessment.pdf>

“Will it be possible for the bus stop assessment to include a short site meeting including local Elected members from this Council, as well as the District Council and Parish Council?”

Reply:

Bus stop assessments are usually carried out by officers in accordance with the relevant guidance. The key factor is safety. Officers were happy to accommodate the request for a site meeting.

25. Questions asked by Members under Standing Order 32 (1).

The Chief Executive reported that no questions had been received under Standing Order 32 (1).

26. Urgent Items.

There were no urgent items for consideration.

27. 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.

Mr Bradshaw and Mr McDonald both declared an Other Registerable Interest in agenda item 9 – the Highway and Transport Capital Programme and Works Programme. Mr Bradshaw was a Trustee at Syston Volunteer Centre who received funding to deliver Passenger Transport and Mr McDonald was a Trustee and owner at Beaver Bus who were contracted to deliver Passenger Transport.

No other declarations were made.

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

There were no declarations of the party whip.

29. Presentation of Petitions under Standing Order 33.

The Chief Executive reported that no petitions had been received under Standing Order 33.

### 30. Road Casualty Reduction in Leicestershire.

The Committee considered a report of the Director of Environment and Transport who presented the Annual Road Casualty Reduction in Leicestershire update. A copy of the report marked 'Agenda Item '8' is filed with these minutes.

The Chairman welcomed Matthew Chester and Mr Graham Compton of Leicestershire Police to the meeting and thanked them for their attendance to present this item.

Arising from the discussion, the following points were made:

- (i) Members commented that some safety concerns could not be actioned because sites did not meet the required statistical thresholds. It was suggested that verified local knowledge, potentially through parish councils, could help strengthen the case for interventions.
- (ii) Officers explained that new local transport funding allowed the development of a rolling four year programme of works for smaller locally prioritised schemes. Existing records of resident concerns would be considered, and further work would be undertaken to explore how community intelligence could be incorporated.
- (iii) Concerns were raised regarding potential car cruising on the new Melton Mowbray Distributor Road (MMDR). Officers confirmed that design measures had been incorporated to discourage antisocial driving behaviour and that safety audits would take place prior to opening. Further operational planning with enforcement partners would also take place prior to the MMDR opening.
- (iv) The Community Speedwatch scheme continued to operate across various areas, supported by the Authority and the police. Volunteers received training, and warning letters were issued to drivers identified. Mobile enforcement vans also visited sites following local activity.
- (v) It was highlighted that, as no Government trial operated locally, all e-scooters used on public roads in Leicestershire were illegal. A one-strike confiscation policy had resulted in approximately 500–600 removals in the previous year. Modified e-bikes presented a growing risk and were also being seized when they were found to exceed legal speed limits.
- (vi) Members raised concerns about increasing red light violations. Police confirmed this issue formed part of the evolving enforcement strategy and that work was in progress to improve the use of dashcam and community video submissions, with further development planned through other local partnerships.
- (vii) It was highlighted that a new informal initiative allowed parish councils to place advisory postcards on vehicles in cases of inconsiderate parking or vegetation obstruction. The scheme had been piloted recently and would be reviewed for wider rollout.

RESOLVED:

That the Annual Leicestershire Road Safety Reduction update be noted.

31. Environment and Transport 2026/27 Highways and Transportation Capital Programme and Works Programme.

The Committee considered a report of the Director of Environment and Transport who presented the Environment and Transport Capital Programme and Works Programme for 2026/27. A copy of the report marked 'Agenda Item '9' is filed with these minutes.

Arising from the discussion, the following points were made:

- (i) It was reported that the Government had for the first time provided multi-year funding, enabling the Department to undertake longer-term planning for capital schemes and more efficient procurement. It was noted, however, that wider local government finances remained challenging, with increased demands on services. Growth in population, housing and employment continued to place additional pressure on the highway network, while weather related impacts such as more regular and more severe flooding, were contributing to further deterioration of highways assets.
- (ii) In response to a Member query on how the Authority planned to manage increased network demand anticipated by population growth, the Director explained that work was underway through regional planning processes, including future infrastructure planning, public transport strategy development and ongoing collaboration with partner authorities. It was highlighted that any large-scale schemes would require significant investment, far above current funding levels.
- (iii) Some Members raised concerns about the extent of Member involvement in selecting projects and the transparency of schemes not taken forward and the reasons for this. Officers highlighted that schemes were prioritised in line with adopted policies, using evidence, including safety data, flooding impacts and feasibility. Members were assured that flooding schemes were assessed based on severity and property impacts, with internal property flooding given top priority. It was suggested that there were some locations which were prone to river flooding and these were usually expensive engineering projects and that schemes not progressed were usually communicated locally but not shared more widely. The Director undertook to give this further consideration with a view to providing more information to the Committee at a future meeting.
- (iv) Members were assured that the Local Transport Delivery Plan submitted to the Government had input from the relevant portfolio leads. Due to tight deadlines and late Government guidance, it was difficult to bring this to the Committee but there would be a further final submission of the Plan in September that would allow for Member changes.
- (v) A Member sought clarification regarding the replacement of the Melton Highways Depot and the potential relocation of the waste site. The Director provided assurance that work was progressing on a search for a new depot due to the significant operational needs in the area. Feasibility work for relocating the waste site was being considered and the Department was investigating the opportunity to merge the two existing facilities with the potential for funding through a future capital funding bid.
- (vi) It was highlighted that pothole reports had risen to more than three times the previous winter's highest monthly volume. Temporary repairs were being used to keep up with demand. Members were assured that the temporary repairs would be followed with permanent repairs as part of a schedule of works.

- (vii) A Member raised a query about progressing the southern link of the Melton Mowbray Distributor Road. It was confirmed that the link remained part of the Council's longterm strategy, with work continuing with the planning authority and developers as part of the Local Plan with an emphasis on developer led delivery and that potential future funding opportunities were being explored.
- (viii) It was suggested that although the Authority monitored innovation, it had limited capacity for investing in unproven technologies and that national legislation for autonomous vehicles was lacking. Bus services were operated commercially, and technology adoption would be led by operators.

RESOLVED:

- a) That the report be noted.
- b) That Officers be requested to explore criteria for providing greater visibility of schemes not considered.

32. 2025/26 Highways Drainage Programme and Works Update.

The Committee considered a report of the Director of Environment and Transport who presented the Annual Highways Drainage update. A copy of the report marked 'Agenda Item '10' is filed with these minutes.

Arising from the discussion, the following points were made:

- (i) A Member raised concerns about the rapid blocking of gullies in rural areas due to mud and debris run off. It was noted that the priority categories had not changed except for priority three gullies, which now had an extended cleansing cycle rather than inspection only, and made possible by new investment. These changes to gully priorities had been introduced following the 2025 asset review.
- (ii) A Member shared positive feedback regarding recent works to infrastructure and watercourses around Barkby Brook, Barkby Thorpe and successful improvements to flooding issues on Churchill Road, Thurmaston. This road had flooded regularly but was now more flood resistant due to the work carried out.
- (iii) In response to a Member concerns about highways flooding at Crow Mills, Countersthorpe which was considered an important artery to keep traffic flowing. It was noted that this area along the River Soar was known for the river breaking its banks and overflowing onto the flood plain. This affected the nearby area and caused highway flooding. The Member was assured that work with the Environment Agency was planned to address such issues.

The Lead Member for Environment and Transport commented on recent flooding events, noting that some severe incidents developed overnight with little warning. It was highlighted that the teams had responded effectively, limiting internal flooding where possible. The Lead Member emphasised the importance of coordinated working with external bodies, particularly the Environment Agency and water companies.

RESOLVED:

That the Annual Highways Drainage update be noted.

33. Highways, Transport and Waste Performance Report to December 2025.

The Committee considered a joint report of the Chief Executive and the Director of Environment and Transport which presented the latest performance update on the Key Performance Indicators. A copy of the report marked 'Agenda Item '11' is filed with these minutes.

RESOLVED:

That the latest performance update on the Key Performance Indicators for highways, transport and waste services be noted.

34. Date of Next Meeting.

RESOLVED:

It was noted that the next meeting of the Committee would be held on 4 June 2026 at 2.00pm.

2.00pm – 4.08pm  
05 March 2026

CHAIRMAN

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**GROWTH, HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND  
SCRUTINY COMMITTEE: 4 JUNE 2026**

**HOME TO SCHOOL TRANSPORT ANNUAL REPORT 2025/2026 AND  
KEY PRIORITIES FOR 2026/2027**

**REPORT OF THE DIRECTOR OF GROWTH, ENVIRONMENT AND  
TRANSPORT**

**Purpose of the Report**

1. The purpose of this report is to advise Members regarding the performance and delivery of the school transport service for the 2025/26 academic year, and present the challenges faced by the service in terms of managing growth and driving efficiency.
2. The report also outlines key successes achieved in the past 12 months and provides a summary of the next steps to be taken by the service over the next year.

**Policy Framework and Previous Decisions**

3. The primary legislation and guidance relevant to home to school, post-16 and adult learner transport includes the Education Act 1996 the Department for Education (DfE) statutory guidance Travel to school for children of compulsory school age; the DfE statutory guidance Post-16 transport and travel support to education and training; the SEND Code of Practice; and the Council published transport policies. In broad terms, the Council must promote sustainable travel, make free travel arrangements for eligible children of compulsory school age, consider discretionary arrangements for other children where appropriate, and publish/consider appropriate post-16 and adult learner transport arrangements in accordance with the relevant statutory duties. In March 2018, the Cabinet approved changes to the 'Mainstream and Special Educational Needs Home to School Transport Policy' which were introduced from the start of the 2019/20 academic year. The Policy, which is published each academic year, applies to children living in Leicestershire. It describes free and assisted transport entitlement to mainstream schools, academies, and colleges, including entitlement for children with Special Educational Needs and Disabilities (SEND) who have no special transport requirements and who attend such establishments. Some children with special educational needs require specific transport, for which there is a supplementary SEND policy.
4. In September 2019, the Cabinet considered a report on the implementation of the Council's 'Home to School Transport Policies', which included Personal

Transport Budgets (PTBs). A judicial review on the Council's SEND Policy for 16–18-year-olds delayed the implementation of PTBs until the start of the 2021/22 academic year.

5. In June 2023, and as further clarified in January 2024, the DfE revised its statutory guidance on 'Travel to school for children of compulsory school age'. The updated guidance clarified the law, recognised the increasing cost of delivering free home to school travel and the importance of taking travel costs into account when local authorities plan the supply of school places. It stressed the importance of school travel and SEND teams working together to ensure travel arrangements were considered when deciding what school to name in a child's Education, Health and Care Plan (EHCP). Officers are monitoring the legal and funding position in relation to transport costs for looked after children placed outside their home authority area. The latest indications from the DfE are that the costs of transport for looked after children should be met by the placing authority rather than the authority in which the child resides, as has been recent practice. Any change to the Council approach will need to be considered in light of published statutory guidance, any relevant legal advice and any formal clarification issued by the DfE.

## **Background**

### Current School Transport Operation

6. The Council has continued to meet all eligible transport requests, despite ongoing increases in SEND pupil numbers and challenging market conditions.
  - a) Over 3.1m pupil journeys were provided over the 2025/26 financial year.
  - b) A total of 2,561 applications for SEND transport assistance were received in the 2025/26 school year.
  - c) A total of 720 applications were received by the closing deadline of 18 May 2025; 100% of those eligible with a complete application and confirmed placement had transport assistance arranged for the start of the new school year.
  - d) Between 18 May and 31 July 2025, a total of 758 applications were received; 98% of those eligible with a complete application and confirmed placement had transport assistance arranged for the start of the new school year.
  - e) A further 1,083 applications were received after 31 July 2025 and throughout the school year and these are arranged within normal service timelines.
  - f) Students staying within their phase of education do not need to apply and 100% of these had transport assistance arranged for the start of the new school year.
  - g) All groups combined make a total of 3,377 SEND students in receipt of transport assistance.
7. Mainstream school transport is provided primarily by commissioned contracted bus services and season tickets, and SEND transport is provided in the main, by minibuses, taxis, Council in-house fleet, or PTB.

8. To achieve this, a wide range of tasks need to be performed, including undertaking eligibility assessments; undertaking pupil risk assessments; reviewing each school and contract; procuring new contracts or changes to existing contracts; generating route sheets; facilitating meet and greets; arranging equipment; setting up and monitoring payments; and supporting day-to-day correspondence with schools, operators, and families.
9. Data from January 2025 to December 2025 shows that the service received:
- 4,293 e-forms.
  - 72,653 emails,
  - 8,397 phone calls.
10. In addition, the service is responsible for the ongoing monitoring of contracts with transport providers. During 2025/26 activities included:
- 840 on-site inspections of taxi/bus operations,
  - 1,797 checks of Disclosure and Barring Service (DBS) applications,
  - 459 verbal competency and identity document checks of new Passenger Assistants.

### Mainstream School Transport

11. The majority of students travel to primary and secondary schools within Leicestershire. In line with the current transport policy, 4,909 Mainstream students were eligible for free school transport as of September 2025.

Figure 1: Breakdown of cost per pupil and budget for Mainstream school transport

<b>Mainstream Position</b>	<b>2025/2026</b>	<b>2026/2027</b>
Pupils	4,909	
Average Cost Per Pupil	£1,405	
Expenditure	£6.9m	
Budget	£7.0m	£6.5m
Underspend	£0.1m	

\* Note, the budget is reducing in 2026/27 by £0.5m, because of budgeted contract savings (£0.5m), and a lower number of school days budgeted in the next financial year (£0.1m), partly offset by growth for increase in users (£0.1m).

12. Last year transport was provided over 189 school days, twice a day a total of 1,855,602 journeys.

Figure 2: Travel options - Data Snapshot - September 2025

<b>2025/2026 Mainstream</b>	<b>Total number of pupils</b>
Season Tickets	2,052
School Buses	1,968
External Provider (Taxi)	547
Personal Transport Budget	48

<b>2025/2026 Mainstream</b>	<b>Total number of pupils</b>
Other Local Authority Provision	2
Service Shared by School	56
Local Bus Services	232
SEND Students on Mainstream	4
<b>Total</b>	<b>4,909</b>

13. There has been a significant increase in costs affecting Mainstream school travel in recent years. In 2021/22, the cost per school day was £25,190 and, based on a total number of pupils in July 2022 of 4,803, this equates to £5.24 per pupil per day. In 2024/25, the cost per school day had risen to £37,663 and, based on a total number of pupils in September 2024 of 5,124, this equates to £7.35 per pupil per day. In 2025/26 the cost per school day in September 2025 was £34,639 and based upon a total number of pupils of 4,909 this equates to £7.06 per pupil per day. This reduction is as a direct result of efficiency work undertaken by the Assisted Transport Service, reviewing the Mainstream network and retendering contracts, which has mitigated rising industry costs. The Medium Term Financial Strategy (MTFS) growth bid for 2026/27 was based on an estimated total of 5,024 Mainstream students requiring transport. Cost increases have occurred in recent years due to a number of factors, including rising fuel costs (this pressure has intensified since the start of the geopolitical instability arising from the Iran conflict in March 2026), inflation, and difficulties in recruiting drivers.

### SEND Transport

14. Eligibility and assistance for children and young people with SEND is considered under the relevant statutory and policy framework for the following cohorts: (a) nursery age children; (b) compulsory school-age children; (c) young people of sixth form age/post-16 learners; and (d) adult learners aged 19+.
15. If a child/young person is eligible for transport assistance, they may receive either:
- Council-organised transport, which may be a fleet minibus, taxi or a bus pass for use on public transport.
  - A PTB, which enables the family/young person to make their own transport arrangements and receive a personal payment, with the value based on the distance being travelled.
16. A total of 2561 applications for SEND transport assistance were received in the 2025/26 academic year. Applications are required for all new provisions and for all post-16-year-old students. For post-16 and 19+ learners, assistance is assessed under the applicable post-16/adult learner statutory duties and Council policy and is not an automatic continuation of compulsory school-age entitlement. On average, 92% of applications are assessed as eligible for transport assistance. Of those who apply for Council organised transport, an individual risk assessment is completed. This number does not account for statutory school age students staying within their provision or phase of education (primary / secondary) who do not need to apply every year.

Figure 3: Breakdown of costs per pupil and budget for SEND transport

SEND Position	2025/2026	2026/2027
Pupils	3,377	
Average Cost Per Pupil	£7,870	
Expenditure	£26.6m	
Budget	£27.8m	£29.1m
Underspend	£1.2m	

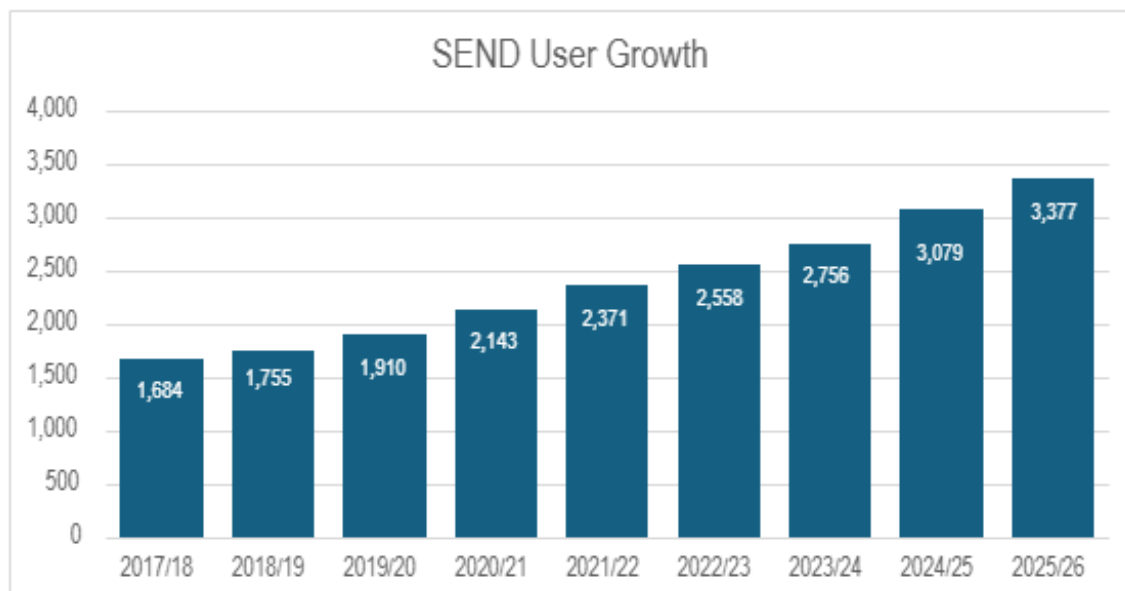
\* Note, the underspend in 2025/26 arose mainly due to contract savings delivered over the summer period which have now been built into the 2026-2030 MTFs.

17. The 3,377 SEND pupils were taken on two trips per day for a total of 189 days, equivalent to 1,276,506 pupil journeys.

#### Costs and Growth Challenges

18. The local school transport market remains challenging both nationally and in Leicestershire, with increasing demand for the service and costs. Some of the challenges nationally and locally are as follows:
- Since the introduction of EHCPs in 2014, there has been national growth of 140%. In Leicestershire, the number of children with an EHCP has more than doubled since 2018 with 2025 seeing the highest year on year increase of 20%. Year to date figures for 2026 suggest this growth could be slowing slightly.
  - The increase in EHCPs has affected SEND transport, with approximately 45% of pupils with an EHCP requiring transport provision.
  - In November 2015, there were 1,551 SEND pupils receiving transport. This rose to 3,377 by November 2025.

Figure 4: Growth in SEND students entitled to Transport in Leicestershire since 2017/2018 as recorded in November 2025



19. The MTFs growth bid for 2026/27 was based on an estimated total of 3,638 SEND students requiring transport. As of April 2026, there were 686 children awaiting placement (source: SENA Assessment Performance Management Dashboard). As a result, there is an increase in children attending alternate or bespoke placements, which reduces opportunities for efficiencies in the transport network. This is likely to have a significant impact on Assisted Transport budgets and service delivery.
20. The local market continues to show a significant volatility, which is reflected by the number of contracts handed back (terminated) by operators: this occurs when operators no longer feel that they can continue to provide the service.
  - a) 2025/26 –191 terminations,
  - b) 2024/25 - 188 terminations,
  - c) 2023/24 - 203 terminations.
21. Against this backdrop, expenditure on SEND transport continues to rise. At the end of the 2018/19 year, the final expenditure on the SEND transport was £11.3m, whereas the 2024/25 SEND transport expenditure was £25.9m. In 2025/26 financial year this was £26.6m.
22. Other factors that affect this growth, which have added to the pressure, include:
  - a) Late applications for the SEND transport in 2025/26 - the Council received a significant volume of applications for SEND transport after the closing date, which is in late May each year. Late applications mean that the ability to build an efficient network is severely compromised as there is little time if any to plan. Late applications remain a contributory factor in the increase of solo taxi contracts. This situation often occurs because an EHCP is not yet in place, so the school where transport is required is not known, and transport cannot therefore be planned within the usual planning timeframes.
  - b) Since the outset of the Covid-19 pandemic, the pressure and volatility of SEND transport has been relentless. Before the pandemic, there was a quieter period between the end of October and the beginning of February each year, where transport teams could take stock and develop the service. This has been eroded as the growth has led to an ongoing demand; in 2023/24, the Council continued to receive on average 80-90 applications per month. In 2024/25, this has increased to 148 applications per month in total for the SEND and Mainstream transport which has a significant impact on the service's resource.

### **Assisted Transport Programme Work**

23. In September 2022, the Council's Transformation Programme initiated work to manage demand and deliver efficiencies across the Assisted Transport Service.
24. The aim was to ensure that systems were in place to effectively deliver home to school transport and to ensure that service delivery is underpinned by compliance with statutory transport duties, the Council published policies, public law decision-making requirements, safeguarding requirements and applicable procurement law.

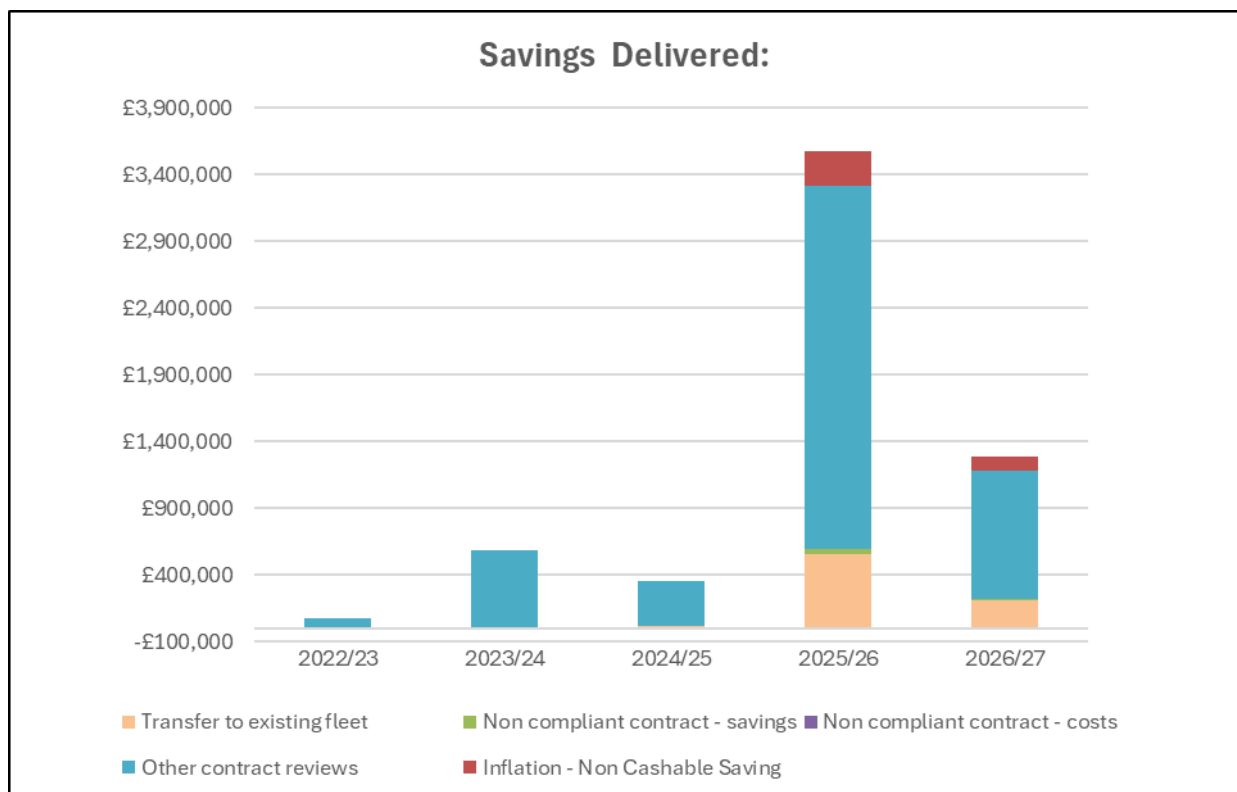
25. Over the past year, the programme has implemented a number of key changes that have resulted in both improved outcomes and the achievement of MTFS efficiencies ahead of schedule. These include:
- a) Implementation of new operational management systems including automated allocations; customer communication; financial management; improved data intelligence; and more efficient integrated processes for the service. Over the last four months, all operational processes have been mapped and will be published on the Council's Quality Management System, to ensure consistency in approach – these can also be used for training of new staff and performance management.
  - b) Transport Hub - After the successful trial last year, this remains in place and continues to improve customer experience, with benefits including fast-tracked responses to enquiries, online contact form providing answers to common queries, automated proactive communication to parents, Interactive Voice Response telephone messaging, improved website content, and a review of all letters to customers. A duty cover will also continue to be in place during the summer peak period for parent communications, including the virtual hub. The virtual hub is a chat room where calls or messages that are more complex, than those typically received by the customer service centre, can receive a response.
  - c) Enhancements to Safeguarding Practice - A workstream has been established to bring about a number of enhancements including a revised DBS tariff, verbal competency and identity document checks, bespoke safeguarding training for Assisted Transport Service staff, a targeted inspection programme, DBS alerts ahead of expiry dates, enhanced DBS checks with barred list checks where required, appropriate referral/escalation routes to the DBS or licensing authority where concerns arise, and new procedure for pre-contract checks of crews delivering transport for high needs service users.
  - d) New Data Capability - The data capability of the new Home to School Transport Management comprehensive software system has improved budget forecasting, contracts and year-end reporting and new school year and 'exceptions' dashboards, to improve service performance management information.
  - e) Efficiencies – Continued use of QPaths/Qroutes (software) enables teams to better undertake targeted route reviews and a summer refresh to ensure the school transport network is as efficient as possible, providing better value for money, for example, merging routes and ensuring that single person journeys are identified through risk assessments. The systems supported the service to successfully achieve summer refresh full year contract savings of £2.9m for SEND transport by September 2025, and £0.5m for Mainstream transport by October 2025. Other efficiencies have also been achieved for SEND, Mainstream and Social Care transport and work is underway to do a full review of Social Care over the next few months.

- f) Commissioning and Procurement - The Corporate Early Payment scheme was introduced in September 2025, and all operators now submit electronic invoices.
- g) Replacement of outdated system - During 2024 an outline business case was approved, defining a broad programme of delivery in the coming years, including a replacement of the previous outdated STADS system. The STADS system is now fully decommissioned, data archived and dashboards have been built to provide the team read-only access to historical data. It was replaced by MTC, a specialist school transport database, which is now fully implemented and integrated into service delivery.
- h) Enhancements to PTB processes - The service has continued to prioritise the development of PTBs, which are the most cost-effective solution. Around a third of SEND students entitled to transport are awarded PTBs.
- i) Partnership Working - During the last year, the Assisted Transport Service has continued to be actively involved in regional and local partnership working with other local authorities to develop best practice in school transport.

### Summary of Benefits to Date

26. Figure 5 below shows the Assisted Transport Programme's performance in recent years in terms of efficiency savings. The savings position is reviewed monthly on an ongoing basis.

Figure 5: MTFs Savings Achieved by the Assisted Transport Programme since 2022/2023 (includes SEND, Mainstream and Social Care Savings)



27. Figure 6 below shows the Assisted Transport Programme's cumulative MTFS savings achieved against target.

Figure 6: Cumulative MTFS savings achieved against target

<b>Cumulative Savings</b>	<b>2025/26</b>	<b>2026/27</b>	<b>2027/28</b>	<b>Ongoing MTFS cashable</b>	<b>Inflation non-cashable</b>	<b>Ongoing Total</b>
MTFS targets (as per original ATP business case)	-£1.2m	-£2.5m	-£2.5m	-£2.5m	£0	-£2.5m
Cumulative Savings Delivered	-£3.3m	-£4.5m	-£4.5m	-£4.5m	-£0.3m	-£4.8m
Planned Savings / Savings in Progress	£0	-£0.8m	-£1.4m	-£1.4m	£0	-£1.4m
Forecast Cumulative Savings Delivery	-£3.3m	-£5.3m	-£5.9m	-£5.9m	-£0.3m	-£6.2m
- Over Achievement / + Under Achievement	-£2.1m	-£2.8m	-£3.4m	-£3.4m	-£0.3m	-£3.7m

28. Key headlines are as follows:

- a) £0.3m savings delivered in 2024/25, reducing the overall overspend.
- b) £3.3m savings delivered in 2025/26.
- c) £2.0m savings forecast for 2026/27.
- d) £0.6m savings forecast for 2027/28.
- e) Including savings identified in 2022/23 (£0.1m) and 2023/24 (£0.6m) and inflation not claimed (£0.3m), total savings forecast amount to £7.2m.
- f) It is expected that the original 2025-2029 MTFS contract savings will be over-achieved by £3.4m by 2027/28.

#### Next Steps and the Transformation Agenda

29. A stocktake of the Assisted Transport Programme was undertaken in November 2025 to identify key deliverables for the next 12 months, and these are listed in paragraphs 32 to 42.

#### Tendering and Efficiencies

30. During the new school year (2026/27), staff will continue to maximise efficiencies as part of designing the new school transport network. This will include reviews of the routes used to the six largest special needs schools, to

ensure that the Council's fleet is used as much as possible. The schools include Dorothy Goodman (all sites), Ashmount, Birchwood (all sites), Birkett House (all sites), Forest Way, and Maplewell (all sites).

31. Efficiencies will be tracked and logged to monitor MTFS savings.
32. Route reviews and network efficiencies will continue to ensure that travel arrangements remain suitable for the individual child or young person, taking account of safety, journey length, stress, the child's SEND/medical needs, and any passenger assistant or equipment requirements.

#### Commissioning and Procurement

33. Design and implementation of a Short-Notice Procurement Framework (due to launch in December 2026) will ensure that, where there is a need for short-notice transport, mainly in the social care cohort, transport providers offer value for money for the Council and comply with required standards legislation.
34. Preparations are currently underway to vary the terms and conditions of contracts to enable the Council to implement enhanced safeguarding measures.
35. Upcoming changes to procurement law require a significant review of the current Dynamic Purchasing System (DPS) Framework Agreements with transport providers; planning is underway for the retendering of SV5 (taxi) and BB4 (buses), as these two new frameworks must go live in 2028/2029.
36. Ongoing engagement with providers during this period will be needed to understand the impact of proposed changes on contract prices and future changes to procurement agreements.

#### Finance, Performance, Systems and Process

37. Finance reporting will continue to be enhanced to improve forecasting and budget management. In addition, the financial transactions will be streamlined to allow more efficiency.
38. End-to-end process mapping of all processes across the service will allow areas for improvement to be identified, designed and implemented.
39. The contract for the business system MTC has been extended for one year, as per the original contract period, with an end date of August 2027. Although not in scope of the Assisted Transport Programme, the retendering of this contract is a key dependency on associated Assisted Transport Programme deliverables.

#### **Legal Implications**

40. In delivering efficiencies and route reviews, the Council must ensure that savings targets do not override or predetermine individual eligibility decisions, the suitability of transport arrangements, safeguarding requirements, or the Council's statutory transport duties.

41. The Council must also have regard to its Best Value Duty when delivering the Assisted Transport Programme, including the need to secure continuous improvement having regard to economy, efficiency and effectiveness, while continuing to comply with statutory duties.

### **Safeguarding**

42. The safeguarding workstream will continue to build on the last year's improvements and extend roll-out of new initiatives, such as verbal competency testing, and extend the roll-out of internal training for staff, including safeguarding, equality, emergency procedures and training required to meet specific needs of children travelling, where relevant within the Assisted Transport Service. Additional priorities include:
- a) A review and development of safeguarding training for operators;
  - b) A review of the process for checking DBS certificates for operators;
  - c) The introduction of safer recruitment standards for operators;
  - d) Ongoing face-to-face ID and English language checks for operators;
  - e) Development of a safeguarding operational standard;
  - f) Design and development of safeguarding key performance indicators and associated dashboards.
43. The safeguarding workstream should also be expressly linked to the Council's duty under section 11 Children Act 2004 to make arrangements to ensure its functions are discharged having regard to the need to safeguard and promote the welfare of children.

### **Resource Implications**

44. For 2026/27, the SEND transport budget amounts to £29.1m. This includes net growth of £5.0m, which is projected to rise to £13.3m by 2029/30 (based on the current projected increase in SEND pupil numbers requiring transport).
45. For 2026/27, the Mainstream transport budget amounts to £6.5m. This includes net growth of £0.1m, which is projected to rise to £0.6m by 2029/30 (based on the current projected increase in Mainstream pupil numbers requiring transport).
46. The 2026-30 MTFS includes a net savings requirement from the overall Assisted Transport Programme (which incorporates SEN, Mainstream, and Social Care transport) of £4.0m in 2026/27, rising to £4.8m by 2029/30.
47. The Director of Corporate Resources and the Chief Legal Officer and Monitoring Officer have been consulted on the content of this report.

### **Conclusion**

48. Despite continued pressures the school transport service, especially within the SEND transport area, the service was able to successfully deliver transport to students across the County, facilitating approximately 3.1m pupil journeys.

49. In addition, the service has adopted an ongoing review of its transport arrangements, maximising efficiencies wherever possible, and as a consequence delivered efficiencies of £3.3m in 2025/26 and total savings of £2.0m for 2026/27. The new Home to School Transport Management software system has continued to provide improved management data, which has contributed significantly to these successes and improved understanding of service demands and trends.
50. 2026/27 will undoubtedly continue to see the service challenged by further growth and industry pressures. There are already significant pressures created by the Iran conflict, which has caused an increase in fuel prices and may impact upon decisions made about the ongoing management of the network. To mitigate this, there will be a continued roll-out of the transformation of the Assisted Transport Service, supporting delivery of the Council's statutory requirements and helping to deliver efficiencies.

### **Background Papers**

Highways and Transport Overview and Scrutiny Committee, 5 June 2025:  
Home to School Transport Annual Report 2024/2025 and Key Priorities for 2025/2026

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=1293&MID=7842#A185370>

Cabinet, 13 September 2019: Mainstream and Special Educational Needs Home to School Transport Policies – Outcome of Judicial Review

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5605&Ver=4>

Cabinet, 9 March 2018: Mainstream and Special Educational Needs Home to School Transport Policy

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5178&Ver=4>

Cabinet Office: Procurement Act 2023 guidance on transitional and saving arrangements.

<https://www.gov.uk/government/publications/procurement-act-2023-guidance-documents-plan-phase/guidance-transitional-and-saving-arrangements-html>

Department for Education: Travel to school for children of compulsory school age: statutory guidance for local authorities (January 2024).

<https://www.gov.uk/government/publications/home-to-school-travel>

Department for Education: Post-16 transport and travel support to education and training: statutory guidance for local authorities (January 2019).

[https://assets.publishing.service.gov.uk/media/5c48534c40f0b616fba5cb6a/Post16\\_transport\\_guidance.pdf](https://assets.publishing.service.gov.uk/media/5c48534c40f0b616fba5cb6a/Post16_transport_guidance.pdf)

Department for Education/Department of Health and Social Care: SEND Code of Practice: 0 to 25 years.

<https://www.gov.uk/government/publications/send-code-of-practice-0-to-25>

Department of Health and Social Care: Care and support statutory guidance issued under the Care Act 2014.

<https://www.gov.uk/government/publications/care-act-statutory-guidance/care-and-support-statutory-guidance>

Leicestershire County Council's 'School Transport – Special educational needs and disabilities' (SEND) webpage

<https://www.leicestershire.gov.uk/education-and-children/school-transport/school-transport-special-educational-needs-and-disabilities-send>

Leicestershire County Council's Mainstream Home to School/College Transport Policy for the 2025-26 academic year

<https://www.leicestershire.gov.uk/sites/default/files/2024-08/Mainstream-home-to-school-transport-policy-2025-26.pdf>

Leicestershire County Council's Special Educational Needs Home to School/College Transport Policy for the 2025-26 academic year

<https://www.leicestershire.gov.uk/sites/default/files/2024-08/SEN-home-to-school-college-transport-policy-2025-26.pdf>

### **Circulation under the Local Issues Alert Procedure**

None.

### **Equality Implications**

51. This report is for information and does not itself recommend a change to policy or entitlement. However, the subject matter is directly relevant to children and young people with SEND and therefore engages protected characteristics, in particular age and disability. The Council must continue to have due regard to the Public Sector Equality Duty when designing and implementing operational changes, route reviews, PTBs, procurement arrangements and safeguarding measures arising from the Assisted Transport Programme. Equality Impact Assessments will be completed or updated for individual projects where required

### **Human Rights Implications**

52. There are no human rights implications arising directly from the content of this report.
53. Human Rights Impact Assessments will be conducted in relation to work undertaken on individual projects when appropriate.

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**GROWTH, HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND  
SCRUTINY COMMITTEE: 4 JUNE 2026**

**DELIVERING THE LOCAL TRANSPORT PLAN (LTP4) 2025-2040 –  
ENABLING TRAVEL CHOICE STRATEGY**

**REPORT OF THE DIRECTOR OF GROWTH, ENVIRONMENT AND  
TRANSPORT**

**Purpose of the Report**

1. The purpose of this report is to advise the Growth, Highways, Transport and Waste Overview and Scrutiny Committee of the outcomes of the initial consultation that was undertaken to inform the development of the Enabling Travel Choice Strategy (ETCS), which forms part of the Council's full Local Transport Plan 2025-2040 (LTP4). The report seeks the views of the Committee as part of a further consultation on the draft ETCS document (attached as Appendix A).

**Policy Framework and Previous Decisions**

2. The LTP4 Core Document was approved by the Cabinet on 22 November 2024 and subsequently by the County Council on 2 July 2025.
3. On 28 October 2025, the Cabinet noted the work that had been undertaken to date on the development of the ETCS and the three pilot Multi Modal Area Investment Plans (MMAIPS), for Market Harborough, Hinckley, and South-east Leicestershire. The Cabinet approved a nine-week initial consultation exercise (which ran from 4 November 2025 to 11 January 2026) to inform the development of the ETCS and the three pilot MMAIPS.
4. On 24 March 2026, the Cabinet noted the work to date on the development of the ETCS and approved a 12-week consultation on the draft ETCS document.

**Background**

5. The LTP4 Core Document includes a commitment to develop focused strategies, of which the ETCS is one.
6. The report to the Cabinet in October 2025 provided a detailed overview of the ETCS. To summarise, the ETCS will:
  - a) Be a County-wide strategy covering all modes (means) of travel.
  - b) Set out how the County Council, as the Local Transport Authority, will seek to enable people to make informed travel choices and provide opportunities

for people to travel by all appropriate and relevant modes, in particular to work with:

- i. Existing communities, to understand them and the travel barriers that they face in seeking to access the societal and economic services and facilities (such as education, healthcare and places of work) that they need as part of their daily lives.
  - ii. Existing businesses, to understand any travel barriers that are faced by them or their employees and to enable them to have realistic travel choices.
  - iii. The district councils, as the preparers of Local Plans and the determiners of planning applications;
  - iv. The 'development industry' (including, landowners, developers, such as house builders, planning consultants and agents), to deliver new places that provide new services and facilities and/or are well connected by a choice of transport to services and facilities in the 'surrounding world'.
7. The ETCS will contain a set of policies to provide a framework within which the Council will seek to work. To inform their ultimate development, at its meeting in October 2025, the Cabinet approved an initial set of draft key 'policy positions' for the purposes of the initial consultation. They cover:
- a) Working to understand communities' needs.
  - b) Working with the district councils through the Local Plan development process.
  - c) Working with the district councils (as the Local Planning Authorities) and site promoters through the planning application process.
  - d) Piloting new and innovative ideas.
  - e) Considering what represents 'value for money'.
  - f) Facilitating delivery of safe and suitable infrastructure that supports community needs.
8. An overview of the initial consultation and a summary of its outcomes are set out in the next section of this report. This focuses on how they pertain to the ETCS, as a separate report will be brought to the Committee in due course in respect to MMAIPs and their development.

## **Initial Consultation**

### Overview

9. The initial nine-week consultation took place from 4 November 2025 to 11 January 2026.
10. In the interests of efficiency, the exercise was designed to cover the development of both the ETCS and the pilot MMAIPs. It was branded as 'The Big Travel Survey', focusing on communities and business across the County.
11. The partners and stakeholders that were engaged in the exercise included health bodies, education bodies, parish, town and district councils, and the 'development industry'.

12. The consultation consisted of a mix of online surveys; online tools for people to map their journeys (Social Pinpoint); and face-to-face events, including for the public and the 'development industry'. It was promoted through the media, the Council's social channels, regular officer liaison meetings (including with the district councils), and Leicestershire Matters.
13. As part of this consultation, the Committee's comments were sought in November 2025.

### Summary of initial survey outcomes

#### The Committee

14. Arising from the discussion at its meeting on 6 November, points made most relevant to the matter of this report were:
  - a) Members acknowledged that the overall implementation of LTP4 would span the entire plan period up to 2040, with certain long-term projects requiring several years to complete, while shorter schemes might be delivered sooner using the Local Transport 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.
  - b) 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.
  - c) Members highlighted the important role Fox Connect (on-demand transport service operating in Leicestershire) had in rural areas and, 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.
  - d) 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.

### Development Industry

15. Direct engagement was undertaken with the development industry, including at a workshop held at County Hall on 4 November 2025. A very limited number of industry representatives attended the workshop, where following a presentation, they had the opportunity to discuss the proposed ETCS and were provided with an email address to provide any comments. No views on key policy positions relating to planning matters were proffered from these consultees.

### District Councils

16. The district council Planning Officers were advised of the consultation through regular liaison meetings and by emails.
17. It was hoped also that the district councils would provide their views on the key 'policy positions' relating to planning matters but none were received.

### Communities

18. There was a total of 1,003 survey responses. Of these, 915 were Leicestershire residents, 26 were visitors, 13 were Councillors and 7 were businesses or service providers.
19. Across all journeys and journey purposes, the main modes of transport are Car/van 65% (2,882 journeys), Walking 16% (707), Bus 12% (517), Cycling 3% (133), Train 2% (71), Other 1% (64) and Taxi 1% (45).
20. Across age groups, the under 35-year-olds are the least car dependent; with youth relying heavily on the bus. From 45+ years old, car use increases. Older adults still use the car but rely on walking and buses more. Walking is well used across all ages, reflecting use for accessing outdoor/green spaces, and local services such as healthcare (23% of journeys across all ages).
21. Students use the bus the most by far at 77% of respondents, with those retired second most at 29%. Full and part-time employees use the car most at 84% and 83% respectively, with retired people second most again at 80%.
22. The most significant barrier which prevents people from accessing local services, opportunities and places they cannot currently access is public transport issues, affecting 87% (202) of responses to this question.
23. The results suggest that women experience greater barriers to transport than men across all modes and journey purposes. This appears to reflect wider evidence that women generally feel more vulnerable and less safe than males, particularly at nighttime and in more lonely and isolated environments.
24. Transport preferences, if barriers were removed, were: Bus 62% (139 respondents), private vehicle at 31% (70), Walking and Cycling both at 10% (22), Taxi and Cycling at 4% (8), and Other at 2% (5).

Businesses and service providers

25. There was a limited number of responses from this stakeholder group, and as such, caution has been used in drawing granular insight from the small sample size. Nevertheless, general themes of responses are of value.
26. Responses were received across the following types of organisation: the Public Sector, Government and Non-Profit bodies, Education and Training, and Health, Social Care and Emergency Services.
27. The size of organisations ranged from 1 to 250+ staff members.
28. The top five barriers that staff faced when commuting were:
  - a) Public transport issues.
  - b) Personal safety concerns.
  - c) Limited parking availability for motor vehicles.
  - d) Journeys taking too long.
  - e) The high cost of travel.
29. This was also reflected in the top barriers/issues their staff/personnel face when travelling to other locations.
30. 71% of organisations confirmed that their customers/service users face challenges visiting their business/organisation, citing a lack of available parking, parking constraints (time/fees) and limited bus connectivity.
31. 29% of organisations confirmed that their suppliers faced challenges delivering to their business/organisation, citing poor parking behaviour limiting access to parking, no parking being available, and local parking restrictions.
32. 57% of organisations felt that travel choice and access currently affects their businesses/organisations' growth, or that it will in the future, citing a lack of local parking, pick-up/drop facilities and poor public transport connectivity as concerns.
33. 86% of organisations confirmed that their business/organisation or personnel need to travel to other locations (such as for meetings, training, services).
34. More than half of organisations confirmed that the following would make travel and access easier for their business/organisation and staff/personnel:
  - a) Better parking and electric vehicle (EV) facilities (such as secure cycle racks, car/van/motorcycle parking, EV charging).
  - b) Better road infrastructure (such as reduced congestion and improved junctions).
  - c) Improved walking and cycling infrastructure (such as safer pavements, cycle lanes, lighting, crossings).
  - d) Lower travel costs (such as cheaper fares, fuel discounts, parking).
  - e) Personal safety improvements (such as lighting and CCTV at stops and routes).

35. To aid further analysis, the survey results have been mapped: the descriptive information provided by respondents about where they start their journeys and where they end them has been mapped (the data is anonymised, so that it is not possible to identify a particular individual's travel behaviours).
36. An example of the mapping of the survey results is shown in Appendix B. The red lines represent real journeys that respondents have said they are making, with the thicker the density of the lines the greater the number of journeys that are being made between the places; so, the City of Leicester and the main 'county towns' stand out as 'hot spots' of journey activity, which is unsurprising given the range of services and facilities that they variously offer.
37. Caution should be exercised in drawing any particular granular conclusions from, or about, the patterns that are shown in Appendix B, because the data has not yet been processed to a sufficient extent to enable definitive conclusions to be made. Also, relative to the population of Leicester and Leicestershire (in excess of one million as at the time of the 2021 Census) the survey sample size is very small.
38. Nevertheless, Appendix B serves to demonstrate that the ability to map survey results in this way could provide useful evidence to inform the future planning of, for example, passenger transport provision or wider provision of other types of services (such as by identifying where bringing a service or facility closure to a particular community can reduce the need to make longer distance journeys). A key message is that if more people respond to future rounds of the 'Big Travel Survey' consultation, the more reliable and robust the data will become for decision making, when considered alongside other transport data.

#### Summary of Social Pinpoint Map outcome

39. Social Pinpoint is a tool which, amongst other things, allows users to provide map-based (geographic) information. In this case, it provided the Big Travel Survey respondees with the ability to highlight where they started a journey and the destination(s). Those taking part in the survey had the opportunity to provide information via Social Pinpoint.
40. There were 188 posts from 36 contributors.
41. Across all journey purposes:
  - a) How people travelled: Car/van: 56.9% (107); Walk/wheel: 17.6% (33); Bus: 14.9% (28); Cycle/scooter: 7.4% (14).
  - b) Journey difficulty: Easy (no issues): 60.1% (113); Average (some issues): 35.1% (66); Difficult (lots of issues): 4.8% (9).
42. Whilst the sample size was low, and the results should be treated accordingly, the insights nevertheless suggest that education, employment and retail-related trips show some of the highest journey issues, suggesting targeted interventions (such as safer school streets, reliable peak hour buses, walking/cycling links to schools, workplaces and retail) could improve travel most.

## Section Conclusions

43. The initial consultation focused on a better understanding of how people travel, where to and why, and what travel barriers they face.
44. The outcomes highlight that there are extant patterns to barriers across journey purposes and modes used. The themes of the responses confirms the purpose in-principle of the ETCS – which is to help enable communities, current and future, to have improved access to the societal and economic services and facilities that they might need to use as part of their daily lives. They further confirm the need for the ETCS to provide an overarching policy framework to guide future work to identify and develop proposals to help improve travel choice and access to the key services and opportunities for people.
45. The outcomes of the initial consultation exercise will continue to be used to develop and deliver the ETCS, subject to approval by the Cabinet. The outcomes will also be used to inform the development of the three pilot MMAIPs and the associated investments, which will be the subject of a future separate report to this Committee.

## Draft Enabling Travel Choice Strategy

46. The draft ETCS document reflects the outcomes of the initial consultation; the legal advice that was sought (see Legal Implications at paragraph 59 below); and through the involvement of not just transport officers, but those who are involved with public health, highways development management, and strategic planning.
47. Flowing from the key ‘policy positions’, the draft ETCS document contains 15 draft policies, which are split as follows:
  - a) Four overarching policies that:
    - i. Recognise that ‘one size does not fit all’ and provides for an approach that prioritises enabling travel choices that are most relevant to places, existing and future, as they differ across Leicestershire.
    - ii. Deal with ‘value for money’ considerations.
    - iii. Provides for a criteria-based approach to considering proposals that do not comply fully with the recognised design standards but nevertheless would otherwise be safe and provide betterment.
    - iv. Deal with the piloting of new or innovative solutions.
  - b) Three policies that cover working with existing communities and businesses to understand them and any travel barriers that they face.
  - c) Eight policies that deal with new communities and places, including through Local Plan making and the development management (planning application) processes.
48. The policies are followed by supporting text that provides for their justification.
49. The draft document was prepared prior to the Government publishing ‘Better Connected’ (BC), a national strategy for integrated transport. However, the ETCS does reflect the key Better Connected principles and the final version will include refer to it.

## **Consultation**

50. A twelve-week consultation is being undertaken between mid-April 2026 to early July 2026, timed to avoid Easter and the school holidays.
51. The consultation seeks the views of the Committee, local communities, partners and stakeholders on the draft ETCS document and takes the form of an online survey available via the Council's website (with alternative formats that are available on request).
52. The consultation is open to all residents, businesses, organisations, and other key stakeholders, such as the district councils as the local planning authorities and the 'development industry'. It is being promoted in similar ways to the initial consultation, with a particular emphasis on targeting businesses (in the light of the poor response level to the initial consultation) including through seeking to hold face-to-face meetings with a representative cross-selection of businesses across the County). The consultation is being undertaken in accordance with the Council's consultation principles and relevant statutory duties.
53. The outcomes from the consultation will inform the development of the final document which it is intended will be presented to the Cabinet for approval in Autumn 2026.

## **Resource Implications**

54. The development of the LTP4 is being funded from existing Departmental budgets. A total of £375,000 has been allocated in the Department's Advanced Design Budget for 2026/27 to 2029/30. Alongside this, the Department for Transport (DfT) provided funding of approximately £179,000 for the development of the LTP4.
55. The LTP4 is a key document that informs the development of the Council's transport programmes, including the allocation of funding awarded to the Council by the Department for Transport. It also provides the basis for funding submissions. Furthermore, it provides a basis for seeking to secure developer contributions through the development management (planning application) process.
56. The delivery of transport solutions under the ETCS (and through the MMAIPs) will be subject to the availability of funding, including as appropriate through future reviews of the Council's Medium Term Financial Strategy and the development of future Highways and Transportation Capital Programme and Works Programme.
57. The Director of Corporate Resources and the Director of Public Health, Communities Law and Governance have been consulted on the content of this report.

## **Legal Implications**

58. It should be noted that the ETCS will operate as part of the Council's wider transport policy framework and will not form part of the statutory development

plan. The Strategy will instead provide guidance to inform the Council's engagement with the plan-making and development management processes.

59. The planning system is governed by a complex suite of legislation, regulation and guidance, and it will be necessary for the ETCS to be lawful in this regard. To ensure this, independent, external counsel advice has been sought and this has informed the preparation of the draft document. The advice itself is legally privileged and it is therefore not disclosed within this report.
60. The Council's Chief Legal Officer and Monitoring Officer (formerly the Director of Law and Governance) has contributed to the development of the ETCS.

### **Timetable for Decisions**

61. A twelve-week consultation exercise on the draft ETCS document is taking place from mid-April 2026 (post-Easter) to early July 2026.
62. The views of the Committee will be reported to the Cabinet when the final ETCS is submitted to the Cabinet in Autumn 2026.

### **Conclusions**

63. The outcome of the initial consultation provides additional evidence (weight) as to why the ETCS is needed and as to its purpose in-principle.
64. The ETCS will provide the Council with a Countywide strategy to guide its work on seeking to enable communities, existing and new, to access the services and facilities that they may need as part of their daily lives, providing a genuine and realistic choice of travel and also helping businesses to access pools of labour. It will be key to putting the principles of Better Connected into practice in Leicestershire.
65. The ETCS will have significant implications for the district councils in preparing the Local Plans and for parties that are looking to promote new developments. However, the intended outcomes of the ETCS and its implementation is such that these implications are considered to be reasonable and appropriate:
  - a) In the context of national policy and the requirement to deliver sustainable development via a vision-led approach.
  - b) In order to bring about positive change for the benefit of current and future Leicestershire communities and businesses.

### **Background Papers**

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

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

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

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

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

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

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

[https://www.leicestershire.gov.uk/sites/default/files/2025-01/LTP4-Core-Documents-2025-2040\\_0.pdf](https://www.leicestershire.gov.uk/sites/default/files/2025-01/LTP4-Core-Documents-2025-2040_0.pdf)

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

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

Report to the Cabinet on 24 March 2026 – Delivering the Local Transport Plan (LTP4) 2025-2040 Enabling Travel Choice Strategy

<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=8305&Ver=4>

### **Circulation under the Local Issues Alert Procedure**

70. This report will be circulated to all Members.

### **Equality Implications**

71. An Equality and Human Rights Impact Assessment (EHRIA) screening was first undertaken in 2021 at the inception stage of the LTP4 project, which identified a neutral impact. A full EHRIA was produced in October 2021.

72. A refreshed Equality Impact Assessment (EIA) was undertaken in 2024, as part of the LTP4 CD's development. This helped to shape the final document, and it was presented to the Cabinet in November 2024. In respect of the benefits of LTP4, the EIA concluded that although the overall impact of the LTP4 might be positive, changes in specific areas may disproportionately affect certain groups, such as rural communities or older people. In this case the council would aim to work with communities and the public, as well as specialist colleagues and transport providers etc, to explore options to mitigate any negative impacts.

73. Equality implications will continue to be considered as the ETCS is developed. The outcomes of the consultation exercise will also inform the ongoing consideration of equality impacts as the Strategy is refined.

### **Human Rights Implications**

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

### **Other Implications and Impact Assessments**

#### **Health Implications**

75. A high-level Health Impact Assessment of the LTP4 Core Document was undertaken in April 2024 which identified a positive impact.

76. For the ETCS, an initial health impact assessment has been drafted and will be updated as the development of the ETCS progresses. Subject to the outcome of

this, the need for a full assessment will be considered, and completed if it is appropriate.

77. The consultation on the draft ETCS document will provide opportunities to gather further information that will inform the ongoing assessment of health implications. These opportunities are likely to include seeking to understand communities' access to health service needs, seeking data about the health of communities, and to understand the extent to which enabling active travel in an area might be an appropriate solution to helping communities to better access services and facilities.

### Strategic Environmental Assessment

78. A high-level Strategic Environmental Assessment (SEA) was undertaken in April 2024 on the LTP4 CD. A full assessment was presented to the Cabinet in November 2024. The SEA notes that the LTP4 CD will provide benefits to the environment through the delivery of its vision, core policies and objectives.

### **Appendices**

Appendix A – Draft Enabling Travel Choice Strategy

Appendix B – Example Mapped Survey Results

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# A Local Transport Plan for Leicestershire

Enabling Travel Choice Strategy (ETCS)



Draft for Consultation

## Document Control

Control Details	
<b>Document Location</b>	Transport Strategy and Policy (TSaP) Department of Environment and Transport Leicestershire County Council
<b>Document Owner</b>	Head of Service (HoS) and TSaP Team Manager

Document Amendment Record				
Date	Version	Reviewer	Approved By	Next Review Date
-	V1	Not issued - prepared only as a stepping stone towards a first working draft.	N/A	N/A
-	V2	Not issued - prepared only as a further stepping stone towards a first working draft.	N/A	N/A
3 October 2025	V3	First working draft issued to TSaP colleagues for review and comment.	Strategic Transport Planning Lead	N/A
17 October 2025	V3	First working draft issued to HoS and Assistant Director for review.	Strategic Transport Planning Lead	N/A
2 February 2026	V4	Working draft issued for design purposes and proof reading review.	Strategic Transport Planning Lead	N/A
5 March 2026	V5	Finalised draft issued for approval by the County Council's Cabinet for the purposes of consultation.	Strategic Transport Planning Lead	N/A

# Overall Introduction

As human beings, we are not individuals living separately. We are social creatures and require interaction with our surroundings; travel facilitates that. Additionally, we depend on a vast and intricate eco-system that supports our everyday lives, such as providing food and beverages in stores; having teachers present in schools to educate our children; ensuring that emergency services reach us when needed; and receiving our online purchases as expected. Although there are numerous complex processes that allow this eco-system to operate, at its core, transport and travel make it all possible.

So, whether we all realise it or not, highways and transport networks are vital to our everyday lives. But, this can be a double-edged sword, because poor functioning networks can have adverse impacts, for example, to peoples' health and safety; causing environmental damage; and be disruptive to the operation of businesses and to the movement of goods and materials.

Through our Enabling Travel Choice Strategy, giving people opportunities to make different choices of travel can have health and environmental benefits. Where it helps to reduce traffic congestion it can also bring economic benefits through reduced delays and interruptions to the movement of materials and goods. It is also vital to achieving the delivery of sustainable development in accordance with the National Planning Policy Framework and to the delivery of the Core Themes of our Local Transport Plan (LTP4).

This strategy also responds to the National Planning Policy Framework vision-led requirement. We support a 'vision-led' approach, but it must be well thought-through and justified in practical terms. So, we intend this strategy to help to provide clarity about what a vision-led approach means to us and how we will expect it to be achieved in practice as new developments, such as new homes or places of work, are planned for and delivered across Leicestershire.

But, whilst important, those are not the primary purposes of this strategy. Rather, as per the vision for the national Integrated Transport Strategy (INTS), which will:

- 'put people who use transport and their needs at its heart; and
- empower local leaders to deliver integrated transport solutions that meet the needs of their local communities'

at the heart of the ETCS is how we can help to enable our communities, current and future, to have improved access to the societal and economic services and facilities that they might need to use as part of their daily lives. Services and facilities such as workplaces, schools, higher-education, healthcare, shops, leisure opportunities, etc. Likewise, how can we help businesses to thrive and be successful through enabling access to the labour pool of skills that they require.

In some cases, enabling improved access might be about transport provision - such as an improved or new footway or cycleway to promote sustainable travel or increasing the capacity of a junction or providing a new passenger transport service. In other cases, it might be about bringing a service or facility closer to a community which means people now have a choice to walk to the surgery rather than simply just to drive to one much further away.

As the Local Transport Authority for Leicestershire, there are things that we can do to enable travel choices for our existing communities and businesses. But, for future new communities and businesses we are far more reliant on the actions of others, including Local Planning Authorities - who prepare Local Plans and determine planning applications - and developers, such as house builders. It is therefore important that we work with them collaboratively to seek to deliver quality places, where occupiers have a real choice of means of travel to access services and facilities they might need to use as part of their daily lives.

# The Structure of this Strategy

To help readers to understand the content of this document, the remainder of it is structured as follows:

<b>Our Local Transport Plan (LTP4)</b>	Explains what our LTP4 is and how it is structured.
<b>What is the ETCS?</b>	Sets out how the ETCS fits in with our other strategies, plans and guides and provides an overview of what it does and does not cover.
<b>The Key Principles Underpinning the ETCS</b>	Sets out the key 'golden threads' that run through the ETCS.
<b>Overarching Policies</b>	Sets out policies that are common to the areas of work covered by the ETCS, and the justification for them.
<b>Our Approach to Enabling Travel Choice for Existing Communities and Places</b>	Sets out the policy framework that will guide our work with existing communities, and the justification for them.
<b>Our Approach to Enabling Travel Choice for New Communities and Places</b>	Sets out the policy framework that will guide our work with Local Planning Authorities and developers (such as house builders), and the justification for them.
<b>Defining and Understanding 'Successful' Strategy Delivery - Achieving 'Results'</b>	Explains how we will understand the benefits that the ETCS is achieving.

# Our Local Transport Plan (LTP4)

## Section Introduction

The ETCS forms part of the full Local Transport Plan for Leicestershire 2025-2040, which was approved by the [County Council in July 2025](#).

## What is an LTP?

The LTP is a requirement of the Local Transport Act 2008, and the key mechanism for delivering integrated transport at a local level. It helps to promote transport as an enabler to address existing and future challenges, explains how transport impacts local communities and puts in place plans for infrastructure, initiatives and solutions to help people and goods travel around.

Core Document

Focused Strategies

Multi Modal Area  
Investment Plans

County  
Strategic Transport  
Investment Plan

Monitoring our Success

## The Structure of our LTP4

LTP4 consists of a series of documents that are identified below:

**LTP4 Core Document:** The [Core Document](#) sets out the context in which our LTP4 is being developed and the challenges that it will seek to address. It sets out a strategic vision for transport across Leicestershire. It identifies the core themes, core policies and how these will be implemented. It provides an action plan for the development, implementation and review of focused strategies, Multi Modal Area Investment Plans, County Strategic Transport Investment Plan and provides detail on how the Local Transport Plan will be monitored.

Reflective of the INTS vision, our LTP4's core themes recognise that transport is an enabler of peoples' everyday lives:

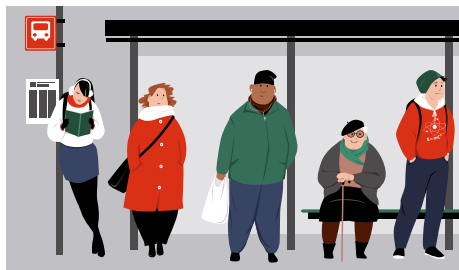
- Enabling health and wellbeing
- Protecting the environment
- Delivering economic growth
- Enhancing our transport networks resilience
- Embracing Innovation

**Focused Strategies:** A series of focused strategies, of which the ETCS is one, will be developed to identify and tackle specific challenges and matters related to the transport network.

**County Strategic Transport Investment Plan:** This document will set out the strategic transport investment needs across the county to support the delivery of strategic development sites. As well as identifying needs for investment and capacity enhancement on the Strategic Road Network (SRN) and the rail network building on the Leicester and Leicestershire Strategic Priorities published in November 2020. This will also set out how we continue to support East Midlands Airport and the East Midlands Freeport.

**Multi Modal Area Investment Plans:** These will be focused on the local level and set out strategies and investment plans for integrated transport solutions to meet the needs and requirements of our communities. We will also work in partnership with neighbouring authorities where there are cross-boundary transport matters which can be addressed through the development and implementation of the Multi Modal Area Investment Plans.

**Monitoring our Success:** This will set out the core Key Performance Indicators (KPIs) and Performance Indicators (PIs) which will be used to assess the success of LTP4 and how these will be reported upon.



# What is the ETCS?

## What is its Purpose?

The ETCS covers all of Leicestershire and its purpose is to set out in greater detail (than the LTP4 Core Document ) how the LTA will seek to enable people living and working in existing and new communities and places to make informed travel choices. And the key word is choices, because the purpose of the ETCS is not to force people to change their behaviours, rather to seek to enable those living and working in existing and future places to have genuine travel choice options.

## How does the ETCS fit in with our other Strategies, Plans and Guides?

We have a wide range of plans, policies, and strategies pertaining to various forms of transportation, such as driving, including our Network Management Policy, Strategy, and Plan; walking and cycling, including our Cycling and Walking Strategy; and passenger transport including our Passenger Transport Policy and Strategy. We call these 'topic specific,' and you can find our entire set of topic-specific plans, strategies, and policies [here](#).

**Enabling Travel Choice Strategy**  
Embraces consideration of all modes (means) of travel

Range of topic specific Policies, Plans and Strategies

Many of those policies, plans and strategies set out our approach to providing for specific, different modes of transport. However, the ETCS sits over these and drives an all embracing (integrated) approach to considering transport provision. In doing this, we recognise that Leicestershire is a mixture of differing places, including rural areas, villages, towns and places that adjoin the City of Leicester; therefore it is not possible to impose a one size fits all approach across the County. Rather through the ETCS we will seek to identify realistic transport solutions, that is to prioritise those that enable travel choices that are most relevant to meeting the identified needs of our communities and businesses, existing and future, as they differ by place across Leicestershire. In some cases, the most realistic (and perhaps the only genuine) choice will be travel by car; we recognise this and through the ETCS (and other relevant policies, strategies and plans) we will continue to seek to make travel by car as safe, time reliable and delay free as is reasonably practicable, and to support people to switch to electric vehicles in line with national Government policy.

The ETCS should also be read in conjunction with the [Leicestershire Highways Design Guide \(LHDG\)](#), which deals with highways and transportation infrastructure for new developments in areas for which Leicestershire County Council is the highway authority. The LHDG sets out highway design standards for new development and also requirements for assessment of the transport impacts of proposed developments. The ETCS contains policies that build on the LHDG and in some cases further defines requirements that developers will be expected to follow in preparing their development proposals and in delivering them on the ground.

## What areas of our work does the ETCS cover?

In summary, the ETCS essentially covers two key areas:

- **How we will understand the transport needs of existing communities and businesses:** We will work with existing communities to understand them and any travel barriers that they face in seeking to access the services and facilities that they need as part of their daily lives, and to seek to enable them to have realistic choices about how they choose to travel to those services and facilities. This will not just be about understanding transport issues; it will include wider matters such as health, inequalities, levels of deprivation and educational achievement.
- **How we will seek to ensure that occupiers of new places will have travel choices:** We expect to work with Local Planning Authorities (district councils), who are responsible for preparing Local Plans and for considering planning applications, and with developers (such as house builders) to deliver new places that provide new services and facilities and/or are well connected by a realistic and genuine choice of transport to services and facilities in the ‘surrounding world’. The ETCS marks a move away from simply assessing a proposed Local Plan’s or a proposed development’s peak hour traffic impacts to a more holistic ‘vision led’ approach based around understanding existing and future communities access to services and facilities needs and then identifying and delivering transport solutions that are of an appropriate, suitable and safe standard.

So that our communities, Local Planning Authorities and developers have an open and transparent understanding of how we will work the ETCS contains a number of policies. Those policies do not seek to impose a ‘one size fits all’ approach across Leicestershire; each existing community and business are different, and whilst we have a lot of evidence and knowledge, we don’t know everything. Equally it is important to ensure that the ‘vision-led approach’ to the delivery of new development is applied in the context of the varying nature of locations across the County.

Neither does the ETCS set out specific scheme proposals; in many cases, transport solutions that we will be responsible for delivering will be developed through our Multi Modal Area Investment Plans and (subject to funding) delivered via our highways and transport capital programme and work programme approved by the County Council’s Cabinet each year. However, there could be exceptions where we will work with a community to pilot a new or innovative solution to meeting its access to services and facilities needs.

## What Means (Modes) of Travel does the ETCS Cover?

Leicestershire is a mixture of differing places, including rural areas, villages, towns and places that adjoin the City of Leicester. It is therefore not possible to impose a one size fits all approach to enabling travel choice across the County; rather through the ETCS the LTA will seek to identify realistic transport solutions, that is to prioritise those modes of travel that enable travel choices that are most relevant to meeting the identified needs of communities and places, existing and future, as they differ across Leicestershire.

## What types of transport solutions does the ETCS cover?

The ETCS covers not just building new or improving existing infrastructure (what are known as capital funded solutions) to enable travel choice but also measures that help to educate and promote travel choice opportunities (what are known as revenue funded solutions).

# Key Principles Underpinning the ETCS

The ETCS is one of the most important of our LTP4 Focused Strategies. We have prepared it to be ambitious, as it goes to the heart of seeking to provide for meeting the needs of existing and future Leicestershire communities and businesses. In doing so, its development has been informed by the following key principles, which form the golden threads running through it:

- **We don't know everything or always know best.** It is important for us to ensure that we establish greater knowledge and understanding of our communities and businesses (places), present and future. This is not just in respect of travel, but wider factors such as health, social deprivation educational attainment and inequalities.
- **We need to be clear about how we will apply broad national policy and regulations to the unique place that is Leicestershire.** We have set out in practical terms how we can best work within national policy framework to enable travel choice for existing and future communities and businesses. It is important that those involved in planning for meeting the future needs of the area's growing population and those involved in building new homes and places of work to meet those needs have a clear understanding of this, particularly in respect of the 'vision led' approach and the Integrated National Transport Strategy.

- **We are not anti-car.** The ETCS is not a sustainable or active travel strategy, although these are modes of travel that we actively support and promote. Rather, it is about seeking to identify and prioritise as necessary the means of travel that are most relevant and realistic to a particular place, although these are modes of travel that we actively support and promote. One size does not fit all.

- **The ETCS needs to support the delivery of our LTP4 Core Document (CD):** The CD sets out an overall vision and provides a framework of core themes and policies. Focused Strategies, such as this ETCS, provide greater detail about the work we will be doing in certain areas, such as to enable travel choice.

- **We need to manage and be realistic about expectations.** We want the ETCS to make a genuine difference for existing and future communities and businesses. However, it is important for the ETCS to be open and realistic about what we are able to achieve. We do not have unlimited funding. Similarly, neither do developers; as with the application of other policies or strategies, the financial viability of a site will remain an important consideration when Local Planning Authorities come to consider and determine planning applications.

So, the focus of the ETCS is built around understanding and seeking to address communities' needs but not wants. We will need to prioritise, too, be that, for example, by place or by travel choice.

# Overarching Policies

## Section Introduction

Reflecting that ‘one size does not fit all,’ Policies 1 to 4 provide the general framework within which we will seek to work flexibly to enable travel choices for existing and future communities and places of work. This flexibility includes embracing the consideration of new or innovative solutions.

However, whilst flexibility can be positive - such as enabling the delivery of a solution that meets the needs of community that otherwise would not have been possible through a more rigid approach - we also need to be careful not to expose the Council to unreasonable risks or financial burdens.



## Policy 1

We recognise that Leicestershire is a mixture of differing places, including rural areas, villages, towns and places that adjoin the City of Leicester. It is therefore not possible to impose a one size fits all approach to enabling travel choice across the County. Rather we will seek to identify realistic interventions, that is to prioritise those that enable travel choices that are most relevant to places, existing and future, as they differ across Leicestershire.

### Justification

The ETCS is not intended to be a ‘sustainable transport strategy.’ Cycling and walking can be ideal modes of transport over relatively shorter distances, in more built up areas where there are safe routes, and for those who are fit and able to do so. But, they are not ideal if you live in a rural hamlet or your personal circumstances mean that you are unable to walk or cycle.

In some cases, the most realistic (and perhaps the only genuine) choice of travel will be by car. That is recognised, and that is why the ETCS embraces all modes of travel appropriate and relevant to a particular place. Through the ETCS (and other relevant policies, strategies and plans) where it is appropriate to do so we will continue to seek to make travel by car as safe, time reliable and delay free as is reasonably possible, and to support people to switch to electric vehicles in line with national Government policy.

## Policy 2

In considering scheme proposals, we will not simply consider ‘value for money’, although that will remain an important consideration, but also what other benefits might be achieved/delivered in tackling wider identified issues such as in respect of:

- a) Enabling active travel to address a community health issue.
- b) Helping to tackle an environmental issue, such as poor air quality.
- c) Addressing inequalities or social exclusion.
- d) Providing for the needs of those in the community who are more vulnerable.

### Justification

That we continue to make best use of the Council’s own budgets and the funding that we receive from external sources will remain of the upmost importance.

However, the Government has changed the national guidance (known as ‘The Green Book’<sup>1</sup>) used to appraise project business cases. The changes seek to put less emphasis on the pure monetary benefits of a proposal, and place greater emphasis on the wider benefits that a project might have. An example given (at section 3.2 of the review document) is in terms of achieving growth in household incomes through building more housing and improving transport connectivity. The ETCS needs to reflect the direction of changes to national guidance.

<sup>1</sup> The Green Book Review 2025: Findings and actions.

## Policy 3

We will work with scheme promoters and other partners, such as Local Planning Authorities, towards reaching acceptance of scheme proposals which involve new and/or existing highway infrastructure that do not comply with recognised national and local standards (design departures), provided its design and delivery:

- a) Supports the delivery of our LPT4.
- b) Aligns with and would help to deliver on other policies of the ETCS.
- c) Aligns with the Local Plan, ‘Place Vision’ and ‘Transport Vision’ for the location (where applicable).
- d) Is considered to be safe, as demonstrated by a road safety audit.
- e) Is innovative in its design and/or delivery approach.
- f) Does not place the County Council at an unacceptable risk in terms of legal, financial and/or reputational liabilities.
- g) Would not represent a contradiction to a reasonable duty of care in determination of the departure.
- h) Duly considers network resilience and maintenance issues and does not place an unacceptable maintenance burden on the County Council.
- i) Provides a betterment that is in the best overall interests of Leicestershire communities and businesses by supporting positive outcomes.

## Justification

Design standards are an essential aid to the consistent delivery of safe, maintainable transport schemes. As recognised in national and local standards, an inclusive part of guidance and processes includes consideration and accommodation for “departures” from design standards in certain circumstances.

Departures from design standards are an important element of enabling successful and efficient delivery of safe and effective schemes, by addressing and overcoming constraints associated with a specific location and also by enabling innovation to be included in schemes which bring about a betterment. Constraints might include, for example, land availability, physical obstructions or heritage or other environmental concerns.

Departures from design standards most often relate to proposed improvements to existing highway infrastructure, where there are often greater constraints than starting with a ‘blank sheet of paper.’ An example would be that seeking to provide a segregated cycleway along an existing road fronted by houses would be more constrained than for a developer looking to develop a currently open plot of land for, say, housing or employment.

By their nature, design departures are exceptions which can vary in their type and scale of departure from a standard or standards, with associated level of risks that must be considered. Whilst minimising departures is important to ensure efficient and timely approval of designs, and ultimately the delivery of safe and suitable schemes, that should not be a reason to stifle innovation or hinder the delivery of a scheme that could provide a betterment to the existing infrastructure in a place for the communities that will ultimately use it.

## Policy 4

Where new or innovative solutions are proposed to meet communities’ or businesses’ identified needs, we will take opportunities to pilot or trial such solutions so that we can learn more about their application in practice. That includes, for example, in respect of the solution’s effectiveness in meeting identified needs and any cost and/or risk implications arising.

### Justification

The world seems to be constantly changing, for example with technology evolving on an almost daily basis. It is therefore important that we have the flexibility to respond to evolving circumstances. But, for example, innovation does not always bring benefits for all; might not be appropriate for places in Leicestershire; or could come with risks or cost implications. Having the ability to pilot, trial and learn about new or innovative solutions will give us the opportunities to understand the benefits, suitability, risks and implications. In turn, this will help us to make a judgement as to whether it is a solution that ultimately would be in the best interest of communities and business (existing and future) to embrace fully and roll out more widely across Leicestershire.

# Our Approach to Enabling Travel Choice for Existing Communities and Businesses

## Section Introduction

Whilst Leicestershire is an historic ceremonial county and a local Government administrative area, its existing communities and businesses that are its heart beat. When they are thriving Leicestershire is a successful and attractive place in which to live, work and to visit.

In a very extreme way, the pandemic of the early 2020s showed us all how vital access to services and facilities such as schools, higher-education, healthcare, shops, leisure opportunities, is as part of daily life. This also shows through information (evidence) about communities in Leicestershire; whilst at a headline level Leicestershire is a relatively prosperous and healthy place that should not disguise the fact that this is not the case everywhere across the County. There are places where people are suffering from the impacts of multiple deprivation, or communities that have significant health issues, or where access to higher education is poor or where levels of educational achievement are low.

The overall introduction to this strategy highlighted how vital the ability to travel is to peoples' lives and to the operation of businesses; where people are unable to travel this can be a contributory cause to some of the issues that are highlighted above.

To that end, the policies contained in this section provide the framework within which we will seek to work, along with other parties as required, to understand existing communities and businesses and to seek to deliver solutions to enable travel choice that support their day-to-day needs.

## Policy 5

We will work with:

- a) Leicestershire communities to understand them and any travel barriers that they face in seeking to access the services and facilities that they need in their daily lives, and to enable them to make realistic choices about how they choose to travel to those services and facilities; and
- b) Businesses in Leicestershire to understand any travel barriers that they face in seeking to recruit and retain people with the skills and abilities necessary for them to thrive or likewise that their workforce experiences in seeking to get to work.

## Justification

As the LTA, we know a lot about how Leicestershire highways and transport networks function; but, we do not know everything. We need to build our knowledge about existing communities, and this is not just from a transport perspective but from wider perspectives such as health, economic prosperity or deprivation and educational attainment. Without such an understanding, we cannot begin to work, along with partners as necessary, to deliver solutions to address any travel barriers or other highways and transport issues that are impacting on and affecting those communities. In the absence of such understanding, we risk delivering transport solutions for transport's sake.

## Policy 6

In recognising a one size fits all approach is not appropriate, through our work with communities and businesses we will seek to identify solutions that are most relevant to meeting the identified (evidenced) needs rather than wants of their daily lives.

Subject to the availability of funding, those solutions might include:

- a) Improving existing roads, cycleways or footways, or improving existing passenger transport services.
- b) Building new things, such as a new piece of road, a cycleway, footway, or better 'bus stop' facilities.
- c) Training and education to help people to feel more confident and safer about trying a different mode (means) of travel.



## Policy 7

We will work with communities and representative bodies, such as Parish Councils or other recognised bodies, to, as necessary and appropriate, educate and train them to enable them to deliver their own solutions to meeting identified needs.

Subject to the availability of funding we may consider providing grants or starter funding to support the implementation of community led solutions.

### Justification

We want to do as much as we reasonably can to enable communities to access the services and facilities that they need to use on a daily basis and to support businesses to thrive by enabling them to have access to the pools of labour that they require. But, we do not have unlimited resources or funds; even with any grants or awards of funding from the Government we are never likely to have sufficient funding to address every barrier to travel across Leicestershire.

We will therefore need to focus our attention on understanding communities' and businesses' needs (that is, those that are most essential) rather than wants (that is, non-essential or just desirable). And even then, it is likely that we will need to prioritise by place and/or by mode of transport.

Recognising our resource and financial constraints, it may be that in some cases the best option is for us to support a local body, such that they can deliver solutions. This could include seed monies to 'pump prime' the delivery of a solution, that is to provide a grant to get it started.

# Our Approach to Enabling Travel Choice for New Communities and Businesses

## Section Introduction

As the population of Leicestershire continues to grow, more homes and new jobs are required to meet people's needs.

We, Local Planning Authorities, developers and many other bodies have roles and responsibilities in seeking to provide the required new homes and jobs. But, they do not appear by 'magic' and cannot exist in splendid isolation; it is incumbent on all parties involved to seek to deliver new communities and places that are integrated into the surrounding world. Such that, occupiers of new homes can access the services and facilities that they are likely to need as part of their daily lives as easily and directly as possible; in some cases that might be by bringing a service or facility to those occupiers (meaning that they have a choice to walk or cycle) and in others it might be to seek to ensure that travel to those services and facilities is as safe and efficient as is reasonably possible, including by car. Also such that, new businesses have good access to people with the necessary skills and that a lack of travel choice is not a barrier to people having opportunities to access such jobs.

We support a 'vision-led' approach to planning for meeting people's future needs. To that end, the policies contained in this section provide the framework within which we will seek to work with other parties to deliver new communities and places, as illustrated in the diagram to the right, such that a 'vision-led' approach is well thought-through and justified in practical terms.

**Note:** The Department for Transport has recently made available a [lite version of its Connectivity Tool](#), which is available for use by anyone. The Government has recently consulted on a proposed major overhaul of the National Planning Policy Framework (NPPF), which if brought into effect

would see the use of the Tool become embedded in national planning policy. As and when an updated NPPF is published, we will review how to incorporate use of the Tool into the ETCS's policies. In the meantime, we expect Local Plan makers and developers to make use of the Tool to inform their work.

**Our LTP4**  
**Local Plans to demonstrate how they will help to deliver on its Core Themes and Policies**

**Local Plan Spatial Strategy and Policies**  
**Provides the foundation for place based planning (Place Visions)**

**Development Sites**  
**Bespoke 'Place Vision' which in turn drives the development of a bespoke 'Transport Vision'**

**Delivery of Place and Transport Visions**  
**Validation of the visions through delivery on the ground ('Monitoring and Management Strategy')**

## Policy 8

To enable the delivery of well-designed, sustainable and popular places, we will support Local Plans where:

- a) The Local Plan making authority (presently district councils in Leicestershire) has provided evidence to demonstrate an understanding of:
  - i) The access to day to day services and facilities needs of existing communities; and
  - ii) Any current barriers to communities' ability to access those needs.
- b) The Local Plan making authority can clearly demonstrate how it has responded to that evidence in:
  - i) Arriving at a Plan's proposed spatial strategy and site allocations, in particular to demonstrate how the Plan can help to address any current access to services and facilities barriers experienced by existing communities.
  - ii) Setting out a sufficiently clear and strong policy framework, including via general policies and through site specific policies as appropriate, that:
    - Sets out the visions for the new places that will be created, including to reflect an understanding as to where occupiers of those places are likely to look to in terms of accessing services and facilities that are most likely to be important to meeting their daily needs

- Is reflective of those visions, specifies how new communities will be required to be provided with appropriate, suitable and safe access to services and facilities, be that by requirements for on-site provision and/or through ensuring that they are truly connected to existing communities and the wider surrounding world by means of transport connectivity.
- c) In the case that a Plan includes clusters of proposed allocation sites or several sites along a key transport corridor, the Plan provides a sufficiently clear and strong policy framework:
  - i) To require their cumulative travel demand impacts to be assessed.
  - ii) To require those sites to be strategically master planned in coordination such as to promote the provision of services and facilities that would otherwise not be possible if the sites were to be considered individually and in isolation.
  - iii) That sets out a lawful approach to securing the funding of services, facilities and transport measures required to deal with the cumulative impacts.
- d) In the case that neighbouring Plans contain adjacent proposed allocation sites:
  - i) They are underpinned by evidence bases that are consistent in demonstrating the overall travel demand impacts, including cross-boundary (administrative 'boundary blind'), of the allocations as a whole.

- ii) The Plans demonstrate how they have responded to that evidence, including through:
- The inclusion of consistent clear and strong policy requirements for those sites to be strategically masterplanned in coordination such as to promote the provision of services and facilities that would otherwise not be possible if the sites were to be considered individually and in isolation.
  - A consistent and lawful approach to securing the funding of services, facilities and transport measures required to deal with the overall impacts of the allocations as a whole.
- e) It is demonstrated how the Plan will help to deliver on the Core Themes and Policies of our Local Transport Plan (LTP4).  
We will not support a Local Plan where it is not evidence-based and its policies are not justified, including where:
- f) The spatial strategy is being justified as sustainable simply because of proposed site allocations' geographic locations; and/or
- g) Whereby existing travel connectivity and transport choices for proposed allocation sites fail to provide appropriate, suitable and safe access to services and facilities that future occupiers of developments are most likely to require to access in meeting their daily needs; and/or
- h) Whereby the Plan fails to provide a sufficiently clear and strong policy framework to require and guide developers to bring forward proposals for improving travel connectivity and choices as part of overall 'Place Visions' and 'Transport Visions' for their sites.

### Justification

Local Plans are a fundamental element of the planning system; the National Planning Policy Framework (NPPF) sets out that the planning system should be genuinely plan-led and that transport issues should be considered from the earliest stages of plan-making. They set the template for how an area is to be developed and provide the policy framework by which land for development is brought forward and planning applications for new development will be considered and determined.

It is therefore vital that Local Plans provide a strong foundation for ensuring that new places are identified and delivered in such a way that maximises the ability of people to access services and facilities by a range of appropriate travel choices, in the interests of achieving sustainable and popular places, and the delivery of the overarching economic, social and environmental objectives of the planning system, as set out in the NPPF. And this must not be a theoretical box ticking exercise; evidence shows that Leicestershire's transport system is not capable of providing for the levels of car borne travel demand that it is predicted will be generated by the area's growing population. So, it is really important that through the planning system opportunities for bringing services and facilities to people are maximised, meaning that people have opportunities to walk and cycle or make just very localised car trips, as necessary.

However, maximising peoples' accessibility to services and facilities is not about a proposed Local Plan site allocation being sustainable simply, say, because it is served by a bus service, if the evidence demonstrates that service does not presently run to the range of places where future occupiers of the development are likely to want to access to meet their daily needs.

It is therefore really important that Local Plan making authorities consider existing and future communities facilities' and services' accessibility needs through the proposed allocation of sites, including how existing communities might benefit from access to new services and facilities provided as part of new development (and thereby improving peoples' choices of travel to access those by services and facilities). It is also really important too that Local Plans provide developers with policy clarity about requirements and expectations on and of them in respect of demonstrating how their proposed development will be connected to the surrounding world by transport. Without such, there is likely to be confusion and delays as and when a site is brought forward as a planning application.

Land use planning and transport planning should be truly integrated if wider benefits are to be achieved, including in terms of enabling travel choice. It is therefore important that Local Plans demonstrate how they will help to achieve wider objectives that reflect national policy, including the Government's Missions, the Integrated National Transport Strategy and the NPPF, and more locally the Core Themes and Policies of our LTP4.

### **Policies 9 to 15**

The following Policies 9 to 15 apply both to where sites are being promoted for inclusion in a Local Plan or are being brought forward or are intended to be brought forward as a planning application (and regardless of whether or not the site is a proposed or an actual Local Plan allocation site).

### **Policy 9**

To achieve a vision-led approach that is applied in context, well thought-through, and justified in practical terms, where the Leicestershire Highways Design Guide requires a Transport Assessment to be provided in support of a development proposal, we will expect developers to also provide a separate, site bespoke document ('Place Vision') that at the least:

- a) Explains the nature of their development proposal and how it relates to its surroundings, including its envisioned relationship with existing and future communities, places, services and facilities. This will need to include at least:
  - i) For residential developments, consideration of the places, facilities and services that occupiers of the proposed development are likely to need to access as part of their daily lives, including to identify any new provision that it is intended will form part of the development.
  - ii) For employment and mixed use developments including employment elements, consideration of where workers are likely to be drawn from, relative to an understanding of the skills required (especially where co-location of new homes and jobs is being cited as sustainable development).
- b) Sets out the extent to which existing transport provision and/or how transport proposals for connecting the development to the surrounding world aligns with its envisioned relationship with existing and future communities, places facilities and services, and labour pools.
- c) Explains how any new transport provision and/or proposed new facilities and services that are to be delivered in support of the new development is/are proposed to be phased relative to site delivery considerations, including viability.

## Policy 10

In developing their 'Place Vision' we will:

- a) Expect developers to consider how facilities and services that are to be provided as part of a new development might help to meet (as evidenced) existing and future communities' needs.
- b) Expect the developer to demonstrate how it will help to deliver on the Core Themes and Policies of our Local Transport Plan (LTP4).
- c) Encourage and support developers to propose services, facilities and transport provision that would help to meet existing communities' needs where that would remove existing car borne trips from the road network serving the development in order to make space for new (as evidence to be unavoidable and necessary) car borne trips that will be generated by the proposed development.

### Justification

The NPPF embeds the principle of a vision-led approach to transport planning, and we support this. But, every location for new development is different. Thus, attempting to impose a generic one-size-fits all approach to understanding peoples' facilities and services access needs, and thus by extension their travel needs, is not appropriate.

Thus, for a vision led approach to be applied in context, it is really important that we are able to understand what a proposed new place is intended to be. For example, is it intended to be a brand new standalone place with plenty of onsite facilities and services that will help to meet many of the daily needs of its occupiers (and possible needs of existing communities, too)? Is it seeking to bolster the economy and vitality of a town? Or, is it too small to be a standalone place and will therefore need strong societal and economic relationships with the world around it? Or, is an employment

proposal seeking to play a role in helping to upskill the local workforce or that requires particular skill sets that are not readily available in the immediate area?

'Place Visions' flow from a vision led approach and demonstrate the application of the approach in context. We expect them to be site bespoke and to be genuine and realistic about relationships with the surrounding world and to draw on available evidence, including the views of local communities. That is vital, because the vision for the place is the bedrock for understanding, amongst other things, where people might want to travel to (forecast travel demands) in the surrounding world to access services and facilities to meet their day to day needs. By extension this will enable us to understand:

- Whether existing transport provision serving the site aligns to the sites forecast travel demands, for example by places accessed or by distance.
- How any proposed transport provision has been tailored to align with the forecast travel demand.
- The extent to which any need to phase the delivery of proposed transport (or other facilities and services) provision might impact on the achievement of the 'Place Vision' in practice.

Land use planning and transport planning should be truly integrated if wider benefits are to be achieved, including in terms of enabling travel choice; it is therefore important that new development demonstrates how it will help to achieve wider objectives that reflect national policy, including the Government's Missions, the NPPF, the Integrated National Transport Strategy and more locally the Core Themes of our LTP4.

Ensuring that there is clarity and agreement between ourselves and developers is really important, as it will help us to ensure that the process for assessing the proposed development's travel demand impacts can be completed as quickly and efficiently as reasonably possible.

## Policy 11

Where in accordance with the requirements of the Leicestershire Highways Design Guide a transport assessment is required in support of a development proposal we will expect that the assessment will at the least:

- a) Reflect the bespoke 'Place Vision' for the proposed development.
- b) Evidence the travel demands and patterns forecast to be generated for all modes relevant to the proposed development, reflective of the nature of the place that is to be created and its envisioned relationship with the surrounding world.
  - i) As a minimum, forecast travel demands and patterns are to be presented in terms of mode type, quantum, distribution and trip length.
- c) Aligned to the forecast travel demand, sets out clear and realistic proposals as to how the occupiers of the new development will be connected to the surrounding world, in other words a practical, mapped vision ('Transport Vision') demonstrating how the development will be integrated in transport terms to the surrounding world by all relevant and appropriate modes of travel.
  - i) We will normally expect at least an initial 'Transport Vision' to be prepared to inform any strategic transport modelling of a development proposal, as required in accordance with the Leicestershire Highways Design Guide.

- d) Where the achievement of the 'Transport Vision' in practice has a reliance (in full or in part) on existing transport provision:
  - i) Demonstrate that that provision is appropriate, suitable and safe to accommodate the travel demand forecast to be generated; and where not
  - ii) Identify how it is proposed to improve the existing provision to an appropriate, suitable and safe standard relevant to the forecast travel demand and residual impact of the development.
- e) Where the achievement of the 'Transport Vision' in practice has a reliance (in full or in part) on new transport provision:
  - i) Identify specific appropriate, suitable and safe proposals that are to be delivered in conjunction with the proposed development.
- f) Reflect any phasing proposals for the proposed development.

A 'vision-led' approach needs to be well thought-through and justified in practical terms. So, we will not agree to transport assessments that:

- g) Are based on a generic application of a vision-led approach; and/or
- h) Are based on a non-bespoke, generic 'Place Vision'; and/or
- i) Are solely about demonstrating whether there is sufficient peak hour capacity for the road network to accommodate the forecast traffic generated by the proposed development (albeit that might still be an important consideration in some cases); and/or

- j) Cite existing transport provision, such as existing footways or cycleways or passenger transport services, as justifying why a location or development is sustainable in transport terms where there is no evidence to support that the provision is appropriate, suitable and safe to provide occupiers with access to the range of services and facilities that they are likely to need to use to meet the needs of their daily lives (residential developments) or for potential workers to access the location (employment developments or mixed use developments including employment elements).
- k) Are based on modal shift assumptions/targets that fail to reflect the 'Place Vision' or 'Transport Vision' and/or are out of kilter with existing or proposed transport provision.

## Policy 12

Where in accordance with the requirements of the Leicestershire Highways Design Guide a travel plan is required in support of a development proposal we will expect that it will at the least:

- a) Reflect the bespoke 'Place Vision' for the proposed development.
- b) Capture the relevant aspects of transport provision as determined through transport assessment work carried out in accordance with Policy 11.

A 'vision-led' approach needs to be well thought-through and justified in practical terms. So, we will not agree to travel plans that:

- c) Are based on a non-bespoke, generic 'Place Vision' and/or
- d) Are based on generalisms as to the approach to promoting the use of active and sustainable travel modes.
- e) Are based on modal shift assumptions/targets that fail to reflect the 'Place Vision' or 'Transport Vision' and/or are out of kilter with existing or proposed transport provision.

### Justification

The NPPF was first published in 2012 and had the creation of sustainable development at its heart. Despite that, research shows that car dependency of new homes has increased in every region of England (save for London) over the past 15 years.

Given the geographic nature of Leicestershire, car travel may be the only present choice of travel for some people. But, if future new development continues to perpetuate the car dependency trend the road network will become ever more congested, making Leicestershire an increasingly unattractive place to live in and to do business in.



In order to understand what genuine and realistic travel choices are or might be available to occupiers of a new development, it is really important to understand forecast travel demand and how that demand might be broken down by direction, distance and time of day. For example, if an existing or proposed facility or service is within 5km travel distance then for most people that would open up the choice of being able to walk or to cycle to it, providing that there is a route that is of an appropriate, suitable and safe standard. Conversely, if access is needed to services and facilities that are 20km or more away, the predominant travel choice is likely to be the car.

Mapping out a Transport Vision provides a clear and easy way to understand how existing transport provision might align to the forecast travel demands and patterns and to be able to identify where:

- Improvements are required to existing provision to achieve the ‘Place Vision’ and ‘Transport Vision’ in reality (that is, to validate them); and/or
- New provision is required likewise to achieve the Visions.

To seek to maximise travel choice, it is no longer appropriate to focus solely on journeys to work (which typically take place in the traffic ‘peak hours’), because people need to or might seek to access services and facilities throughout the day. Thus, transport assessments need to be more comprehensive in their consideration of travel demands and patterns and in considering how such might be met and provided for across a day, including through the improvement of existing or provision of new transport provision as necessary to deliver the ‘Place’ and ‘Transport’ Visions in reality.

## Policy 13

We will encourage and support developers to undertake early discussions with third parties where the achievement in practice of a ‘Transport Vision’ in practice (that is, to validate the Vision) is reliant on something that is within the gift of another party to deliver (such as National Highways). We will expect that party to engage positively and proactively in seeking to enable the delivery of the ‘Transport Vision’ in practice.

Where it becomes apparent that another party is unwilling or unable to deliver an element essential to the delivery of a ‘Transport Vision’, we will work with developers as they revise the ‘Vision’ and to understand any consequential implications.

### Justification

We recognise that there might be circumstances where another body, such as National Highways, might need to be responsible for taking forward the delivery of an essential element of the ‘Transport Vision’ for a proposed development. Thus, we will seek to support developers in engaging with such bodies such that the ‘Transport Vision’ is achievable in practice.

But where all best efforts fail, we will look to the developers to adapt and amend their ‘Transport Vision’ and as necessary the ‘Place Vision’, too, to reflect changed circumstances. (And to make amendments to the transport assessment and its conclusions, and to a proposed travel plan as appropriate.)

## Policy 14

To accompany the 'Place Vision' and 'Transport Vision', we will expect developers to also provide details as to how the delivery of those Visions will be monitored (validated) in practice ('Monitoring and Management Strategy' - MMS). We will expect the MMS at the least to:

- a) Span the entire lifetime of a development, in other words from planning application preparation, and submission, granting of consent, on site delivery through to final build out and completion of the site.
- b) Cover all aspects of the development and its delivery that through the 'Place Vision' have been identified as being essential to achieving the Vision in practice (that is, to validate the vision).
- c) Cover all aspects of the 'Transport Vision'.
- d) To identify and 'fix' key milestones against which the delivery of the 'Visions' in practice can be assessed.
  - i) For larger sites, that will be deliverable over many years, it will be appropriate to include a 'Visions' review milestone, this as a sense check that the Visions remain valid in the light of changing circumstances in the surrounding world.
- e) Set out proposals for corrective actions by the developer in the event that either one or both of the 'Visions' is failing to be delivered in practice (that is, not being validated in practice).

## Policy 15

Throughout the lifetime of a development, we will seek to take all necessary, reasonable steps to ensure that the 'Place Vision' and 'Transport Vision' are delivered on the ground in practice (that is, are validated). We will do this including, through:

- a) Working with Local Plan making authorities to ensure that Local Plans provide the necessary policy framework for achieving such.
- b) Working with Local Planning Authorities to agree and secure appropriate planning conditions and/or planning obligations.
- c) Our role to:
  - i) Approve works to create new highway expected to be adopted by us as the Local Highway Authority; and/or
  - ii) To approve works on the existing public highway.
- d) The agreed Monitoring and Management Strategy (as secured by condition or obligation).

### Justification

Having Visions for a place and for transport will mean nothing if they are just simply 'paper exercises'; they need to be brought to life in reality.

It is therefore really important that requirements for achieving them in reality are embedded in planning policy and secured through the planning application process.

It also vital that we are able to monitor and understand how a development is coming forward in reality to ensure that the Visions are validated in practice.

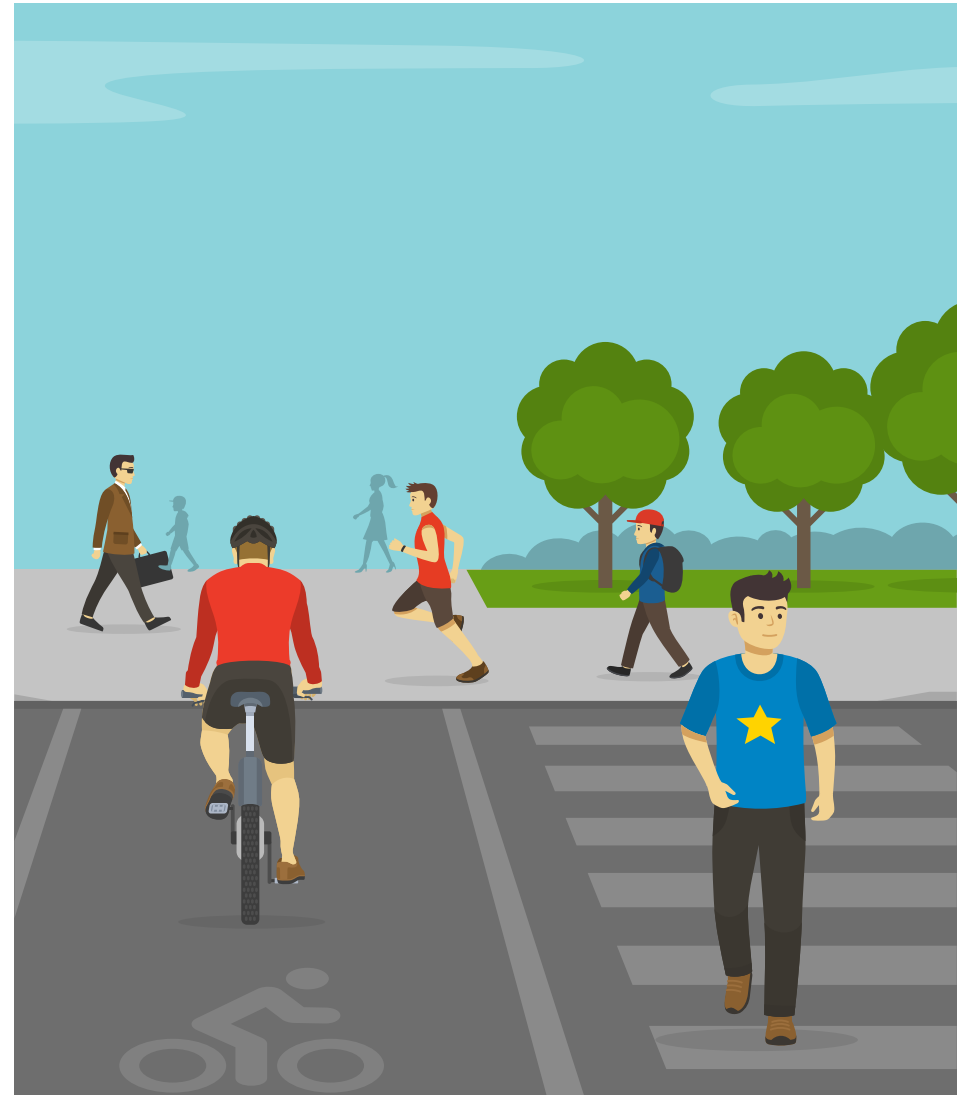
Given how fundamental the Visions are to assumptions about how occupiers might need to travel and by what choice of mode, it is important that the Visions are adhered to throughout the lifetime of a development's delivery and that there are measurable ways to assess this.

In respect of the 'Place Vision,' adherence includes the delivery of any facilities and services essential to its validation and in accordance with agreed timescales and phasing.

In respect of the 'Transport Vision,' adherence to it includes the delivery of any improvements to existing transport provision and any delivery of new transport provision essential to its validation and in accordance with agreed timescales and phasing.

In the event that at any stage in the development's lifetime there are evidenced circumstances as to why one or both of the 'Place Vision' or 'Transport Vision' cannot be or are not being delivered as originally envisioned, then it will be important to have a pre-identified and agreed corrective actions; in some cases those actions might be in respect of the provision of further transport interventions, but in other cases it might be reasonable and appropriate to enhance the nature or range of facilities on a site to promote shorter distance trips that can be undertaken by foot or on bike.

In this way, delays to the progress of a development's delivery should be kept to a minimum. This includes changes in the surrounding world that might impact on the Visions' delivery, which might include, for example, technological changes or impacts of national Government policy.



# Defining and Understanding ‘Successful’ Strategy Delivery - Achieving ‘Results’

## Section Introduction






Our LTP4 Core Document sets out the overall approach to monitoring its delivery, including through ‘Monitoring Our Success’. This document will set out the core Key Performance Indicators and Performance Indicators that will be used to assess the success of our full LTP4 Core Document and will be developed and implemented under Phase 3 of the LTP4 development. While this is developed, a series of indicators have been identified to assess the progress of the LTP4 Core Document. These will be utilised alongside any monitoring requirements and outputs associated with awards of funding from the Government (or awarded by any bodies responsible for distributing Government funding). Monitoring will also include the roll-out of the focused strategies, County Strategic Transport Investment Plan and Multi Modal Area Investment Plans and delivering improvements and wider benefits for our communities.

## Our approach to monitoring the delivery of the ETCS

Within the overall LTP4 monitoring framework, we will develop proposals for monitoring the benefits of implementing the ETCS. Those proposals will be built around an approach that is not about setting modal shift or change targets, but rather is about:

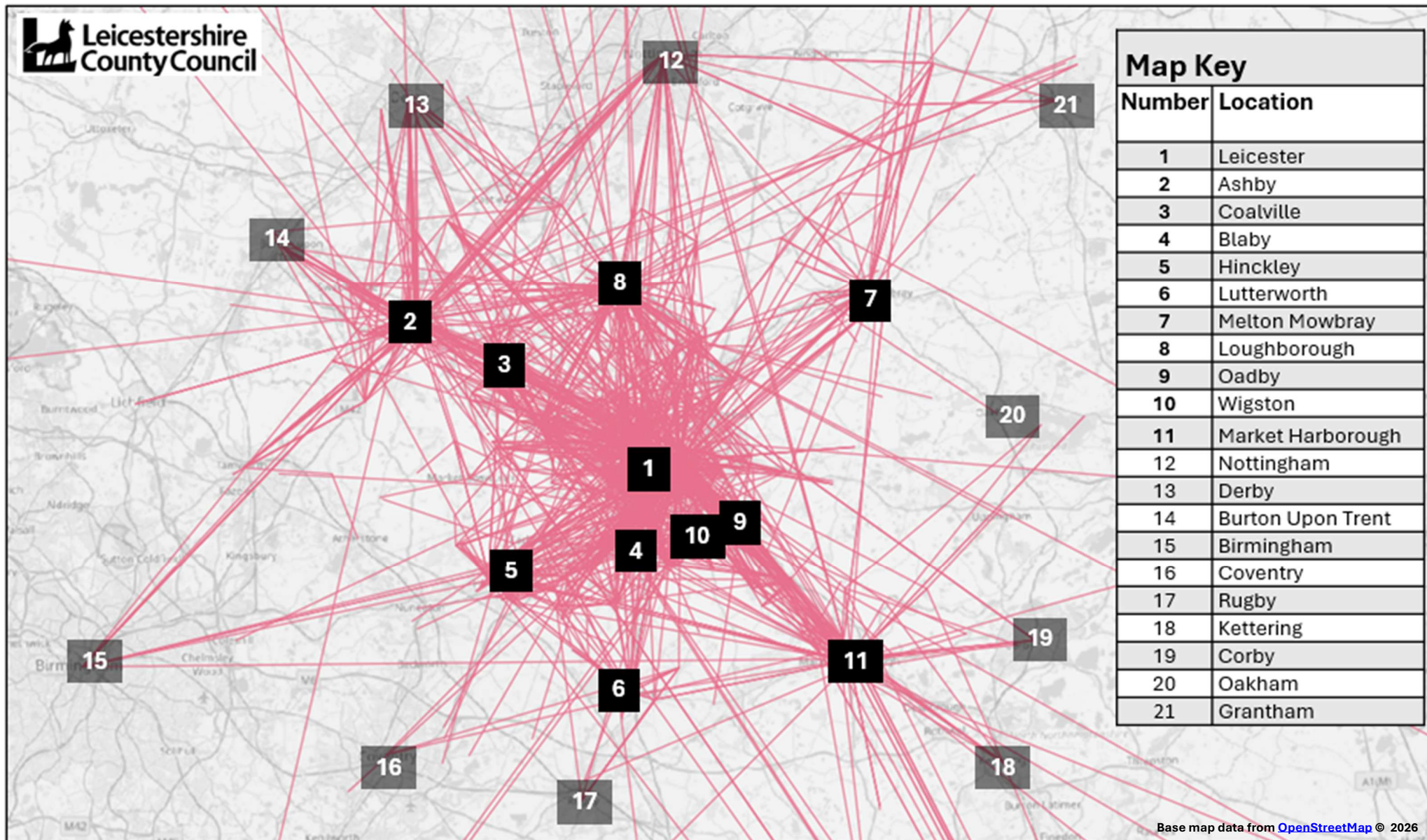
- Understanding changes (improvements) to places connectivity, using the Department for Transport’s Connectivity Tool.
- The use of place surveys, for example of residents and businesses.
- Measuring outputs, for example numbers of places engaged with; new services designed; pilot projects undertaken; new footways delivered; or passenger transport services provided.

- Using a continuous, regularly updated and reprofiled/refocused Social Pinpoint facility available on our website.
- Over the long term, understanding changes in the health of a place, or changes in social inclusion, education attainment, etc.

	<b>Life expectancy</b> <b>Levels of physical activity</b> <b>Modal share transport data</b> <b>Public health indicators</b>
	<b>Travel and journey data</b> <b>Air quality levels</b> <b>Water quality levels</b> <b>Biodiversity indicators</b>
	<b>Economic growth indicators</b> <b>Housing delivery</b> <b>Education and skill levels</b>
	<b>Modal share data</b> <b>Journey time data</b> <b>Maintenance and renewal indicators</b> <b>Transport network incidents</b>
	<b>Transport solution delivery</b> <b>Carbon production levels from transport</b> <b>Time and cost saving</b>



APPENDIX B



65

Figure 1: Big Travel Survey data - showing journey start and end points within Leicestershire and surrounding urban areas (partial data set)

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**HIGHWAYS, TRANSPORT AND WASTE OVERVIEW AND SCRUTINY  
COMMITTEE - 4 JUNE 2026**

**FOOD WASTE COLLECTION AND DISPOSAL**

**REPORT OF THE DIRECTOR OF GROWTH, ENVIRONMENT AND  
TRANSPORT**

**Purpose of the Report**

1. The purpose of this report is to provide the Highways, Transport and Waste Overview and Scrutiny Committee with a summary of the introduction, current implementation and planned rollout of household food waste collections in Leicestershire, and the County Council's role as Waste Disposal Authority.

**Policy Framework and Previous Decisions**

2. The Committee previously considered a summary paper on waste reforms, collectively known as the Collection and Packaging Reforms (CPR) on 6 November 2025.
3. CPR support the objectives of the Council's Environment Strategy 2018-2030 and the 'Clean and Green' outcome within the Council's Strategic Plan 2022-2026.
4. The management of municipal waste in Leicestershire is undertaken by Leicestershire County Council (as the Waste Disposal Authority (WDA)) and the seven district councils (as Waste Collection Authorities (WCAs)). WCAs provide kerbside collections of residual waste and recycling from households. As a WDA, the Council provides recycling, composting, treatment and disposal outlets for waste collected across the County by the WCAs and operates 13 Household Waste Recycling Centres for residents to use.
5. The Leicestershire Resources and Waste Strategy 2022-2050 considered the potential forthcoming legislative changes, and these are reflected accordingly within the Strategy, which was produced by the Leicestershire Waste Partnership (the County Council and the seven Leicestershire district councils).

**Background**

6. Legislation in the Environment Act 2021 enables waste reforms such as a consistent set of recyclables through Simpler Recycling, including a weekly food waste collection, a Deposit Return Scheme for single use drinks containers and Extended Producer Responsibility for packaging which makes the producers pay the full net costs of managing packaging, including the recycling and disposal. The Act supports

transition to a more circular economy, incentivising people to recycle more, encourages businesses to provide more sustainable packaging and supports the achievement of a national 65% recycling target for municipal waste by 2035.

7. The requirement for weekly household food waste collection forms part of the Government's Simpler Recycling requirements (published by DEFRA in November 2024). From 31 March 2026, WCAs must meet the household recycling requirements, including weekly food waste collection, unless a statutory transitional arrangement applies. The Environment Act 2021 (Commencement No.9 and Transitional Provisions) Regulations 2024 set out transitional arrangements for specified authorities. Officers understand that no statutory transitional arrangement applies to the Leicestershire WCAs, but each WCA remains responsible for confirming and meeting its own statutory obligations.

### **Disposal Arrangements**

8. The district councils are responsible for kerbside collection of food waste, but as a WDA, the County Council will need to be able to accept and treat the collected food waste. The statutory duty to arrange kerbside household waste collection rests with the relevant WCA; the County Council's role is as WDA for treatment, transfer and disposal arrangements for waste delivered to it.
9. The collected food waste is put through a process called anaerobic digestion (AD) where the food waste is broken down to produce biogas and biofertiliser. The process happens in the absence of oxygen in a sealed oxygen free tank called an anaerobic digester. The biogas created naturally in the sealed tanks is used as a fuel in a combined heat and power unit to generate renewable energy, i.e. electricity and heat. In some facilities the biogas is cleaned and subsequently fed into the national grid. What is left in the process is a nutrient rich biofertiliser which is pasteurised to kill any pathogens and often spread on farmland in place of fossil fuel derived fertilisers. AD is the Government's preferred method of treating separately collected food waste (further information is given in the appendix to this report).
10. Ideally, most district councils will deliver their food waste directly to an AD provider eliminating the need for the County Council to transfer the food waste. However, this will not be possible for all the district councils due to geographical and operational reasons.
11. Where the County Council does transfer the food waste, the district councils will deposit it at one of the Waste Transfer Stations and the County Council will transport it to the AD provider.
12. Three contracts are currently secured for AD capacity. Additional AD capacity could be sought where it is cost effective and needed.

### **District Council Collection Arrangements**

13. To date, three district councils have started to collect food waste: Hinckley and Bosworth Borough Council, Blaby District Council and Oadby and Wigston Borough Council (see Table 1 below). The remaining district councils are due to roll out by November 2026 apart from Melton Borough Council which is seeking alternative arrangements. The former Leader of Melton Borough Council gave an update on the

implementation of food waste collections in Melton at a Council meeting on 12 February 2026 and has advised DEFRA of the intention to delay the roll out due to concerns regarding the financial settlement and delays in funding announcements.

14. The dates in Table 1 are reported WCA implementation dates. Table 1 - Reported WCA Food Waste Collection Rollout Dates

<b>Waste Collection Authority</b>	<b>Food Waste Collection Roll Out Date</b>
Blaby District Council	Started - 30 <sup>th</sup> March 2026
Charnwood Borough Council	Summer 2026
Harborough District Council	2 <sup>nd</sup> November 2026
Hinckley and Bosworth Borough Council	Started - March 2026
Melton Borough Council	Anticipate April 2028
North West Leicestershire District Council	Likely November 2026
Oadby and Wigston Borough Council	Started - 30 <sup>th</sup> March 2026

15. The district councils will provide each household with a small kitchen caddy (7 litres) for use inside the house and a bigger outdoor caddy (23 litres) for placing next to the wheelie bin on a usual day for collection. There is no statutory requirement for caddy liners to be provided to households or for them to be used. However, local guidance encourages liners to help keep caddies clean. Current Leicestershire guidance states that any non-black bag/liner is acceptable, subject to local WCA guidance. However, as all bags are removed during processing, residents can use any type of bag (paper, plastic, compostable etc) as a caddy liner, with the exception of black / dark grey plastic bags which can be more difficult for processing equipment to remove.
16. Rolling out food waste collections at scale requires new vehicles, containers and specialist equipment as well as public communication campaigns and confirmed treatment capacity and this has therefore led to a delay in roll out in some instances.

### **What Can and Cannot be Collected**

17. All food waste can be recycled including the following:

- Dairy
- Fish
- Fruit and vegetables
- Meat and bones
- Bread and pastries
- Tea and coffee grounds
- Rice, pasta and beans
- Ready meals removed from their packaging
- Pet food

18. Items which cannot be put in the food caddy include:

- Packaging of any kind
- Liquids
- Oil or liquid fat
- Compostable packaging
- Coffee pods

- Pet waste/faeces
- Garden waste and flowers

19. Unless local WCA guidance says otherwise, residents should follow the collection instructions issued by their WCA. (More information can be found at [Waste and recycling | Leicestershire County Council](#)).

### **Performance**

20. Separate collection of food waste in England has increased since 2010, but the tonnage collected has been relatively small at 386,000 tonnes in 2017. Government analysis shows that if local authorities provide all households, including flats and communal properties, with a separate food waste collection service, this would increase the amount of food waste collected by 1.35m tonnes by 2029: an increase in the household recycling rate in England by approximately five percentage points. The current recycling rate for Leicestershire is 43.4% (over a 12-month rolling period up to and including Quarter One 2025/26).
21. A recent compositional analysis (October 2025) of Leicestershire’s residual (black bin) waste found that food made up the largest proportion of residual waste across all samples, accounting for 26%. Of the food waste identified, 66% was classified as avoidable, with most consisting of cooked or prepared food, either loose or still in its original packaging.
22. For the 2025/26 financial year, the County Council treated 342.7 tonnes of food waste comprising 107 tonnes of trade food waste from Hinckley and Bosworth Borough Council and 235.7 tonnes of kerbside food waste from North West Leicestershire District Council as part of its food waste trial. Based on Waste and Resources Action Programme (WRAP) data analysis, the indicative annual food waste collection yield per household in the UK, when a separate, weekly service is provided, is estimated to be around 78 kg per household per year or approximately 1.5 kg per household (hh) per week.

Table 2 - Forecast tonnage for the first four years of the service

<b>Year</b>	<b>2026/27 (Yr 1)</b>	<b>2027/28 (Yr 2)</b>	<b>2028/29 (Yr 3)</b>	<b>2029/30 (Yr 4)</b>
Tonnage	<10,000	14,500	16,000	16,000

\*Note: Forecast tonnages are indicative and subject to actual WCA rollout dates, resident participation, contamination and operational arrangements.

23. By following the waste hierarchy, households and businesses can ensure they use the most environmentally friendly way to manage their food waste. It is important to emphasise that avoiding and preventing food waste wherever possible is always the best option – recycling avoidable food waste does not justify creating it in the first place. WRAP’s ‘Love Food Hate Waste’ campaign aims to help citizens waste less food by making the most of the food available and the Council’s Less Waste website provides additional information to support prevention and reduction of food waste.

### **Previous Consultation**

24. The Leicestershire Resources and Waste Strategy consultation was carried out between 31 January 2022 and 25 April 2022 and found that respondents were generally positive on the introduction of food waste collections (65% of respondents stated they did not see any barriers to participating in a weekly food waste collection service) but there were concerns raised of how it would work in practice, e.g. relating to bad odours and mess.
25. The concerns raised around smell and pests can be alleviated by emptying and washing the caddy regularly and if using liners, to tie them up. Both indoor and outdoor caddies have a lid, and the outdoor caddy has a sealable lockable lid which will stop smells getting out and anything getting in.

### **Resource Implications**

26. Financial implications for food waste have been reviewed as part of the 2026/27-2029/30 Medium Term Financial Strategy (MTFS) process. Food waste collected separately is expected to present a saving because gate fees for AD are generally more favourable than gate fees for residual waste treatment and disposal, including Energy from Waste. The WCAs all received grant funding from the Government for the introduction and implementation of mandatory food waste collections. WDAs did not receive equivalent funding as the reduction in disposal gate fees is expected to generate financial savings. This is on the basis of modelled participation in the schemes. The savings are modelled and depend on actual WCA rollout dates, participation, tonnage captured, contamination levels, transfer requirements and treatment gate fees.

Table 3 - Updated savings profile

	<b>2026/27 £000</b>	<b>2027/28 £000</b>	<b>2028/29 £000</b>	<b>2029/30 £000</b>
Food Waste Implementation	-260	-575	-670	-670

27. Total capital expenditure for food waste in 2025/26 was £82,000, with £155,000 expected to be spent in 2026/27. A total of £1,139,000 is included within the 2026-2030 MTFS.
28. The Director of Corporate Resources and the Chief Legal Officer and Monitoring Officer have been consulted on this report.

### **Legal Implications**

29. The statutory duty to arrange household waste collection, including weekly food waste collections where required, rests with the relevant WCA under the Environmental Protection Act 1990 as amended by the Environment Act 2021. The County Council is the WDA and is responsible for arranging treatment, transfer and disposal capacity for waste collected by WCAs and delivered to it. The report should not be read as confirming the lawfulness of any WCA rollout date after 31 March 2026 unless that WCA has a valid statutory transitional arrangement or other lawful basis.

## **Risk Implications**

30. The principal legal and operational risk relates to implementation dates for WCA food waste collection services after 31 March 2026. The statutory duty to arrange household food waste collection rests with the relevant WCA. Where a WCA implementation date is after 31 March 2026, the relevant WCA should confirm the statutory basis for that date, including whether a valid transitional arrangement applies. There are also financial and operational risks if participation, tonnage, contamination levels, treatment capacity, transfer requirements or gate fees differ from the assumptions used in the MTFs modelling.

## **Conclusions**

31. Members are asked to note the report and the ongoing implementation and operational position described.

## **Background Papers**

24 April 2023 – Cabinet – Leicestershire Resources and Waste Strategy 2022-2050  
<https://democracy.leics.gov.uk/ieListDocuments.aspx?CId=135&MID=7075#A174545>

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

6 November 2025 – Highways, Transport and Waste Overview and Scrutiny Committee – Collection and Packaging Reforms  
<https://democracy.leics.gov.uk/documents/s192696/FINAL%20Collection%20and%20Packaging%20Reforms%20061125.pdf>

Defra, Simpler recycling: household recycling in England  
<https://www.gov.uk/guidance/simpler-recycling-household-recycling-in-england>

Defra, Simpler Recycling in England: policy update  
<https://www.gov.uk/government/publications/simpler-recycling-in-england-policy-update/simpler-recycling-in-england-policy-update>

The Separation of Waste (England) Regulations 2024  
<https://www.legislation.gov.uk/uksi/2024/666/contents>

The Environment Act 2021 (Commencement No. 9 and Transitional Provisions) Regulations 2024  
<https://www.legislation.gov.uk/uksi/2024/639/contents/made>

## **Circulation under the Local Issues Alert Procedure**

32. None.

### **Equality Implications**

33. There are no direct equality implications arising from this report, which is for noting. However, the implementation of household food waste collections may have practical impacts for some residents, including disabled residents, older residents, residents in flats or communal properties and residents with limited storage space. WCAs are responsible for resident-facing service design, communications and any equality impact assessment required for their collection arrangements. The County Council should continue to support accessible communications through the Leicestershire Waste Partnership where appropriate.

### **Human Rights Implications**

34. There are no human right implications arising from this report, which is for noting. Operational service decisions by WCAs should remain proportionate and compatible with Convention rights where engaged.

### **Environmental Implications**

35. Separate collection and AD treatment of food waste can reduce the amount of biodegradable waste in residual waste treatment/disposal routes, generate renewable energy and produce digestate capable of use as fertiliser where regulatory and quality requirements are met. It lowers disposal costs and promotes a circular economy by turning waste into valuable resources. The Government's preference is for food waste to be collected for treatment by AD, which presents the best environmental outcome for the treatment of unavoidable food waste, due to the generation of biofuel and digestate. This digestate can be spread to land, ensuring nutrients are recycled, creating a more circular economy. The environmental benefits depend on effective participation, low contamination, appropriate transfer distances, treatment at permitted facilities and compliant use of digestate.

### **Appendix**

Anaerobic Digestion Process Summary

#### **Officers to Contact**

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## The Anaerobic Digestion Process

Anaerobic digestion is a process in which bacteria break down organic matter, such as animal or food waste, without oxygen to produce biogas and digestate which is a nitrogen rich fertiliser. This process takes place in a sealed, oxygen free tank called an anaerobic digester (AD). As the bacteria consume the organic waste, they give off biogas (typically around 60% methane (the primary component of natural gas) and 40% carbon dioxide) which rises to the top of the digester. The solid content of the food waste falls to the bottom of the digester and this is extracted to make a nutrient-rich organic fertiliser.

In simple terms, the system is much like a huge stomach, and, like all stomachs, it requires regular feeding and a healthy balanced diet. To provide just the right recipe for the bacteria, the food must be prepared and have any packaging removed.

All packaging including plastic, foil, cartons and composites should not go into the digester and so have to be mechanically separated from the organic material by de-packaging. This process is part of the pretreatment stage of AD together with blending, screening and removal of contaminants such as grit.

The biogas produced in the digesters during the process can be used as a fuel in a combined heat and power unit to generate renewable energy such as electricity and heat or upgraded through cleaning and subsequently fed into the national grid. The digestate (biofertiliser) is pasteurised to kill any pathogens before being used on farms instead of chemical fertilisers.

The Government, Defra, Welsh Assembly, Scottish Parliament, Friends of the Earth and National Farmers Union recognise AD as one of the best methods for food waste recycling and dealing with farm waste and sewage sludge.

The AD process is presented below.

