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Bill Cullen MBA (ISM), BA(Hons) MRTPI
Chief Executive

Date: **11 November 2025**

Hinckley & Bosworth
Borough Council

To: Members of the Executive

Cllr SL Bray (Chair)
Cllr MC Bools (Vice-Chair)
Cllr MB Cartwright
Cllr WJ Crooks
Cllr L Hodgkins
Cllr KWP Lynch
Cllr MT Mullaney

Copy to all other Members of the Council

(other recipients for information)

Dear member,

There will be a meeting of the **EXECUTIVE** in the De Montfort Suite, Hinckley Hub on **WEDNESDAY, 19 NOVEMBER 2025** at **6.30 pm** and your attendance is required.

The agenda for the meeting is set out overleaf.

Yours sincerely

RKOwen

Rebecca Owen
Democratic Services Manager

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- **Do not** stop to collect belongings.

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Thank you

EXECUTIVE - 19 NOVEMBER 2025

A G E N D A

1. **APOLOGIES**

2. **MINUTES (Pages 1 - 4)**

   To confirm the minutes of the meeting held on 24 September 2025.

3. **ADDITIONAL URGENT BUSINESS BY REASON OF SPECIAL CIRCUMSTANCES**

   To be advised of any additional items of business which the Chair decides by reason of special circumstances shall be taken as matters of urgency at this meeting.

4. **DECLARATIONS OF INTEREST**

   To receive verbally from Members any disclosures which they are required to make in accordance with the Council's code of conduct or in pursuance of Section 106 of the Local Government Finance Act 1992. **This is in addition to the need for such disclosure to be also given when the relevant matter is reached on the agenda.**

5. **QUESTIONS**

   To hear any questions in accordance with Council Procedure Rule 12.

6. **ISSUES ARISING FROM OVERVIEW & SCRUTINY**

   (If any)

7. **EXTENDED PRODUCER RESPONSIBILITY FUNDING (Pages 5 - 12)**

   To provide an update on the packaging extended producer responsibility funding (pEPR) from Defra.

8. **LOCAL GOVERNMENT REORGANISATION PROPOSAL (Pages 13 - 28)**

   To seek approval of the local government reorganisation proposal for Leicester, Leicestershire and Rutland.

9. **ANY OTHER ITEMS OF BUSINESS WHICH THE CHAIR DECIDES HAVE TO BE DEALT WITH AS MATTERS OF URGENCY**

   As announced under item 3.

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HINCKLEY AND BOSWORTH BOROUGH COUNCIL

EXECUTIVE

24 SEPTEMBER 2025 AT 6.30 PM

PRESENT: Cllr SL Bray - Chair

Cllr MB Cartwright, Cllr WJ Crooks, Cllr L Hodgkins, Cllr KWP Lynch and Cllr MT Mullaney

Officers in attendance: Ashleigh Brightmore, Bill Cullen, Paul Grundy, Madeline Shellard, Sharon Stacey, Rebecca Valentine-Wilkinson, Julie Kenny and Angela Egan

170. **Apologies**

Apologies were received from Councillor Bools.

171. **Minutes**

It was moved by Councillor Bray, seconded by Councillor Crooks and

RESOLVED – the minutes of the meeting held on 18 June be approved as a correct record.

172. **Declarations of interest**

No interests were declared at this stage.

173. **Warm Welcome Report 2024-25**

Members were presented with a report which detailed work undertaken in response to the cost-of-living crisis through the Warm Welcome project and the key achievements undertaken during the winter season 2024/25.

Members congratulated officers and thanked them for their work on this initiative, that had culminated in work undertaken right across the Borough.

It was moved by Councillor Mullaney, seconded by Councillor Bray and

RESOLVED –

(i) That members acknowledged and endorsed the contents of the report.
(ii) That members acknowledged the extensive work undertaken to co-ordinate the work across the Borough in relation to Warm Welcomes.
(iii) That members noted the recent submission to the Association of Safety and Compliance Professionals, Safety & Compliance Awards, which culminated in the Warm Welcome work being highly commended in the category 'Best Initiative to Combat Fuel Poverty Crisis.'

174. **Heritage Strategy update**

Members received a report which presented the proposed Heritage Strategy 2025-2029 and accompanying background and action plan document.

Members thanked officers for their work on this strategy.

It was moved by Councillor Bray, seconded by Councillor Crooks and

RESOLVED – that the Heritage Strategy and accompanying background and action plan guide conservation and heritage activities in the Borough over the next five years is endorsed.

175. **Council Housing Service Rent Policy**

Members were presented with the revised draft Council Housing Rent Collection policy.

They key policy areas included:-
- Rent Setting
- Service Charge
- Rent Collections and Arrears Management
- Former Tenant Arrears Recovery
- Monitoring and Reporting
- Tenant Engagement.

It was moved by Councillor Mullaney, seconded by Councillor Crooks and

RESOLVED –
(i) That Executive noted the report and accompanying policy.
(ii) That Executive endorsed a period of tenant consultation.
(iii) That Executive supported the delegation of authority to the interim Director of Community Services and the Executive Member for Housing & Community Safety to make any amendments to the policy arising from the consultation and to agree an implementation date, following tenant consultation.

176. **Homelessness Prevention policy**

Members were presented with the Homeless Prevention Policy Implementation report. The aim of the policy was to set out clear prevention tactics available to the service to present people becoming homeless and assist in getting cases moved on from temporary accommodation.

It was moved by Councillor Mullaney, seconded by Councillor Crooks and

RESOLVED – that the Homelessness Prevention policy be approved.

177. **Afghan Resettlement Scheme**

Members were presented with the Afghan Resettlement Scheme report that detailed the government request to assist in providing accommodation for Afghan Resettlement. It was proposed the council supported through identification of 12 bed spaces for Afghan resettlement within the private rented sector.

It was moved by Councillor Mullaney, seconded by Councillor Crooks and

RESOLVED – that members supported the identification of 12 bed spaces within the private rental sector for Afghan Resettlement.

178. **Matter from which the public may be excluded**

On the motion of Councillor Bray seconded by Councillor Crooks, it was

RESOLVED – in accordance with section 100A(4) of the Local Government Act 1972, the public be excluded from the following item of business on the grounds that it involves the disclosure of exempt information as defined in paragraphs ? and 10 of Part I of Schedule 12A of that Act.

179. **Urgent Procurement Exemption Request for Works to new Depot (Unit E)**

Members were presented with an exemption request for work to the new Depot (Unit E).

It was moved by Councillor Hodgkins, seconded by Councillor Bray and

RESOLVED – the urgent procurement exemption request for works to the new depot (unit E) be approved.

(The Meeting closed at 6.59 pm)

CHAIR

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Hinckley & Bosworth
Borough Council

Forward timetable of consultation and decision making

Executive 19 November 2025

Wards affected: All

Extended Producer Responsibility Funding 2025/26

Report of Director Corporate and Street Scene Services

1. Purpose of report

1.1 To update Executive on the packaging Extended Producer Responsibility funding (pEPR) from Defra 2025.

2. Recommendation

2.1 Executive notes the funding for 2025 and the potential reduction in funding in future should HBBC be deemed to fail to meet the efficient and effective criteria.

2.2 Executive notes current assessment of low – medium risk of future reductions in funding in 3.11 and 3.12.

2.3 Executive endorses the recommendations in 3.12
i. HBBC appears to currently have low - medium risk of reduced pEPR payments based on efficient and effective assessment.
ii. Consideration should be given to reducing the size of replacement bins and a sticker on residual bins. Funding for this sticker is provided within the government's transitional food waste allocation to HBBC. It is recommended both of these changes be discussed with the Leader / Executive briefing and these changes built into the waste collection policy which is currently being updated to reflect the new food waste collection.
iii. During 2026, further consideration should be given to a separate paper and card collection. This should include dialogue with both Leicestershire County Council and the wider Leicestershire Waste Partnership as this change will affect all Councils, and due consideration should be given to LGR impacts.

iv. It is recommended this review is repeated annually or as clarity emerges from the scheme administrator

3. Background to the report

3.1 pEPR is part of the new waste regulatory framework and obligates all producers of packaging waste to pay into a fund which is then redistributed to local authorities to cover the cost of collecting and disposing of this packaging. Fees for producers are modulated, and costs for LA's are modelled based dry recycling and residual waste groupings.

3.2 Defra advised initially in November 2024 the payment would be £1,063,000 and this amount is guaranteed. An updated payment estimate was released in July 2025 of £1,400,266 but this figure is not guaranteed. NB updates are being provided as clarity emerges on the total amount of payments to scheme will receive from producers.

3.3 Using the updated figure payments to HBBC are expected

November 2025	£700,133.22
January 2026	£350,066.61
March 2026	£350,066.61

3.4 Going forward LA waste collections will be assessed to determine their efficiency and effectiveness, and the scheme administrator may withhold up to 20% of the payment and require an improvement plan to be written and implemented. For HBBC this could be a potential reduction of £280,000 per year. While no exact percentage of failing LA's has been published yet, this 20% threshold indicates the potential scale of non-compliance or underperformance that the Scheme Administrator may act upon. To ensure that HBBC continue to receive the maximum payment we need to ensure we compare well with the Defra groups. Whilst the evaluation is not yet confirmed it will include measure such as:

Efficient

i. costs are as low as reasonably possible, while still supporting the scheme's environmental outcomes.
ii. The Scheme Administrator (PackUK) will consider:
    a. Local authority-specific factors (e.g. geography, housing type).
    b. National policy requirements.
    c. Material quality from kerbside collections.
    d. Broader waste stream performance, not just packaging

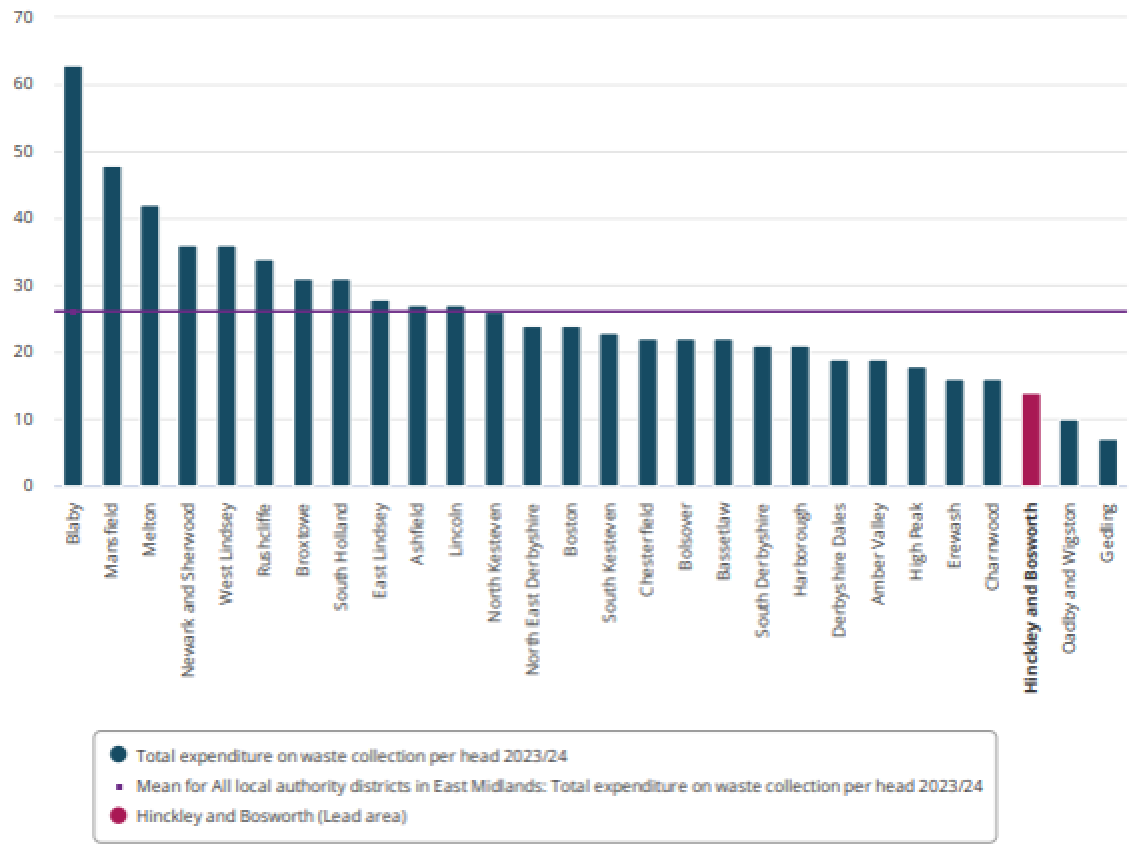
Effective

iii. Recycling rates.
iv. Quality and quantity of packaging materials recycled.
v. Contribution to circular economy goals

3.5 An assessment of HBBC's current performance against this criteria has been completed. 2023/24 data used as this is the latest available nationally.

3.6 Cost: Whilst not an assessment against HBBC's groups latest data from LGInform shows HBBC's costs to be third lowest in the East Midlands and therefore HBBC can be confident they are low cost.

Total expenditure on waste collection per head (2023/24) for All local authority districts in East Midlands



3.7: National policy requirements. The new simpler recycling policy now requires a separate collection of paper and card which HBBC has determined not to implement at this stage, instead completing a TEEP assessment (technically, economically and environmental practicability) to continue with current comingled dry recycling collections. A recent trade publication indicated 60% of LA's are intending to implement this separate collection so HBBC will need to be monitored this decision against quality and quantity factors.

3.8: Quantity dry recycling (group D4)
HBBC Percentage of dry recycling sent for recycling for is 20.97% which is 19th of the 42 LAs in this group.

3.9: Quantity of residual waste (group R7)
HBBC is 384.1 kg per household which is 46th of 60 LAs in this group. Food waste collections should reduce this number but this will be the same for many other LAs in this group. Potential mitigations of the risk are reduce the

size of the residual waste bin or change to 3 weekly collections, or achieve high take up of food waste collection service.

3.10 Quality of dry recycling
HBBC currently has the lowest contamination rates in Leicestershire but separating paper and card will be the best mechanism to increase quality of recyclate as separating glass form paper and card significantly increases paper and card quality.

3.11 Risk of reduced payments in future and potential mitigation are summarised below: Anything 80-100th percentile would be high risk.

	Risk	Potential mitigations
Cost	Low (3/28) 11th percentile	
National policy	Medium potentially 60-100th percentile	Monitor other LAs switch to separate paper and card collections and evaluate costs v's potential EPR payment reductions.
Quantity dry recycling	Low (19/42) 45th percentile	Comms campaigns and sticker on residual bin (see below)
Quantity of residual waste	High (49/60) 82nd percentile	i. Change to 3 weekly collections, swap all bins for 140l (rejected by Leader) or ii. reduce capacity for replacement bins which will take a long time to have effect but starting ASAP recommended iii. As part of food waste roll out sticker residual bins advising "no food waste, no dry recycling, no garden waste and no WEEE" which should increase recycling and reduce residual waste
Quality of dry recycling	Low - medium	This risk will increase as other councils introduce separate paper and card collections. Monitor and evaluate costs vs potential pEPR reductions. Officers assessment based on Leicestershire data.

3.12 Conclusion and Recommendation:
i. HBBC appears to currently have low - medium risk of reduced pEPR payments based on efficient and effective assessment.
ii. Consideration should be given to reducing the size of replacement bins and a sticker on residual bins. Funding for this sticker is provided within the

governments transitional food waste allocation to HBBC. It is recommended both of these changes be discussed with the Leader / Executive briefing and these changes built into the waste collection policy which is currently being updated to reflect the new food waste collection.
iii. During 2026, further consideration should be given to a separate paper and card collection. This should include dialogue with both Leicestershire County Council and the wider Leicestershire Waste Partnership as this change will affect all Councils, and due consideration should be given to LGR impacts.
iv. It is recommended this review is repeated annually or as clarity emerges from the scheme administrator

4. Exemptions in accordance with the Access to Information procedure rules

4.1 Open session

5. Financial implications [IB]

5.1 The income for the current and future years has been allowed for in the MTFS. If additional income is received this year this will be used to offset any potential reductions in EPR income.

6. Legal implications [ST]

6.1 None

7. Corporate Plan implications

7.1 The Corporate Plan 2024-2028 includes a commitment to “increase recycling, including the introduction of a new weekly food waste collection with government funding”.

7.2 The EPR funding will contribute towards the Councils general fund.

8. Consultation

8.1 None at this stage.

8.2 HBBC are partners in the Leicestershire Waste Partnership and the 2022-2050 Leicestershire Resources and Waste strategy was consulted on extensively during it development with residents and adopted by HBBC. Pledge 10 is “the partnership will put in place collection systems to contribute towards achieving national recycling rate of 65% by 2035, this may include restricting residual waste capacity to encourage greater materials separation, carbon savings and resource recovery”. Reducing residual waste capacity has therefore already been adopted as a principle by HBBC and consulted on with residents.

9. Risk implications

9.1 It is the council's policy to proactively identify and manage significant risks which may prevent delivery of business objectives.

9.2 It is not possible to eliminate or manage all risks all of the time and risks will remain which have not been identified. However, it is the officer's opinion based on the information available, that the significant risks associated with this decision / project have been identified, assessed and that controls are in place to manage them effectively.

9.3 The following significant risks associated with this report / decisions were identified from this assessment:

Management of significant (Net Red) risks

Risk description	Mitigating actions	Owner
Reduced waste collection performance resulting in HBBC falling into lowest 20% of LA's	Monitor annually, assess risk, and advise mitigations to SLT / Executive as necessary	Caroline Roffey
Loss of revenue impacting on general fund	Ensure cost benefit analysis as part of annual review	Ashley Wilson / Caroline Roffey
Reduced recycling / increased residual waste produced by residents	Introduce limited measures to reduce residual waste and increase dry recycling capture through updated waste collection policy as part of food waste roll out.	Caroline Roffey / Executive

10. Knowing your community – equality and rural implications

10.1 Waste collections are delivered as standard universally across the Borough. Where necessary variations are made for
i. properties with access and wheeled bin storage difficulties (bags or exemptions where residents cannot for example have a garden waste collection as collection is impossible)
ii. Where residents are unable to present and return wheeled bins themselves (assisted collections)

11. Climate implications

11.1 Restricting residual waste and increasing recycling collections will reduce the cardon emissions from waste collections which supports the Councils declared climate emergency. Wrap modelling for HBBC in 2023 identified baseline carbon emissions of 1590 tonnes with current collection system. 3 weekly residual collections (or 140l residual bins) and food waste collections would give carbon emissions to -591 tonnes. NB figure is negative because of the renewable energy created from food waste treatment.).

12. Corporate implications

12.1 By submitting this report, the report author has taken the following into account:

- Community safety implications
- Environmental implications
- ICT implications
- Asset management implications
- Procurement implications
- Human resources implications
- Planning implications
- Data protection implications
- Voluntary sector

Background papers:

Contact officer: Caroline Roffey
Executive member: Councillor L Hodgkins

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Hinckley & Bosworth
Borough Council

Forward timetable of consultation and decision making

Scrutiny Commission	6 November 2025
Council	18 November 2025
Executive	19 November 2025
Wards affected:	All wards

Leicester, Leicestershire, and Rutland Local Government Draft Reorganisation Proposal

Report of Chief Executive

1. Purpose of report

1.1 This report outlines the work undertaken by the District and Borough Councils in Leicestershire and Rutland County Council to produce the draft final Local Government Reorganisation (LGR) proposal for Leicester, Leicestershire and Rutland (LLR). The report also details the public consultation that has been carried out and how this has informed the final submission.

1.2 A short summary document of the proposal is attached as an appendix 1 to this report, along with a link to the full draft proposal document.

2. Recommendations

2.1 The Executive gives consideration to the comments made by the Scrutiny Commission and any recommendations of Council.

2.2 The Executive approves the final draft Local Government Reorganisation Proposal for Leicester, Leicestershire and Rutland, along with any comments they wish to make which will be considered prior to final submission to the Ministry of Housing and Local Government (MHCLG) by the 28 November 2025.

2.3 Authority be delegated to the Chief Executive in consultation with the Leader for any final changes prior to submission.

3. Background to the report

English Devolution White Paper

3.1 On the 16 December 2024 the Government published its English Devolution White Paper. This outlined a very clear ambition for every area in England to move towards setting up a Strategic Authority, formed when two or more upper-tier authorities combine, led by an elected Mayor. The White Paper outlined the powers and funding which could be devolved to such authorities, including those relating to transport, strategic planning, skills and employment, business support, environment and energy, health and public safety.

3.2 The Government also set a clear expectation that in two-tier areas, such as Leicestershire, local government be reorganised with new Unitary Councils established to replace District, Borough and County Councils. They stated that this would lead to better outcomes for residents, save significant money and improve accountability. Based on evidence available, this is still to be widely proven.

3.3 The White Paper explained that new Unitary Councils must be the right size to achieve efficiencies, improve capacity and withstand financial shocks. It stated that for most areas this will mean creating Councils with a population of 500,000 or more but recognised that there may be exceptions to ensure that new structures make sense for an area, including for devolution, and decisions will be on a case-by-case basis. This was reaffirmed in various ministerial statements following the publication of the Devolution White Paper with references being made that population of 300,000 may be acceptable.

Government Invitation for LGR Submissions

3.4 Councils were invited to work collaboratively with other local authorities in their area to develop a proposal for LGR, a draft Plan to be submitted by 21 March 2025 and a full plan by 28 November 2025. Following the publication of the White Paper, the District and Borough Councils convened a meeting of all 10 councils in early January 2025 with a view to establishing whether a unified and collaborative approach to evaluating the options and responding to the aspirations of the White Paper was possible. Unfortunately, despite this and subsequent efforts, it was not possible to secure agreement to this approach from all 10 councils. The seven district/borough councils and Rutland County Council did commit to a single and collaborative approach to reviewing the evidence, evaluating the options and working toward a shared position, in line with the Government’s expectations.

3.5 On 28 January 2025 Council agreed to delegate to the Chief Executive in consultation with the Leader of the Council the authority to continue working with neighbouring local authorities and undertake any work required to facilitate an effective response to the White Paper.

3.6 Further guidance was provided in a letter from the Minister of State for Local Government and Devolution to all Council Leaders in Leicestershire on 15 January 2025. This outlined the criteria against which proposals will be assessed. Discussions took place with all local authorities across LLR and a joint proposal was submitted to Government on the 21 March 2025 on behalf of all of the districts and boroughs and Rutland County Council. In developing this initial proposal, the districts, boroughs and Rutland focussed on how best to unlock the benefits of Devolution for our area and deliver the right approach for LGR.

3.7 The Leaders and Chief Executives of the districts/boroughs and Rutland met regularly to progress the interim plan proposal. Regular briefings with the wider membership and staff were held throughout the process. Briefings also took place with local MPs ahead of the submission.

3.8 Work has since progressed on developing the detailed proposal with continued collaboration between Leaders and Chief Executives. Based on the government's current expectations, it is anticipated that elections for shadow Unitary Councils will be held in May 2027, with new Unitary Councils going live on 1 April 2028. Leicestershire County Council, Leicester City Council, Rutland County Council and each of the Districts and Boroughs will continue to operate until the go live date for the new Unitary authorities. (See conclusion and next steps in section 4).

3.9 **Interim proposal development**

3.9.1 Public and stakeholder engagement was carried out to inform the draft interim proposal from 26 February to 14 March 2025. Feedback from the public was obtained via an online questionnaire which received over 4,600 responses. That online survey found:

- Extensive support for the three-council proposal
- Significant opposition to a single unitary authority
- Enthusiasm to get the future boundaries with Leicester to a level that suited both the City and its wider geography
- The crucial importance of local representation and identity
- Challenges to really achieve cost savings and efficiency

3.9.2 The north/south configuration with Rutland in the north and HBBC in the south, was found to offer the best balance in terms of population sizes. It was also found to best reflect the way people live and work in the area, align better with housing and service demands, and support existing strong links between towns in the north and south, and their relationship with the wider economy. This plan is referred to as the North, City, South proposal, reflecting the areas these new unitary authorities would serve. A summary of the design principles and options considered in initial LGR proposal is attached as appendix 2.

3.9.3 Leicestershire County Council and Leicester City Council both submitted their own proposals. The County proposing a single unitary for Leicestershire, excluding Rutland with no changes to the city boundaries. The City submission proposes a significantly extended city boundary and a unitary authority that rings around the city including Rutland.

3.9.2 Feedback to the initial proposals was received by MHCLG on 3 June 2025 and since then the Leaders and the Chief Executives and other senior officers have continued to meet regularly to respond to the feedback and to support the development of detailed proposals for the creation of three unitary councils – North, City, South.

3.10 **Final proposal development**

3.11 A comprehensive public and stakeholder engagement programme was undertaken to inform the final proposal development; this commenced on 9 June and ran until 20 July 2025.

Independent engagement experts Opinion Research Services (ORS) were commissioned to engaged with a diverse range of stakeholders, from residents, businesses and partner organisations to the voluntary sector and our town and parish councils.

3.12 A dedicated website (www.northcitysouth.co.uk) was created which provides comprehensive details about the proposal and what we believe to be the best structure for local government in the area when reorganisation happens.

Over 6,400 people across Leicester, Leicestershire, and Rutland shared their views to help shape proposals for how local services could be delivered in the future. ORS reviewed and collated the feedback received from the engagement and presented this to the authorities. A summary will be is appended to the submission to MHCLG.

3.13 Key findings from public feedback included:

- Over half (56%) of individual questionnaire respondents agreed with the proposal for three unitary councils
- Around three fifths (61%) of individual questionnaire respondents agreed with the areas covered by the North, City, South proposal, it was generally considered the most logical division of Leicester, Leicestershire and Rutland.
- Considerable opposition to the city expansion - overall the strongest opposition was seen across the various deliberative activities in relation to a potential expansion of Leicester City Council's boundaries.

3.14 The overall findings in the ORS public and stakeholder engagement report have informed the final submission document, particularly in terms of the question of boundary changes but also extensive support for the three unitary North, City, South proposal on the basis of maintaining local accountability and helping to retain local identities.

3.15 Financial modelling over the summer shows there is no strong business case, including financial rationale, for changing the city boundary. Full details of the options appraisals are set out in the proposal which includes a RAG rated table assessing the strengths of each option.

3.16 **Key Components of the Revised Proposal**

- **Devolution Readiness**: The model supports a Mayor Strategic Authority(MSA) for LLR by delineating strategic and delivery roles and creating a structure with appropriate size ratios and geographies to support the MSA. Data sources include the 2021 Census, 2028 population projections and service demand proxies (e.g., pensioner credits, children in poverty, temporary accommodation costs) together with the extensive engagement set out above and financial modelling. We propose to progress the MSA at pace in parallel with the creation of new authorities unlike the other proposals for LGR in our area which sidetrack the MSA until new local government structures are implemented.

- **Supporting Economic Growth, Housing and Infrastructure**: The North, City, South model is designed to maximise economic growth, housing delivery and infrastructure development. The North unitary will drive innovation through assets such as Charnwood Campus Life Science Park and Loughborough University, while the South will foster enterprise growth through sites such as Mira Tech Park automotive cluster for research and development and the wider M69/A5/A46 growth corridors. Independent economic analysis has been commissioned from the Economic Intelligence Unit using the Oxford Economic Forecasting Model demonstrates a growth potential realisable through this configuration of authorities of £53bn, generating £8bn to the Treasury by 2050 with over 200,000 new jobs created.

- **Prevention Focused Services to achieve high-quality, innovative and sustainable public services** : The model adopts a prevention-focused approach, which sets out a path to reducing demand through locality focused service planning, which dovetails with the emerging agenda driven by the NHS 10-year plan for the new Integrated Care Board (ICB) structures in Leicestershire and Rutland. Our approach delivers a prevention framework for understanding and measuring population health by looking at both health outcomes and health factors, such as behaviours, clinical care, social and economic conditions, and the physical environment. We have engaged with a representative group of councils delivering social care services across small geographies, building on the findings of the Peopletoo report which demonstrates that unitary authorities with a population of 350k and below, perform better in terms of key areas of expenditure across Adult Social Care and Children's Services. Our model has also been informed through the data sharing between LLR on adult and children's social care.

- **Creating financially resilient councils which are the right size to secure efficiencies:** The proposal offers the right balance between scale and physical geography to ensure sufficient financial resilience, while maintaining an ability to deliver services effectively and remain accessible to our diverse communities. Financial modelling projects annual efficiency savings of over £44 million through Workforce efficiencies, Procurement efficiencies, Income equalisation, Democratic savings and Asset rationalisation. More detail showing the financial assumptions underpinning this approach is set out in Sections 3, 5 and appendix 2 of the proposal. To validate the model, it underwent rigorous scrutiny by independent, experienced former Section 151 officers from non-Leicestershire councils as well as current Section 151 officers from existing councils.

- **Responding to diverse communities and validating local places and identities**: Through independent engagement with over 6,400 survey respondents and 71 focus group attendees, our approach has facilitated very significant resident input. Our Neighbourhood governance proposals have been shaped in the light of this feedback to address concerns about local identity and service continuity.

- **Enabling Strong Democratic Accountability and Community Engagement**: Ensuring local connection and meaningful influence and engagement, aligned to neighbourhoods, enshrined in the Council's governance processes and providing an appropriately scaled civic infrastructure linking local areas and the unitary authorities.

4. Conclusion and Next steps

4.1 The North, City, South proposal makes a compelling case as a preferred model for LGR in Leicestershire and Rutland and members are asked to support it.

4.2 Following consideration by all Leicestershire Districts and Rutland County Council, the final proposal will be submitted to government by the deadline of 28 November 2025.

4.3 The final decision regarding which, if any, of the proposals will be implemented will be made by the Secretary of State. He can choose to do this with or without modifications. Prior to making an order to implement a proposal, all local authorities affected by the proposal (except the authority(ies) which made it) will be consulted, along with other persons considered appropriate by the Secretary of State.

4.4 It is currently anticipated that this government consultation will be carried out by spring 2026 and a decision made by recess of parliament in July 2026.

4.5 Once a decision is made to implement any proposal, officials would then work with organisations across Leicestershire to move to elections to new shadow unitary council. As set out earlier in the report, it is currently anticipated that these could be held in May 2027.

4.6 A shadow authority is one that is elected to carry out the preparatory functions of a new unitary council/s until the day that it formally comes into effect. This is commonly called “vesting day.” At this stage it is envisaged that vesting day would be 1 April 2028. All existing councils across Leicestershire and Rutland County Council would continue to operate and deliver services until vesting day.

5. Comments of the Scrutiny Commission and Council

5.1 The Scrutiny Commission considered the proposal at its meeting on 6 November. Members thanked officers for the work that had gone into the proposal and acknowledged the challenges in bringing the authorities together to create such a large piece of work. They were pleased to see the Strategic Mayoral Authority referenced in the proposal.

5.2 Scrutiny Commission members asked questions about:

- The term of office of councillors appointed to the new authority
- The likelihood of the green waste charge increasing for residents
- The risk of a reduction in government funding in the event of a surplus
- The set up and transformation costs
- The retention of offices to enable public access
- The councillor to elector ratio of the proposed new authorities.

5.3 Concern was expressed with regard to the potential for loss of local officer knowledge, increases in some charges such as council tax and green waste due to harmonisation and HBBC currently having one of the lowest charges for these, and the lack of need for reorganisation.

5.4 Members were supportive of the prevention model and the proposal for neighbourhood partnerships, building on the positive work already undertaken by officers.

5.5 The Scrutiny Commission endorsed the proposal to Council and Executive.

5.6 Comments from Council on 18 November will be reported at the meeting.

6. Exemptions in accordance with the Access to Information procedure rules

6.1 Report to be taken in open session.

7. Financial implications

7.1 The submission sets out the high-level assumptions and financial modelling that has been undertaken to support the submission. The submission is the best estimates that can be made at the point of publication of the financial position of the unitary option.

7.2 Ultimately LGR and devolution will have significant financial implications for the operation of local government across Leicestershire. The full plan, includes a full business case and sets out detailed analysis of the financial and non-financial impacts of final submission, including estimated costs of implementation the new Councils.

7.3 There are costs associated with preparing a proposal for a single tier of local government. These costs will be on top of existing service pressures and do not take into account leadership time and other opportunity costs which are currently being absorbed, however the costs will increase significantly over the next 18 months as work is undertaken to establish the new Councils to begin operation from the 1 April 2028.

8. Legal implications [ST]

8.1 In preparing this report, the author has considered issues related to Human Rights, Legal Matters, Human Resources, Equalities, Public Health Inequalities and there are no areas of concern.

9. Corporate Plan implications

9.1 Contributes to all of the aims and objectives of the Corporate Plan.

10. Consultation

10.1 As set out within the report.

11. Risk implications

11.1 It is the council's policy to proactively identify and manage significant risks which may prevent delivery of business objectives.

11.2 It is not possible to eliminate or manage all risks all of the time and risks will remain which have not been identified. However, it is the officer's opinion based on the information available, that the significant risks associated with this decision / project have been identified, assessed and that controls are in place to manage them effectively.

11.3 The following significant risks associated with this report / decisions were identified from this assessment:

Management of significant (Net Red) risks

Risk description	Mitigating actions	Owner
Local Services could be impacted negatively	It is noted that during any period of change our services need to continue to be delivered in the best interests of HBBC residents, Resources will be directed as	Bill Cullen

	appropriate and any additional resource be sourced.	
Resource implications to continue to deliver services during a period of change	The Council will ensure that resources are directed appropriately and reserves utilised to ensure that there is as little impact on service delivery as possible during a period of change.	SLT
The proposal is not chosen for implementation	The Councils are committed to continuing to share data and engaging constructively with each other, Leicester City and Leicestershire County Council to deliver whichever model is chosen	SLT

12. Knowing your community – equality and rural implications

12.1 An Equality Impact Assessment has been completed.

13. Climate implications

13.1 This proposal will not directly impact the Council's current initiative on climate change. These matters will be reviewed during the implementation stage of unitary councils.

14. Corporate implications

14.1 By submitting this report, the report author has taken the following into account:

- Community safety implications
- Environmental implications
- ICT implications
- Asset management implications
- Procurement implications
- Human resources implications
- Planning implications
- Data protection implications
- Voluntary sector

Background papers:
- Devolution White Paper published December 2024
- Interim Proposal submitted 21 March 2025

Contact officer: Bill Cullen
Executive member: Cllr Stuart Bray

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SUMMARY DOCUMENT

NORTH CITY SOUTH

North, City, South: Big enough to deliver, close enough to respond

Summary of the North, City, South Proposal

North, City, South is a bold vision to reset, reimagine and reinvigorate local government in Leicester, Leicestershire and Rutland.

Developed by the Leicestershire district and borough councils and Rutland County Council, the draft plan proposes sustainable and simpler council structures designed to deliver services that local people and businesses need and deserve.

The model proposes three unitary councils

- North Leicestershire and Rutland (416k)
- South Leicestershire (403k)
- Leicester City (404k)

The proposal is in response to the Government's instruction to reduce councils in the Leicester, Leicestershire and Rutland area and create a mayoral-led strategic authority as part of its devolution agenda to give power and funding to the regions.

The eight councils submitted an interim plan to Government in March and have now published a more detailed draft.

Each district council and Rutland County Council will now consider the proposal, and further amendments will be made ahead of the Government's final proposal deadline of 28 November 2025.

This summary document aims to help residents, businesses and stakeholders understand some key elements:

Three equally sized councils
Well balanced, with similar populations

Delivering devolution at pace
Aim to create a mayoral strategic authority in 2027 to unlock investment

Accelerate economic growth
Three unitary approach has the potential to stimulate significant growth.

Prevention focused services
Neighbourhood Partnerships would bring public services closer together to tackle problems early, improve lives and reduce demand

Saves £44 million a year
Creating strong, sustainable unitary councils

Connected to communities
Councils at the right size to remain close to residents

Retain Leicester's existing boundary
Avoids complex, costly and unpopular changes to city boundary

Driving devolution and economic growth

The North, City, South plan calls for mayoral elections in May 2027 to bring powers and funding to the area as soon as possible, something local businesses have told us needs to happen.

The plan says three well-balanced unitary councils better fit the mayoral strategic authority model and would offer clear division between strategic oversight and service delivery.

Economic modelling shows the three unitary council approach would:

- have the potential to stimulate significant **growth**
- support the creation of **219,000 jobs** by 2050
- generate **£8 billion** to the public purse thanks to business growth.

Neighbourhood Partnerships and the prevention agenda

The North, City, South model outlines how core council services such as social care and housing could work more closely alongside the NHS, police and the voluntary and charity sector, as part of Neighbourhood Partnerships.

The partnerships would:

- comprise local ward members, parish councils, service teams, and partners (health, police, fire, VCS, businesses, town/parish councils) – supported by a Neighbourhood Co-ordination Team
- identify local priorities and draw up Neighbourhood and Community Plans to tackle them
- support healthier, independent lives and also reduce demand and support financially sustainable councils

The model envisages nine or 10 partnerships in the north and south with fewer in the city.

Sustainable, viable councils and services

The North, City, South model aims to make initial savings but also deliver long term financially sustainable councils.

The plan would deliver over **£44 million of savings a year** by measures including:

- a reduction in staffing costs
- procurement efficiencies
- rationalisation of some assets or properties

The plan's 10-year financial strategy aims to turn the 10 councils' £100 million collective budget gap into a budget surplus. It forecasts setting council tax increases at 5% for three years and then 3% for seven years, 2% less than the current possible maximum.

The financial modelling has been tested by eight council finance teams plus independent financial experts.

Service delivery and transformation

To reduce 10 councils to three, some services will need to be merged to cover new areas, such as north and south Leicestershire. This will allow them to share resource, reduce duplication and increase resilience. These services could include housing, waste collection, planning, and customer services

Other services which cover the county of Leicestershire, such as social care and highways, would need to be separated. Merging and separating services presents challenges but the North, City, South model offers an opportunity to transform them and bring improvements.

By working as part of Neighbourhood Partnerships, public services can be aligned and tailored to meet the needs of local communities.

The leaders of the eight councils recognise there is significant transformation ahead for staff in all councils and have outlined a commitment to:

- Avoid compulsory redundancies where possible.
- Provide support and wellbeing resources for affected staff.
- Use redeployment, trial periods, and pay protection to ease transitions.
- Follow a fair, transparent, and inclusive process for any restructuring.

Social care

Social care services provide support for both adults and children and look after some of the most vulnerable people in our communities.

These services do incredible work under huge pressure and represent one of the biggest challenges for councils that are striving to provide the best possible care in the most sustainable and cost-effective way.

The plan builds on existing delivery while focusing on early intervention in neighbourhood areas to meet local needs – providing people with the right support at the right time, before their needs escalate.

This prevention focus is not just about improving lives, but the financial case is also important as it reduces future demand.

It is well evidenced that for every £1 invested in earlier preventative support, councils can **save £3.17** in future social care costs.

Governance

Communities will continue to have a strong voice through their local unitary councillor, with the three councils being of a size to enable them to remain close to residents.

There would be 196 unitary councillors across the three councils, reduced from the current 384 across the 10 councils. They would represent communities alongside town and parish councils and new Neighbourhood Partnerships would also support local accountability and governance.

The proposed even spread of councillors is set out here:

North Leicestershire and Rutland:

72 councillors (Ratio 4,036 electors per councillor)

Leicester City

54 councillors (Ratio 4,742 electors per councillor)

South Leicestershire

70 councillors (Ratio 4,152 electors per councillor)

Strong support for North, City, South

The North, City South group held a significant engagement exercise between June and July 2025 with over 6,400 people sharing their views. The independent process ensured transparency and fairness.

It showed strong support for the three unitary model. In the open questionnaire:

- **56%** backed the idea of creating three unitary councils
- **61%** agreed with the proposed North, City, South boundaries

Opposition to expanding city boundary

The engagement exercise showed there was strong opposition to the city council's proposed boundary extension. Around 40% of open-text comments specifically expressed disagreement with any form of boundary expansion, highlighting deep concerns about the impact on local communities.

The North, City, South draft proposal concludes the city council's proposal to expand the city boundary would:

- be expensive and complex to implement
- not significantly improve the city council finances
- be hugely unpopular with communities

Appraising options

The NCS proposal examined five options for future council structures and considered a range of factors including population balanced, economic growth, financial efficiency, place identity.

It concludes North, City, South as the recommended model. It discounted creating a single unitary council for Leicestershire and Rutland as it would have a significant population imbalance, not fit as well with the mayoral strategic authority and could be slow to respond to needs of communities.

Find out more and read the full submission and our FAQs at **www.northcitysouth.co.uk**

Appendix 2

Design Principles and Options Considered in initial LGR Proposal

Alongside the Devolution focus and Government guidance the following were used as design principles. That any new unitary councils should:

- Strike the right balance between size and maintaining a strong local connection to communities
- Deliver savings and sustainable organisations
- Reflect the way people live their lives and work
- Retain local democratic accountability
- Ensure a strong focus on neighbourhoods, and community partnerships
- Preserve local heritage and civic identities.

Starting from first principles meant looking at a range of options including:

1) Two Unitaries: Single County Unitary / City
2) Three Unitaries: North / South (Rutland) / City
3) Three Unitaries: North (Rutland) / South / City
4) Three Unitaries: East(Rutland) / West / City

Maps were generated for each, and considered the following variables:

- Population,
- Workforce,
- Economic inactivity,
- Job density (ratio jobs/workforce), self-containment: commuting,
- Deprivation,
- Proxy for adult social care (pension credits),
- Proxy for children's services (children in poverty),
- Housing (temporary accommodation pressures),
- Financial balance: local authority debt and income

Summary of Government feedback to initial proposal and response

Following submission of the draft proposal to the government, feedback was received by MHCLG on 3rd June 2025.This highlighted several areas where additional information would be welcomed including the approach to debt management, the management of the risks of disaggregating services and the impact of each proposal on services such as social care, children's services, SEND, homelessness and wider public services. MHCLG also stated that they would welcome more detail on the rationale for any proposals which would result in setting up authorities serving less than 500,000 population.

Finally, government encouraged the authorities to work together to develop a robust shared evidence base to underpin final proposals which, wherever possible, should use the same data sets and be clear on assumptions. It was made clear that it would be helpful for final proposals to set out how data and evidence supports outcomes and how well they meet the assessment criteria. They suggested that those submitting proposals may wish to consider an options appraisal to demonstrate why their proposed approach best meets the assessment criteria in the letter compared to any alternatives, and a counter factual of a single unitary.

In response to MHCLG's recommendation for consistent datasets across proposals a dedicated data workstream was set up. Efforts to align data with Leicester City and Leicestershire County Council included negotiations for data-sharing agreements, which were protracted but eventually resolved, albeit we have different proposals to them. The workstream has already produced standardised datasets, such as population forecasts, to support the options appraisal and financial modelling, addressing ICC's call for transparency.

To support final proposals for reorganising local government across a Leicester, Leicestershire and Rutland geography, the District and Borough councils of Leicestershire, along with Rutland County Council, have established several workstreams to collaboratively address our approach to issues of significance for the development and implementation of Local Government Reorganisation plans, covering strategic proposal development, organisational proposal development, target models for proposed unitary authorities, and enablement of the reorganisation process.

Each of the eleven workstreams operate under a designated primary liaison officer – typically a Chief Executive, or senior officer from one of the contributing councils. Officers from authorities participating towards the North/City/South proposal contribute on areas of expertise as representatives of their authorities. Workstream meetings take place with varying frequency, holding weekly, fortnightly or monthly meetings, with key updates reported to Chief Executives and Leaders as required.