



MINUTES OF THE MEETING OF THE CABINET

TUESDAY 21 JANUARY 2025
VIA DIGITAL MEETING FACILITY

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Cabinet Members Present:

Councillor S Akhtar	Councillor F Dugdale
Councillor A Forrest	Councillor N Hampshire (Convener)
Councillor C McGinn	Councillor J McMillan

Other Councillors Present:

Councillor Jardine	Councillor McGuire
Councillor McIntosh	Councillor McLeod
Councillor Menzies	Councillor Yorkston

Council Officials Present:

Ms M Patterson, Chief Executive
Ms L Brown, Executive Director for Education and Children's Services
Ms S Fortune, Executive Director for Council Resources
Ms H Barnett, Head of Corporate Support
Ms E Dunnet, Head of Finance
Mr D Hood, Head of Operations, East Lothian Health & Social Care Partnership
Ms N McDowell, Head of Education
Ms W McGuire, Head of Housing
Mr T Reid, Head of Infrastructure
Ms C Rodgers, Head of Communities & Partnerships
Ms L Byrne, Head of Children's Services
Mr C Grilli, Service Manager – Governance
Mr S Cooper, Service Manager - Communications
Mr A Stubbs, Service Manager - Roads
Mr I King, Team Manager – Asset & Regulatory
Ms Z McFadzean, Team Manager HR Operations
Ms G Scott, HR Adviser

Clerk:

Ms F Currie
Ms E Barclay (Meeting Administrator)

Apologies:

None

Declarations of Interest:

None

The Clerk advised that the meeting was being webcast live via the Council's website in order to allow the public access to the democratic process in East Lothian. East Lothian Council was the data controller under the Data Protection Act 2018. Data collected as part of the recording would be retained in accordance with the Council's policy on record retention, and a recording of this meeting would be publicly available for up to six months.

The Clerk took a roll call of Cabinet Members present.

1. MINUTES FOR APPROVAL: CABINET, 12 NOVEMBER 2024

The minutes of the meeting of the Cabinet on 12 November 2024 were approved.

2. BUDGET DEVELOPMENT UPDATE

A report was submitted by the Executive Director for Council Resources providing an update on the provisional local government finance settlement and implications on budget development for 2025/26 onwards.

The Head of Finance, Ellie Dunnet, presented the report informing members that based on the draft finance settlement information, the Council was expected to see an uplift next year of around £6.7M. However, there were still a number of unknowns including the costs of meeting policy change and other commitments, such as the increase in employer National Insurance Contributions (NICs). She advised that based on the current budget model, including the funding uplift and a proposed 10% increase in council tax, the updated projection was a balanced budget for 2025/26, without the need for further action. However, this was not without risk and the position beyond next year remained extremely challenging. She said it was important that the work to close the budget gaps from 2026/27 onwards continued to progress.

Ms Dunnet drew Members' attention to the draft general services capital programme set out in appendix 2, which included a new 5-year net borrowing requirement of £128.8M. She pointed out that, in the context of existing borrowing levels, this represented a significant borrowing risk and work was ongoing to identify priority investments to take forward. She then highlighted the draft HRA budget set out at appendix 3 which reflected a 7% rent increase, that tenants had been consulted on. The Council also continued to face significant uncertainty around funding to support affordable housing, along with growing pressure from debt financing costs. Ms Dunnet stressed that the draft summaries in the report and appendices remained provisional and that there was a high likelihood of changes being made to these documents before they were considered at the Council's budget meeting on 18 February. She also invited Members to note the next steps for budget development work in advance of that meeting.

Ms Dunnet responded to a question from Councillor Akhtar on the impact of population growth and rising demand for adult social care services. She confirmed that as part of the budget reporting officers had continued to highlight that East Lothian Council was one of the fastest growing councils in Scotland, and how this had impacted on the cost of continuing to deliver services and infrastructure for a growing population, as well as the significant pressure placed on demand-led services. She highlighted that this growth had not been met by a similar growth in council tax charges and that, currently, council tax income only covered around a quarter of the costs in these areas.

The Head of Operations for the Health & Social Care Partnership, David Hood, acknowledged that the increased demand for social care services, the rising financial pressures and statutory requirements meant that the situation was becoming increasingly difficult. The impact of significant population growth had translated into financial overspends and the need for

mitigating actions which meant it was becoming more and more challenging to deliver safe and effective services for the residents of East Lothian.

Councillor Jardine asked about the impact of the increase in employer NICs for third sector organisation who delivered care services and how some of this burden might be met. Mr Hood said that in context of the IJB's budget for health & social care services, 70% of its expenditure was on commissioned services including both care at home and care home services. Going forward there was a financial risk from the impact of increased employer NICs, and he confirmed that conversations were already taking place partner organisations. Ms Dunnet added that, while it was hard to provide a precise estimate of the additional costs associated with the additional NICs, it was expected to be in the region of £1-2M. Her report also highlighted that there remained a degree of uncertainty about the funding councils might receive to cover those additional cost pressures.

Councillor McMillan welcomed the report and commended the discussion and scrutiny which had already formed part of the budget preparations. He said that the budget which Members put forward would affect the Council's priorities and this was a something which they took very seriously. He believed that his colleagues shared a common desire to work together to achieve the best outcome for the people of East Lothian despite the continuing challenges of population growth and funding issues.

Councillor Akhtar said it was important to continue stressing the impact of population growth on the demand and provision of services. She spoke of the significant increase in demand for adult social care services and that the current overspend in budgets reflected the challenges in meeting that demand. She reported that recent feedback from health and social care staff had made clear their view that they could not continue to deliver services safely within current budgets. She emphasised the need to ensure that these services received the right level of resource to meet demand going forward. She added, that as instructed by the East Lothian Integration Joint Board, she would continue to take every opportunity to highlight the challenges around population growth and their impact on budget decisions.

Councillor Dugdale commended the report and drew attention to the significant increase in demand for children's services which illustrated the challenge facing the Council to meet the needs of children, families and communities. She welcomed the investment in children's services within the budget priorities but noted that without sufficient continuing investment they would see further detrimental impact and human costs in the future.

Councillor Forrest welcomed the report and took the opportunity to thank officers in the housing service for their help with the draft budget and for their work, alongside ELTRP, in getting information out to tenants and ensuring that tenants' views were considered.

The Convener also welcomed the report and the settlement from the Scottish Government for 2025/26. The increase in funding which was not ringfenced would help to address some of the issues the Council was facing. He acknowledged the need for additional resources in both adult social care and children's services to meet growing demand. However, he pointed out that it would take a long time for these and other services to recover from years of continued reductions as a result of austerity budgets. Although the position for the coming financial year was positive, in the following year there was an expected deficit of £11M which would require further difficult decisions. In the meantime, he looked forward to cross party discussions and agreement on a budget for the coming year that would deliver for the people of East Lothian.

Decision

The Cabinet agreed to:

- i. Note the assessment of the provisional 2025-26 Local Government Finance Settlement and the anticipated implications for budget planning.
- ii. Note the updated high level General Services Revenue budget model (2025-26 to 2029-30) and updated budget gap shown at Appendix 1 of the report.
- iii. Note the draft General Services Capital Programme (2025-26 to 2029-30) at Appendix 2 of the report.
- iv. Note the draft Housing Revenue Account budgets at Appendix 3 of the report.
- v. Note the next steps for budget development, outlined at paragraphs 3.45-3.47 of the report.

3. FINANCIAL MANAGEMENT CODE

A report was submitted by the Executive Director for Council Resources inviting Cabinet to consider the recommendation from the Audit and Governance Committee to formally adopt the principles of CIPFA's Financial Management Code on behalf of Council.

Ms Dunnet presented the report outlining the purpose and background. She informed Members that the Council's compliance with the principles of the Code was reported to the Audit & Governance Committee. However, a recent Internal Audit review of financial sustainability had highlighted that the Council had not yet formally adopted the principles of Code. She concluded that, as these principles were designed to support good practice and financial sustainability, it was considered appropriate to do so.

Ms Dunnet responded to questions from Councillors Akhtar and, McGinn. She agreed that there were a number of external factors that made financial management difficult for councils, including the uncertainty around single year settlements. It was hoped that next year might see a change in this arrangement. In light of the continuing challenges and uncertainty around funding, it was important that the Council was able to demonstrate that its finances were well managed and that any financial challenges were not as result of poor financial management. She said that adopting the principles of the Code and demonstrating compliance would allow the Council to provide that reassurance. She also agreed that not having longer-term certainty of funding was very difficult for third sector partners. As the Code itself was a high-level, principles-based document it did not contain any specific guidance on this issue. In relation to the national settlement, she did not think that the Council was any different to other local authorities in the need to manage these challenges.

In reply to a further question from Councillor Jardine on local development planning, Ms Dunnet advised that there was a 5-year financial strategy in place that was reviewed annually and the aim was to set a 5 year budget, although, beyond year one, this was based on funding projections. In relation to the Local Development Plan (LDP), she said that forward projections did factor in estimates of resources required to service future growth and demand for services.

The Executive Director for Council Resources, Sarah Fortune, added that as part of the draft evidence reporting for the LDP the Council had continued to highlight the very real implications of continuing population growth, both the opportunities and the challenges. These challenges were also being discussed on a regional basis and at UK and Scottish Government level. She said that considering how best to deliver on these obligations while mitigating the impacts on local communities was being considered as part of the LDP process, and it was clear that the Council could not continue to absorb the cost of future growth.

Councillor McMillan welcomed paper and talked of his previous experience of working with CiPFA and the application of the objectives and principles contained in the Code. He

highlighted the professionalism of officers and the work of the scrutiny committees, and internal and external auditors to ensure Council's compliance with these principles. He believed that the Code aligned with the Council's values of enabling, leading and caring and demonstrated the professionalism and principles of governance with which council officers worked on a daily basis.

Councillor Forrest also welcomed the report and thanked the staff in the finance team for their efforts. He said that the report highlighted the standards and pressure placed on staff to ensure that they were adhering to the principles of the Code.

The Chair concurred with his colleagues' remarks. He noted that the Code was centred around the principles of good financial management, and he was confident that officers were operating in line with those principles.

The Convener moved to a roll call on the recommendations, which were approved unanimously.

Decision

The Cabinet agreed unanimously, by roll call vote, to:

- i. Note the purpose and principles of the Financial Management Code, as detailed in the report.
- ii. Note the conclusion that overall, the Council remained compliant with the 7 principles of the Code.
- iii. Formally adopt the principles of CIPFA's Financial Management Code.

4. CHANGES TO COUNCIL TAX EMPTY PROPERTY RELIEF POLICY

A report was submitted by the Executive Director for Council Resources seeking Cabinet's agreement to change the Council's Council Tax Empty Property Policy.

Ms Dunnet presented the report setting out the proposed changes to the policy and reminded Members of the circumstances where this policy would not apply. She advised that the purpose of the policy was to encourage owners to bring their empty properties back into use and to discourage properties from being left empty for long periods of time. Any additional council tax income raised from this policy would be earmarked to support this objective.

The Head of Housing, Wendy McGuire, responded to a question from Councillor Jardine. Ms McGuire reported that very few empty properties had been taken back over the last year. She said that previously, as part of a government incentive, the Council had employed an empty homes officer but that this was no longer the case. She advised that properties could be empty for a number of reasons and owners were not always keen to utilise incentives. However, in light of the recent declaration of a housing emergency, officers had been looking to accelerate this work and to engage with owners. She conceded that there could possibly be scope to reinstate the empty homes officer role as the Council would have to explore all options available.

Ms Dunnet replied for questions from Councillor Akhtar and the Convener. She confirmed that where a person's relative died and had not left their property in their will, the policy would only take effect at the point when ownership of the property transferred to their beneficiary. In the event that council tax was owed, the Council could make a claim on the estate of the deceased before transfer of ownership. She also confirmed that where an individual was to enter long-

term care, and there were no other occupants of the property, the council tax exemption would apply for as long as the property owner was eligible. She advised that, if approved, the changes to the policy would take effect from 1 April and property owners would receive advance warning in writing.

The Convener stated that the purpose of this policy was to try to get empty properties back into use, as there were too many properties lying empty when people were desperate for homes. He said that the changes would ensure that as many properties as possible were brought back into use as quickly as possible.

The Convener moved to a roll call on the recommendations, which were approved unanimously.

Decision

The Cabinet agreed unanimously, by roll call vote to:

- i. Approve the Council Tax Empty Property Policy changes outlined within the report. If approved, the revised policy would be effective from 1 April 2025;
- ii. Agree that any increase in council tax income generated from this policy change would be earmarked for the purposes set out in paragraph 3.7 of the report.

5. IMPACT OF AUSTERITY

A report was submitted by the Executive Director for Council Resources, following on from a motion presented to Council on 29 October 2024, setting out the potential measures that may be available to the Council to address the impact of continuing 'austerity' on the community.

Ms Fortune presented the report setting out the purpose and background. She acknowledged that the impacts of austerity had been wide ranging, and she provided examples of the interventions undertaken by the Council to support the most vulnerable households and mitigate these impacts. She said that the Council existed to support and provide services to local communities, but that austerity had also impacted many services. They were currently operating in the most complicated and challenging circumstances the Council had ever faced, with funding failing to keep pace with the demand aligned with a growing population. She reminded Members that while much relied on the level of the national funding settlement, it would be for Council to decide how best to manage its obligations, along with the associated risks to set a balanced budget for the year ahead.

Councillor Menzies asked if it would be possible to provide more detail on the impact on communities, e.g. numbers accessing the Scottish Welfare Fund, foodbanks and other supports, and the potential impact on communities if non-statutory services were removed. Ms Fortune agreed to provide further information in the form of a Members' Library report. She also acknowledged that these were ongoing issues that would have to be considered as part of the difficult budget decisions being faced by Members.

In response to a question from Councillor Jardine, Ms Fortune agreed that there was a very delicate balance to be struck between aligning the resources available to the Council to meet its statutory obligations and considering how to redirect any available funding to areas in need of additional support. She reiterated that it would be for councillors to set the priorities and then use any discretion available to them to allocate remaining resources. She accepted that their level of discretion and resources would be limited but suggested that supporting recurring investment in the Scottish Welfare Fund may be one area for consideration.

Councillor McMillan asked about the use of partnership structures and networks to deliver support and services. Ms Fortune agreed that the budget did not sit in isolation and needed not just to align with Council priorities but also to support continued partnership working. She felt that the Council was well versed in working in partnership from a strategic level to the delivery of services on the ground. However, she acknowledged that this continued to be a very challenging time with the costs and demands being placed upon the Council far outstripping the resources available. She agreed that there were always opportunities to do more and the Council should always strive to deliver the best it could for all residents.

Referring to earlier questions, Councillor Akhtar said it was important to highlight that a vast amount of the budget was spent on education, housing, employment and health and social care. There were a range of services supporting vulnerable people and many partners working in communities had already shared information about the impacts of austerity. She suggested that perhaps there needed to be more of a focus on highlighting the information already available and the work going on to tackle austerity and using all possible levers available.

Councillor Forrest said that council officers were good at working with partners and engaging with those working on ground. He said that, in his experience officers, were out in the community going above and beyond.

Councillor McGinn stressed the importance of working in partnership. He had worked with families for many years and he was unable to recall a time when things had been so difficult for families. He said that the Council must continue trying to make a difference and support the work of its partners. The decisions of previous governments over the past decade or so had clearly had an impact but he was certain that everyone present wanted to make things better and he hoped that the next decade would be so much better than the last.

Councillor Akhtar commended the comments and work of Councillor McGinn. She reflected on the paper and noted that this year had seen the largest funding settlement for Scotland. She emphasised the need to ensure that the Council used its share to get the most for its communities, while continuing to highlight the importance of fair funding for local services. She said that many residents were still struggling, and the Council must strive to improve the lives of families in its communities.

Councillor McMillan said that this issue was about setting goals to eradicate poverty, reducing the effects of austerity and the need for foodbanks. To achieve this there needed to be a focus on planning, on lobbying governments, on working in partnership and rallying resources to the areas of greatest need. He believed that there was a solid platform of work already there to build on but that they must remain mindful that there was always more that could be done. He urged his colleagues to be 'relentlessly dissatisfied with the status quo.'

The Convener thanked his colleagues for a useful debate. He said that austerity would remain for some time to come and that the decisions of the last decade had put a lot of pressure on local communities and families. He said that the Council would continue to do what it could to support people in their current circumstances and he hoped to see some improvement moving forward.

Decision

The Cabinet agreed to note the content of the report.

6. EQUAL EMPLOYMENT OPPORTUNITIES POLICY

A report was submitted by the Executive Director for Council Resources seeking approval of the Equal Employment Opportunities Policy, following full employee and Trade Union consultation and Corporate Management Team (CMT) endorsement.

The Team Manager HR Operations, Zoe McFadzean, presented the report outlining the purpose of the policy and its surrounding framework and strategies. She advised that the policy superseded a previous version, and she outlined some of the key changes. The policy had been through a consultation process, and this had resulted in further clarification of some aspects of the policy. She confirmed that there would be compulsory training for managers and that they would work with those harder to reach groups to ensure all staff get appropriate training.

Ms McFadzean responded to questions from Councillor Menzies and Councillor McMillan. She advised that CMT had confirmed that they wanted training to be mandatory and would work to ensure staff who were not office-based did not miss out on training. She said that this policy was not set in isolation, and it worked alongside other policies, such as the prevention of harassment policy and managing attendance policy. She confirmed that training would be online for those with access to a PC and other format would be delivered for those who were not office-based. She acknowledged that this was an area of fairly rapidly changing policy and that despite regular reviews it was sometimes difficult to keep up to date. However, this was a key policy for the Council, as well as being a key risk, and it would be prioritized for further reviews.

The Head of Corporate Support, Hayley Barnett, added that the HR team met on a monthly basis with TU colleagues to discuss all HR policies. She confirmed that formalising the review of the policy was being considered and would be discussed further with CMT colleagues. In the meantime, she assured Members that there were mechanisms in place to carry out reviews.

HR Adviser, Gail Scott, replied to questions from Councillor McIntosh. She confirmed that the Council had an equality plan; a strategic document which ensured that it met all of its equality duties. She advised that non-binary would be protected within the 9 protected characteristics set out in the Equalities Act but she acknowledged that this policy did not currently refer specifically to every element. She offered reassurance that while it was not explicit in policy, from a management and staff perspective, there was an awareness of the need to consider and support any employee regardless of status, gender or minority grouping. She also agreed that there was a need to develop work in these areas.

In response to a question from Councillor Akhtar, Ms Scott confirmed that there was an equality working group which involved HR, managers and TU representatives. It had an informal focus on bringing more aspects of equalities into common place discussions at work and in considering what more could be done to improve inclusivity in the workplace. She said that key pathways for promoting the benefits of policy and the arrangements for training were using the i-Trent system (MyHR) and *Inform*. They were also holding sessions with employees about impacts of behaving in discriminatory or non-inclusive ways in the workplace.

Councillor Akhtar commended the report. She said that the Council's biggest asset was its staff and that this policy would help and support staff to achieve their best. She said it was important to have a process which encouraged respect and dignity in the workplace adding that the benefits of this policy should be promoted as widely as possible. She also looked forward to further reviews and feedback.

Councillor McGinn welcomed the paper and agreed that the Council's best asset was its staff. He said he took it very seriously when staff were openly criticised on social media or in

communities when going about their day-to-day work. He said it was important to have a safe, diverse and inclusive workplace where the contributions of all employees were valued, and their views listened to. He also felt that this policy would enhance the workplace experience.

Councillor McMillan said that this policy was key to establishing a culture promoting all aspects of equalities. He welcomed the feedback in the paper, and he offered his thanks to staff in the HR team for their work to support veterans.

Ms McFadzean informed Members that the Council was seeking to recruit an HR adviser in equalities and diversity to support training and implementation of this policy.

The Convener welcomed the report and felt that the workforce would benefit from this policy. Referring to the arrangements for evaluating and monitoring the implementation of the policy, he asked that this feedback be shared with Members.

The Convener moved to a roll call on the recommendations, which were approved unanimously.

Decision

The Cabinet agreed unanimously, by roll call vote, to approve the Equal Employment Opportunities Policy.

7. VARIOUS ROADS – EAST LOTHIAN, INTRODUCTION AND AMENDMENTS TO TRAFFIC REGULATION ORDERS 2025

A report was submitted by the Executive Director for Place seeking Cabinet approval to start the statutory procedures necessary to introduce and amend various Traffic Regulation Orders as set out in the proposals listed in Appendix A, B, C and D of the report, vehicular traffic and Experimental Traffic Regulation Order (ETRO).

The Service Manager – Roads, Alan Stubbs, presented the report outlining the purpose and background. He drew attention to the statutory procedures set out in report, the details of the proposals which were contained in the appendices and explained that while TROs were permanent, the ETRO would be in place for a period of 18 months. He advised that officers would consider feedback received during the implementation of the ETRO and would bring this back to Cabinet.

Mr Stubbs replied to a question from Councillor Forrest confirmed that any need for a refresh of lines or signage would be considered as part of the TRO process.

Councillor Menzies asked about specific issues on Masons Way and Sandersons Wynd. Mr Stubbs advised that they did have representation at drop off and pick up where people were parking indiscriminately. These restrictions would allow officers to control and enforce this and to reduce the risk to children and others. He added that the concerns raised often related to the actions of other carers and parents.

In response to a question from Councillor McMillan, Mr Stubbs confirmed that the Council had taken legal advice and were satisfied that an ETRO was the appropriate way to introduce these measures. It would allow the opportunity for feedback from the community and businesses and for adjusting the proposals, if necessary. A report could then be brought to Cabinet at a later date, and should Members be minded to make a permanent TRO a further period of consultation would take place.

Councillor McMillan welcomed the paper and the proposals on road safety and reduction in speed limits on some roads. He encouraged everyone to be aware of their behaviour when driving. He welcomed Mr Stubbs' comments regarding safety, access and parking in North Berwick and saw the proposed TROs and ETRO as a sign that the police and officers were acting on public concerns. He added that Councillor McFarlane had also received feedback from members of the community seeking action on these matters.

The Convener moved to a roll call on the recommendations, which were approved unanimously.

Decision

The Cabinet agreed unanimously, by roll call vote, to start the statutory procedures necessary:

- i. to make and amend Traffic Regulation Orders to prohibit waiting, loading and unloading, introduce new speed limits, and one-way restrictions, as set out in the proposals listed in the appendices.
- ii. to make and amend an Experimental Traffic Regulation Order (ETRO) as set out in Appendix D, which may be made permanent in due course under a subsequent Traffic Regulation Order.
- iii. in the event that there were no outstanding objections at the end of the period the ETRO was in place (between 6 to 18 months), to delegate to the Head of infrastructure to:
 - a) make the ETRO permanent by means of a subsequent Traffic Regulation Order; or
 - b) revert to the original situation prior to the ETRO,which shall be communicated in a Members' Library report.

Signed

Councillor Norman Hampshire
Council Leader and Convener of Cabinet

REPORT TO: Cabinet

MEETING DATE: 11 March 2025

BY: Executive Director for Place

SUBJECT: East Lothian Council Travel Plan – 2025-2030

2

1 PURPOSE

1.1 To seek Cabinet approval for a new Travel Plan for East Lothian Council.

2 RECOMMENDATIONS

- 2.1 That Cabinet approves the targets and corresponding action plan contained within the new travel plan.
- 2.2 That Cabinet commit to a data-led approach to workforce travel planning and Scope 3 emissions reporting for the duration of the plan (6 years). This will require annual subscription to the CalCommuter tool (or similar).
- 2.3 To Approve Draft East Lothian Council Travel Plan 2025-2030 in Appendix A.

3 BACKGROUND

- 3.1 A Travel Plan Strategy provides the basis to implement the necessary behaviour change elements (Information, Engagement, Facilities and Policies) associated with supporting and encouraging active and sustainable travel choices.
- 3.2 Following the conclusion of the authority's previous travel plan at the end of 2024, East Lothian Council remains committed to reduce its carbon emissions from transport.
- 3.3 In the second half of 2024, with grant funding obtained via the Workforce Mobility Project, officers in Road Services worked with consultancy Travelknowhow Scotland to develop a new travel plan.

- 3.4 Data gained through the CalCommuter pilot project (an Innovate UK grant funded project aimed at developing a data-led approach to sustainable workforce travel planning) has been used to help set proposed targets and associated action plan. It is also now possible to generate mailing lists for targeted messaging and communications to 'nudge' respondents towards appropriate and viable commuting choices.
- 3.5 The CalCommuter project was used as the vehicle to conduct the Council's annual travel survey, and thus to complete the authority's Scope 3 reporting for 2024. The accuracy of our reported Scope 3 emissions and the modal split of the workforce's current commuting habits have improved significantly as a result.
- 3.6 Over 700 employees across various service areas (frontline, education and corporate) were surveyed as part of the pilot project. All survey respondents received personalised travel plans generated by CalCommuter. These contained information on cost, time and carbon emissions for each viable option. These plans allowed the Council to begin to deliver on its aspiration outlined in the Climate Emergency Response Plan: to provide personalised travel plans for employees.

4 POLICY IMPLICATIONS

- 4.1 The new travel plan will become Council policy, sitting within wider policy agendas of Active and Sustainable Transport, Workforce Mobility Planning and the Climate Change Strategy.

5 INTEGRATED IMPACT ASSESSMENT

- 5.1 An Integrated Impact Assessment for the subject of this report has been completed and is currently undergoing a Quality Assurance process. Once this process is complete, the Assessment will be published and a link to the document will be made available to Members.

6 RESOURCE IMPLICATIONS

- 6.1 Financial - All costs involved in connection with consultation and partnership working that have been used to develop this plan have been met by external grant funding. Costs associated with implementation may include annual subscription to CalCommuter (or similar) and has been included in the 25/26 base budget.
- 6.2 Personnel - Active and Sustainable Transport Behavioural Change Officer to oversee implementation of action plan, with input from a working group with representation from HR, Comms, Transport, Road Services, CMT etc.
- 6.3 Other – None.

7 BACKGROUND PAPERS

7.1 None.

AUTHOR'S NAME	Ian King
DESIGNATION	Roads Asset and Regulatory Manager
CONTACT INFO	Richard Kerr
DATE	21 February 2025



Active and Sustainable Travel Plan Strategy 2025 – 2030

Version 2.0 – February 2024

1. Introduction

The Travel Plan Strategy provides the basis to implement the necessary behaviour change elements (Information, Engagement, Facilities and Policies) associated with supporting and encouraging active and sustainable travel choices that are inclusive and accessible. Active and sustainable travel is a way of getting around that involves walking, cycling, wheeling, using public transport, and also car sharing.

This document sets out the Active and Sustainable Travel Strategy for East Lothian Council over the next 5/6 years and sets out the council's intentions and commitment to travel planning measures across the Council. Whilst this strategy is primarily intended to support active and sustainable travel choices for council staff commuting and/or business travel, it is hoped that through the strategy's implementation the council can act as an anchor institution to support as many people as possible visiting, living and working in East Lothian to travel actively and/or sustainably.

East Lothian Council, along with other public bodies represent the frontline of Scotland's climate emergency response, with many already going well beyond their legislative duties to drive action and influence change across society. Since 2011, Scotland's public bodies such as East Lothian Council, have been legally required to reduce emissions associated with a range of different aspects of their operation by the Scottish Government.

1. Background

East Lothian encompasses a diverse and attractive landscape from beautiful coast and countryside, significant cultural and natural heritage assets, as well as distinctive towns and settlements of varying sizes. East Lothian shares boundaries with the Scottish Borders, Midlothian and Edinburgh, which, due to its close proximity, acts as a major employment hub for the county.

A rapidly growing population means the county is faced with great change over the coming decades, East Lothian's population grew by nearly 13% between 2011 and 2022 with further increases projected. Pressure on existing transport networks has and will continue to increase significantly. East Lothian and wider statutory partners must respond to increased pressure on transport infrastructure by ensuring that commuters and those making every day journeys have viable alternatives to motorised transport, particularly single occupancy cars.

East Lothian Council's Vision

East Lothian Council are committed to working together across the Council, with the Council's partners and with the people and communities of East Lothian to achieve our vision of **an even more prosperous, safe and sustainable East Lothian, with a dynamic and thriving economy that enables our people and communities to flourish**. The [East Lothian Council Plan 2022-27](#) is challenging and ambitious. The Council is committed to working collaboratively with communities and citizens of East Lothian.

VISION			
<i>An even more prosperous, safe and sustainable East Lothian, with a dynamic and thriving economy, that enables our people and communities to flourish</i>			
OVERARCHING OBJECTIVES			
Recovery and Renewal	Reduce Poverty and Inequality	Respond to the Climate Emergency	
THEMATIC OBJECTIVES			
Grow our Economy	Grow our People	Grow our Communities	Grow our Capacity
Increase sustainable and inclusive economic growth as the basis for a more prosperous East Lothian	Give our children the best start in life and protect vulnerable and older people	Give people a real say in the decisions that matter most and provide communities with the services, infrastructure and environment that will allow them to flourish	Deliver excellent services as effectively and efficiently as possible within our limited resources

2. Key drivers for the Active and Sustainable Travel Plan Strategy

As an organisation, East Lothian Council is committed to ensuring that we link our actions to achieve the UN's Sustainable Development Goals working with our local communities and citizens. The UN Goals are directly linked to our National Performance Framework which the Scottish Government signed up to in 2015. We are committed to the principles of sustainable development which will meet our community's needs for health care in a way which sustains our natural environment and meets social equality and equity.

There are various statutory requirements that East Lothian Council are required to meet, and many national level strategies that we need to align with as a board and many regional and internal strategies that we need to tie into.

Sustainable transport/travel needs to be a thread running through our organisation moving forward. It needs to develop, adapt and grow with the organisation and the climate, health and societal changes that it will undoubtedly face.

The council will continue to develop its strong and positive working relationship with all its partners engaged through the East Lothian Partnership and other partnership forums including NHS Lothian, Police Scotland, Scottish Fire and Rescue Service, Scottish Enterprise, QMU, Edinburgh College, Volunteer Centre East Lothian, community and third sector groups and business associations.

VE TRAVEL PLAN
TRANENT TOWN PLAN

3. East Lothian Council's vision for active and sustainable travel

East Lothian Council's Climate Change Strategy 2020–2025 sets out the Council's vision and overall aims for a Net Zero Council and a Carbon Neutral East Lothian.

East Lothian Council will take urgent action to make all our Council Services Net Zero as soon as reasonably practicable, providing we are resourced appropriately to do so by 2045. The council will lobby, support and work with government, all relevant agencies, partners and communities to fulfil this commitment.

We will also work with our communities and partners towards making East Lothian a carbon neutral county, enabling the county to deliver its part of wider national and international commitments, and to prepare for the impacts of climate change.



Partnership - East Lothian Council is committed to working in partnership with stakeholders in our communities, including, businesses, organisations and protected characteristic groups (as per the Equalities Act 2010) to tackle climate change.

Outcome 1: East Lothian Council will be a Net Zero and Sustainable Council

East Lothian Council will reduce its overall carbon emissions from the Council's own estate and operations over the 5-year period of the Climate Change Strategy to contribute towards making all our Council Services Net Zero as soon as reasonably practicable or in any case by 2045

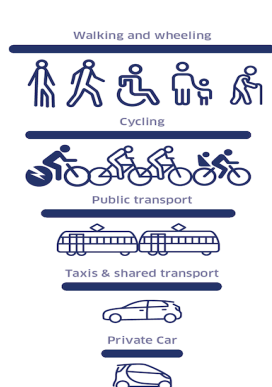
Key Priority Area 6: Reduce Emissions across our Transport Fleet and Staff Travel. An uplift in resource and investment will be required to enable the shift required,

Outcome 2: Active Travel and Sustainable Transport are used for everyday journeys, to drastically cut emissions from transport and improve air quality

Ensure that East Lothian has well-connected, healthy, active communities with improved air quality, where active travel and sustainable transport modes are the norm to access local services and amenities.

Despite working in a challenging time for bus operators and in the context of pressure on our core revenue grant, East Lothian Council aims to work across all service areas to embed the Scottish Government's travel hierarchy (see below). We would very much welcome the opportunity to do more with statutory partners to grow patronage of bus Public Transport services, and to ensure that as many people as possible can say "Yes" to more active and sustainable travel options.

As guidance, the aim of the Scottish Government's travel hierarchy is that decisions about everyday journeys should be taken in the light of the following:



- Can you prevent travel?
- If you can't prevent travel, can you walk, wheel or cycle?
- If you can't walk, wheel or cycle, can you use public transport?
- If you can't use public transport, can you lift share?
- If you can't share a vehicle, only then be the sole occupant of a vehicle.

The overall aim of this Active and Sustainable Travel Plan Strategy is:

To reduce the amount of car-based traffic resulting from East Lothian Council operations and the impact that this has on the local communities by maximising its role as an anchor institution to work in collaboration with partners to enable more active and sustainable modes of travel to improve the health and wellbeing of staff, improve service accessibility and build healthier, more sustainable communities and mitigate against the impact of climate change.

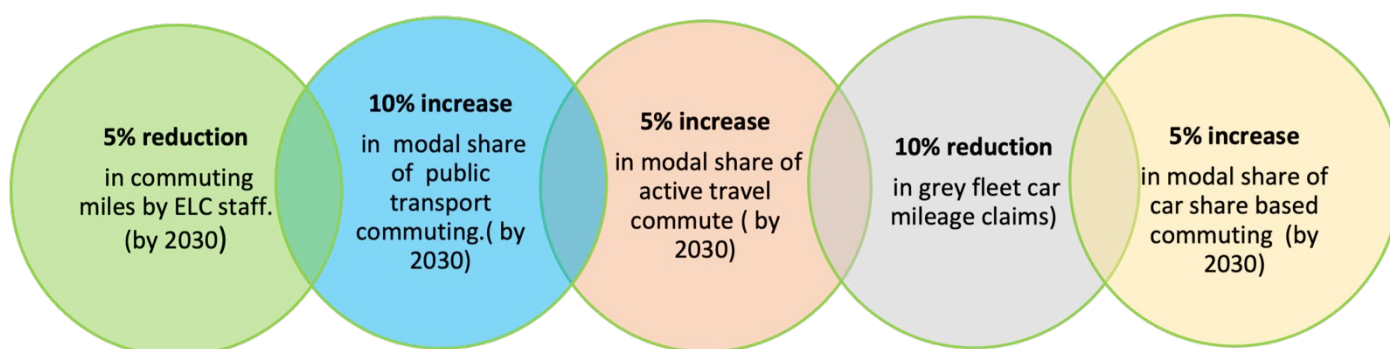
Scotland's net zero emissions target date of 2045 is ambitious. In line with the Scottish Government target of a **75% reduction in emissions by 2030 and 90% by 2040** (relative to 1990 levels of carbon dioxide, methane, and nitrous oxide and 1995 levels of hydrofluorocarbons, perfluorocarbons, sulphur hexafluoride and nitrogen trifluoride), East Lothian Council has already achieved extensive decreases.

In order to continue this momentum to achieve the net zero by 2045 target (or sooner) East Lothian Council is looking to put in place the following targets in relation to active and sustainable travel across the organisation to be consistent with the Scottish Government's route map to reduce car kilometres by 20% by 2030.

These will be as SMART (Specific, Measurable, Achievable, Relevant, and Time-bound) as possible allowing the council to effectively monitor and evaluate all workforce mobility initiatives undertaken and utilise the measures used to collect Scope 3 emissions data as part of the statutory Public Bodies Climate Change Duties Reporting (PBCCDR).

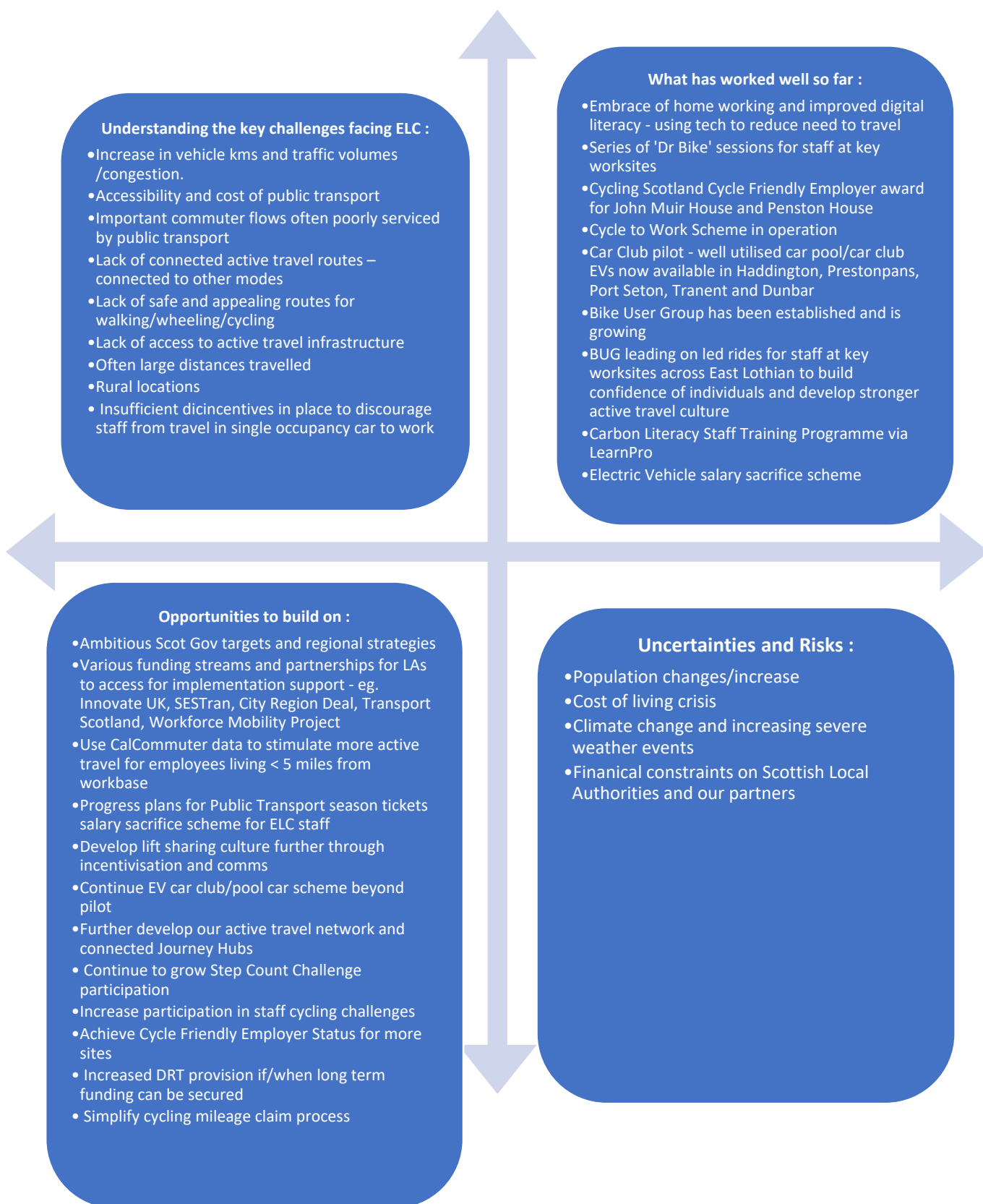
In the PBCCDR 2021/22, staff commuting and emissions from grey fleet (privately owned vehicles that are used for business purposes), as part of business travel broken down by fuel type, were added as two new carbon emissions categories. **Note:** from 2022/23 public bodies were asked to use a different methodology to capture greenhouse gas emissions from hybrid/home working.

Targets



Current Situation - review alongside the Annual Update Document

There is a lot of great work already taking place across East Lothian Council to enable more active and sustainable travel.

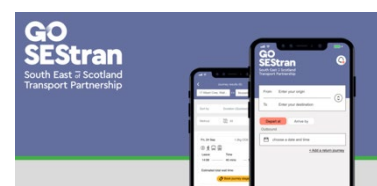


Various initiatives already in place

- **Carbon Literacy Programme** for all staff – training via LearnPro
- **Ongoing communication around Climate Change**, active and sustainable travel through internal staff newsletter – Inform (Green Corner)
- **East Lothian Council’s Sustainable Fleet Management Strategy** – pathway to zero tail pipe emissions from fleet vehicles procured by 2035.
- **Journey Hub Plan**
- **Continued programme to extend EV charging capacity** at Council offices, depots, and public buildings.
- **7 Council owned cargo bikes** being made available for community group/s across the council area and to the Rangers service. Can we bring these into any other Council service areas?

Partnership opportunities

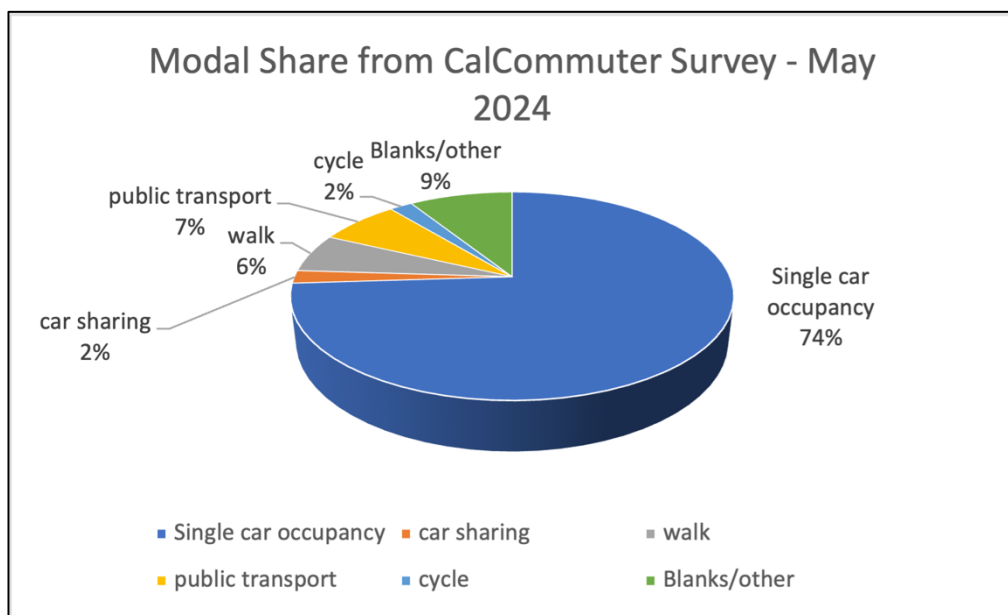
- **Build on 2024-25 pilot partnership with car club operator** aimed at reducing grey fleet mileage claims. The 1-year pilot, via Transport Scotland funding, has made car club EVs available at key locations across East Lothian where a high proportion of grey fleet users live/work. The Council acts an anchor institution through this grant funded model, as the public can use the EVs at evenings and weekends to reduce private car dependency and increase utilization of share transport EVs.
- **Use technology to improve data-led approach to travel planning** - in 2023-24 Innovate UK funded pilot to develop a new digital platform in partnership with local firm, David Smith Consulting. CalCommuter is now operational and aims to support employers with reducing commuting emissions via a data-led approach to workforce mobility planning. The platform allows employees to assess and self-initiate changes in their commuting behaviours, whilst employers can use data gathered to develop incentives and do targeted ‘nudge’ campaigns. There are opportunities to build on this work with CalCommuter or another similar provider.
- **Workforce Mobility Project**– has provided ongoing access to demand and travel behaviour data across the council area to assist in development of our proposed network of Journey Hubs. The WMP have indicated that they would be willing to work in partnership with the Council to explore the viability of introducing a Public Transport Salary Sacrifice option for ELC staff.
- **Exploring shared community transport options** across East Lothian – the Council is already piloting a network of bike hire hubs hosted within libraries across the county, as well as our network of supported car club hubs. We will continue to monitor and evaluate the success of these initiatives, whilst exploring further opportunities to deliver DRT bus services, if/when the necessary funding is made available.
- **GO SEStran App** -SEStran’s pilot project to deliver a Mobility as a Service (MaaS) travel app to East Lothian and beyond to the rest of the region. Funded through Transport Scotland’s MaaS Investment Fund, the free app will allow users to plan, book and pay for journeys by different transport modes, initially that is via rail, bus, and taxi.
<https://sestran.gov.uk/gosestran-app-launch/>



Modal Share from 2021/22 Staff Travel Survey

- 86% single car occupancy
- 4% car sharing
- 1% walk
- 5% bus
- 2% cycle
- 2% train

Modal Share from 2024-25 CalCommuter survey results



Key to note:

reduction in single car occupancy and increase in walking figures when compared to previous 2021/22 survey.

- 74% single car occupancy (12% reduction)

6% walk (5% increase on 2021/22 figures)

Worth noting:

- 2024's results showed 21% of those using single occupancy car are traveling 5 miles or less to work.
- Lift sharing a viable option for many commuters.
- Opportunity to encourage increased frequency of the occasional active/sustainable journeys amongst car users.
- Opportunity to promote existing public transport options for key ELC sites. Analysis from Institute of Environmental Analytics, undertaken as part of CalCommuter project in 2024, indicates that Public Transport offers the greatest potential for ELC's workforce to reduce its Scope 3 emissions from commuting.

1. The Engagement Approach

As a large organisation connected to our local area and community, East Lothian Council recognises that it can make a positive contribution as an **anchor institution**. By investing in and working locally and responsibly with others, we can have an even greater impact on the wider factors that make us healthy. However, it is important to not only look at behaviour change but also to understand and look to address the societal drivers of current travel behaviour through greater collaboration with key stakeholders – local authorities, transport providers, active travel partners. Working as an anchor institution to think differently and proactively about how as an organisation we can affect change to **enable** staff and residents to change their travel behaviour.

East Lothian Council are keen to work collaboratively on the development of active and sustainable travel measures. Working with colleagues across all areas of the council to understand barriers and concerns and work with them to develop initiatives that encourage and support colleagues to want to change their travel behaviour. It is about trialling different approaches and working with colleagues to understand what works and what doesn't. This strategy is about developing an ongoing approach that evolves overtime and reflects the requirements of the Council, colleagues, and residents, while striving to achieve the necessary travel behaviour change needed to address the Climate Change Crisis.

2. Key areas of focus to increase the modal share of active and sustainable choices for commuting and service provision

Reducing the need to Travel:

- Reduce the impact of staff commuting whilst maintaining balance in relation to the benefits of coming into the office socialising, support and mental health.
- Continued Hybrid working approach to enable staff to work remotely where it is appropriate
- Better integration of services within communities –to minimise separate journeys
- Continued utilising of technology to minimise travel.

Promoting Active Travel:

- Increase staff awareness and knowledge of the active and sustainable travel options available to them by linking with a group of Travel Champions – TBC if this is Engagement Team or another group
- Further utilise the existing Bike User Group to encourage more cycling
- Deliver a range of activities and events that encourage staff to travel actively and sustainably.
- Reduce barriers to active and sustainable travel in the workplace through the provision of facilities, equipment and/or schemes making active and sustainable travel easier options
- Increase overall physical activity levels of staff.
- Ongoing maintenance of active travel facilities
- Deploy a range of measures to incentivise active travel to reduce car travel
- Incentivising and enabling car sharing – targeting communications via CalCommuter data

Promoting Public and Community Transport

- Based on CalCommuter data, look to target the promote of personalised travel plans wo encourage greater trial of public transport options.
- Explore opportunities to work with local public transport providers to offer staff discounts
- Continue to work with local partners (Local Authorities and transport providers) to develop an integrated transport system across the region that utilises a network of Journey Hubs
- Within this network of Journey Hubs develop ELC sites as key transport interchanges within local communities – linking into key commuting/ traffic flows
- Explore more agile shared transport options – car sharing, car clubs, DRT as possible solution for rural/semi-rural communities
- Explore Community/ volunteer- based transport schemes - Such as the Community Transport Heroes Project running in Grampian region – as part of the [Health and Transport Action Plan](#)

Decarbonising our Fleet and Work-Related Travel :

- Pathway to zero tail pipe emissions from fleet vehicles procured by 2035.
- Reduce the impact of the “grey” mileage (EV Car Club pilot scheme)
- Make minimising travel a criterion in procurement decision making.
- Implement the Travel Hierarchy for business travel
- Work towards enabling Bike Mileage policy for work-related travel
- Explore access to e-bikes e- cargo bikes etc for colleagues making shorter journeys.

Climate Change and Access:

- To reduce carbon footprint of commuting and work-related travel and to report as part of the Carbon Management Plan
- Ensure that the project's reach is inclusive, through engaging and supporting staff and visitors of all demographics, socio-economic and the protected characteristics groups, as per the Equality Act 2010.
- Reduce the adverse impacts of travel (traffic flow and parking, air quality, road danger and community severance) on communities around key ELC sites

3. Implementation Plan

Short Term – Year 1	
<p>Allocate responsibility: with a designated active and sustainable travel lead taking responsibility for promoting active and sustainable travel across ELC (eg. Active and Sustainable Travel Behavioural Change Officer). Look to further support this role, by having in place at each key site and/or each service area an active travel champion with a remit to support the implementation and development of this strategy via participation in an associated working group - providing insight into site-specific/service-specific contexts, and helping others make changes.</p>	<i>Promoting Active Travel</i>
<p>Demonstrate commitment through oversight and delivery at appropriate Board Groups The Active and Sustainable Travel lead will report to the Sustainable Transport Officers Group to monitor progress, allocate resources and set direction for a 5-year change programme to deliver the implementation plan for this strategy.</p> <p>A working group drawn from depts such as HR, Communications; Road Services; Estates, Transport and Health & Safety to be established to collaborate on delivery of action points. This group will require a lead officer to chair and coordinate (eg. Active and Sustainable Travel Behavioural Change Officer).</p>	<i>Promoting Active Travel</i>
<p>Improve Travel Information Provision: To provide detailed travel information options to staff,</p> <ul style="list-style-type: none"> • Increase staff access to Personalised Travel Plans (via CalCommuter or similar) to understand all options available • Promote use of the GOSES app amongst ELC employees • Improve Real-Time Information provision for passengers in each of the county's 6 towns 	<i>Promoting Active Travel</i>
<p>Continue the commitment to provide training and incentives to encourage ELC staff to travel more actively and sustainably.</p> <ul style="list-style-type: none"> • Personal Safety Training/ Roadshows • Cycling Maintenance Workshops • Active Travel Incentives – linked to site-based services • Salary sacrifice schemes – eg. cycle to work, EVs, public transport season tickets 	<i>Promoting Active Travel</i>
<p>Continue to utilise the Bike User Groups – walking and Cycling (BUG)</p> <ul style="list-style-type: none"> • Guided lunch time walks/cycles Buddy schemes to address personal safety concerns 	<i>Promoting Active Travel</i>
<p>Step Count Challenges/ Scottish Workplace Journey etc</p> <ul style="list-style-type: none"> • Continue to look at Challenge based initiatives across the council 	<i>Promoting Active Travel</i>
<p>Continued commitment to provide new facilities as well as ensure maintenance of existing facilities at all our ELC sites that encourage active travel – accessible to staff, visitors Cycle storage</p> <ul style="list-style-type: none"> • Changing Facilities /Locker facilities • Adequate paths, cycle ways – lighting, notice boards, information points and accessible information. • Development of guide to all active travel facilities available across key council sites is in development 	<i>Promoting Active Travel</i>
<p>Business Travel Network – staff-based forum to encourage behaviour change in terms of business travel. Communicate updated business travel policies, exchange best practice, raise awareness of journey sharing, tele conference etc, active travel business travel options.</p>	<i>Decarbonising our Fleet and business travel</i>
<p>Collect Data: Commitment to conduct annual employee travel surveys to monitor travel choices, patterns, and measure shifts in modes of transport. Utilise Champions across each site</p> <ul style="list-style-type: none"> • Quantitative and qualitative research to understand current situation and barriers/attitudes to active and sustainable travel • Do Car Park /Cycle shelter spot checks • Car park/traffic counters at key sites. Consider how best to collect staff/ visitor travel information going forward 	<i>Annually</i>
<p>Set Ambitious Targets: In line with Cycling Plan for Scotland, set targets to increase everyday journeys made by bike (and wheeling/walking) See targets table above</p>	<i>Annually</i>
<p>Collect Commuter emission details – CalCommuter</p> <ul style="list-style-type: none"> • Annual CalCommuter survey to collect emissions data for commuting and homeworking to feed into ELC reporting officer. 	<i>Annually</i>
<p>Develop an Active and Sustainable Travel Brand /Communications Strategy</p> <ul style="list-style-type: none"> • Undertake a formal staff consultation process as part of the initial stages of development of the brand/ communications strategy, to gather further feedback and input from different service areas across the Council. • Use this engagement work as a vehicle to recruit local active and sustainable travel champions/ambassadors. Storytelling approach to engage staff. 	<i>Promoting Active Travel</i>
<p>Promote discounted bus travel for ELC staff across all bus providers</p> <ul style="list-style-type: none"> • Also promote the FREE under 22 and 60 travel to all applicable staff 	<i>Promoting Active Travel</i>

Explore provision of E-bikes/e-cargo bikes for employees - in particular in the provision of more local based services (in the community).	<i>Promoting Active Travel</i>
Tie in with Healthy Working Lives team to promote the wider benefits of more active and sustainable commuting.	<i>Promoting Active Travel</i>
Medium Term – Year 2 – 4	
Personal Travel Planning (PTP) – for staff <ul style="list-style-type: none"> Various personalised travel planning tools available that can offer the opportunity to show individuals the alternatives available to them. CalCommuter (or similar) can assist with this 	<i>Promoting Active Travel</i>
Continuation of work with Cycling Scotland Cycle Friendly Employer Accreditation – ensure ongoing work to maintain Cycle Friendly Employer accreditation across all major sites and look to work towards Walk to Work across all sites Also consider - Walk at Work Accreditations	<i>Promoting Active Travel</i>
Cycle to Work Scheme – continue to promote this scheme and benefits to all ELC staff across various offices, depots, and public buildings	<i>Promoting Active Travel</i>
Refresh Business Travel Policy – review business policy guidance to ensure a new travel hierarchy , review car mileage), add cycle mileage , business travel sharing. Need to disincentive car travel for business wherever possible.	<i>Decarbonising our Fleet and business travel</i>
Continued promotion and development of Agile Working Policies – remote working, flexible hours etc. Looking at it from need to travel point of view and flexible times to allow for more sustainable travel options. <ul style="list-style-type: none"> Consideration to working Hubs – that could be utilising other public bodies spaces, in key local locations. 	<i>Reduce the need to travel</i>
Continue to work in partnership with local agencies, transport providers and active travel partners details to be added	<i>Promoting Active Travel</i>
Car sharing – explore options. Using data collected via Cal Commuter pilot to identify possible clusters for car sharing	<i>Reduce the need to travel</i>
Longer Term – Year 4 onwards	
Further development of EV Charging across ELC sites. <ul style="list-style-type: none"> Explore options for commercially viable EV Charging solutions 	<i>Decarbonising our Fleet and business travel</i>
Review of Car parking policy: <ul style="list-style-type: none"> in line with national policy following consultation and engagement with members, joint trade unions, staff and partners. 	<i>Reduce the need to travel</i>
Continue to work with local agencies and transport providers to achieve greater active travel connectivity/ infrastructure to allow for multi modal journeys at major ELC sites. Considering shift working and need for staff to move between sites.	<i>Promoting Public Transport and Community Transport</i>
Procurement Procedures reviewed – to ensure that new Travel Hierarchy is a key criterion in procurement decisions	<i>Climate Change and Access</i>
Continue linking this strategy into the ELC Carbon Management Plan / Climate Change Reports	<i>Climate Change and Access</i>
Continue to ensure inclusive approach to all schemes in terms of different needs and requirements across the protected characteristics, as well as socio economic inequalities	<i>Climate Change and Access</i>

Commitment

To be successful, the East Lothian Council Active and Sustainable Travel Plan Strategy will require resources and participation from a range of stakeholders, internal and external to the organisation.

- It will require the support and commitment of senior management and the Sustainable Transport Officers Group
- Dedicated resource to drive forward travel Plan Strategy and its implementation across the organisation, including cross-council working group taking responsibility for implementation, with the council's Active and Sustainable Travel Behavioural Change Officer chairing this group.
- Ownership, throughout the organisation. ELC will add sustainability actions to our job descriptions and accountability to managers for sustainable action.
- Ownership, at individual site level to ensure implementation and ongoing monitoring against key targets.
- Strong brand - commitment to disseminate information across the organisation and raise awareness.
- Partnership working across the organisation and externally.
- It will require robust monitoring and reporting. Linking to statutory reporting requirements.

Appendix 1 – Targets with timelines

Target Description	Indicator	Short Term (2026)	Med Term (2028)	Long term (2030 and on)
5% increase in modal share of active travel commuting by 2030) (from 8% in 2024 to 13% by 2030)	CalCommuter	1% increase	2.5% increase	5% increase
10% increase in modal share of public transport commuting by 2030) (from 7% in 2024 to 17% by 2030)	CalCommuter Bus Company Ticketing data	3% increase	6% increase	10% increase
5% reduction in commuting miles by staff by 2030 Add baseline for 2024	CalCommuter	1% reduction	2.5% reduction	5% reduction
10% reduction in grey fleet car mileage claims Add in baseline for 2024	Grey Fleet Mileage Claims CalCommuter	3% reduction	8% reduction	10% reduction
5% increase in modal share of car-share commuting by 2030 2% in 2024 to 7% by 2030	CalCommuter	1% increase	2.5% increase	5% increase

REPORT TO: Cabinet
DATE: 11 March 2025
BY: Executive Director for Place
SUBJECT: Belhaven Masterplan Report

3

1 PURPOSE

- 1.1 To allow Members to review the Belhaven Masterplan 2024 report.

2 RECOMMENDATIONS

- 2.1 To seek Cabinet approval to take forward the tasks identified below in priority order and as opportunities arise, namely:
- i. Seek funding to signalise the junction of Beveridge Row/Edinburgh Road/ Shore Road
 - ii. Conduct a trial restricting Back Road between Winterfield Place and Winterfield Golf Club to non-motorised vehicles only
 - iii. Finalise designs for Shore Road path to incorporate feedback received, and apply for Planning Permission on this basis
 - iv. Apply for Planning Permission for agreed improvements at Shore Road Car Park entrance, and seek funding to implement this
 - v. Consult further on restricting beachfront parking at Belhaven to Blue Badge holders only
 - vi. Undertake further design work to change alignment of crossing at Duke Street / Brewery Lane and seek funding for further consultation and subsequent implementation.

3 BACKGROUND

- 3.1 In 2019, East Lothian Council (ELC) appointed [Stantec](#) to identify [options for improving pedestrian and cyclist conditions in the Belhaven area](#)¹. Last

¹ [Safer Active Travel: Back Road, Dunbar \(2019\) | East Lothian Council](#)

year (2024) we again engaged Stantec to identify specific deliverable projects, and to consult with local people to refine and prioritise these so they can be taken forward as funding allows. The projects are identified in Figure 1, below.

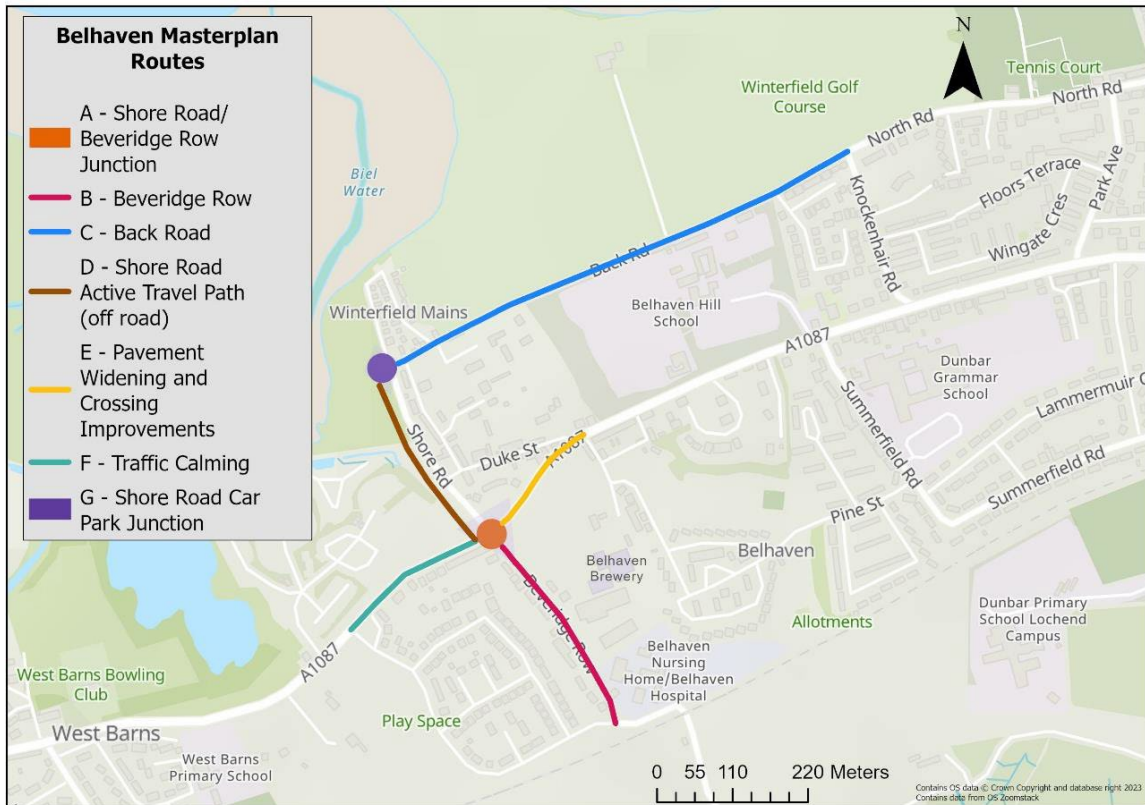


Figure 1: Study extent

3.2 The extensive community engagement exercise over the autumn of 2024 included a six-week online survey, a workshop with Community Council representatives and local Councillors, and two drop-in sessions – one for identified stakeholders and one for the general public. All comments from all engagement sources were pulled together and analysed.

Engagement Method	Number of responses
Online survey	228
Hard copy survey	8
Public events	124 comments across event
Total responses	360

The engagement exercise resulted in the following project rankings:

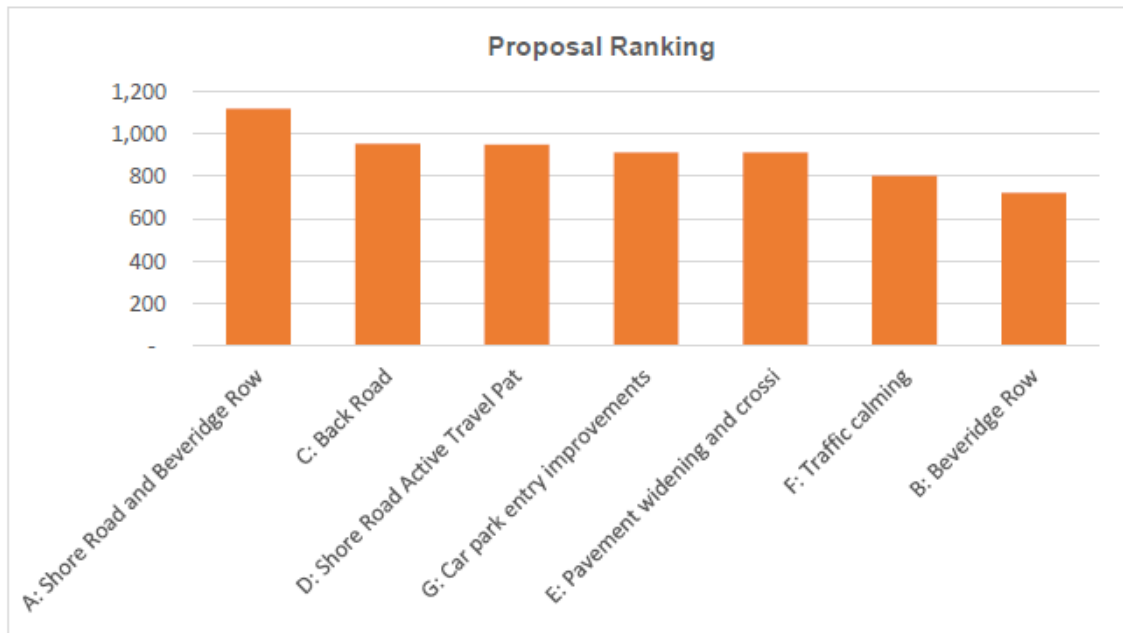


Figure 2: Proposal ranking outcome

These are summarised in priority order in Appendix 1 of this report. The full Stantec reports are available in the Members' Library.

4 POLICY IMPLICATIONS

4.1 None.

5 INTEGRATED IMPACT ASSESSMENT

5.1 An Integrated Impact Assessment has been undertaken and will be published on the Council's website at:

https://www.eastlothian.gov.uk/info/210602/equal_opportunities_and_diversity/12014/integrated_impact_assessments

6 RESOURCE IMPLICATIONS

6.1 Financial – Funding for further detailed design work associated with the Planning Permissions will be drawn down from our allocation from Transport Scotland's Active Travel Infrastructure Fund (Tier 1) in 2025-26.

6.2 We expect there will be opportunities to apply to the Transport Scotland Active Travel Infrastructure Fund (Tier 2) later in the year or in 2026 to contribute to construction works including the signalised junction at Shore Road / Beveridge Row, the off-road path at Shore Road and the improvements to the car park entrance. This could cover up to 70% of the construction costs. Match-funding could be provided though the Active Travel Infrastructure Fund (Tier 1). There may also be opportunities to

jointly progress the projects with colleagues in Economic Development and Landscape and Countryside which may allow a cocktail of funds to be assembled to progress projects of benefit to all.

- 6.3 Other options for funding include Transport Scotland's Road Safety Improvement Fund which is another competitive fund expected to be announced imminently, and there may be further funding opportunities from the UK government coming forward.
- 6.4 Personnel – There is sufficient capacity within the Road Services team to engage contractors to undertake the work.
- 6.5 Other – None

7 BACKGROUND PAPERS

- 7.1 The Belhaven Masterplan Community Engagement Report and public appendices are available in the Members' Library, Ref: 22/25, March 2025 Bulletin:

https://www.eastlothian.gov.uk/meetings/meeting/17419/members_library_service

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DATE	21 February 2025

APPENDIX 1 – BELHAVEN PROJECTS IN PRIORITY ORDER

Priority 1: Shore Road / Beveridge Row junction (Project A)

The preferred layout (Option 4) is a fully-signalised junction with crossings on two arms. The carriageway width of Shore Road will be increased to 6m over a length of 55m towards the grassed area to the west of the road and the corner radii increased to 6m.

It was identified that pedestrians accessing properties on Shore Road would likely use the path behind the car park, and folks heading to the beach would use the new active travel path and so the footway on the west edge of Shore Road would not be much used. Therefore, this footway will be reinstated at a narrow enough width to minimise land-take while still providing a refuge space between vehicles and the wall.

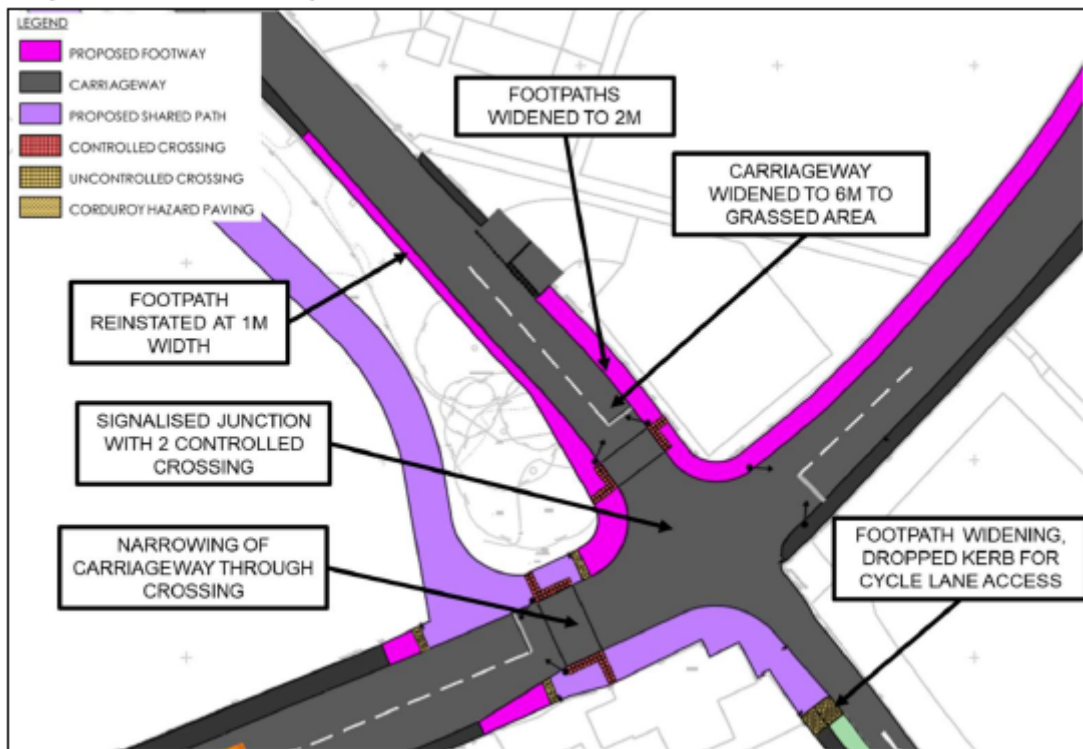


Figure 3: Shore Road / Beveridge Row junction (Project A)

Priority 2: Back Road (Project C)

The proposal put to the community was for a 3m-wide shared-use path on the North side of Back Road for the entirety of the section between the junction with Shore Road and Knockenhair Road. This would require a one-way system for vehicles on the carriageway, and the relocation of the boundary wall.

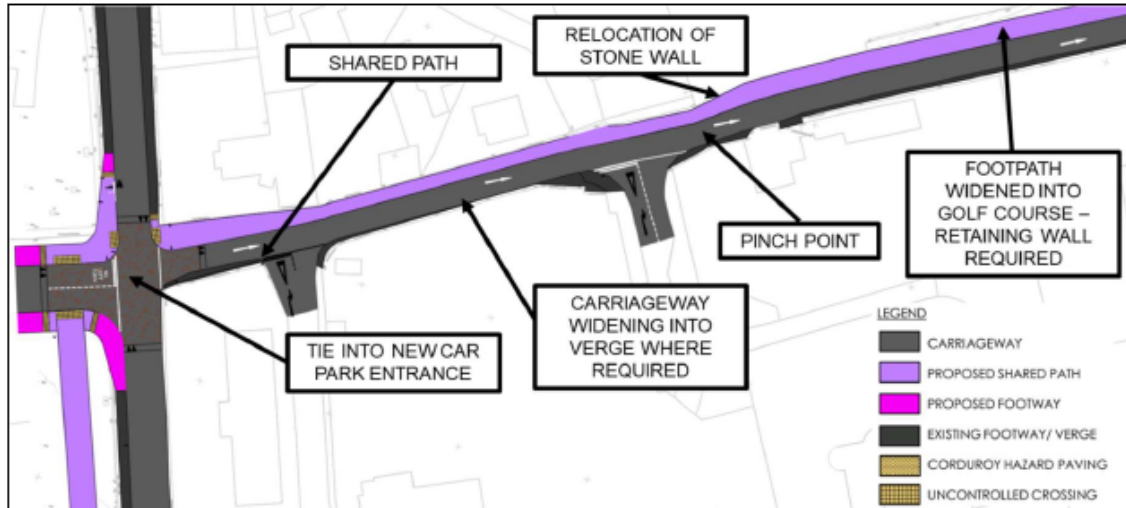


Figure 4: Back Road Proposals (Project C)

Although high ranking in terms of 'something should be done', this solution was only 'liked' by 44% of respondents, with a significant number of people expressing concern about the one-way system, and the mixing cyclists with pedestrians on a 3m-wide section of downhill path where the bikes may be going at some speed.

Several attendees to the consultation made an alternative suggestion to restrict Back Road to non-motorised traffic between the entrance to Winterfield Place and the entrance to Winterfield Golf Club. This could be implemented on a trial basis for minimal cost, and further consideration made on conclusion of the trial.

Priority 3: Shore Road active travel path (Project D)

An off-road shared-use path was proposed between the A1087 and the car park access, connecting to the existing John Muir Way long-distance route. The path proposal was supported by 73% of respondents although some were concerned about the loss of greenspace and there was a suggestion that a pedestrian crossing to Duke Street should be incorporated.

Currently the land that this proposal is proposed to pass through is leased from East Lothian Council to Belhaven Caravan Park. The proposal was discussed with the acting manager of the Caravan Park who was generally supportive of improving access into Shore Road.

Planning Permission will be required for this project, and the Planning process will provide an opportunity for further public consultation on materials, routing and lighting. As the path is remote from the carriageway, and is within the John Muir Park area, standard road construction may not be appropriate and a windust surface and low-level lighting (or no lighting) may be sufficient. The path alignment may result in some loss of parking within the car park and therefore configuration of the parking spaces will also need to be considered.

Modified designs will be worked up for taking forward for further consultation through the planning process.



Figure 5: Shore Road active travel path (Project D)

Priority 4: Improvements at Shore Road Car Park Junction (Project G)

During April 2022 the car park access was relocated while resurfacing works were undertaken and feedback received at the time was that the arrangement worked well and improved visibility and access for all. It is proposed to make this permanent with further enhancements to aid non-motorised users. It is further proposed that the parking area to the north of the new car park junction would be for Blue Badge holders only. This would be reinforced by signage, and different surfacing to enhance the change in road type at this location. These proposals were supported by 63% of respondents, and the main concern of objectors was around the loss of general parking at the beachfront. Those beachfront restrictions would require a Traffic Regulation Order, and any objections could be formally considered at that point.



Figure 6: Improvements at Shore Road Car Park Junction (Project G)

Priority 5: Pavement widening and crossing at Duke Street / Brewery Lane (Project E)

Proposed improvements to the crossing facilities at the junctions of Duke Street and Brewery Lane are shown below. They include the widening of footpaths, provision of a pedestrian build-out and dropped-kerb pedestrian crossings with tactile paving.

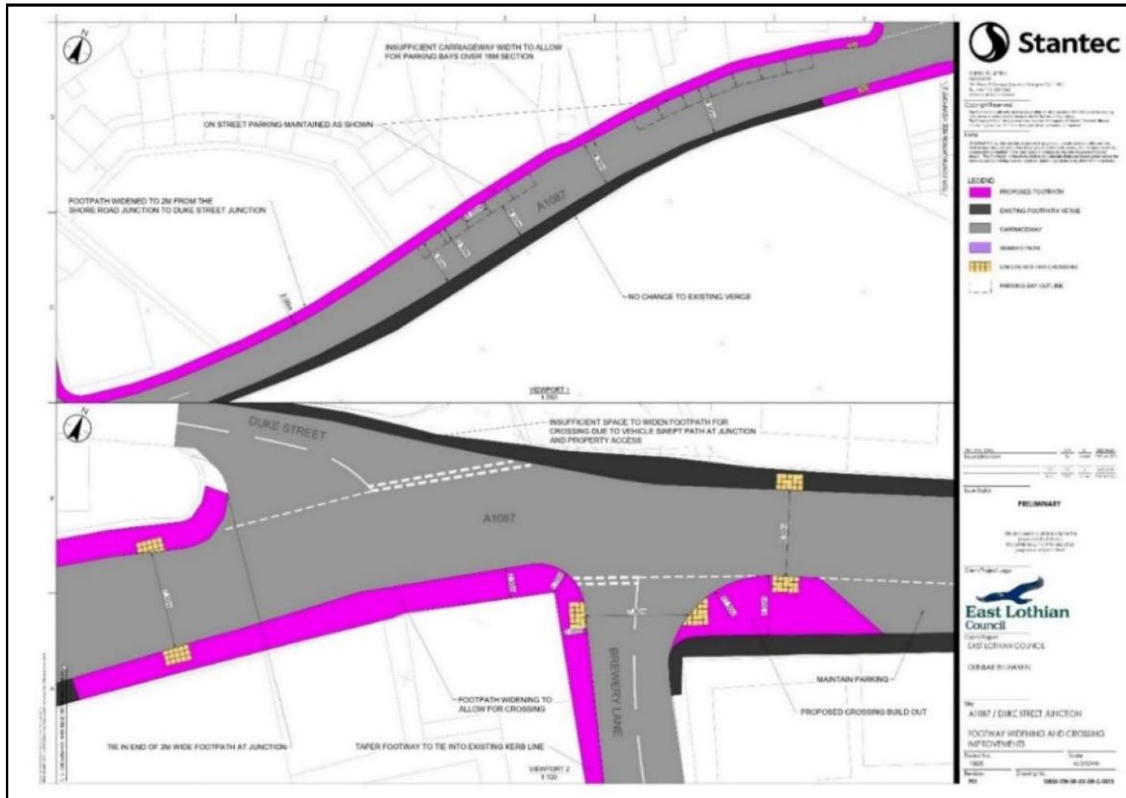


Figure 7: Pavement widening and crossing at Duke Street / Brewery Lane (Project E)

During the consultation, strong views were expressed about the arrangements hampering access for lorries to the Brewery despite the swept-path analysis demonstrating that the revised junction will be able to accommodate them.

In response to the above and also to a suggestion that the crossing does not align with where people usually choose to cross the road, a technical survey was commissioned to look at traffic volumes and pedestrian desire-lines in this area. This established that the junction is relatively quiet with on average one vehicle every 3 minutes on weekdays, and every 4 minutes on Saturdays. This affords plenty of time for vehicle manoeuvring.

Table 1: Vehicles accessing Brewery Lane between 07:00 and 19:00

Day	Date	All traffic	LGV	OGV1	OGV2	Heavy vehicles	% Heavy vehicles
Thursday	26/09/2024	204	37	1	6	44	22%
Saturday	28/09/2024	162	13	0	0	13	8%

The diagram below indicates how many people were detected crossing the road during the monitoring period (7am-7pm on a Thursday and on a Saturday in September 2024) and identified that most people approached from the east to cross onto the eastern footway of Brewery Lane.

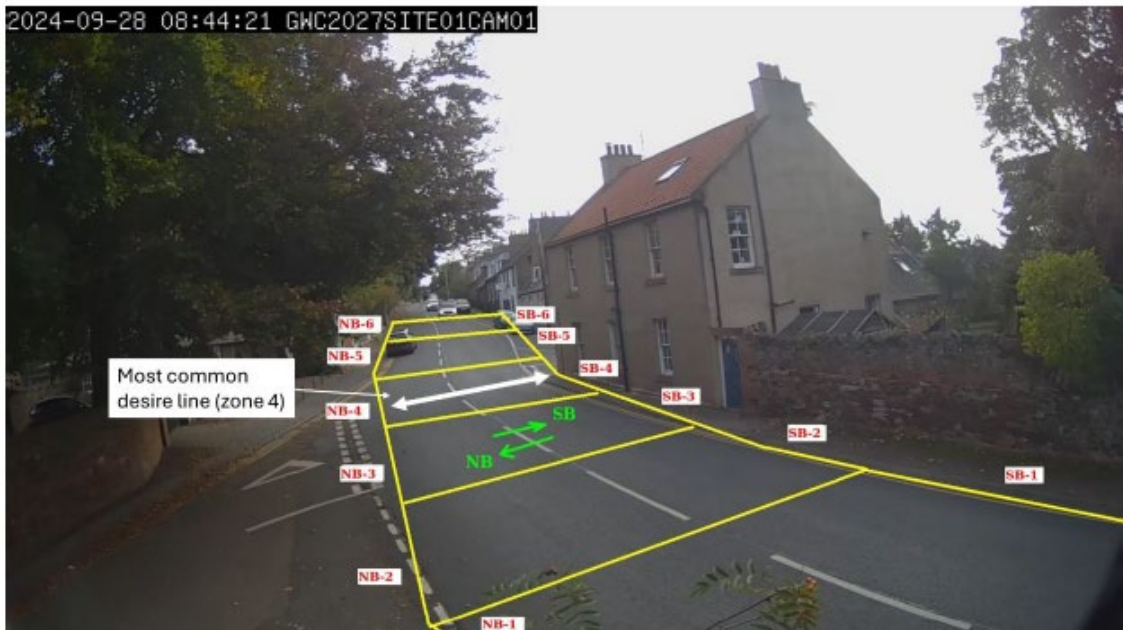


Figure 8: Diagram showing the most frequent crossing point at the Brewery Lane / High Street location

This work has established that we should modify our proposals to change the crossing location.

Priority 6: Traffic calming (Project F)

To reduce speeds along the A1087 in advance of the proposed signalised junction, additional traffic calming measures in the form of speed cushions were proposed. This proposal was divisive, with 37% of respondents in support and 32% against. Many respondents claimed that speed bumps are generally ineffective and can cause damage to vehicles, and some respondents suggested they can also pose a hazard to cyclists.



Figure 9: Traffic calming (Project F)

Some respondents suggested that the 20mph speed limit be implemented along the entire stretch of this road to reduce speeds, and this has now been actioned.

It is concluded that we should continue to monitor the impact of this change together with the other projects such as the junction signalisation, before taking a view on whether speed cushions are necessary.

Priority 7: Beveridge Row (Project B)

Beveridge Row is to be one way southbound for vehicles (towards the railway line) once the Bayview Circus is adopted by East Lothian Council. This proposal is outwith the scope of the current consultation and was already known to be opposed by residents of the Bayview Circus area who have submitted alternative suggestions.

The proposal for Beveridge Row which was under consultation assumed that the one-way system had been implanted and proposed that cyclists travelling northbound on Beveridge row would join an advisory cycle lane at the junction with Bayview Circus. The choice of an advisory cycle lane was made based on the constraints of limited carriageway width and the number of expected users of the cycle lane.

Southbound cyclists would join Beveridge Row from either an on-carriageway position from the A1087 junction or from the proposed new shared-use path.

The survey revealed that only 36% of respondents 'liked' the proposal and as such, this project (advisory cycle lane) is unlikely to be taken forward in the short-term.

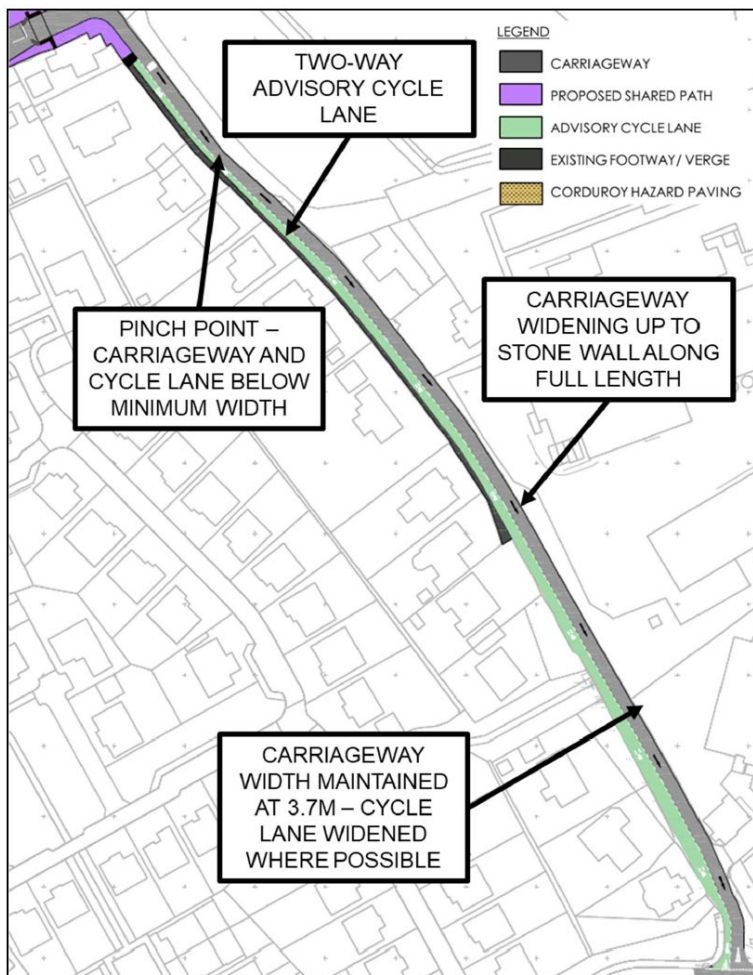


Figure 10: Beveridge Row (Project B)

REPORT TO: Cabinet

MEETING DATE: 11 March 2025

BY: Executive Director for Place

SUBJECT: Various Roads, Musselburgh, Introduction and Amendments to Traffic Regulation Orders, March 2025

4

1 PURPOSE

- 1.1 To seek Cabinet approval of the statutory procedures necessary to make and amend Traffic Regulation Orders to prohibit waiting, loading and unloading, reduce an existing speed limit, and permit contra-flow cycles on an existing one-way street.

2 RECOMMENDATIONS

- 2.1 That Cabinet approve the statutory procedure necessary to initiate, consider any objections and make or amend Traffic Regulation Orders in accordance with the relevant legislation in respect of locations and proposals listed in Appendices A, B, & C.

3 BACKGROUND

- 3.1 East Lothian Council as Local Traffic Authority is responsible for the making or amending of Traffic Regulation Orders as necessary: to avert danger to road users; to aid free unrestricted movement on the road; to prevent inappropriate use of the road and/or adjoining property and; to improve the amenity of the area.
- 3.2 In partnership with Transport Scotland and Sustrans, East Lothian Council propose to introduce six strategic active travel routes in Musselburgh to provide safe and attractive facilities for walkers, wheelers and cyclists travelling between key destinations.
- 3.3 Following significant consultation exercises, proposals for three of the routes have now advanced to developed design stage. The proposals

include new infrastructure such as footway widening, raised tables, continuous footways at side road junctions, new zebra crossing, new signalised junctions and crossings, shared footways, segregated cycle lanes and bus stop bypasses.

- 3.4 To accommodate the measures and ensure the safety of all road users new and amended Traffic Regulation Orders to prohibit waiting, loading and unloading are proposed. These will variously remove indiscriminate parking to improve sightlines; allow two-way traffic; improve the free flow of traffic; prevent obstruction of new continuous footway; introduce waiting and loading restrictions at a new zebra crossing and at new signalised crossings; and introduce waiting restrictions at new taxi rank. Amendments to waiting and loading restrictions at various locations (Appendix A).
- 3.5 Haddington Road is subject to a heavy volume of traffic and at greater than 8m wide, the geometry does not encourage low speeds. The existing corridor has advisory cycle lanes but provides a low level of service for cyclists when considered against Cycling By Design criteria.
- 3.6 The Route 2 MAT (Musselburgh Active Toun) proposals include a bi-directional cycle track constructed within the running carriageway. This will narrow the corridor to an appropriate carriageway width that encourages lower traffic speeds and enables all traffic to continue to use the road. Vehicle speeds measured by ATC in December 2023 show that most vehicles travel below the existing posted speed limit of 40mph, and the average speed is 32.6mph. It is considered that the proposed narrowing of the carriageway due to the introduction of a segregated cycle track would lead to reduced vehicle speeds which would be further encouraged by reducing the speed limit from 40mph to 30mph between a point immediately west of Wallyford Toll and the start of the existing 30mph limit east of Levenhall Roundabout. Police Scotland have no objections to the proposed reduction and if vehicle speeds were to drop to 31mph or less, a high level of service would be achieved. Speed Limit Reduction (Appendix B).
- 3.7 Shorthope Street is a key link for people walking and cycling between the the River Esk and High Street. The existing narrow footways are sub-standard, contraflow cycling (southbound) is not currently permitted between the River Esk and High Street and no crossing facilities are provided at its junction with High Street.
- 3.8 The Route 1 MAT proposals include widening of Shorthope Street's western footway, provision of a raised table at its junction with High Street and contraflow cycling permitted (southbound). Contraflow cycling Permitted (southbound) (Appendix C).

4 POLICY IMPLICATIONS

- 4.1 None

5 INTEGRATED IMPACT ASSESSMENT

- 5.1 The subject of this report does not affect the wellbeing of the community or have a significant impact on equality, the environment or economy.

6 RESOURCE IMPLICATIONS

- 6.1 Financial – All costs involved in connection with consultation, advertising, design and implementation associated with the making of these Orders can be accommodated within the Roads revenue budget.
- 6.2 Personnel - None
- 6.3 Other – None

7 BACKGROUND PAPERS

- 7.1 None.

AUTHOR'S NAME	Peter Forsyth
DESIGNATION	Roads Asset and Regulatory Manager
CONTACT INFO	Peter Forsyth or Liz Hunter
DATE	18/02/2025

Appendix A		
Musselburgh Active Toun - The Amendments of the Prohibition and Restriction waiting, loading and unloading at Various Streets, Traffic Regulation Orders		
No.	Location	Description
Route 2		
1	Various locations, Musselburgh: <ul style="list-style-type: none"> • New Street / Harbour View, • New Street / Lochend Road • New Street / Beach Lane • New Street / Links Street • New Street / Downie Place • New Street / Ladywell • New Street / Eskdale Mews • New Street between Links Street and Mountjoy Terrace • New Street, Musselburgh between: • Mountjoy Terrace and Eskside West • Links Street • James Street / Millhill • Millhill / Balcarres Place • Millhill / Balcarres Road • East End of Millhill • Linkfield Road / Beulah • Linkfield Road / Windsor Gardens • Linkfield Road / Craighall Terrace • Linkfield Road between Beulah and Windsor Gardens • Linkfield Road between Windsor Gardens and Ashgrove • Linkfield Road between Ashgrove and Craighall Terrace • Linkfield Road between Craighall Terrace and Levenhall Roundabout • Levenhall Roundabout • Hope Place / Ravensheugh Road • Haddington Road between Levenhall Roundabout and 	Extend / introduce waiting restrictions to: <ul style="list-style-type: none"> • improve sightlines due to indiscriminate parking and/or • prevent obstruction of new continuous footway and/or • maintain sightlines at new raised table and/or • protect existing signalised crossing and/or • protect new signalised crossing allow two-way traffic and improve the free flow of traffic

	<p>Macbeth Moir Road</p> <ul style="list-style-type: none"> • Haddington Road between The Loan and Wallyford Park and Ride 	
2	Linkfield Road south of Millhill, Musselburgh	Introduce waiting restrictions at new taxi rank

Route 1		
3	<p>Various locations, Musselburgh:</p> <ul style="list-style-type: none"> • Ladywell Way / North High Street to Eskside West • East end of North High Street • Eskside West • Eskside East • Millhill Wynd / Millhill • Kerr's Wynd / Millhill • Kerr's Wynd • Millhill between Kerr's Wynd and James Street 	Introduce waiting and loading restrictions to improve sightlines due to indiscriminate parking allow two-way traffic and improve the free flow of traffic
4	Shorthope Street / Eskgreen Care Home access, Musselburgh	Introduce waiting restrictions to prevent dropped kerbs from being obstructed by vehicles Remove redundant waiting restrictions across the bellmouth of access

Route 5		
5	<p>Various locations, Musselburgh:</p> <ul style="list-style-type: none"> • Whitehill Gardens / Whitehill Farm Road • Whitehill Farm Road between Whitehill Gardens and Whitehill Avenue • Stoneybank Terrace between Whitehill Avenue and Stoneybank Gardens • Stoneybank Gardens / Stoneybank Terrace • Stoneybank Terrace between Stoneybank Gardens and Stoneybank Crescent • Stoneybank Crescent / 	<p>Introduce waiting and loading restrictions to:</p> <ul style="list-style-type: none"> • improve sightlines due to indiscriminate parking and/or • allow two-way traffic and improve the free flow of traffic and/or • prevent obstruction of new continuous footway and/or • protect existing signalised crossing

	<p>Stoneybank Terrace</p> <ul style="list-style-type: none">• Stoneybank Terrace between Stoneybank Crescent and Monktonhall Terrace• Monktonhall Terrace / Stoneybank Terrace	
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Appendix B		
Musselburgh Active Toun - Speed Limit Reduction (Route 2)		
No.	Location	Description
1	A199 Haddington Road, Musselburgh between Wallyford Toll and Levenhall Roundabout	Reduce existing 40mph speed limit to 30mph

Appendix C		
Musselburgh Active Toun - Contraflow Cycling Permitted (southbound) (Route 1)		
No.	Location	Description
1	Shorthope Street, Musselburgh	Contraflow cycles permitted southbound on existing one-way northbound road.