Appendix D
East Lothian Council Parking Review: Haddington Business Case

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1 Introduction

1.1 Purpose of document

This business case outlines the case for introducing parking charges across the East Lothian town of Haddington. For this, the document follows STAG guidance by assessing the scheme through the strategic, economic, commercial, financial, and management cases. By carrying out this assessment it will provide a robust analysis to inform the decision-making process as to whether to enforce the parking charges in Haddington.

1.2 Town Background

Haddington is an inland town about 27 kilometres east of Edinburgh City Centre with a population of around 11,300 people in the 2022 Scottish Census. The town features a local high street with a variety of retail opportunities and a major supermarket. It also home to the head offices of East Lothian Council and the East Lothian Community Hospital.

1.3 Description of the Scheme

The parking proposals being put forward in Haddington are shown in B of the Council report. A summary of the parking proposals for each street is outlined below.

The following on-street parking measures are proposed:

- On-street short stay parking on High Street, Market Street and the eastern section of Court Street. This includes 30 minutes of free parking, with £1 per 30 minutes after that, up to a maximum stay of 90 minutes.
- On-street medium stay parking on eastern section of Station Road, the northern section of Hardgate, Victoria Terrace, Neilson Park Road, The Butts, Langriggs, central section of Sidegate, Church Street, and The Sands. This is charged at £0.50 per ½ hour, with a maximum stay of 6 hours. Resident permit holders would park without additional charge.

The following off-street measures are proposed:

- Off-street short stay parking at Newton Port of 45 minutes for free, with a maximum stay of 45 minutes.
- Off-street medium stay parking at the car park on the western side at John Muir House at a cost of £0.50 per ½ hour, with a maximum stay of 6 hours (Saturday only). Council Permit Holders would park without charge.
- Off-street medium stay parking at the Neilson Park Road car park on the eastern side at John Muir House at a cost of £0.50 per ½ hour with a maximum stay of 6 hours. Council Permit Holders would park without charge.

- Off-street long stay parking at the Tesco car park at a daily cost of £0.50 per ½ hour with a maximum charge of £5.00 and a maximum stay of 23 hours. Council Permit Holders would park without charge.
- Introduction of a maximum stay of 90 minutes with no charge at Aubigny Sports Centre.

2 Strategic Case

2.1 Policy Context

The parking charge proposals in Haddington help to support the relevant policies at a national, regional, and local level. The following section provides a summary of the policies relevant to the proposed parking management measures and highlights how management supports these policies.

For further information on each policy and relevance to the proposed parking management, please refer to the Economic Impact Report for Haddington.

2.1.1 National Policy Context

Table 2-1 provides a summary of the key national policies relevant to the introduction of parking management measures in Haddington.

Table 2-1: National polices related to parking management proposals in Haddington

Policy Title	Summary of Policy
National Transport Strategy 2	Outlines the vision for Scotland's Transport System up to 2040. It has four priorities, which are: • Reduce inequalities • Take climate action • Help deliver inclusive economic growth • Improves our health and wellbeing The strategy also outlines a Sustainable Travel Hierarchy, with investment in walking and cycling being the highest priority and investment in supporting private cars being the lowest priority.
Climate Change Plan 2018–2032 - Update	The Climate Change (Scotland) Act 2009 sets out the legally binding target for Scotland to achieve net-zero carbon emissions by 2045. This plan sets out how the government intends to reduce greenhouse gas emissions to net-zero by 2045. Although the act was amended in November 2024 to remove annual climate targets, the Scottish Government has retained its target of achieving net-zero emissions by 2045.
Consultation on the 20% Reduction in Car KMs: Route Map	As part of the Climate Change Plan, the Scottish Government set a target of reducing total kilometres travelled by cars in Scotland (Car Kilometres) by 20 percent by 2030. In April 2025, the Scottish Government indicated that the policy target of reducing car kilometres by 20 percent by 2030 was to be dropped and would be subject to a review. However, it is still expected a reduction in private car travel is needed to meet Scotland's net-zero target.
National Planning Framework 4	Adopted by the Scottish Government in 2023 and sets out the Scottish Government's planning policies and how these are expected to be applied.

There is an importance nationally on addressing climate change. Scottish Government polices such as National Transport Strategy 2 and the Climate Change Plan 2018 – 2032 emphases acting on climate by reducing the number of people driving and encouraging the use of sustainable transport methods.

Introducing parking management measures is likely to reduce the number people who choose to drive into Haddington town centre and reduce local traffic volumes. With parking charges and reduced traffic, it will become comparatively more attractive to walk, cycle, or take a bus to reach the town centre. Management would also reduce the number of vehicles cruising around the town centre to find

available parking. This would reduce carbon emissions from transport and contribute towards Scotland's 2045 net-zero emissions target. Increased amounts of walking and cycling will also improve the health and wellbeing of Haddington residents.

2.1.2 Regional and Local Policy Context

Table 2-2 provides a summary of the key regional and local policies relevant to the introduction of parking management measures in Haddington.

Table 2-2: Regional and local policies related to parking management proposals in Haddington

Policy Title	Summary of Policy
East Lothian Local Transport Strategy	The East Lothian Local Transport Strategy has the vision of "well-connected communities with increased use of sustainable transport modes to access services and amenities"
East Lothian Parking Strategy 2018 - 2024	As part of the Local Transport Strategy, the East Lothian Parking Strategy defines two objectives: • To provide balanced and appropriate parking facilities that support the economic, environmental and accessibility requirements of towns in East Lothian • To maximise the efficient use of parking provision
East Lothian Local Economy Strategy 2024 - 2034	The East Lothian Local Economy Strategy highlights the vision, strategic goals, and objectives guiding East Lothian Council from 2024 to 2034, with the core of the strategy vision being "an increasingly thriving, sustainable, and inclusive economy" in East Lothian by 2034. • During stakeholder and community engagement for the strategy. Town centre traffic congestion and parking were noted as a key issue, particularly in North Berwick and Tranent.
East Lothian Local Development Plan 2018	The East Lothian Local Development Plan 2018 sets out site-specific plan that contains proposals that show where development can take place as well as the policies that can be used to manage development.
Haddington Town Centre Strategy 2019	The Haddington Town Centre Strategy proposes several transport improvements to address threats, weaknesses, and opportunities identified with the town centre. These are: • Improvements to Haddington Town Centre Streets, as part of the Town Centre Street Action Plan • Reorganisation of Town Centre Car Parking stay length

At a regional policy level, East Lothian have produced a Local Transport Strategy and a Parking Strategy with a focus on sustainable transport modes and the provision of appropriate and efficient parking supply. Parking management is highly consistent with this. Management of parking supply will make walking and cycling more attractive and reducing the attractiveness of driving into Haddington, supporting the Local Transport Strategy vision of increasing sustainable transport modes.

Locally, the Haddington Town Centre Strategy 2019 notes the reorganisation of on-street parking should be considered to address parking availability problems in the town. This highlights how the scheme outlined in this Business Case can support the wider Town Centre Strategy.

2.2 Case for Change

2.2.1 Current Off-Street Parking Provision

There are four council-owned free car parks in Haddington. According to the East Lothian Parking Strategy, there are three other identified major car parks in Haddington which are open to facility users and customers. These are shown in Figure 2-1. The council-owned carparks provide a combined total of 443 off-street parking spaces. All council-owned car parks are located within a five-to-ten-minute walk of the High Street.

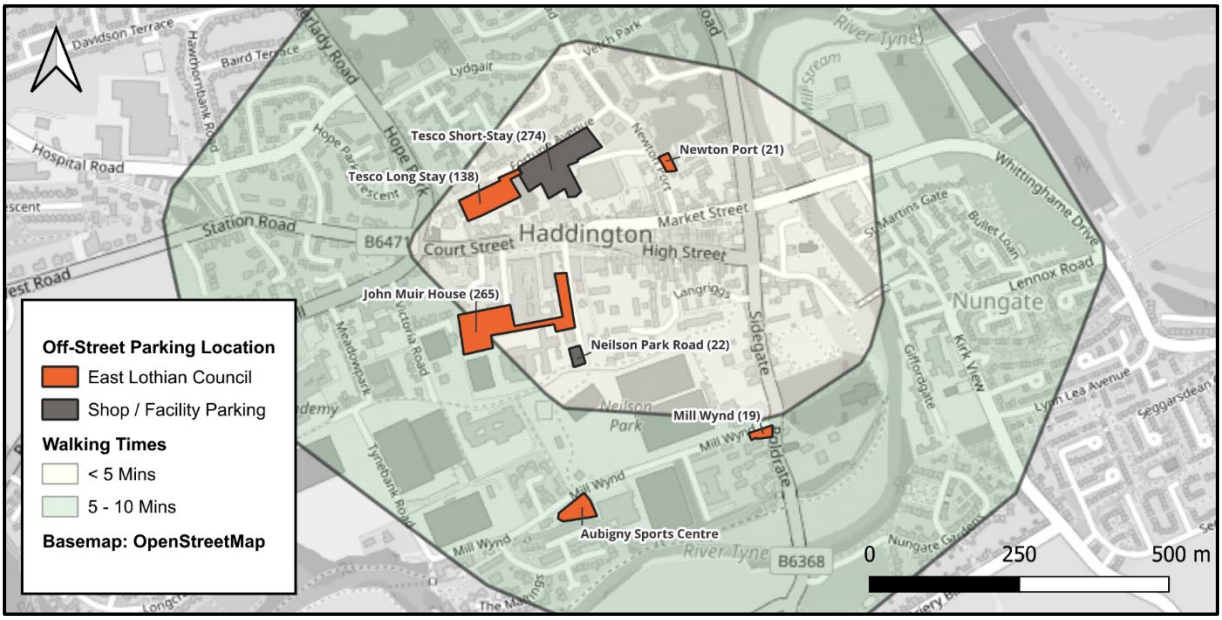

Figure 2-1: Off-Street carparks in Haddington. Number of spaces available shown in brackets. Information from East Lothian Council Parking Strategy 2018-2024

2.2.2 Current On-Street Parking Provision

Most streets in Haddington, which are generally located in residential areas, have unrestricted parking. Various parking restrictions, including parking duration limits, single-yellow, double-yellow lines, are in place during the daytime on Mondays to Saturdays. These apply to several streets in the town centre and on the high street.

Figure 2-2 shows the number of legal waiting and parking spaces of the surveyed streets in Haddington, organised by the restriction type. Within the main town centre area, the perpendicular parking layout means much of the town centre street area is used for parking. There are spaces on the High Street and 42 spaces on the adjacent Market Street. This means there is significant parking supply within the town centre area.

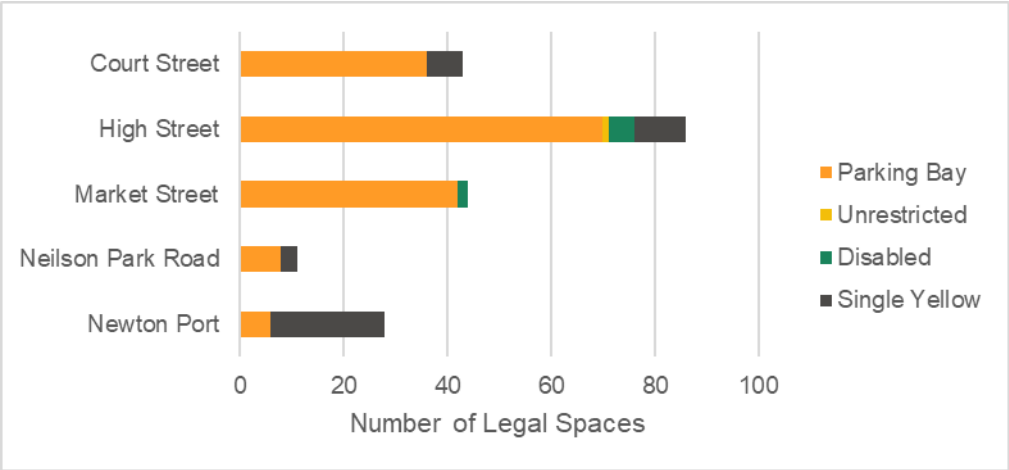

Figure 2-2: Number of legal parking spaces of the surveyed streets in Haddington town centre (Based on April 2025 survey)

2.2.3 Current Problems

2.2.3.1 Higher than Average Car Usage

According to the 2011 Scottish Census, Haddington has a slightly higher proportion of residents driving to work than East Lothian or Scotland overall. 58 percent of Haddington residents drove to work, compared with 57 percent in East Lothian and 56 percent in Scotland. Car ownership amongst Haddington households is also higher than average compared to Scotland, with 83 percent of households having access to at least one car in Haddington, compared with 74 percent in Scotland. This shows that private cars are a major method of transport for the town's residents.

2.2.3.2 Occupancy Rate

The parking surveys undertaken in October 2025 showed that Haddington off-street occupancy rates were very high at some off-street car parks, particularly John Muir House and Aubigny Sports Centre. Occupancy rates at Aubigny Sports Centre also reached 100 percent at several points during the day on both Thursday and Saturday. However, demand fluctuated more throughout the day and high demand relative to supply was less sustained than at John Muir House.

Based on April 2025 surveys, there is higher demand for on-street parking in Haddington with 80% of the main on-street parking spaces being occupied during the day. However, the high level of parking supply meant that was still spare capacity. The highest occupancy rates were observed on Newton Port, Court Street, High Street, and Market Street. On Newton Port, there were several times during the day where all legal parking spaces on the street were fully occupied.

2.2.3.3 Illegal Parking

Surveys undertaken in April 2025 showed that illegal parking does occur in the town centre, but its severity varies by location. Neilson Park Road shows the highest issue, with around 80% of vehicles stopping on double yellow lines despite low legal parking occupancy. In contrast, High Street, Market Street, and Court Street have relatively low illegal parking rates (≤5%), yet due to high turnover, this still results in a notable volume with 40 vehicles recorded on double yellow lines across these streets.

This degree of illegal parking poses a potential safety risk and obstruction to traffic flow.

2.2.3.4 Disabled Parking

The April 2025 survey found that Market Street's two disabled parking bays were fully occupied from 08:45hrs to 09:45hrs, and from 10:45hrs to 11:30hrs. Outside these times, there was little evidence of significant pressure on disabled parking spaces in Haddington town centre.

2.2.4 Opportunities

2.2.4.1 Encourage People to Walk and Cycle Within Haddington

Figure 2.3 shows the area of Haddington that can be reached from the High Street within a 15-minute walk. This shows that Haddington is a compact town where around 70 percent of residents can walk or cycle to the High Street within 15-minutes. Additionally, the whole town is within 10-minutes cycling time from the High Street. Introducing parking charges would provide an opportunity to encourage people to walk or cycle to the Town Centre as a sustainable alternative to driving.

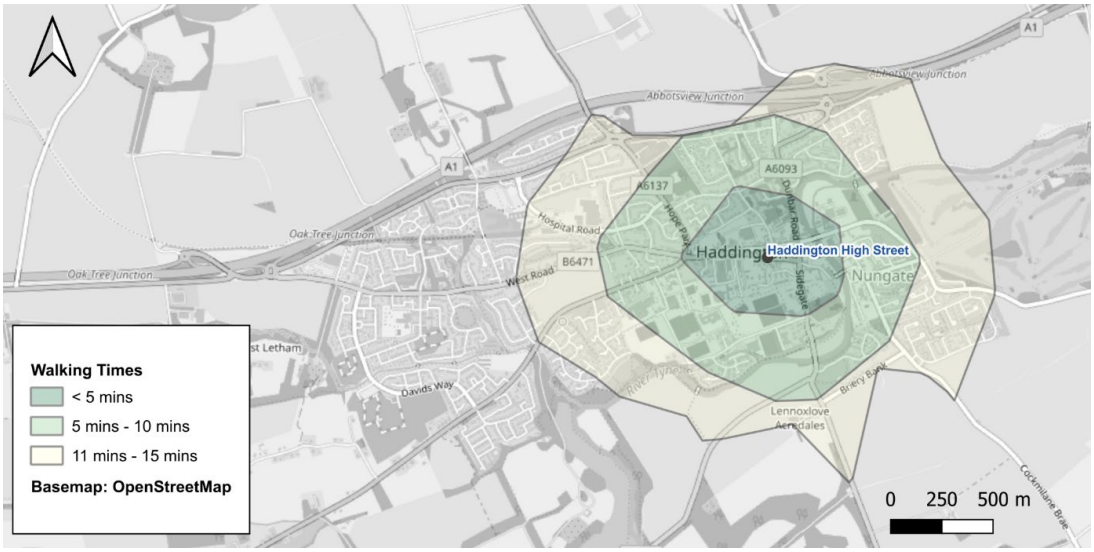

Figure 2-3: Area accessible within 15 minutes walking distance of Haddington High Streets, from OpenRouteService API.

2.2.4.2 Improve Parking Provisions

Haddington town centre has a substantial supply of parking, although demand is concentrated in a few off-street car parks and certain streets. For example, the High Street provides around 70 bays and Market Street offers 42 spaces, which ensures there is plenty of availability. Illegal parking on the surrounding streets is minimal, this is likely due to low occupancy rates and the abundance of legal spaces. This situation presents an opportunity for Haddington to improve organisation of parking spaces to make it a more coherent and to ensure the existing supply is used effectively.

2.2.5 Case for Change Summary

Problem / Opportunity	Description
Problem	
Higher than Average Car Usage	• Higher than average car usage in Haddington compared with East Lothian and Scotland. This could lead to challenges such as increased public resistance to the charges and a potential decline in town centre footfall, as people adjust to using alternative modes of transport.
Occupancy Rate	• There is some pressure on off-street parking as several off-street car parks experience very high demand with occupancy at or above 100% at times.
Illegal parking	• There is a degree of illegal parking that was observed on several streets in the town centre. This poses a potential safety risk and potential obstruction to traffic flow.
Disabled parking	• There is evidence that Market Street has a lack of disabled parking, with the spaces being fully occupied at certain times of the day.
Opportunity	
Encourage people to walk and cycle within Haddington	• Haddington benefits from a compact layout where around 70% of residents are able to reach the High Street within a 15-minute walk and the entire town within a 10-minute cycle. This accessibility creates an opportunity to use parking charges to encourage walking and cycling as sustainable alternatives to driving.
Improve parking provisions	• Haddington town centre has plenty of parking supply but demand is concentrated in a few car parks and streets. This creates an opportunity to reorganise parking provision for more efficient and coherent use of existing spaces.

2.3 Project Objectives and Theory of Change

2.3.1 Objectives

This section sets out the specific objectives and outcomes for the project. These define what the project aims to achieve. Several objectives have been set and achieving them will help to achieve the strategic outcomes of the scheme. The East Lothian Council overarching programme objectives and specific objectives for Haddington are outlined in Table 2-3.

Table 2-3: Overarching and Haddington specific objectives of the scheme

Overarching Programme Objectives	Haddington Specific Objectives	Context Behind this Objective
Environmental Improvements	Encourage a modal shift away from the private car and towards more sustainable modes of travel	There is a strategic need particularly at the national and regional level to discourage use of the private car.
	Improve air quality and reduce pollution	Haddington is not in an air quality management zone, but if traffic volumes increase this could worsen air quality. There is also no 'safe' level of air pollution, so any improvement to air quality is positive.
Economic Growth	Increase footfall in the town centre	Improving parking availability will make it easier for people to visit the town centre.

Overarching Programme Objectives	Haddington Specific Objectives	Context Behind this Objective
Place based improvements	Revenue generated from parking charges to be reinvested in Haddington public spaces/services	The significant amount of revenue that the scheme is estimated to generate will enable to council to reinvest in the region and improving public services. This while also improving local air quality by discouraging the use of the private car.
Improve parking conditions	Increase parking availability	By making parking more expensive it will discourage parking those who do not need to park immediately in the town centre, directing them to dedicated medium or long-stay car parks or encouraging them to walk, cycle, take the bus. This will free up parking spaces for those who need to park in the town centre close to their destination, including blue-badge holders.

2.3.2 Theory of Change – Logic Map

To understand the impacts of the proposed parking management measures, logic mapping is required to summarise the need, the benefits sought and, crucially, the strategic responses and changes required to address the need while achieving the benefits. To achieve this, we have employed a five-stage logic-chain / theory of change approach.

This approach considers the existing transport problems and opportunities to eventual impacts to contextualise the benefits and potential impacts that the measures will generate. Logic chains also provide a useful tool to monitor and evaluate impacts of policies after implementing them. This approach is recommended by both the Scottish Transport Appraisal Guidance (STAG) and HM Treasury Magenta Book.

The main components of the logic chain are:

- Context – the strategic need: Transport problems and opportunities that the measures will address and the rationale for proceeding with the parking interventions. Through this we will demonstrate the justification for the proposed parking measures.
- Input: The processes required to implement the parking management measures.
- Outputs: The parking management measures.
- Outcomes: Changes in travel behaviour which result from the measures.
- Impacts: Societal changes which occur because of the changes in travel behaviour and connectivity stemming from the intervention, e.g., improved labour market efficiency.

A high-level Theory of Change / logic map for the parking interventions is shown in Figure 2-4. The expected outcomes and impacts outlined in the Theory of Change have been used the direction of the impact assessment for the study.

Strategic Need (Summary)

- Multiple deprivation levels in the areas east of the town centre are relatively high compared to other areas in Scotland overall.
- There is a higher car mode share for journeys to work and higher household car ownership in Haddington compared with East Lothian and Scotland overall.
- A degree of illegal parking was observed on several streets in the town centre, posing a potential safety risk and potential obstruction to traffic flow.
- Some vehicles in the town centre streets were parked for a long period. This was particularly the case on Market Street, and among resident permit holders. This could potentially impact parking turnover and availability of spaces.

- Many off-street car parks have high parking demand, with occupancy rates meeting or exceeding 100 percent at several points during the demand. This indicates some pressure on off-street parking.
- Many of Haddington's residents can reach the town centre by either walking or cycling, presenting an opportunity to support active travel within the town.
- There is a large supply of parking in the town, but demand is concentrated in a few off-street car parks and some streets. There is an opportunity to better organise parking provision to be more coherent and best utilise the supply available.

Inputs

- East Lothian Council Parking Review and Economic Impact Study
- East Lothian Council Local Economy Strategy (2024-2034)
- East Lothian Council Local Transport Strategy 2018-2024
- East Lothian Council Local Development Plan

Outputs

On-street measures:

- On-street short stay parking on High Street, Market Street and the eastern section of Court Street. This includes 30 minutes of free parking, with £1 per 30 minutes after that, up to a maximum stay of 90 minutes.
- On-street medium stay parking on eastern section of Station Road, the northern section of Hardgate, Victoria Terrace, Neilson Park Road, The Butts, Langriggs, central section of Sidegate, Church Street, and The Sands. The charging regime would be £0.50 per ½ hour, with a maximum stay of 6 hours. Resident Permit Holders would not pay on street parking charges.

Off-street measures:

- Off-street short stay parking at Newton Port of 45 minutes for free, with a maximum stay of 45 minutes.
- Off-street medium stay parking at the car park on the western side at John Muir House at a cost of £0.50 per ½ hour, with a maximum stay of 6 hours (Saturday only). Council permit holders would park without charge.
- Off-street medium stay parking at the Neilson Park Road car park on the eastern side at John Muir House at a cost of £0.50 per ½ hour with a maximum stay of 6 hours. Council permit holders would park without charge.
- Off-street long stay parking at the Tesco car park at a cost of £0.50 per ½ hour up to a maximum of £5.00, with a maximum stay of 23 hours. Council permit holders would park without charge.
- Introduction of a maximum stay of 90 minutes with no charge at Aubigny Sports Centre.

Outcomes

- Increase in the use of walking, cycling, or public transport to access the town centre.
- Redistribution of parking demand across the town centre to better differentiate between parking for different stay durations and user groups.
- Improved provision and availability of short-term parking on the High Street for all users, including for disabled blue-badge holders and for loading or unloading goods.
- Reduction in illegal parking through increased enforcement.
- Increase in parking tariff revenues.

Impacts

- Improved availability and reorganisation of parking durations improves offering and makes Haddington a more convenient place to visit and shop, leading to
  - Reduced traffic congestion in the town centre, improving local air quality.
  - Improved vitality and viability in the town centre.
  - Increased consumer spending in the town.
- Reduction in illegal parking through increased enforcement, leading to:
  - Reduced safety risks posed be illegally parked vehicles
  - Reduced risk of congestion caused by illegally parked vehicles impeding traffic flow.
- Increased modal shift from car to walking, cycling or public transport, leading to:
  - Reduced traffic congestion in the town centre, improving local air quality.
  - Improved physical and mental wellbeing for residents, improving workforce productivity and reducing absenteeism.

Figure 2-4: Theory of Change

2.4 Constraints, Dependencies, and Risks

The introduction of parking charges will be subject to constraints, dependencies, and strategic risks, which need to be considered for the project. This includes factors such as:

- **Public response** – The introduction of parking charges could cause negative effects on local businesses as their customers may choose to shop in alternative locations that does not have parking charges. Therefore, this may negatively impact the revenues of these businesses. However, the economic case presented in Section 3 shows the overall monetised and non-monetised benefits expected from this scheme. Overall, these benefits of the scheme are forecast outweigh the negative impacts.
- **Economic factors** - The charges need to be affordable for users whilst also generating sufficient revenue for the council to make the scheme financially viable. Those on low incomes that need to drive and park in the town centres will be impacted the most, resulting in increased levels of inequality. However, this is balanced by the expected reduction in vehicle traffic due to the parking charges. Reduced traffic will improve access to services for those travelling by other modes, such as public transport, walking, or cycling. This will help those who are on lower incomes.
- **Enforcement** – There is a possibility that the costs of enforcement and implementing the parking measures will outweigh the revenue generated. Also, to ensure enforcement of charges there must be trained personnel available to maintain the system in place. However, as shown in the Financial Case, the revenue generated from the parking charges will outweigh the costs of the scheme. The calculation of costs has also considered the cost of employing sufficient parking officers to enforce the charges.

2.5 Stakeholders and Consultation Summary

2.5.1 Engagement Activities

Informing the proposals for Haddington, the Council commissioned Stantec to design and deliver a programme of public engagement. The purpose of this engagement was to firstly understand the views, experiences and priorities of those who live, work, and travel in and around Haddington, to then inform the development of practical, fair, and sustainable parking management arrangements in the town.

A range of engagement activities was carried out to inform the development of the parking proposals and associated TROs:

- On 3rd March 2025, a meeting was held with the Secretary of the Haddington Community Council as well as a few other members. A follow up meeting was held on 18th March 2025 with the Area Partnership, attended by representatives from Stantec, Haddington Community Council, Haddington District Community Council, Connect Communities and Haddington Central TRA.
- An online questionnaire was live from 19th May until 30th June 2025. The questionnaire was hosted on an ArcGIS StoryMap and was accessible via the East Lothian Council website. A total of 1,003 questionnaire responses were received, 33 of which were paper questionnaires submitted either at the drop-in event or at a library across East Lothian.

- An in-person event was held on Thursday, 12th June at the Corn Exchange Haddington. The event allowed members of the public to view the consultation materials, ask questions, and complete a paper questionnaire if desired. This interactive approach encouraged participants to highlight more detailed issues relating to individual streets, which would not necessarily have been gathered through the questionnaire.

Notably, the engagement activities were conducted based on high-level parking management proposals which were current at the time of engagement. The parking management proposals have since been reviewed and updated based on review of the engagement outputs and analysis of updated parking demand surveys.

2.5.2 Feedback from Engagement Activities

In response to the questionnaire, although some reported experiencing parking issues when visiting Haddington, this was not reported by most respondents. Around 32 percent of respondents indicated that a lack of parking spaces was an issue when visiting Haddington. Additionally, 23 percent of respondents and 15% of respondents identified inconsiderate parking and lack of parking enforcement being issues.

In terms of residents parking, 58 percent of survey respondents who were Haddington residents parked in private off-street parking bays such as on driveways or in garages. Only 12 percent of respondents who were Haddington residents had trouble in parking at their home, with most of these respondents citing lack of available parking spaces.

Responses to the parking management proposals presented during the engagement were negative. Around 45 percent of respondents to the questionnaire survey believed the measures are not targeted correctly, while around 41 percent believed the measures either targeted or partially targeted the correct areas. Concerns were strongly focused on the potential economic impacts, with around 50 percent of respondents warning that charges could deter visitors and harm local businesses. Opposition to parking charges was widespread (46 percent) with some viewing the scheme as unnecessary or a “cash grab”. Accessibility concerns were also raised particularly for older people, disabled users, and rural residents with poor public transport options.

Notably, a petition was circulated by the Haddington Business Group for the ‘Opposition to parking charges / meters in Haddington town centre’. The aim is to scrap the proposed parking management proposals by East Lothian Council to have parking charges / meters in Haddington town centre. In total 3,008 people signed the petition in objection to the parking management proposals.

Overall, there were consistent themes raised across the three engagement streams. There was a high proportion of respondents who felt the scheme was unnecessary and that there were no parking problems in Haddington at present. There were also concerns raised about the impact on local businesses and access to local facilities or places of worship.

2.6 Summary

Parking charges being implemented by East Lothian Council in Haddington are an opportunity to better manage parking provision and tackle some of the town’s parking challenges. It is acknowledged that public engagement activities showed that residents were concerned about the impact of parking charges and believed that new measures were not necessary. However, the current evidence and parking demand data shows there is a case for updated parking management in Haddington.

Additionally, the proposed measures are well-aligned to the national, regional, and local policy strategies.

Specifically, parking management would help to organise the parking provision in Haddington and make it easier for visitors to find the most suitable parking spot for them. The proposed organisation of parking will help to balance parking demand across the town to areas with more parking supply. The scheme would direct drivers who want to park for longer periods to other nearby streets or car parks with more capacity, while improving availability for those needing to park close to their destination on the High Street, such as blue-budge holders. It will also encourage people to walk or cycle to Haddington High Street.

3 Economic Case

3.1 Introduction

The purpose of the Economic Case is to undertake analysis of the proposed parking charges and demonstrate that there is an opportunity for the scheme deliver 'Value for Money' (VfM).

3.2 Options

3.2.1 Do Minimum

The Do-Minimum scenario where parking charges are not implemented across Haddington would result in the continuation of existing problems with parking in Haddington. This includes parking demand on the High Street being near capacity, occurrence of illegal parking, and reliance on private cars. This would contribute towards continuing negative environmental impacts, lack of kerbside parking, certain streets suffering from parking on the footway, and other issues that are caused by vehicle traffic.

3.2.2 Do Something

The Do-Something scenario where parking charges are implemented across the town will aim to tackle these issues. Additionally, the Do-Something scenario would take advantage of certain opportunities that a parking charge scheme can achieve. This includes better using the existing parking capacity across the town and organising the provision of parking in coherent way that improves availability for all users. There is also potential for parking charge revenue to be generated and reinvested within the town, which can contribute towards improved public services and infrastructure.

3.2.3 Option Proposed

The proposed do-something option for implementing parking charges are outlined in section 1.3. The extent and location of these parking proposals can be found in Appendix A of the Council report.

3.3 Option Impact Appraisal

The following section outlines the appraised impacts of the scheme. The STAG Criteria used for appraisal in Scotland have been used as headings to organise the appraisal of scheme impacts. Impacts have been considered on the seven-point assessment scale specified by STAG. In addition to the STAG Criteria, the impact of potential revenue generated from the parking charges is also discussed.

This is a summary of the assessment. Appendix E of the Haddington Impact Assessment Report provides a detailed overview of the appraisal of the proposed parking measures in Haddington.

3.3.1 Appraisal Methodology

This section provides analysis and appraisal of the expected potential outcomes of introducing the parking management scheme described above. The appraisal has been organised against the five

Scottish Transport Appraisal Guidance (STAG) criteria as detailed in the STAG manager's Guide issued in January 2022. These criteria are:

- Environment
- Climate Change
- Health, Safety and Wellbeing
- Economy
- Equality and Accessibility

One of the core principles of STAG is that the level of appraisal detail should be proportionate to the nature and scale of the impacts being studied. In this context, a qualitative appraisal of the parking management proposals is both appropriate and proportionate. In addition, the nature of potential impacts, along with a lack of high-quality and place-specific data sources, makes it inappropriate to attempt to quantify potential impacts. This is because the lack of high-quality data inputs means attempts to quantify impacts associated with the parking measures would be disproportionate and subject to high levels of uncertainty.

The following section therefore summarises the results of a qualitative appraisal of the five STAG criteria and the associated sub-criteria. To support the robustness of the appraisal, suitable research evidence and justification has been provided to underpin the impacts being identified. Impacts have been considered on the seven-point assessment scale specified by STAG, so that the scale of impacts can be understood in context.

The primary method for estimating traffic impacts in the absence of a multi-modal model is based on marginal external costs (MECs). The MEC method is based on the change in these external costs arising from an additional (or removed) vehicle (or vehicle km) on the network. We have extracted MECs value from TAG Table 5.4.2 of the DfT's TAG databook (May 2025 v2.01) to highlight the potential impact of reduced vehicle km's as result of the parking measures.

Table 3-1 shows the MECs in pence per vehicle km by vehicle type. We have assumed Haddington is classified as the Other Urban category based on the town's characteristics. It is clear from the table that the small reduction in cruising as result of the parking measures may lead to minor monetised impacts in terms of Congestion, Accident, Air Quality, Noise and Greenhouse impacts.

Table 3-1: 2025 - Marginal External Costs by Vehicle based on Other Urban category (pence per vehicle km, 2023 prices, 1 decimal place)

	Cars		LGVs		Rigids (Lorry)		Articulated (Lorry)	
Cost type	**A roads**	**Other Roads**	**A roads**	**Other Roads**	**A roads**	**Other Roads**	**A roads**	**Other Roads**
Congestion (average)	24.1	28.9	45.8	54.9	45.8	54.9	69.9	83.8
Accident	5.0	5.0	5.3	5.3	5.3	5.3	5.3	5.3
Local Air Quality	0.3	0.3	0.9	1.2	0.9	1.2	1.0	1.2

	Cars		LGVs		Rigids (Lorry)		Articulated (Lorry)	
Cost type	**A roads**	**Other Roads**	**A roads**	**Other Roads**	**A roads**	**Other Roads**	**A roads**	**Other Roads**
Noise	0.3	0.3	7.3	7.3	7.3	7.3	14.4	14.5
Greenhouse Gases	4.1	4.8	20.0	23.7	20.0	23.7	30.4	37.1

3.3.2 Environment

The introduction of parking charges, duration limits, and permit schemes is expected to deliver minor positive impacts on both air quality and noise. When applied to Haddington, the measures are likely to:

- Reduce car mode share for town-centre trips, with many residents able to walk, cycle or use local bus services
- Shift parking demand to off-street car parks just outside the High Street as parking there will be significantly cheaper, reducing the number of vehicles driving into the High Street for parking
- Reduce the number of vehicle kilometres associated with cruising to find a parking space
- Introduction of resident permit schemes will limit town centre visitor traffic spilling over on residential streets to find parking.

The Marginal external cost (MEC) values from DfT TAG (May 2025) show a small reduction in vehicle kilometres is expected to generate **minor monetised benefits** for air quality and noise.

Overall, the anticipated behavioural changes as a result of the parking proposals in Haddington will improve local environmental conditions by reducing emissions, traffic volumes, and pedestrian exposure to noise and air pollution.

3.3.3 Climate Change

The only relevant environmental consideration for the parking proposals in Haddington is the impact on greenhouse gas emissions. Parking charges are expected to generate a modest modal shift from car use to walking, cycling, and bus travel. This is supported by Haddington's compact layout and good public transport links.

A small reduction in cruising is also expected as a result of the parking measures which may lead to minor monetised greenhouse gas benefits.

Overall, the scheme is expected to deliver a **minor positive reduction in emissions**, reflecting the limited scale of parking charges and continued availability of free off-street parking.

3.3.4 Health, Safety and Wellbeing

The proposed parking measures are not expected to have any impact on security and visual amenity.

3.3.5 Accidents

Minor to moderate beneficial impacts relating to accidents and safety are expected from the introduction of parking management and charges. This is because the scale of the existing illegal parking problem is substantial, particularly on Neilson Park Road where 80% of vehicles were recorded stopping on double yellow lines, and the likely impact of regular enforcement of parking measures and kerbside restrictions.

3.3.6 Health Outcomes

The parking management and charges proposed are expected to produce some shift to walking and cycling. This is supported by Haddington's compact layout, where most homes are within a 15-minute walk or cycle of the town centre.

Given the scale of the parking charges being introduced, and the provision of alternative free parking just outside of main town centre, the degree of modal shift to walking and cycling expected to occur would likely be relatively modest. Additionally, the uptake of walking and cycling is highly dependent on the presence of safe, comfortable, and convenient active travel infrastructure. Overall, this means that parking measures alone are unlikely to drive a major modal shift towards walking and cycling, and therefore only **minor beneficial impacts** are expected.

3.3.7 Access to Health and Wellbeing Infrastructure

The following health and wellbeing facilities in Haddington town centre were identified as potentially being impacted by the introduction of parking management measures.

- Neilson Park – Sports Playing Fields
- Aubigny Sports Centre
- Tyne Medical Practice – Newton Port GP Surgery

Free parking will remain available near these key facilities, including Mill Wynd for Neilson Park, a 90-minute free stay at Aubigny Sports Centre, and a 45 minute stay at Newton Port for GP visitors. As there will be free parking provision at these facilities, and no change to overall parking provision, the proposed measures are expected to have **neutral impacts**.

3.3.8 Economy

The economy criteria is divided into two sub-criteria, namely Transport Economic Efficiency and Wider Economic Impacts. The following sections will describe the outcomes of the qualitative appraisal of these two sub-criteria.

3.3.8.1 Transport Economic Efficiency

Transport Economic Efficiency (TEE) refers to the benefits typically captured in cost-benefit analysis, such as travel time savings, user and provider impacts, travel time reliability.

Although there is no clear evidence of current congestion in Haddington, high occupancy in off-street car parks results in drivers to cruise for spaces. This adds unnecessary traffic and emissions. Introducing parking charges at appropriate levels would help align demand with available supply, reduce cruising and associated vehicle kilometres, and generate minor congestion benefits, provided

pricing is applied consistently across on-street and off-street parking. Given that driving to the town centre is expected to be displaced rather than eliminated, a **minor positive impact** is expected.

The parking measures will introduce both capital and operating costs but will also generate revenue from charges, resident permits and enforcement. Financial modelling shows that East Lothian Council is expected to achieve a surplus of around £4,000 per year over a 10-year period. While subject to some uncertainty, the overall effect on public expenditure and revenue is assessed as **minor beneficial.**

3.3.8.2 Wider Economic Impacts

For Haddington, the most likely wider economic impact relates to shopper numbers and economic viability of existing high street businesses. On this measure, it is expected that would be either a **neutral or minor beneficial impact** on visitor numbers and subsequently high street economic viability.

Academic evidence shows that most drivers adjust by changing mode or parking location rather than avoiding trips, and shoppers are generally less sensitive to charges than commuters. Concerns that parking charges will reduce visits or shift shoppers to out-of-town locations are unlikely, as Haddington's town-centre retail offer differs from the Retail Park. Businesses often overestimate car use and underestimate local walking catchments, meaning potential negative impacts on footfall are frequently overstated.

The proposed parking measures, including organised duration-based parking and a 30-minute free period on the High Street, are expected to improve parking turnover and access, potentially supporting visitor numbers. However, town-centre economic vitality depends on multiple factors beyond parking, such as the mix of shops and quality of the street environment. Overall, the measures are expected to have either **neutral or minor beneficial impacts** on wider economic outcomes.

3.3.9 Affordability

The proposed measures make no changes to the public transport or active travel network, and therefore no impact is expected. The proposed measures also do not provide new physical infrastructure that would impact access by geographic locations. Therefore, the only relevant criteria for consideration are comparative access by people group and affordability.

3.4 Value for Money Assessment

Based the information provided in the Financial Case (section 3), the proposed parking charges in Haddington are financially positive. For the 10-year modelled period, the financial model forecasts the income collected from the parking management measures will exceed both the initial capital costs and annual operational costs. However, the model is indicating on a broader level that the management income will likely exceed costs, with surplus revenue over the 10-year period of approximately **£4,000 per annum** (including risk allowance).

The high levels of surplus generated by the scheme may allow East Lothian Council to invest significant amounts into their public services, infrastructure in the town, and the maintenance of parking facilities. This will have positive impacts as investment will make Haddington town centre a more attractive for people to visit, increasing local consumer spending, and providing a boost to the local economy.

In addition to financial analysis, Table 3-2 provides a summary of the relevant appraised impacts of the proposed parking measures. Overall, this table shows that positive impacts are expected across most STAG criteria and sub-criteria. The key positive impacts are expected to be improved local air quality, improved road safety on the High Street, reduced in travel delay and congestion, positive impacts on East Lothian Council budgets, an accessibility for disabled blue badge drivers and drivers with reduced mobility.

There were several sub-criteria, namely access to Health and Wellbeing Infrastructure, and Wider Economic Impacts, where appraised impacts are expected to be at least neutral. There were some negative impacts expected in terms of affordability and accessibility for car-dependent economically deprived groups. However, the impacts were balanced by the affordable and free alternative parking provision being proposed so the scale of the impact would only be minor.

Table 3-2: Summary of Appraisal Impacts

STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale		Description
Environment	Air Quality	+	Minor positive impact	Parking charges are expected to: • Reduce driving mode share for trips to the town centre, reducing vehicular emissions. • Lead to more drivers choosing to park in the off-street carparks outside of the town centre, thereby not driving right into the centre of town where footfall is highest. • Reduce the amount of time drivers spend cruising around the town centre looking for a parking space, reducing vehicular emissions.
Climate Change	Greenhouse Gas Emissions	+	Minor positive impact	
Health, Safety and Wellbeing	Accidents	++	Minor to moderate positive impact	There is currently a significant degree of illegal stopping on double-yellow lines on Neilson Park Road. Illegal parking also occurs on High Street, Market Street, and Court Street. Increased parking availability would decrease the attractiveness of illegal stopping locations, and increased enforcement would act as a deterrent.
	Health Outcomes	+	Minor positive impact	Parking charges will likely result in some people who previously drove or walked to the High Street to switch to walking or cycling instead, bringing associated health benefits.
	Access to Health and Wellbeing Infrastructure	0	Neutral / No Impact	For the relevant health and wellbeing facilities, the current parking proposals either include time-limited free parking provision or there are alternative locations nearby with free parking.
Economy	Transport Economic Efficiency	+	Minor positive impact	In terms of travel delay and congestion: • Increasing parking availability will mean drivers can easily find a suitable parking space, thereby reducing travel delays and congestion associated with cruising around town looking for parking.
		+	Minor positive impact	In terms of public expenditure and revenue for East Lothian Council: • East Lothian Council is expected to recuperate capital and operational costs for the parking management measures with the revenue from parking charges, enforcement notices, and permit sales. • The council is forecast to have a surplus of around £4,000 per annum from the parking management measures.
	Wider Economic Impacts	0 / +	Neutral to Minor positive impact	In terms of impacts on High Street economic viability, the following issues were noted: • Current evidence suggests that existing drivers are more likely to switch modes or parking locations than to forgo travel altogether, meaning neutral/no impacts on shopper numbers. • Improved parking provision and organisation would make it easier to find appropriate parking, thereby improving the offering for shoppers to the High Street. This would have a positive impact on shopper numbers.

STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale	Description
			• There is no clear relationship (based on available evidence) between parking and town centre economic performance. There are many other factors impacting the High Street.
Equality and Accessibility	Comparative Access by People Group	++ Moderate positive impact	For disabled persons and people with reduced mobility: • Increasing turnover and availability of parking on the High Street will mean disabled drivers with blue badges or those with reduce mobility more broadly can more easily find parking closer to their destination. • Increasing parking enforcement will reduce illegal pavement parking and prevent blocking of pavement for people walking or wheeling.
		- Minor negative impact	For car-dependent economically deprived groups: • The increased cost for parking directly on the High Street could reduce their access. This impact is strongly counter balanced by affordable and free parking alternatives within a short walking distance.
	Affordability	- Minor negative impact	The negative impact of parking charges is counter balanced by a range of affordable and free parking provisions being proposed within a short distance of the High Street.

4 Financial Case

4.1 Financial appraisal

4.1.1 Introduction

East Lothian Council commissioned Stantec to develop a financial model to assess the income and cost implications of proposed parking orders in North Berwick. This model was developed in 2024 using the Flexible, Appropriate, Structured, and Transparent (FAST) financial modelling standard. FAST is a set of guidelines and best practices used in financial modelling and data analysis.

The FAST standard is designed to produce models that are both easy to create and simple to understand, enhancing their reliability and usability. The model for North Berwick was developed with the intention of being easily adaptable to assess parking measures in other towns. As such, the existing North Berwick model has been updated and used to assess the income and cost implications of the Preferred Parking Management Proposals for Haddington.

Appendix F – Technical Note – Haddington Parking Financial Model outlines how the income and cost implications of the Haddington parking proposals have been estimated. Since the development of the financial model for North Berwick, several minor updates / improvements to the model have been undertaken. The detail of these can be found in the technical note.

4.1.2 Capital Costs

The capital costs are based on the following items and assumptions shown in Table 4-1. In the financial model, a 23% adjustment has been applied to all capital costs to reflect potential risks. This is based on guidance outlined in the DfT's TAG unit A1-2. The unit suggests an optimism bias adjustment must take an 'outside view' where the uplift amount is based on statistical modelling of similar projects such as using reference class forecasting (RCF). Our assumption uses the P(Mean) value at Outline Business Case stage for Road projects from the DfT's Optimism Bias workbook.

Table 4-1: Capital Cost Assumptions

Capital Cost	Unit Cost (£)	Number of Units (If Applicable)
Parking Charge Machines	4,100	40
Works associated with parking charge machines	5,000	40
Cost of signs and road markings per kilometre of kerb	550 per km	1.55 km
Adaptation of existing resident scheme	15,000	-
ANPR Cameras	15,000	-
Office fit out, furnishings, and telephone connections	5,250	-
IT Equipment (PCs and Printers)	1,675	-
IT Equipment (HCCT Printers, cameras, and phones)	1,722	-
Resident Scheme system operational and upgrade	3,000	-
Publicity around new parking orders	2,000	-
Training Costs	This is already included in the current costs for NSL supplying Decriminalised Parking Enforcement in East Lothian so there will be no additional costs	

4.1.3 Operational Costs

The operating costs are based on the following items and assumptions in Table 4-2. In the financial model, a 23% adjustment has been applied to all operational costs to reflect potential risks, reflecting the same approach taken for the capital costs.

Table 4-2: Operational Cost Assumptions

Capital Cost	Unit Cost Per Annum (£)	Number of Units (If Applicable)
Parking attendants	25,960	3
Consumables (fuel, office supplies, replacement uniforms etc.)	10,357	-
Parking Attendant Uniforms	500	3
Small van leases	£200 per Parking Manager is already included in the current costs for NSL supplying Decriminalised Parking Enforcement in East Lothian so there will be no additional costs.	
Notice processing software (SiDem)	These are already included in the current costs for NSL supplying Decriminalised Parking Enforcement in East Lothian so there will be no additional costs.	
Client account manager		
Enforcement manager		
Operations support manager		
Business intelligence analyst		
IT officer		
Training Officer		
Admin Assistant		
Senior Area Officer Grade 10	£65,826	To be split equally across the 5 towns in East Lothian where parking measures are proposed.
Area Officer Grade 8	£50,572	
Back-office processing	13,183	-
Adjudication Service	868	-
Unexecuted Bailiff Actions	1,120	-
DVLA correspondence and owner tracing	180	-

Table 4-3 shows the expected capital and annual operating costs of the Preferred Parking Management Proposals for Haddington.

Table 4-3: Forecast Capital and Annual Operating Costs for Parking Measures in Haddington

Cost Type	Cost Type (Breakdown)	Core Scenario		
		Year 1 Capital Costs	Annual Operational Costs	10yr Total Modelled Costs
Capital Cost	Excluding Risk	303,000	-	303,000
	Including Risk	**372,000**	**-**	**372,000**
Annual Operating Costs	Excluding Risk	-	133,000	1,326,000
	Including Risk	**-**	**163,000**	**1,631,000**
Totals	Excluding Risk	303,000	133,000	1,629,000
	Including Risk	**372,000**	**163,000**	**2,003,000**
Values rounded to nearest thousand				

4.1.4 Funding

It assumed that the capital cost will not be initially independently financed through the measures itself. Instead, it is likely to be integrated into the Council's wider capital borrowing strategy. Capital costs will be financed through borrowing from the Council's general capital fund. Revenue generated from the parking measures (e.g. permit fees, pay-and-display income, penalty charges) is then used to offset the annual financing costs of that borrowing - typically interest payments and principal repayments.

The introduction of parking management measures in Haddington is designed to be financially self-sustaining. Operating costs associated with enforcement, maintenance, signage, and administration will be covered through the revenue generated from parking charges and permits.

4.1.5 Revenue

Table 4-4 outlines the key assumptions used in the calculation of parking revenue in the Haddington financial model. Where possible, assumptions have been based on survey or census data. In other cases, professional judgement has been used to determine the most suitable values for forecasting.

Table 4-4: Key revenue assumptions

Revenue Source	Revenue Factor	Data Source or Assumption
Parking Charges	Number of spaces	Sections of street where parking would be permitted were mapped and length of kerbs measured using GIS software The number of available spaces was estimated by dividing the relevant kerb length by 6 metres for parallel parking spaces and 2.75 metres for bay parking spaces. Virtual review on Google StreetView was performed to check the estimations were close to the observed number of spaces. <u>East Lothian Council Staff Parking:</u> The proposed measures for ELC staff parking include John Muir House (West) being staff-only from Monday to Friday. John Muir House (East) and Tesco Long-Stay will be open to staff permit holders Monday to Saturday. John Muir House (West) will be open for public parking on weekends and will have parking charges apply on Saturday. To reflect the impact of staff parking on public parking spaces, the following estimates have been performed: • The total desk capacity of John Muir House has been provided by ELC. The number of ELC staff members driving to work on weekdays has been estimated using an approximate office occupancy rate and the proportion of people driving to work into this data zone in the 2011 Scottish Census. Estimates for staff parking on Saturday have been made using a much lower office occupancy rate. • The estimated number of staff driving to John Muir House has been subtracted from the number of parking spaces at John Muir House West, John Muir House East, and Tesco Long-Stay Carpark, with John Muir House West being the first choice for staff parking before spreading out to the other car parks once full. This provides the estimate of the number of available parking spaces for the public, once ELC staff vehicles have been accounted for.

Revenue Source	Revenue Factor	Data Source or Assumption
	Average stay duration per user	Based on professional interpretation of parking surveys conducted in April 2025 and October 2025, as well as the likely impact of new parking measures on stay durations.
	Seasonal parking utilisation rate	Based on parking spot-check surveys conducted in Cupar from January 2022 to October 2023.
	Utilisation rate by charging zone or carpark	Based on the median occupancy from off-street and on-street parking surveys conducted in April 2025 and October 2025. The median occupancies observed were adjusted downwards by 15% for use in the financial model. This is to reflect uncertainty and account for any potential optimism bias in the parking model assumptions.
	Displaced parking adjustment factor	A factor set to reduce parking demand based on parking displaced to other areas without charges because of the parking measures. Set to 95%.
	Mode shift adjustment factor	A factor set to reduce parking demand that would be displaced to other modes because of the parking measures. Set to 95%.
	Parking charge regimes and operational hours	Based on high level management proposals as of the end of November 2025. • Tesco Long Stay Car Park is proposed to have charges applicable all day. To represent demand is likely to be concentrated during the day, the model has assumed operational hours of 12 hours per day. Monday to Saturday. • John Muir House (West) Car Park is only open to public parking on Saturday. Operational hours have been proportionally adjusted to represent that charges only applicable at 8:30am to 18:00pm on Saturdays. All other parking locations have charges apply from 08:30am to 18:00pm, Monday to Saturday.
Resident Permits	Number of resident vehicles in charging zones	Estimated using data from the 2011 Scottish Census.
	Estimated private off-street spaces by charging zone	Estimated by 2011 Census Output Area for each charging zone. Estimates based on desktop assessment using Google Maps and Google StreetView.
	Percentage of households with driveways and do not purchase permits	Set at 80%. Based on a professional judgement that parking measures will increase the utilisation of private driveways.
	Adjustment for non-purchase of resident permits	Set at 97.5%. Assumes that 2.5% of residents with vehicles that need to park on the street do not purchase a permit.
	Occupancy of resident permit spaces during operational hours	Estimated by 2011 Census Journey to Work data. Calculated based on mode share of residents driving to work in each charging zones. This is factored to include non-commuting trips.
Enforcement Charges	Parking infringement rates for over-staying and non-payment	Set at 2% of all users. Based on professional judgement and more conservative estimation of potential infringements to be expected.
	Enforcement Levels	Set at 5% of all infringements. Based on professional judgement on the number of parking infringements that would be issued Penalty Charge Notices.
	Income Per PCN	Set at £50, which is the 50% discount rate for early payment of a PCN.

Table 4-5 outlines the expected annual income for the Preferred Parking Management Proposals for Haddington. Notably, the estimated income from on-street parking is low, with enforcement income being higher than income generated from on-street parking charges. This is because the financial

model has conservatively assumed that all vehicles parking within the short-stay parking zone in the town centre will leave within the 30-minute free parking period. Therefore, no parking charge income is estimated from the town centre streets of High Street, Market Street, Court Street and Newton Port. Only income from enforcement of these streets was estimated. It is acknowledged that there would be a portion of users who choose to pay for parking for longer than 30-minutes. However, the model has used these assumptions as this provides a much more conservative estimate of parking revenue from on-street parking.

Additionally, the calculation of resident vehicle parking showed that most of the medium-stay parking bays surrounding the town centre would be occupied by resident permit holders. This has reduced the number of available parking spaces for public parking estimated in the model and thereby reduced the estimated parking charge revenue for on-street parking.

Table 4-5: Forecast Income from Parking Measures in Haddington

Parking Location	Income Source	Core Scenario	
		Annual Income, £	10yr Modelled Income, £
On Street	Parking	20,000	199,000
	Enforcement Income	55,000	548,000
	Permit Income	12,000	116,000
	Total	**87,000**	**863,000**
Off-Street	Parking	106,000	1,061,000
	Enforcement Income	12,000	117,000
	Total	**118,000**	**1,178,000**
Combined Total (On Street + Off Street)	Parking	126,000	1,261,000
	Enforcement Income	66,000	665,000
	Permit Income	12,000	116,000
	Combined Total	**204,000**	**2,041,000**
Values rounded to nearest thousand			

4.1.6 Income position

For the 10-year modelled period, the financial model forecasts the income collected from the parking management measures will marginally exceed both the initial capital costs and annual operational costs. Although the model shows forecasted outputs down to the nearest pound, the level of detail and assumptions used in the models means it is inappropriate to interpret these values as exact forecasts. However, the model is indicating that the management income will likely exceed costs, with surplus revenue over the 10-year period of approximately **£4,000 per annum** (including risk allowance).

4.2 Risks and Uncertainties

There are financial risks and uncertainties that can occur from the proposed parking charges. The most significant ones to consider are outlined below:

- High inflationary impacts which could result in significant increases in both capital and operational costs.
- The levels of enforcement are not high enough, leading to revenue leaks and the scheme not generating the expected levels of revenue.

- Parking charges could lead to a significant reduction in drivers around Haddington causing the scheme to result in a financial loss as the levels of revenue will not be close to what is expected.
- If technological issues were to occur with the parking charge equipment this could delay or limit the amount of revenue collected.

5 Commercial Case

5.1 Service requirement and output

East Lothian Council has entered into a strategic joint procurement arrangement with City of Edinburgh Council, Midlothian Council, and Highland Council to commission Marsden Holdings Ltd (trading as NSL Services) for the provision of comprehensive parking management and decriminalised enforcement services.

The joint contract provides a robust and flexible route to market for a wide range of parking-related services, including but not limited to:

- On-Street Enforcement Services: Deployment of Civil Enforcement Officers to monitor and enforce parking regulations.
- Car Pound Services: Vehicle removal and storage operations for illegally parked or abandoned vehicles.
- Pay and Display Services: Installation, maintenance, and management of pay and display infrastructure.
- Suspension and Dispensation Services: Temporary changes to parking restrictions to accommodate events, construction, or other local needs.
- Lining and Signing Services: Road marking and signage installation to support enforcement and improve user compliance.
- Cashless Parking Services: Digital payment solutions to enhance customer convenience and reduce cash handling risks.
- Permit Services: Administration of residential, business, and visitor parking permits.
- Back-Office Support Services: Data management, reporting, and administrative support to ensure operational efficiency.
- Notice Processing Services: Handling of Penalty Charge Notices (PCNs), including appeals and payment processing.
- Online Services: Web-based platforms for permit applications, payments, and customer service interactions.
- Foreign Debt Collection Services: Recovery of unpaid PCNs issued to non-UK registered vehicles.

This procurement model not only streamlines service delivery but also fosters innovation and continuous improvement through shared performance monitoring and supplier engagement. The commercial arrangement is underpinned by a framework that allows for scalability, adaptability to local policy changes, and alignment with broader transport and environmental objectives.

Service review and re-organisation will be necessary as increased feedback on the parking service will require staff enhancement. Staff allocations are already in place to parking design and technical support, on street enforcement and management but further consideration of the management and contract administration might be necessary due to the increased volume and responsibility.

5.2 Procurement Strategy and route

The collaborative procurement arrangement delivers a range of strategic, operational, and financial benefits that strengthen the commercial viability and long-term sustainability of parking management

services. This procurement model not only streamlines service delivery but also fosters innovation and continuous improvement through shared performance monitoring and supplier engagement.

Using an existing joint procurement framework reduces the time, cost, and complexity associated with running separate tenders. It ensures compliance with public procurement regulations while accelerating service mobilisation. Close working practices with neighbouring authorities and consistency of delivery through term contract arrangements are considered best value for East Lothian.

Use of a single overarching supplier for procurement of services allows better collaboration of resources to minimise waste and delay in operation. A single route has demonstrated value for money with multiple elements outsources to neighbouring authorities. Machine installation, planning and programming of activities are co-ordinated through the single contract that allows for economy of scale purchases.

5.3 Risk allocation

Risk allocation is managed through the dedicated risk register, which records all identified risks issues assumptions and dependencies along with their assigned owners, both internal teams and external stakeholders. Each risk is assessed and rated for likelihood and impact providing a consistent basis for monitoring and mitigation. A risk allocation matrix is applied to ensure that risks are appropriately transferred or shared with the sector best place to manage them, while maintaining clear accountability through our governance arrangements.

The joint procurement model introduces a range of commercial, operational, and strategic risks that must be actively managed to ensure successful delivery and long-term sustainability. However, the collaborative nature of the arrangement also provides a strong platform for risk mitigation through shared governance, pooled expertise, and contractual safeguards. Shared procurement reduces individual council exposure to procurement and operational risks. Contractual risks such as supplier failure, service disruption, or legal challenges are mitigated through joint oversight and contingency planning.

5.4 Contract arrangements and any personnel implications

Since 2018, East Lothian Council has participated in the City of Edinburgh Council (CEC) parking services contract, a term maintenance agreement designed to deliver decriminalised traffic and parking enforcement services. This contract has provided a comprehensive framework for both frontline enforcement and back-office support, enabling East Lothian to implement consistent, scalable, and legally compliant parking management across its jurisdiction.

The contract includes provisions for:

- Decriminalised Parking Enforcement: Civil Enforcement Officers (CEOs) deployed to enforce parking regulations across designated areas.
- Back-Office Support: Processing of Penalty Charge Notices (PCNs), appeals, complaints, and customer service functions.
- Permit Management: Administration of residential, visitor, and business parking permits.
- Operational Flexibility: Reactive deployment of enforcement resources based on local needs and seasonal demand.

The second-generation contract is scheduled to commence by 2025 Q4, building on the strengths of the existing arrangement while addressing evolving service requirements and community expectations.

Key Contractual Requirements

The new contract will need include enhanced provisions to ensure the service remains responsive, equitable, and effective. These include:

1. **Staffing and Coverage**
    - Maintain appropriate staffing levels to deliver seven-day enforcement across Haddington and other designated towns in East Lothian.
    - Ensure targeted enforcement during school journey times to support road safety and reduce congestion.
    - Provide seasonal and event-based coverage along the coastal areas, particularly during peak tourism periods.
    - Address indiscriminate and dangerous parking, including enforcement against double pavement parking and obstruction of pedestrian routes.
2. **Back-Office Operations**
    - Ensure timely and accurate processing of PCNs, including issuance, appeals, and payments.
    - Respond to public complaints and inconsistencies in notice serving with transparency and fairness.
    - Maintain robust data management systems to support auditability and legal compliance.
3. **Permit Administration**
    - Deliver consistent and user-friendly permit management, including application processing, renewals, and system guidance.
    - Provide clear advice and support to residents and businesses regarding permit eligibility and usage.
4. **Community Responsiveness and Public Safety**
    - Ensure parking services are reactive to local needs, including temporary restrictions, event support, and emergency access.
    - Performance Monitoring and Continuous Improvement
    - Embed Key Performance Indicators (KPIs) and service-level benchmarks to monitor delivery and drive improvements.
    - Facilitate regular contract review meetings with East Lothian Council to assess performance and address emerging issues.
5. **Technology and Innovation**
    - Support integration of digital tools, such as mobile enforcement apps, online permit portals, and data analytics platforms.
    - Enable future enhancements, including ANPR (Automatic Number Plate Recognition) and real-time reporting dashboards.

6 Management Case

6.1 Programme/project management governance arrangements

The East Lothian Parking Programme is a significant investment and will require robust governance with dedicated project management resources operating under strong project management principles. The day-to-day management of the programme will be undertaken by East Lothian Council, overseeing its appointed consultants and contractors as outlined in. The arrangements are the same for each of the towns in programme.

The Parking Management Review Board is made up of representatives from East Lothian Council across the relevant teams. Table 6-1 below shows the makeup of the Project Board as currently understood.

The Project Sponsor/Project Director for the scheme is Tom Reid. The Sponsor is accountable for the project meeting its objectives, delivering the projected outcomes and realising the required benefits. The day-to-day management of the project is led by Peter Forsyth as described below in Table 6-2. This follows an established structure that has been used by East Lothian for delivery of North Berick Parking Measures.

Table 6-1: East Lothian Parking Review Board

Name	Position
Tom Reid (*Chair*)	Head of Infrastructure
Keith Dingwall	Head of Development
Carlo Grilli	Service Manger – Legal and Governance
Alan Stubbs	Service Manager for Roads
Peter Forsyth	Project Manager – Growth & Sustainability
Liz Hunter	Senior Officer – Transport Planning
Grant Talac	Senior Officer – Parking and Sustainable Transport
Eamon John	Head of Communities
Ian King	Team Manager, Asset and Regulatory (Roads)
David Henderson	Service Manager – Service Accounting
Stewart Cooper	Service Manager – Communications
Charlann Peggie	Senior Officer – Transformation and Digital
Jamie Baker	Service Manager – Economic Development

Table 6-2: East Lothian Parking Review Project Team - Roles and Responsibilities

Role	Responsibility	Name	Position
Project Sponsor/Project Director	Project sponsor – oversight of project delivery	Tom Reid	Head of Infrastructure
Senior Responsible Officer(s)	Project manager (Growth and sustainability) – delivery of parking	Peter Forsyth	Project Manager – growth and sustainability

Role	Responsibility	Name	Position
	management interventions across county.		
	Support Project manager in delivery of parking management interventions	Liz Hunter	Senior Officer – Transport Planning
	Assist Project manager in business planning for parking management.	Charlann Peggie	Senior Officer (Transformation and Digital)
	Assist project manager in demand management and supply assessment	Joseph Appiah	Roads Officer
Finance Manager(s)	Capital finance support	Michelle Ritchie	Corporate Accountant
	Revenue finance support	Matthew Conlon	Interim Principal Accountant
Supplier(s)	Parking enforcement service	NSL Services	
	TIM manufacture and delivery	IPS Services	
	Signs and Lines	NSL Services / Phoenix Specialist Solutions	
	Parking design and implementation support	Stantec	

6.2 Change and contract management

Material changes are identified, managed and authorised through the Parking Board. Communication plan will require timing of change and instruction to stakeholders and the public.

Effective contract and change management are essential to ensuring that the parking services contract delivers its intended outcomes, remains responsive to evolving needs, and maintains legal and commercial integrity throughout its lifecycle. East Lothian Council has established robust arrangements to oversee both the operational delivery and strategic evolution of the contract.

Contract Management Framework

The parking services contract will be managed under a structured framework that includes:

- **Designated Contract Manager**: A senior officer within East Lothian Council will be appointed as the Contract Manager, responsible for day-to-day oversight, supplier liaison, and performance monitoring.
- **Performance Monitoring**: The contract includes a suite of Key Performance Indicators (KPIs) and Service Level Agreements (SLAs) covering enforcement coverage, PCN processing times, permit administration, customer service responsiveness, and system uptime. These are reviewed monthly and reported quarterly.
- **Supplier Relationship Management**: Regular engagement with NSL Services is maintained through scheduled review meetings, issue resolution sessions, and collaborative planning workshops.

Change Management Process

To ensure the contract remains fit for purpose and responsive to local needs, East Lothian Council will implement a formal change management process:

- **Change Control Procedure**: All proposed changes to the scope, service levels, or delivery model will be submitted through a documented change request form. This includes justification, impact assessment, cost implications, and proposed timelines.
- **Evaluation and Approval**: Change requests are evaluated by the Parking Review Board. Legal and procurement teams are consulted to ensure compliance with contract terms and public procurement regulations.
- **Implementation Planning**: Approved changes are implemented through a structured plan, including stakeholder communication, operational adjustments, and system updates. Progress will be tracked through a change log and reviewed at contract meetings.

6.3 Benefit realisation arrangements

East Lothian Council established a transformation programme in 2016, aimed at the Council becoming more efficient, effective, transparent, and accountable, which in turn can lead to better services for citizens and a more sustainable future. The East Lothian Transformation Strategy 2024-2029 aims to build on those ambitions and achievements, while making it applicable to the 2024 operating environment.

A benefits realisation plan is in place to ensure that all anticipated benefits of the strategy are clearly identified, planned, record, tracked and effectively managed. The plan sets out the method for capturing expected outcomes, establishing measures of success, and monitoring progress against delivery. We have assumed a timeline of 3 to 5 years for achieving the benefits identified for the parking measures in Haddington.

Benefits will be reviewed and reported through established governance through the Transformation Board providing assurance that they remain on track and enabling timely action where risks to delivery are identified.

Figure 6.1 outlines a visual map of benefit dependencies for the East Lothian Parking Review Programme. Figure 6.2 outlines a visual map of expected benefits to be realised for the Programme and their alignment with the wider council objectives and priorities.

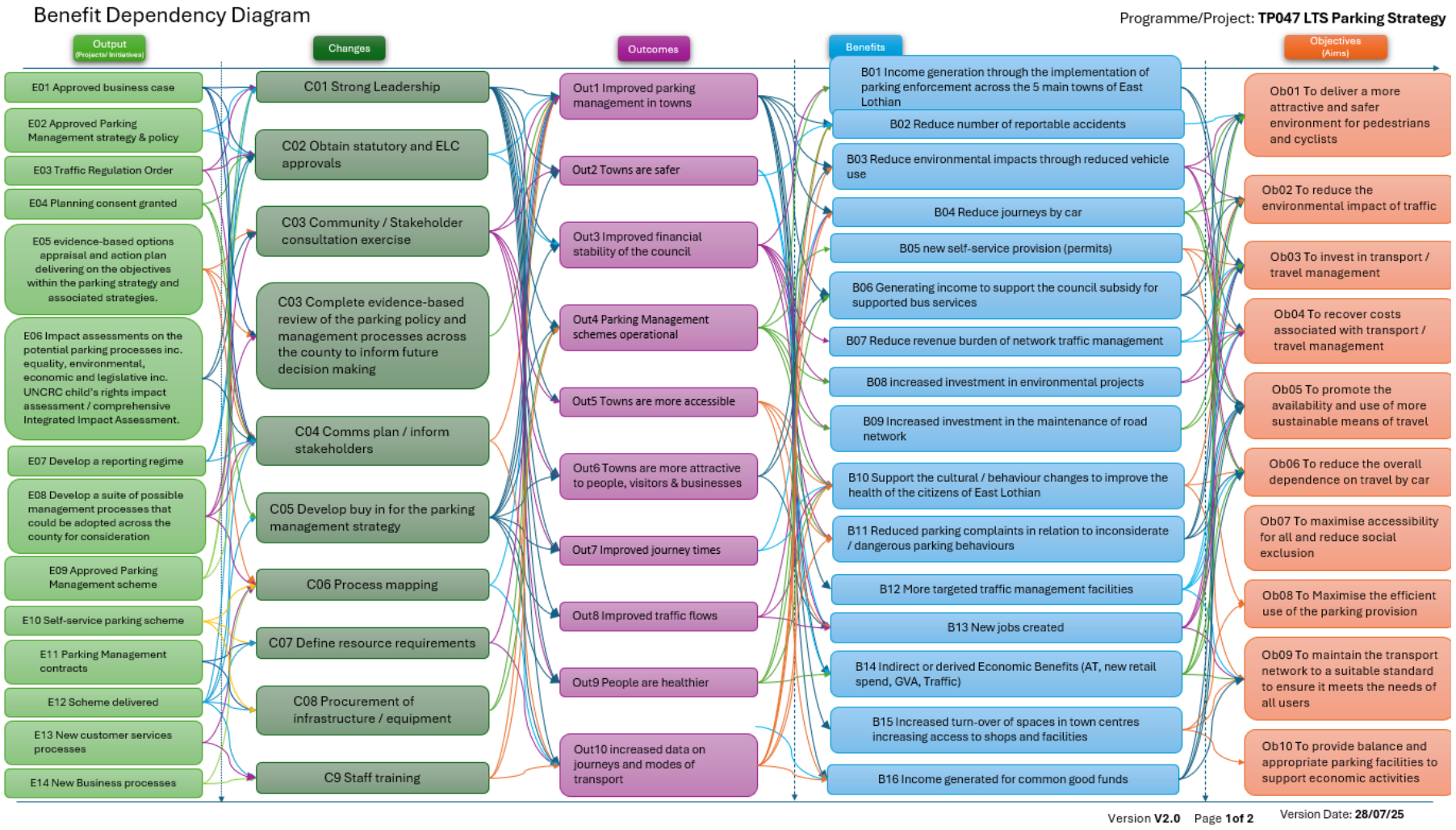

Figure 6-1: East Lothian Parking - Benefits Dependencies

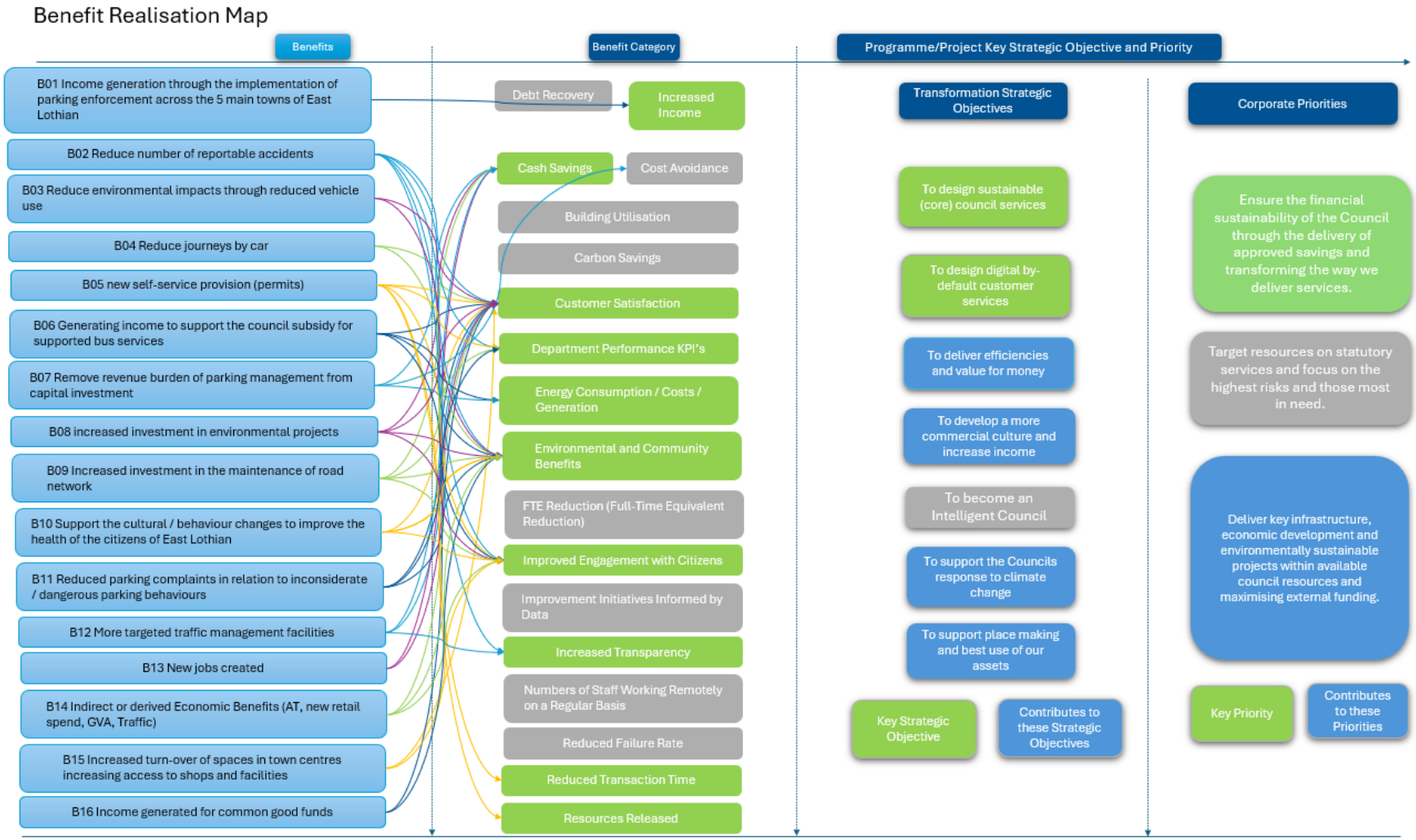

Figure 6-2: East Lothian Parking - Benefits Realisation Map

6.4 Risk management arrangements

Risk management is a continual process involving the identification and assessment of risks and the implementation of actions to mitigate the likelihood of them occurring and the impact if they did. The approach to risk management will be proportionate to the decision being made or the impact of the risk, to enable the Council to manage risks in a consistent manner, at all levels.

Key to effectively mitigating risks is to develop a series of well-defined steps to support better decision-making through an in-depth comprehension of the potential risks inherent in a scheme and their likely impact. HM Treasury Green Book recommends a four-stage process which is broadly cyclical (plan-do-review) requiring on-going review and update of risks to ensure that effective controls are implemented during project development and delivery.

Robust risk management processes are in place to ensure effective oversight of the project. A comprehensive risk register is maintained, capturing the key management risks and mitigation plans associated with delivery, these include an assessment of the following categories:

- Financial
- Delivery timescale
- Technology
- Data protection and compliance
- Customer experience
- Stakeholder engagement
- Operational continuity

A monthly Risks, Issues, Assumptions and Dependencies (RAID) review meeting is held, and the RAID report is escalated monthly through established governance processes as outlined in Section 6.1, to provide assurance and enable timely decision making.

6.5 Contingency plans

Contingency plans are included in the mitigation actions and plans contained within the risk register. Contingency plans are specific to each individual risks dependent on the impact to project delivery. These plans set out predefined actions, alternative approaches, and escalation routes to ensure that risks or unforeseen events can be managed promptly and effectively. The implementation of contingency measures is monitored through our project governance, ensuring that any required actions are coordinated, proportionate, and minimise disruption to project and service delivery.

6.6 Monitoring and Evaluation

The monitoring and evaluation plan is designed to determine whether the scheme:

- Has been designed and delivered efficiently and effectively
- Has met the requirements of the stated scheme objectives
- Has achieved the expected benefits
- Has resulted in any unintended outcomes and impacts (both positive and negative)
- Represents good value for money

In addition, the M&E plan has secondary objectives that the outcomes of the M&E will support:

- To provide information for stakeholders and members of the public

- To provide an evidence base to support future schemes

To carry out effective monitoring and evaluation, data collection for the scheme is required at various stages as the scheme develops to ensure an effective M&E process. The minimum number of stages are detailed and reported are as follows:

- Baseline conditions: prior to scheme implementation
- One year after scheme implementation
- Three years after scheme implementation
- Five years after scheme implementation

The data collection process can be carried out through manual counts or by Automatic number plate recognition (ANPR) counts. Data should be collected across Haddington with a focus on the streets where parking charges have been implemented, and it should cover various types of parking restrictions.

Due to the parking charges being sensitive to travel behaviour it is appropriate to undertake post-scheme data collection one year and then five years after it has been implemented.

6.6.1 Schedule of M&E Activities

A schedule of the monitoring and evaluation activities proposed for the scheme is summarised in Table 6-3.

Table 6-3: Schedule of the monitoring and evaluation activities proposed for the scheme

Overarching programme Objectives	Haddington specific objectives	Definition – How is it calculated?	Baseline	Data Source – How will it be measured?	Frequency- How often will it be measured?	Responsible – Who will measure it?
Environmental Improvements	Encourage a modal shift away from the private car and towards more sustainable modes of travel Improve air quality and reduce pollution	Levels of those travelling to work by private car compared to the level of active travel and public transport use. Levels of reported congestion by residents	In 2011 Census data it was reported that 58% of people in Haddington drove to work using a car or a van. More recent data needs to be collected for Haddington to give an accurate picture of car use	Data collection carried out through surveys to measure the proportion of those in Haddington travelling by car.	Annually	East Lothian Council
Economic Growth	Increase footfall in the town centre	The number of people who travel into the Haddington town centre.	The pedestrian counts, which were undertaken in November 2022 showed that footfall in Haddington was more than 4,500 persons per week.	Footfall surveys carried out in Haddington	Annually	East Lothian Council
Place based improvements	Revenue generated from parking charges to be reinvested in Haddington public spaces/services	The amount of money that East Lothian Council invests into public spaces/services from the money raised through parking charges.	2024/25 Budgets	East Lothian Council's Annual Accounts	Annually	East Lothian Council
Improve parking conditions	Increase parking availability	The number of available spaces for parking	23 October 2025 and 25 October 2025	Anecdotal evidence by parking attendants.	Annually	East Lothian Council

Appendix A Haddington Recommended Parking Management Proposals