East Lothian Council

Appendix E MUSSELBURGH PARKING

Impact Assessment

September 2025

In partnership with: Stantec

Document Control Sheet

Project Name: **Musselburgh Parking Impact Assessment**

Project Ref: **332610801**

Report Title: **Impact Assessment**

Doc Ref: **V2 Final**

Date: **26/09/2025**

	Name	Position	Signature	Date
Prepared by:	Joshua Lee	Graduate Transport Planner	JL	09/09/2025
Reviewed by:	Joshua Simmonds	Principal Transport Economist	JS	10/09/2025
Approved by:	Joshua Simmonds	Principal Transport Economist	JS	12/09/2025
For and on behalf of Stantec UK Limited				

Revision	Date	Description	Prepared	Reviewed	Approved
1.0	12/09/2025	First Draft	JL	JS	JS
2.0	26/09/2025	Final	JL	JS	JS

Contents

Figures

Tables

Introduction

Musselburgh Parking

Impact Assessment

1 Introduction

1.1 Background

1.1.1 To determine the full impacts of implementing a parking control zone (CPZ) within Musselburgh, East Lothian Council (ELC) commissioned Stantec to carry out an Impact Assessment to develop an understanding of the economic, social, and wider societal benefits and impact of introducing new parking management measures.

1.1.2 The remainder of the report is structured as follows:

- **Chapter 2 – Methodology and Approach:** An overview is provided of the methodology of generating the subsequent outcomes and impacts.
- **Chapter 3 – Strategic Need:** This chapter presents the results from a data analysis review used to set out the baseline socio-economic and transport conditions in Musselburgh.
- **Chapter 4 – Inputs:** This chapter provides an overview of the policy inputs that allow ELC to implement parking controls and the scope of any further intervention.
- **Chapter 5 – Outputs:** An overview is provided of the proposed parking interventions.
- **Chapter 6 – Outcomes:** This section details the expected societal outcomes and impacts in line with Transport Scotland STAG principles based on empirical evidence.
- **Chapter 7 – Summary:** This section summarises the main findings from the study and makes recommendations around how to deliver the benefits considered in this study.

Methodology and Approach

Musselburgh Parking

Impact Assessment

2 Methodology and Approach

2.1 Theory of Change

2.1.1 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.

2.1.2 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.

2.1.3 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 as a result of the changes in travel behaviour and connectivity stemming from the intervention, e.g., improved labour market efficiency.

2.1.4 A high-level Theory of Change / logic map for the parking interventions is shown in Figure 2.1. The expected outcomes and impacts outlined in the Theory of Change have been used to set the direction of the impact assessment for the study.

Strategic Need (Summary)

- There is some degree of pressure on parking space in the town centre streets, with occupancy rates being above 90 percent at peak times.
- A degree of illegal parking was observed on several streets in the town centre, posting a potential safety risk.
- Demand for certain off-street car parks in Musselburgh was high and the demand for parking is exceeding the number of spaces available in some car parks closest to the town centre.
- Musselburgh High Street is a declared Air Quality Management Area, and nitrogen dioxide levels are much higher here than in other parts of the town.
- Multiple deprivation levels in the areas surrounding the High Streets, and particularly the main southern High Street are relatively high compared to other areas in Scotland overall.
- Footfall in Musselburgh town centre has fallen 30 percent between 2016 and 2022. This is a challenge to the vitality and viability of the town centre.
- There is an opportunity to better use spare parking capacity at off-street car parks located within walking distance of the town centre.
- Many of Musselburgh's residents can reach the town centre by either walking or cycling, presenting an opportunity to support active travel within the town.
- Musselburgh is well connected by several bus services within the town and has good bus connections to Edinburgh and East Lothian. This is an opportunity to support and encourage residents to travel within the town by public transport.

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Inputs

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

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Outputs

Off-Street Parking

- Off-street medium-stay parking at a cost of £0.50 per 30 minutes with a max stay of 6 hours at Kerr's Wynd, Shorthope Street, Ladywell, Newbigging and Musselburgh Sports Centre car parks. Sports centre users will be able to park free for up to 90 minutes.
- Off-street long-stay parking at a cost of £0.50 per 30 minutes with a max charge of £5 per stay on Olive Bank Road, Fisherrow Harbour, and Gracefield car parks.

On-Street Parking

- On-street short-stay parking on North High Street (between Lochend Road North and South Street), South Street, Bridge Street and Ladywell Way. It is proposed short-stay charges will be free for the first 45 minutes, £1 for 75 minutes, and £2 for 90 minutes.
- On-street short-stay parking on High Street. It is proposed that short-stay charges will be free for the first 30 minutes, £1 for 60 minutes, and £2 for 90 minutes.
- On-street medium-stay parking at a cost of £0.50 per 30 minutes hour with a max stay of 6 hours. The medium-stay parking area will cover several streets in both east and west of the town, including parts of New Street, Promenade, Mountjoy Terrace, North High Street (between Ladywell Way and Eskside West), Millhill, and Linkfield Road.
- On-street long-stay parking zone at a cost of £0.50 per 30 minutes with a max charge of £5 per stay. The long-stay parking area will cover several streets in the west of the town, including parts of New Street, Market Street, and Eskside West.

- Introduction of two Residential Permit Parking zones. The eastern permit zone will cover most streets north of Inveresk Road and streets west of Loretto Senior School, up to the River Esk and the coastline. The western permit zone will cover most streets north of Olive Bank Road and streets east of Fisherrow Harbour, up to the River Esk and the coastline.

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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.

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Impacts

- Improved turnover and availability of spaces improves offering and makes Musselburgh 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 2-1: Theory of Change

2.1.6 We have undertaken several tasks to support development of this study. This includes:

- Desktop evidence and case study review to develop a comprehensive understanding of likely implications of parking management for Musselburgh.
- Analysis of context specific to the economic, transport and visitors' data for the Musselburgh ward to build a body of evidence to underpin the stated outcomes and impacts as outlined in the logic map above.
- Collated and reviewed relevant local policy such as the Local Transport Strategy and Parking Strategy Objectives.
- Quantitative and qualitative assessment of wider social and economic impacts of the proposed parking intervention options considering the economic impacts on the local community, its businesses and town centre.

Strategic Need

Musselburgh Parking

Impact Assessment

3 Strategic Need

3.1 Overview

3.1.1 Musselburgh is a coastal town about eight kilometres east of Edinburgh City Centre with a population of around 21,000 people. It is the largest town in East Lothian. The town features a major local high street with a significant concentration of local convenience retail and large supermarkets. The town is served by both Musselburgh and Wallyford Railway Stations, and good bus connections to Edinburgh and other parts of East Lothian. Musselburgh is also home to Musselburgh Racecourse.

3.1.2 Musselburgh is a designated Air Quality Management Area, where a 21% reduction in transport emissions is being pursued through an Air Quality Action Plan. Additionally, Musselburgh's population rose by 7.7% between 2016 and 2017 and is forecasted to rise with 4,981 houses planned between 2019 to 2025. This will contribute to an increase in car journeys into Musselburgh, leading to a higher demand for parking set while the number of parking spaces will remain the same.

3.1.3 ELC is responsible for the provision and management of parking within Musselburgh. On-street parking, waiting, and loading restrictions are implemented by ELC in accordance with the Road Traffic Regulation Act 1984. ELC has Decriminalised Parking Enforcement (DPE) after the enactment of The Road Traffic (Permitted Parking Area and Special Parking Area) (East Lothian Council) Designation Order 2016. NSL LTD are contracted by East Lothian Council to enforce all parking restrictions (except for zig-zag marking at controlled crossing points and box marking) and to issue Penalty Charge Notices (PCNs) for breaches of parking legislation.

3.1.4 The following key parking restrictions are in place in Musselburgh:

- Most streets in Musselburgh, which are generally located in residential areas, have unrestricted parking.
- Off-street car parks at Fisherrow Harbour, Gracefield, Brunton Hall (also referred to as Ladywell Car Park), Olive Bank Road, Shorthope Street, Millhill, Newibgging, Newbigging Church, and Town Hall are owned by East Lothian Council and are free of charge. There are several other free off-street car parks in the town, but they are mostly intended for facility users, staff, and customers only. There are also several private pay-and-display car parks in the town centre located just south of the High Street.
- 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.

3.1.5 A set of problems and opportunities have been developed for the project. The points below set out the problems and opportunities identified. The remainder of this section outlines the data and supporting evidence for each problem and opportunity identified.

- Multiple deprivation levels in the areas surrounding the High Street, and particularly the main southern High Street are relatively high compared to other areas in Scotland overall.

- There is a higher public transport mode share and lower rate of household car ownership in Musselburgh, presenting an opportunity to support residents to travel within the town by public transport.
- Musselburgh High Street is a declared Air Quality Management Area, and nitrogen dioxide levels are much higher here than in other parts of the town.
- Musselburgh is well connected by several bus services within the town and has good bus connections to Edinburgh and East Lothian. There is an opportunity to encourage people to use public transport to access the town centre.
- Many of Musselburgh's residents can reach the town centre by either walking or cycling, presenting an opportunity to support active travel within the town.
- Footfall in Musselburgh town centre has fallen 30 percent between 2016 and 2022. This is a challenge to the vitality and viability of the town centre.
- Demand for certain off-street car parks in Musselburgh was high and the demand for parking is exceeding the number of spaces available in some car parks closest to the town centre.
- There is some degree of pressure on parking space in the town centre streets, with occupancy rates being above 90 percent at peak times.
- A degree of illegal parking was observed on several streets in the town centre, posing a potential safety risk.

3.2 Socio-Economic Profile

3.2.1 This section provides a high-level overview of socio-economic information relevant to the study area. It should be noted that, whilst a wide range of socio-economic data have been reviewed, only that which has a potential bearing on this study is reported here.

Data Geography

3.2.2 Analysis was undertaken at the Scottish Data Zones 2011 level. Table 3-1 lists the Data Zones included in the following analysis and their coverage.

Table 3-1: Datazones Used for Analysis

Location	Datazones
Musselburgh	S01008164, S01008170, S01008171, S01008172, S01008173, S01008174, S01008175, S01008176, S01008177, S01008178, S01008179, S01008180, S01008181, S01008182, S01008183, S01008184, S01008185, S01008186, S01008187, S01008188, S01008189, S01008190, S01008191, S01008192, S01008193, S01008194, S01008195, S01008196

Economic Activity

3.2.3 Figure 3.1 of the proportion of the population aged 16 or over by economic activity status in 2022 Scottish Census. Orange sections represent the proportion of economically active population, while grey and black areas represent the economically inactive proportion. Overall, the proportion of Musselburgh's population that are economically active is broadly similar to East Lothian and Scotland overall. Of those aged 16 or above, 62 percent of people in Musselburgh are economically active, compared to 62 percent in East Lothian and 61 percent in Scotland overall.

3.2.4 In terms of economically inactive persons in Musselburgh, there is a slightly smaller proportion of retired people in Musselburgh than in the rest of East Lothian. 23 percent of Musselburgh residents are retired, compared to 26 percent in East Lothian. The percentage of retired residents in Musselburgh is like that of in Scotland overall.

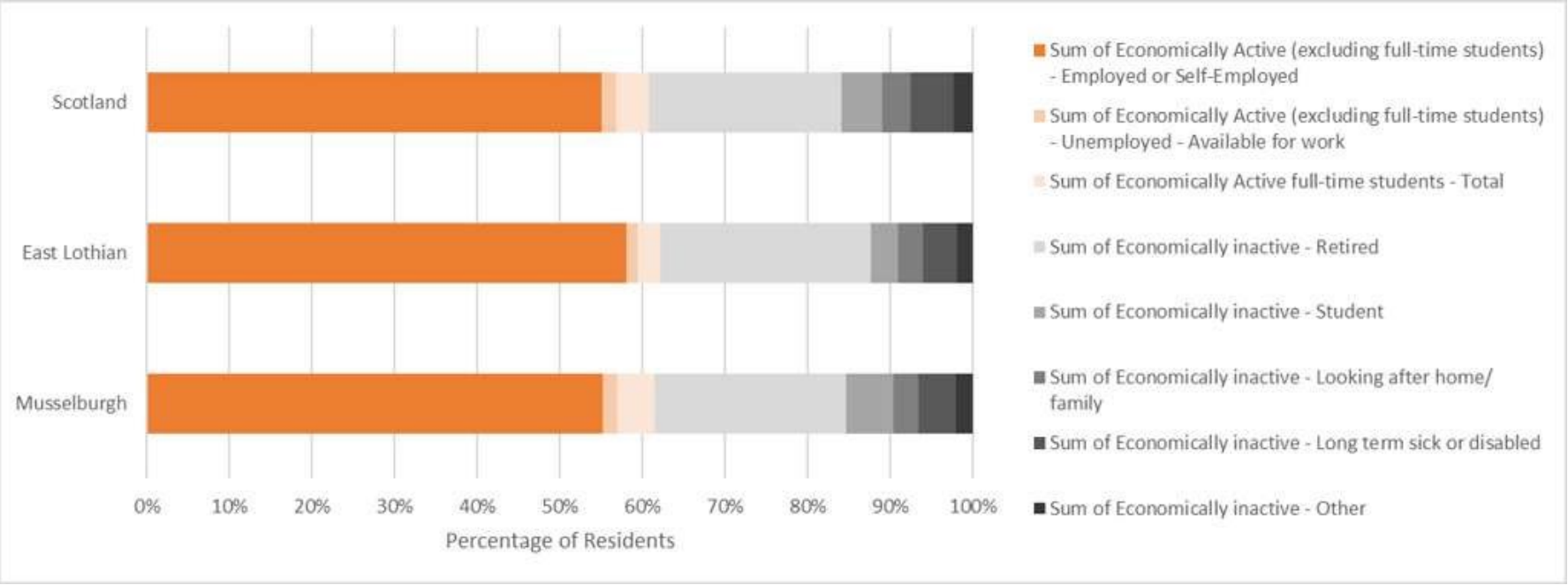

Figure 3-1: Economic Activity Status of people aged 16 and above in Musselburgh, East Lothian, and Scotland, from the 2022 Scottish Census

Key Point: About the same proportion of Musselburgh residents are economically active compared to East Lothian and Scotland as a whole. The proportion of retired persons in Musselburgh is slightly lower than in East Lothian overall.

Indices of Multiple Deprivation

3.2.5 Figure 3.2 shows the 2020 Scottish Indices of Multiple Deprivation percentiles for Data Zones in Musselburgh. A lower percentile and darker red colour indicates a higher level of multiple deprivation compared to the rest of Scotland, while higher percentile and darker blue colour indicates lower relative deprivation.

3.2.6 The level of multiple deprivation is varied across Musselburgh. The most deprived area in the town is in the north of the town around Fisherrow Links Park and the Racecourse. This area is among the top 15 percent most deprived areas in Scotland. The areas surrounding the main High Street, south of the River Esk, also has higher multiple deprivation levels. Multiple deprivation around North High Street is also relatively high, although not as high as the levels seen in the southern High Street.

3.2.7 The least deprived areas are to the west of the town around Newhailes House and Musselburgh Railway Station. Many of these areas are among the top seven percent least deprived areas in Scotland.

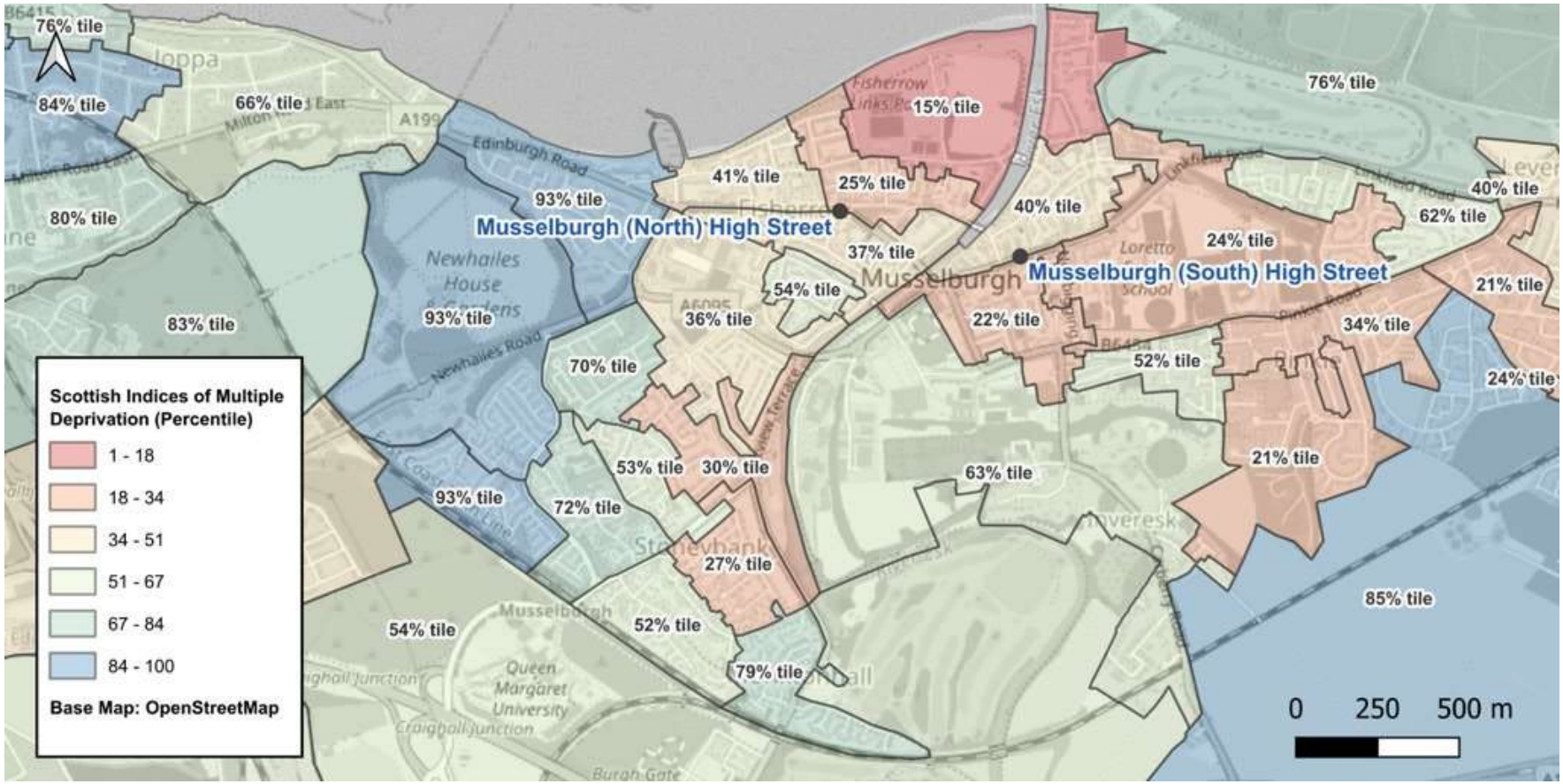

Figure 3-2: Scottish Indices of Multiple Deprivation percentiles in Musselburgh, 2020

Key Point: Multiple deprivation levels vary significantly across Musselburgh. Areas surrounding the High Streets, and particularly the main southern High Street, have relatively higher deprivation levels. Areas to the west of the town are among the least deprived in Scotland.

3.3 Local Economy and Employment Profile

Business Register and Employment Survey

3.3.1 The 2023 Business Register and Employment Survey provides detailed information on what business sectors operate in a small geographic area. Figure 3.3 shows the difference between the percentage of those in employment in Musselburgh compared to the overall figures for East Lothian and Scotland.

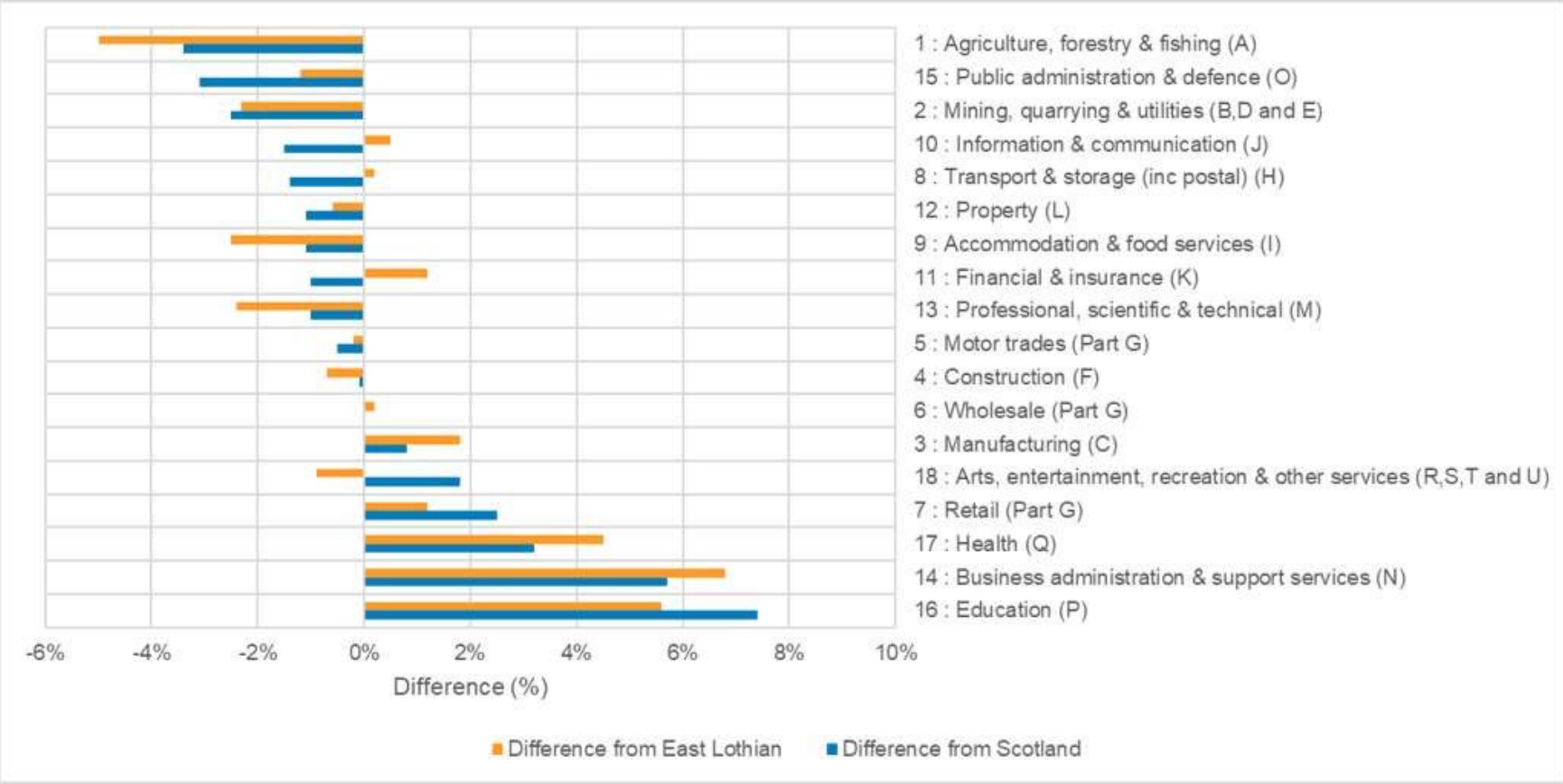

Figure 3-3: Difference in percentage of persons employed in different industries between Musselburgh compared to East Lothian and Scotland overall, from the 2023 Business Register and Employment Survey

3.3.2 Figure 3.3 show that Musselburgh has a much higher proportion of jobs in education, business administration and support services, and Health industries. This is partly related to Queen Marget University, which is located here. There are fewer people in employed in Agriculture, forestry and fishing, or in public administration and defence compared to the national averages for Scotland. Retail industries are the fourth most common employers here, with retail industry making up 11.2 percent of employment. Retail employment is slightly higher proportionally than the average across East Lothian and Scotland.

Key Point: There are comparatively more people employed in education industry in Musselburgh compared to East Lothian and Scotland as a whole. The retail industry is the fourth largest employer in Musselburgh, but proportionally retail employment is only slightly higher than the regional and national average.

3.4 Tourism and Visitor Economy

3.4.1 Tourism is key to East Lothian's economy with around 10% of the total workforce employed in this sector, generating circa £280 million into the local economy[1]. A survey was undertaken by STR in 2021 on behalf of ELC to determine the characteristics of day and overnight visitors to East Lothian, establish visitor perceptions of the local tourism product and to evaluate visitor activity, spending habits and experiences at each destination. The survey was conducted by positioning interviewers at 15 different sampling locations. The interviewers would invite visitors to complete an online survey via email. In total, 752 responses were received. There were two sampling locations in Musselburgh. Responses from these two sites reflected 11 percent of all survey responses received. The study considered visitors data and analysis in terms of East Lothian geography. The report also provided demographic, origin, reason for travel and mode of transport data which is relevant for the study.

3.4.2 The survey found that Musselburgh was East Lothian's fourth most visited town with 24 percent of all visitors to East Lothian[2] visiting Musselburgh as part of their trip. Musselburgh forms part of East Lothian's coastal tourism offering. 93 percent of all visitors to East Lothian visited a coasted destination, with 77 percent of visitors to East Lothian going to the beach. There are several beaches and coastal paths surrounding Musselburgh. Newhailes House & Garden, located in the western part of the town, is one of the most visited East Lothian attractions. In 2021, 24 percent of surveyed visitors to East Lothian visited this attraction. Musselburgh Racecourse is also a key attraction in the local area.

Visitor Spending

3.4.3 It was estimated from that the average spend per person per day at destinations within East Lothian by tourists was £63.54. The report also estimated that day trips visitors to East Lothian spent £29.28. Estimated spending by type are shown in Table 3-2 by the origin of tourists surveyed. This represents the significant economic impact that tourism has on the local economy.

[1] East Lothian Community Planning Economic Development Strategy 2012-22, STEAM 2020

[2] East_Lothian_Visitor_Survey_2021___Final_Infographic_Report

Table 3-2: Estimated Tourist Spend by Origin (East Lothian Visitor Survey, 2022, £ per person per day)

Origin	Accommodation	Eating & Drinking in Cafes, Pubs & Restaurants	Shopping	Entertainment	Spend (Travel and Transport)	Total
Day Trip Scotland	N / A	£13.41	£7.65	£4.06	£4.16	£29.28
Staying Visitors	£31.30	£16.04	£10.30	£5.12	£4.55	£67.30
Scotland	£22.66	£12.50	£7.15	£3.75	£3.78	£49.84
Rest of UK	£35.83	£17.57	£10.80	£5.94	£4.79	£74.93

Transport for Tourists visiting East Lothian

3.4.4 The STR survey in 2021 showed that most tourists to East Lothian visited the area by car. The proportion of visitors by car to East Lothian is also increasing. 86% of visitors came by car in 2021 compared to 81% in 2015, although the impact of COVID-19 on travel patterns may have impacted these survey results. 66 percent of visitors said that they chose to come by car as it was more convenient than other forms of transport.

3.4.5 Tourist satisfaction with transport provision was moderate. On average, visitors rated transport into East Lothian destinations 3.63 out of five, while transport within East Lothian was rated 3.54 out of five. When visitors were asked to comment on which aspects of their trips could be improved, parking provision was one of the most common points of feedback. Some visitors were critical about the availability of parking spaces and lack of information about where spaces are available. Others commented on the maintenance of pot holes at some car parks, or the price of parking at some locations where charges apply.

Key Point: Tourism is a key sector for East Lothian and Musselburgh has several attractions that make it a key visitor destination in East Lothian. However, one of the most comment complaints from tourists about their visit is the availability and provision of parking.

3.5 Air Quality Management Area

3.5.1 Musselburgh High Street has been declared as an Air Quality Management Area by East Lothian Council since 2013. This order is related to nitrogen dioxide levels on the High Street exceeding annual objectives. The area covers the street between the junction of Bridge Street and Mall Avenue, which is also the core activity area with the most shop frontages and footfall activity. Nitrogen dioxide is produced from the combustion of fossil fuels, with road transport being a significant source of these emissions.

3.5.2 Monitoring on Musselburgh High Street, as reported in the 2024 Air Quality Progress Report, notes that nitrogen dioxide levels have not exceeded annual objectives since 2016. Nevertheless, concentrations of the pollutant on the High Street are still significantly higher than in other parts of Musselburgh, showing that air quality here is still significantly worse than in other areas.

Key Point: Musselburgh High Street has been designated an Air Quality Management Area for nitrogen dioxide. Air quality on the High Street, although within annual objectives, is still much worse than in other parts of the town.

3.6 Overall Transport Profile

Method of Travel to Work

3.6.1 Figure 3.4 shows the distribution of journeys to work by primary mode. Although journeys to work only represent a portion of the possible trip purposes, this can still provide an indication of local travel behaviours. Travel patterns are shown from the 2011 Scottish Census, as travel patterns during the data-collection period for the 2022 Scottish Census were still influenced by the COVID-19 pandemic.

3.6.2 Musselburgh has a lower proportion of residents driving to work than compared to East Lothian and Scotland overall. 50 percent of Musselburgh commuters drove to work, compared with 57 percent in East Lothian and 56 percent in Scotland. Instead, Musselburgh has a much higher proportion of commuters traveling to work by bus, minibus or coach. 21 percent of Musselburgh residents commute by bus, which is 11 percent higher than the national average for Scotland and 10 percent higher than East Lothian overall.

3.6.3 This commuting pattern likely reflects the high bus connectivity between Musselburgh and Edinburgh. This also reflects how the majority of Musselburgh residents commute into Edinburgh for work.

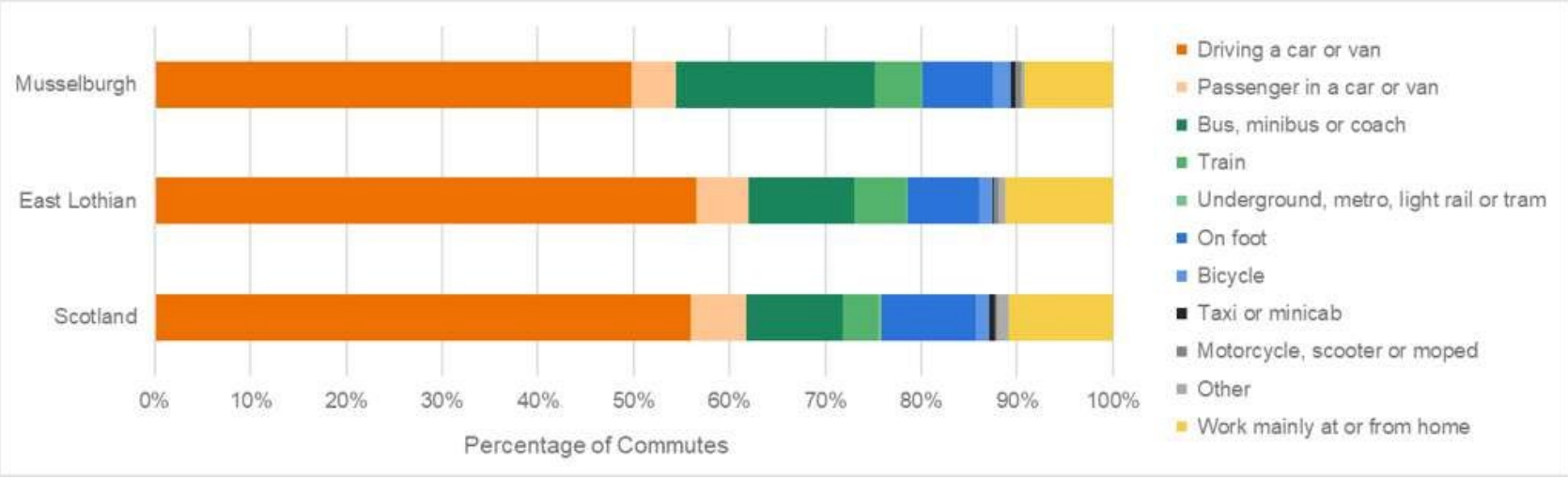

Figure 3-4: Method of Journey to Work in Musselburgh, East Lothian, Scotland, Census 2011

Key Point: Musselburgh has a lower proportion of people driving to work compared with the rest of East Lothian and Scotland. This is balanced by higher proportions of Musselburgh residents who commute by bus.

Car or Van Availability

3.6.4 Figure 3.5 shows the percentage of households in Musselburgh, East Lothian and Scotland by the number of household cars available. The level of car ownership in Musselburgh is slightly lower than East Lothian and Scotland overall. In Musselburgh, 29 percent of households did not have access to a car or van, compared to 26 percent of households in Scotland.

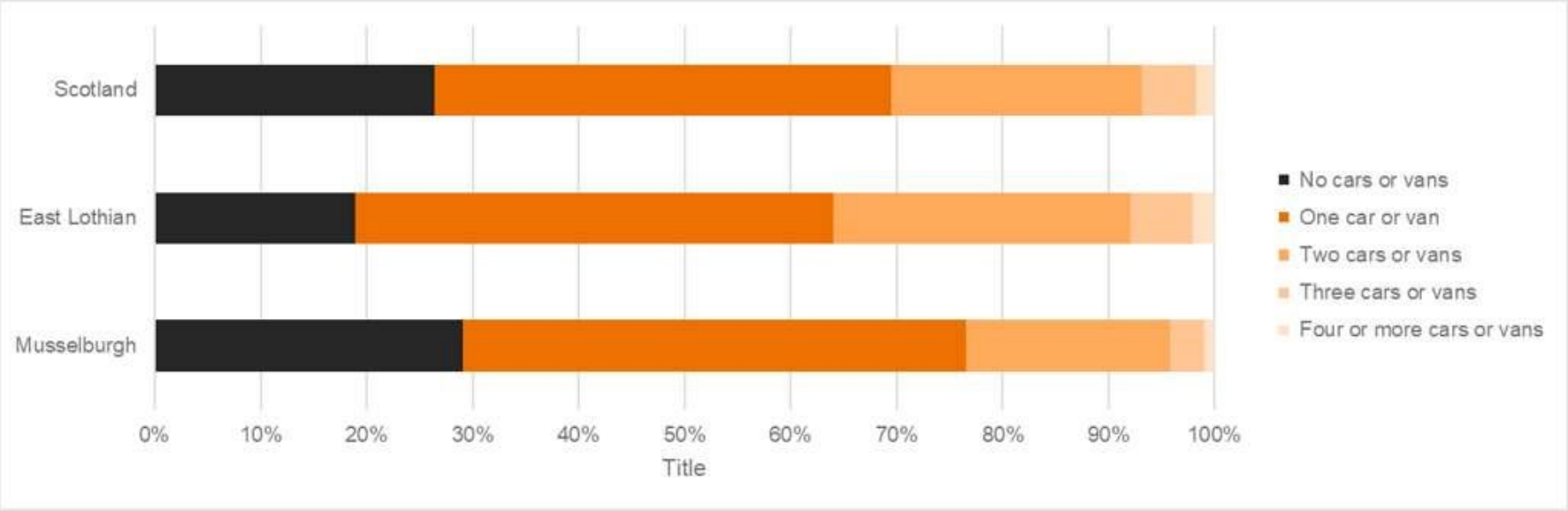

Figure 3-5: Household Car or Van Availability in Musselburgh Compared with Scotland and East Lothian, Census 2022

Key Point: Musselburgh has lower than average car ownership compared with both East Lothian and Scotland overall. Around 71 percent of households in Musselburgh have access to at least one car.

Public Transport Network

3.6.5 Musselburgh is well connected by bus to Edinburgh and surrounding towns. Table 3-3 shows there are many bus services in Musselburgh with relatively high frequency. Notably, Musselburgh is within Lothian Buses' City Zone for Edinburgh, meaning it is effectively integrated into the city's wider bus network. The routes shown in Table 3-3 have a combined 16 buses per hour during weekday interpeak period between Musselburgh and Edinburgh, meaning an average frequency of one bus to Edinburgh leaving Musselburgh every 3.75 minutes.

3.6.6 Musselburgh is also served by several night buses services from Edinburgh, including routes N26, N107, N113, N124. This provides late night and early morning connection to and from Edinburgh throughout the week.

3.6.7 All routes shown in Table 3-3 call at Musselburgh's main bus stops on the High Street. These routes make stops en-route to and from the High Street within Musselburgh. This provides frequent local connectivity between the residential areas of Musselburgh and the town's High Street for all corridors into the town centre.

Table 3-3: Key Bus Services in Musselburgh

Service Number	Route	Approximate Weekday Daytime Frequency	Operator
26	Clerwood to Seton Sands via Edinburgh Centre and Musselburgh	Every 12 Minutes	Lothian Buses
44	Balerno to Wallyford / Whitecraig via Edinburgh Centre and Musselburgh	Every 12 Minutes	Lothian Buses
46	Rosewell to Musselburgh	Every 30 Minutes	Lothian Buses
48	Gorebridge to Musselburgh	Every 30 Minutes	Lothian Buses
106	Haddington to Fort Kinnaird via Tranent and Musselburgh	Every 60 minutes	East Coast Buses
108	Haddington to Fort Kinnaird via Tranent and Musselburgh	Every 60 minutes (No Evening Services)	Prentice Coaches
113	Pencaitland to Edinburgh via Tranent and Musselburgh	Every 30 minutes	East Coast Buses
124	Edinburgh to North Berwick via Musselburgh	Every 30 minutes	East Coast Buses
140 / 141	Penicuik to Musselburgh	Every 30 minutes (Combined)	East Coast Buses

Service Number	Route	Approximate Weekday Daytime Frequency	Operator
X4	Tranent to Edinburgh via Musselburgh (Limited Stop)	Every 30 minutes	East Coast Buses

3.6.8 Musselburgh's railway station is located to the southwest of the town, near the Queen Margret University Campus. It sits on the East Coast Mainline and is served by local ScotRail services to and from Edinburgh. Frequencies of departures to Edinburgh range from approximately 30-minutes to 60-minutes between trains.

Key Point: Musselburgh is well connected by many bus services to Edinburgh and East Lothian. There are several higher frequency bus services serving Musselburgh, which also provide local connectivity within the town.

Walking Accessibility

3.6.9 To understand how accessible Musselburgh's High Street is for residents, a walking and cycling catchment analysis was conducted for the High Street. This was completed using the OpenRouteService API, which uses data from OpenStreetMaps to generate walking and cycling catchments from a specific point. This can show the extent of the High Street's catchment for active travel modes.

3.6.10 Figure 3.6 shows the area of Musselburgh accessible within 15 minutes walking distance either North High Street or High Street. Approximately 10,700 of Musselburgh's 21,000 residents live within a 15-minute walk of either section of the High Street. This means around half of the town's population lives within walking distance of the High Streets. Stoneybank, Levenhall, and Musselburgh Station are further from the town centre and would require walking for more than 15 minutes to access.

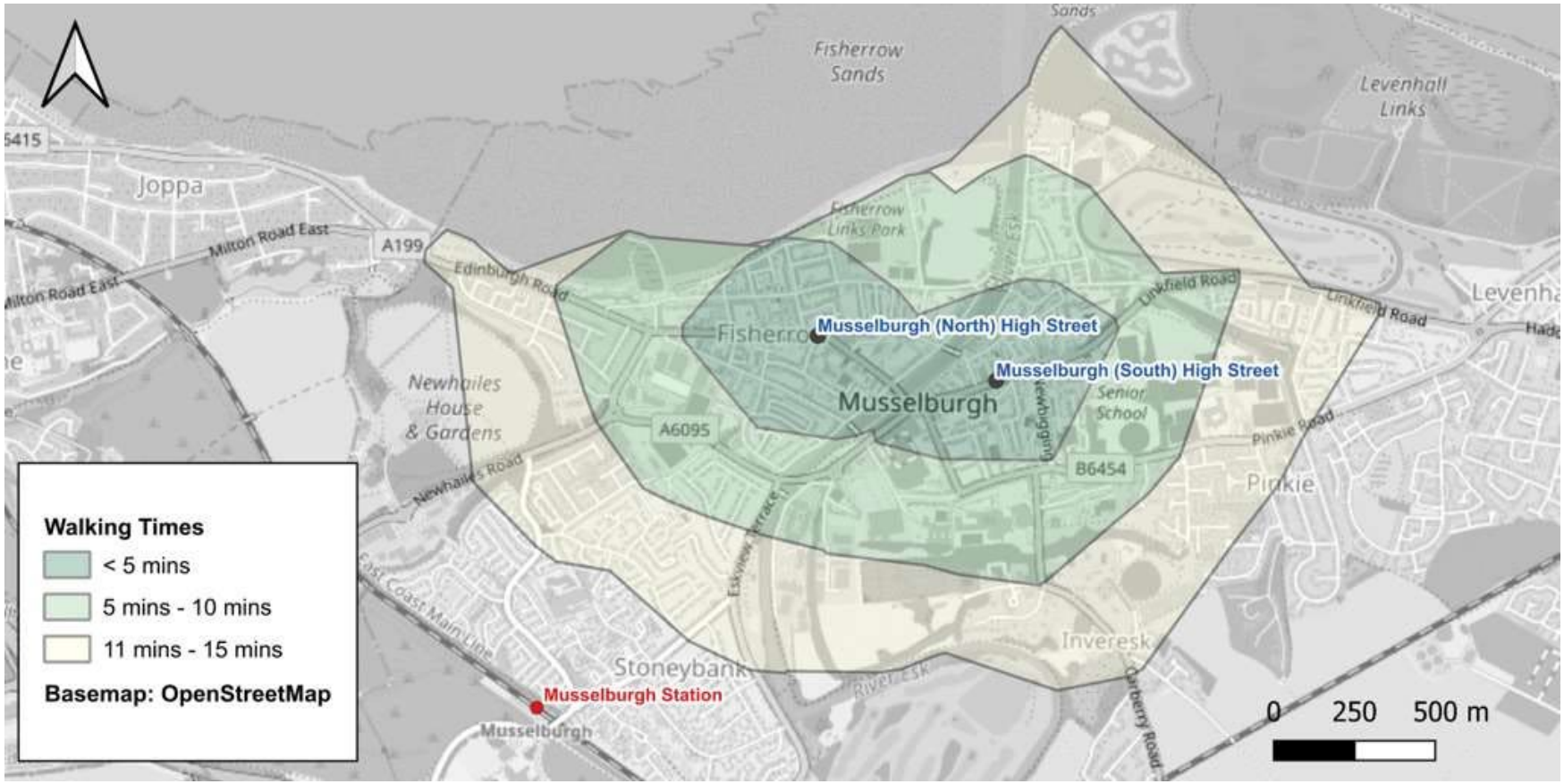

Figure 3-6: Area accessible within 15 minutes walking distance of Musselburgh High Streets, from OpenRouteService API.

Key Point: Half of Musselburgh's residents are within a 15-minute walking distance of either section of the High Street.

Cycling Accessibility

3.6.11 Figure 3.7 shows the area of Musselburgh accessible within 15 minutes cycling time of the centre of Musselburgh. Cycling infrastructure is overlayed on the map in blue, showing the extent of the cycling network in this region. This is based on data on OpenStreetMaps. This shows the whole town

can be reached from the High Street within 10-minutes of cycling. Both Wallyford Station and Musselburgh Station can be reached with 10-minutes cycling time, while parts of Prestonpans can be reached within 15-minutes of cycling.

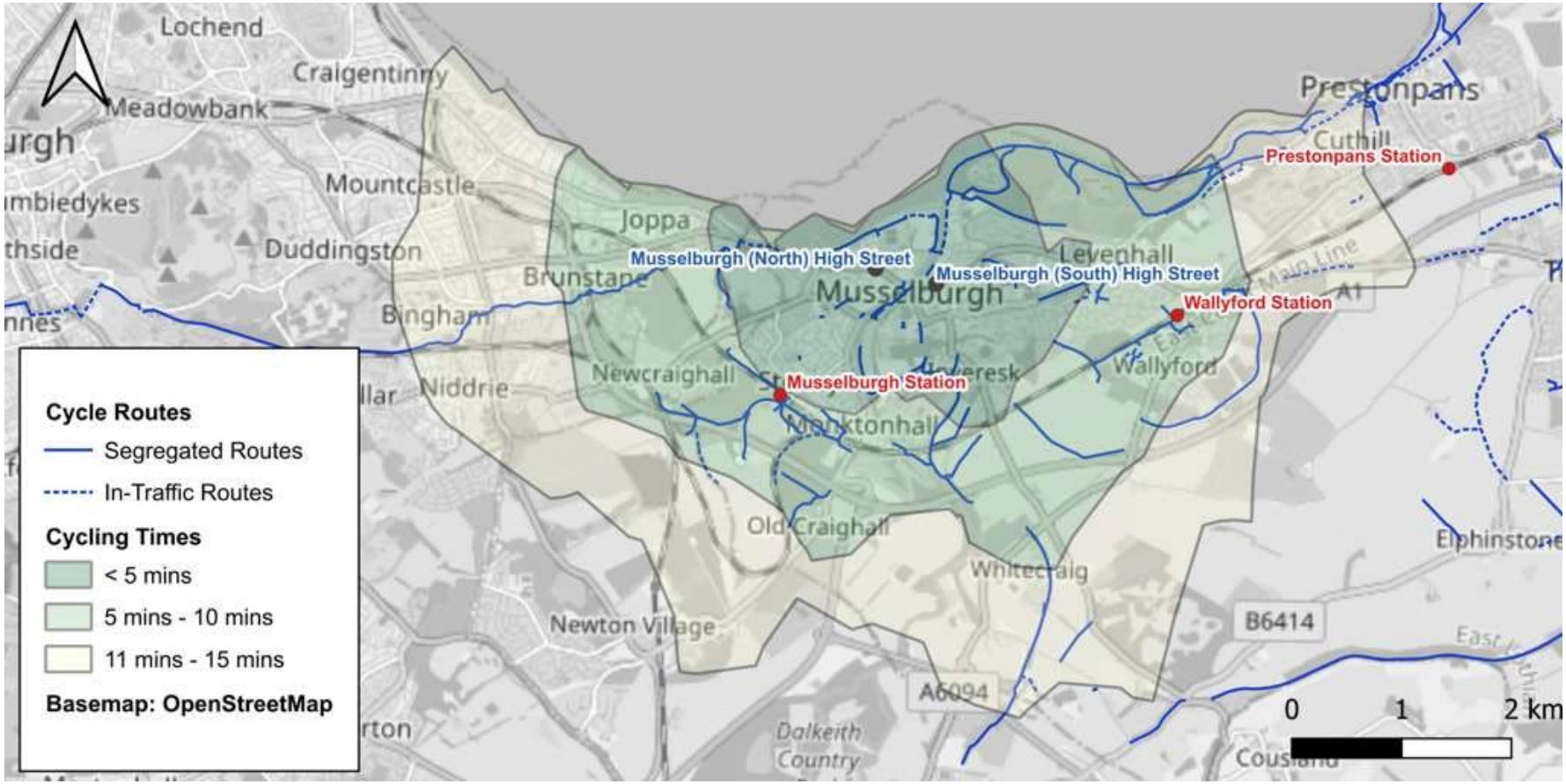

Figure 3-7: Area accessible within 15 minutes cycling from Musselburgh High Street, from OpenRouteService API and OpenStreetMap.

3.6.12 A caveat is that this accessibility analysis only considers cycling time and does not consider the quality of cycling infrastructure. A brief review of the cycling network shows that National Cycling Route 76 and John Muir Way passes through Musselburgh. A coastal path links Musselburgh to Prestonpans and Cockenzie. A traffic-free cycle route also runs between Musselburgh and Edinburgh along the Innocent Cycle Path and Brunstane Burn Walkway. There are also isolated sections of segregated cycle infrastructure within Musselburgh.

Key Point: All of Musselburgh's residential areas can reach the town's High Street within 10 minutes of cycling. Several other towns and settlements can also be reached within a short cycling time from Musselburgh Town Centre, including Wallyford and parts of Prestonpans.

3.7 High Street Footfall

3.7.1 To understand the footfall on Musselburgh's High Street, pedestrian footfall counts commissioned by ELC were undertaken annually between 2016 and 2022 in the 'neutral' month of November. The survey was undertaken over a six-hour period between 10:00 am and 5:00pm on a Friday and Saturday, and during the whole week (Monday-Saturday). The totals given for Friday and Saturday represent samples which are grossed up by a factor of either 15 or 4.29 (depending on the count point location), to reflect that on either day pedestrian movements were sampled for a shorter period within the possible six hours. The weekly estimates are the sums of those given for Friday and Saturday grossed up by a second factor of 2.353 to allow for the remaining days which were not enumerated.

3.7.2 The survey involved 25 count points covering the retail area. The survey counted pedestrians passing the count points in both directions, except for children under the age of eight, vagrants, post-persons, traffic wardens, police officers, and delivery staff. These locations are listed in Table 3-4.

Table 3-4: Footfall Survey Count Point Locations, 2022.

Number	Occupier in 2022	Street Address
1	MUSSELBURGH MUSEUM OF DOLLS & ART	High Street
2	POUNDLAND H/HLD GDS	176 High Street
3	BANK OF SCOTLAND BANK	172 High Street
4	BETFRED BET OFF	154 High Street
5	LLOYDS T S B BANK	128-130 High Street
6	PEPES PIRI PIRI	94-100 High Street
7	ANNAN ESTATE AGENTS	84 High Street
8	SPORTSMANS P/H	58 High Street
9	NTS NAILBAR	18 Newbigging
10	NICKIES HAIR & BEAUTY	6 Newbigging
11	THE CO-OPERATIVE FUNERAL CARE	40-42 High Street
12	JAZ'S FISH BAR T/A	31 High Street
13	USAVE CONVENIENCE STORE	53 High Street
14	MUSSELBURGH MUSEUM	65 High Street

Number	Occupier in 2022	Street Address
15	B&M BARGAINS H/HLD GDS	91-97 High Street
16	WILSONS FRESH FARM PRODUCE GROCER	119 High Street
17	DIVA JWLLR	137 High Street
18	SAVERS HEALTH & BEAUTY	159-161 High Street
19	THE HOLLIES COMMUNITY CENTRE	183 High Street
20	ROYAL BANK OF SCOTLAND	12 Bridge Street
21	SOMERVILLE & RUSSELL EST AGENT	39 Bridge Street
22	BAYNES BAKER	102 North High Street
23	BEAUTY BY LEANNE NAILS & TANNING	145 North High Street
24	KOHI NOOR INDIAN TAKEAWAY	142A North High Street
25	DOMINO'S PIZZA	193 North High Street

Footfall – Annual Trend

3.7.3 Figure 3.8 shows the percentage change in the weekly footfall count on Musselburgh High Street since 2016. This shows that footfall on Musselburgh High Street experienced significant decline between 2016 and 2022. Footfall fell by around 30% in this seven-year period. Footfall on the Musselburgh High Street fell by 37 percent in 2020 during the COVID-19 pandemic. However, the post-COVID recovery in high street footfall in Musselburgh has been weak, with the number of pedestrians recorded still being much lower than before the pandemic.

3.7.4 It is worth noting that the survey period of November 2022 coincided with a significant peak in the UK Consumer Price Inflation Rate, with the rapid increase in cost-of-living pressures potentially having an impact on shopper behaviour. This means footfall data in 2022 may be reflecting UK-wide economic challenges, rather than the specific situation in Musselburgh. It is worth noting that declining high street footfall and increased online shopping as a share of all retail spending is a general trend being experienced across the UK over the past two decades and is not unique to Musselburgh.

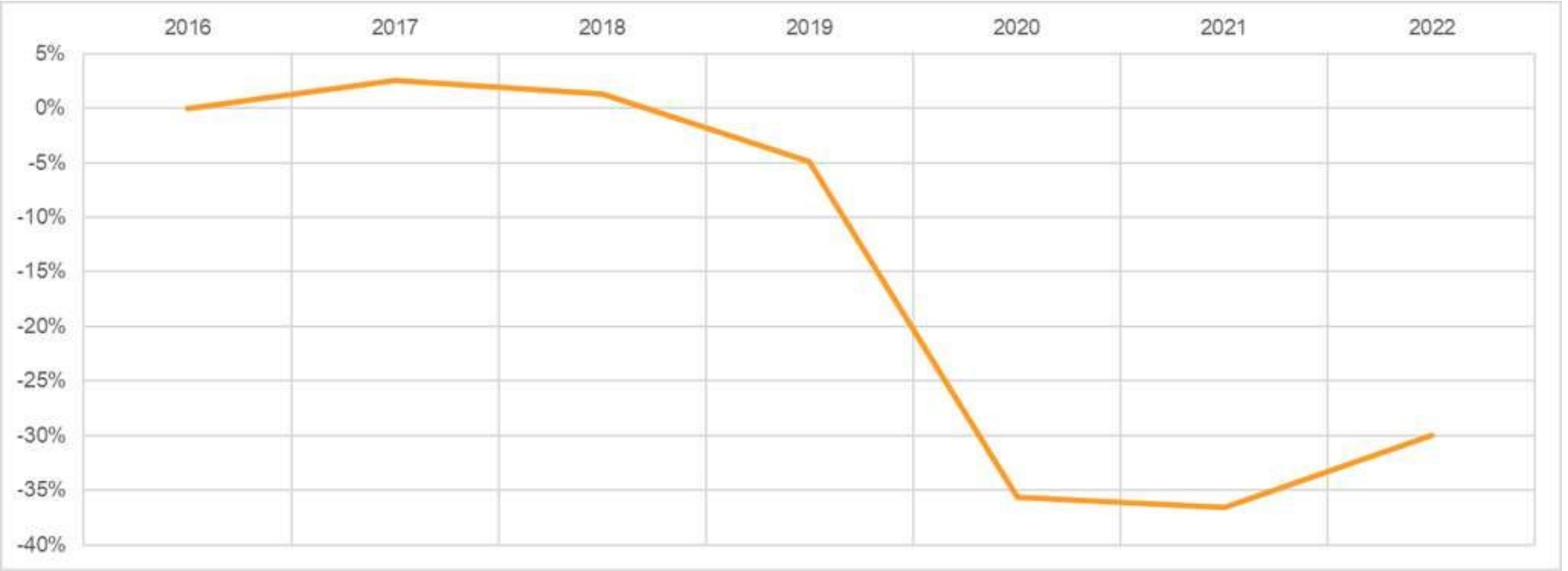

Figure 3-8: Change in Footfall on Musselburgh High Street since 2016 - 2016 to 2022

Key Point: Musselburgh High Street has experienced a significant fall in footfall between 2016 and 2022 of around 30 percent. Footfall recovery on the high street after the COVID-19 pandemic has been slow, although this potentially reflects wider external pressures rather than the specific internal characteristics of Musselburgh.

Footfall – By Location

3.7.5 Figure 3.9 shows the how the weekly footfall counts in 2022 were distributed spatially along the High Street. Overall, this shows the highest footfall activity was recorded on the High Street south of the River Esk. This area has the highest concentration of shop frontages and is also where the main bus stops serving the High Street are located. The weekly footfall in this section is between 7,001 and 15,000 persons per week. Footfall immediately outside of this core section is much lower. On North High Street, located north of the River Esk, footfall across most of the North High Street is only between 2,001 and 3,000 persons per week. There are few shops on North High Street where footfall is slightly higher, but the overall footfall here is lower and reflects the fewer shop frontages on this section.

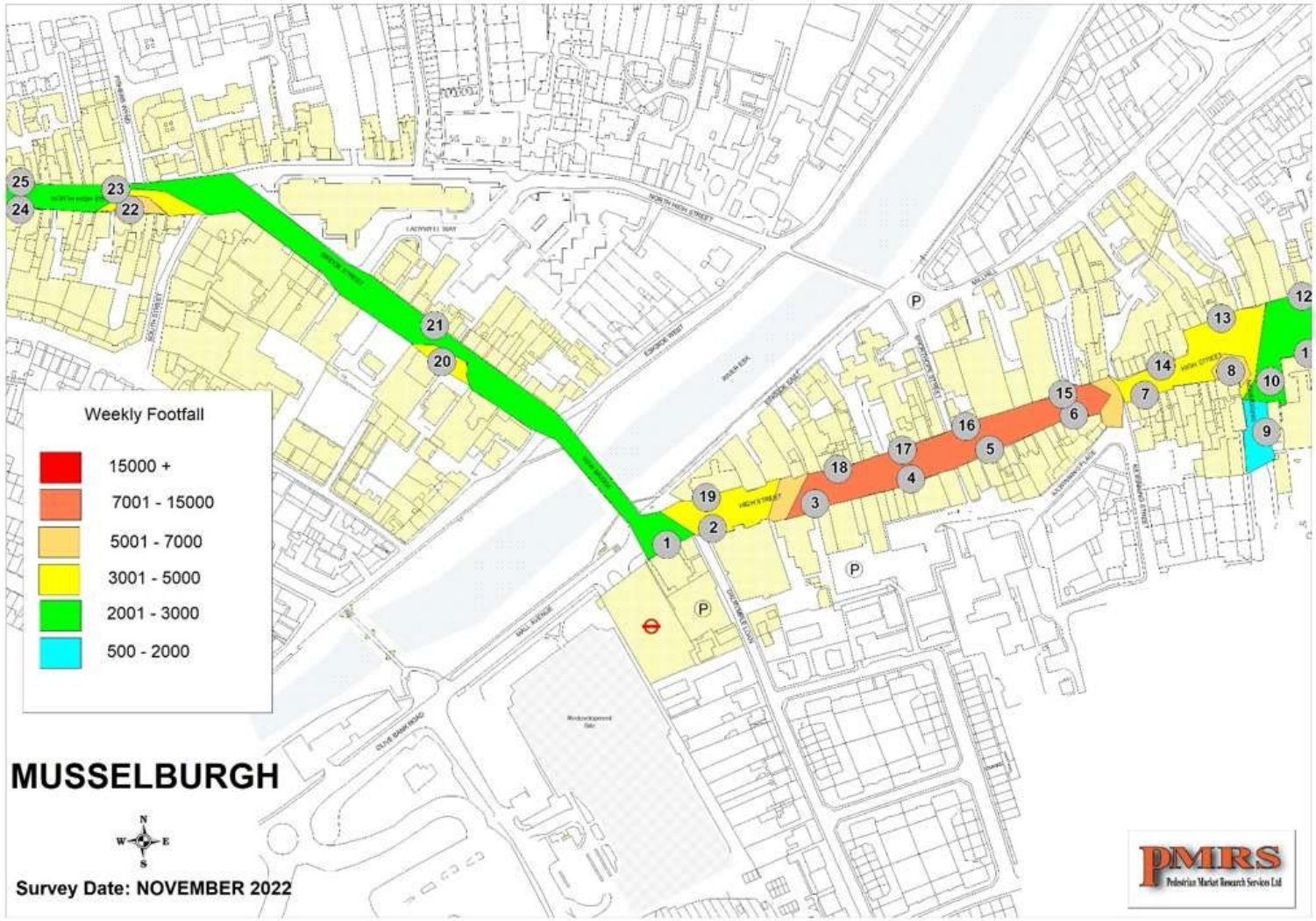

Figure 3-9. Spread of Weekly Footfall Counts on Musselburgh High Street, from Pedestrian Market Research Service (PMRS) 2022 footfall survey commissioned by ELC.

Key Point: Pedestrian footfall in Musselburgh Town Centre is concentrated on the High Street to the south of the River Esk. Other sections of the High Street, including North High Street, have significantly less footfall.

3.8 Parking Profile

This section outlines analysis of surveyed parking behaviour relevant to the development of the outcomes and impacts for this project. ELC have provided all parking data and survey counts.

Off-Street Parking

3.8.1 There are nine council-owned free car parks in Musselburgh. According to the East Lothian Parking Strategy, there are also three other identified major car parks in Musselburgh which are open to facility users and customers. There is one identified privately operated pay-and-display car park immediately south of the High Street. These are shown in Figure 3.10. The council-owned car parks provide a combined total of 392 off-street parking spaces. Most car parks are located within a five-to-ten-minute walk of either High Street section.

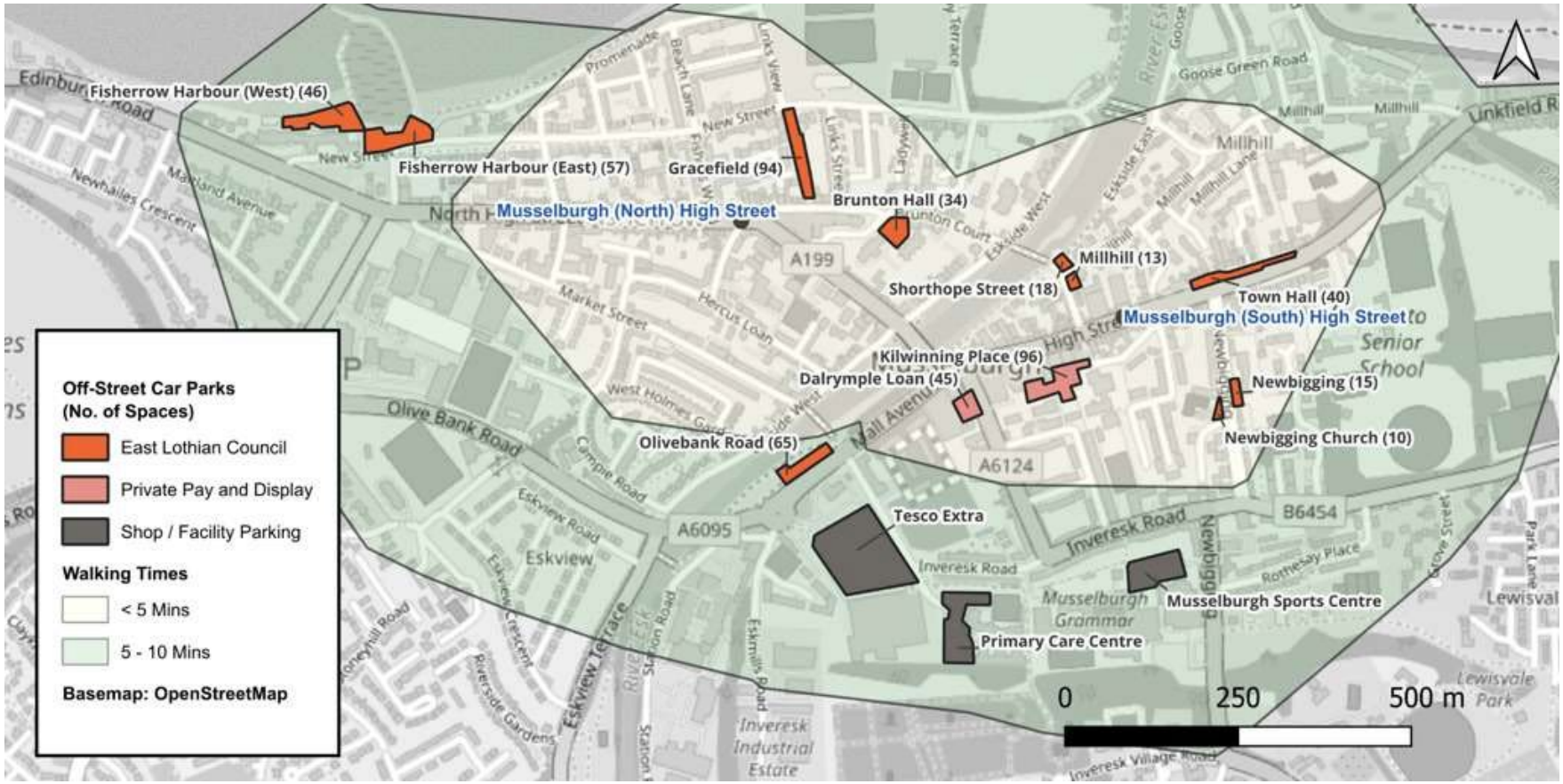

Figure 3-10: Off-Street car parks in Musselburgh. Number of spaces available shown in brackets. Information from East Lothian Council Parking Strategy 2018-2024.

3.8.2 To understand the utilisation of off-street parking in Musselburgh, a series of entry and exit surveys and ANPR surveys were undertaken at off-street parking locations around Musselburgh. The entry and exit surveys were commissioned by East Lothian Council and conducted on March 15, 2022. The ANPR surveys were conducted on May 25, 2023. The surveys were conducted on weekdays (Tuesday and Thursday), which would better represent a typical parking demand.

3.8.3 Figure 3.11 shows the percentage occupancy of public car parks in Musselburgh Town Centre recorded in the 2022 entry-exit survey. This collection of surveys included car parks operated by ELC as well as car parks at Dalrymple Loan and Kilwinning Place, which are private pay-and-display car parks. Review of the survey outputs showed likely data reliability issues with entry-exit surveys at Kerr's Wynd, Gracefield, Brunton Hall, Shorthope

Street, and Fisherrow Harbour car parks, and these have been excluded from the analysis of the 2022 survey data. These surveys experienced survey design and/or collection issues that meant that the survey did not fully count all vehicles entering and leaving the car parks, as they may have entered/exited from a different access point not covered by the survey. In the case of Brunton Hall, the data collection inadvertently counted vehicles passing through the car park to reach another location outside of the public car park. Therefore, the data collected at these locations is not considered reliable.

3.8.4 Following the data collection issues experienced in 2022, another round of surveys for Gracefield, Fisherrow Harbour, and Olive Bank Road car parks was conducted in 2023 using an ANPR survey. Figure 3.12 shows the percentage occupancy of Musselburgh Town Centre car parks covered in the 2023 ANPR survey. Note that Olive Bank Road car park was covered again in the 2023 ANPR survey. Surveys for Kerr's Wynd, Brunton Hall, and Shorthope Street were not repeated in 2023.

Figure 3-11: Occupancy of off-street car parks in Musselburgh town centre in entry-exit survey conducted March 15, 2022.

Figure 3-12: Occupancy of off-street car parks in Musselburgh town centre in ANPR survey conducted May 25, 2023.

3.8.5 Three of the surveyed car parks exceeded full capacity at some point on the survey dates. These were Olive Bank Road, Newbigging, and Kilwinning Place. Of these, Olive Bank Road and Newbigging stayed above capacity for many of the survey hours. This indicates demand for spaces is exceeding supply for these car parks. The occupancy rate exceeding the actual capacity could be caused by the entry-exit survey counting method being based on counting vehicle movements in and out of the car park. This means that vehicles may have entered the car parks but did not occupy a bay. One possible explanation for this is that some vehicles are entering the car park area and waiting for a bay to become available. It is also possible that in some car parks, some people are parking in spaces that not demarcated for parking.

3.8.6 Notably, demand was still high for parking at Kilwinning Place despite being a private pay-and-display car park. This indicates that despite there being alternative free parking locations nearby, there is enough demand for parking in this area that drivers are still willing to pay to park close to the High Street.

3.8.7 Newbigging Car Park and Olive Bank Road Car Park had an occupancy rate around 120 percent and 110 percent respectively for most of the day. Occupancy rates for these car parks begins to fall around 16:00pm, but many remained above or close to 100 percent capacity. Additionally, parking occupancy at Kilwinning Place stayed close to 100 percent capacity between around 10:00am to 15:00pm, while Millhill's occupancy rate stayed above 80 percent from noon onwards.

3.8.8 The number of vehicles entering the car park did not exceed capacity at Fisherrow Harbour, Gracefield, Dalrymple Loan, and Millhill car parks. Particularly, Fisherrow Harbour and Dalrymple Loan never exceeded 60 percent capacity during the day. This means these car parks had much lower demand relative to the number of parking spaces there, and there was spare capacity. This is influenced by their distance from the core activity areas of Musselburgh. Fisherrow Harbour is the furthest car park from the High Street.

3.8.9 Demand for parking in the private pay-and-display car park at Dalrymple Loan was low, not exceeding 40 percent during the daytime. However, further investigation also shows this car park is mainly promoted by signage as customer parking for a nearby restaurant, potentially deterring other parking users and explaining why daytime demand at this car park is low but increases towards the evening.

Key Point: Off-street parking surveys show that demand for some off-street car parks in Musselburgh was high and the demand for parking is exceeding the number of spaces available in several car parks. There were several car parks with significant spare capacity on the survey dates. These were either private pay-and-display car parks or were located slightly further from the town centre.

On-Street Parking

3.8.10 To understand the utilisation of on-street parking in Musselburgh, an on-street parking beat survey was conducted. The surveys were commissioned by East Lothian Council and conducted on six days between March 24 and April 6, 2022. Surveys were conducted on Tuesdays and Thursdays, thereby better representing typical parking demand. The survey covered many streets in the area bounded by Edinburgh Road near Musselburgh Beach, Market Street, Tesco Extra, Inveresk Road, Musselburgh Racecourse, and Fisherrow Links Park.

3.8.11 The survey covered the streets shown in Figure 3.13 and are listed below in Table 3-5. Due to the number of streets surveyed, eight town centre streets have been specifically selected for a more focused analysis and review. These are marked with a star and bold text.

Table 3-5: List of Streets included in the on-street parking beat survey - March and April 2022.

• Balcarres Place • Balcarres Road • Beach Lane • **Bridge Street*** • Bush Street • Bush Terrace • Cairds Row • Campie Lane • Carlyle Place • Dalrymple Loan • Downie Place • Edinburgh Road • Eskdale Mews • Eskside East • Eskside West • Eskview Terrace • Fishers Wynd • Goose Green Road	• Gracefield Court • Harbour Road Hercus Loan • **High Street*** • Inveresk Road • James Street • Kerr's Wynd • Kilwinning Place • **Kilwinning Street*** • Kilwinning Terrace • Ladywell • **Ladywell Way*** • Linkfield Road • Links Avenue • Links Street • Links View • **Lochend Road North*** • **Lochend Road South*** • Mall Avenue	• Manse Lane • Mansfield Avenue • Mansfield Place • Mansfield Road • Market Street • Millhill • Millhill Lane • Mountjoy Terrace • New Street • **North High Street*** • Promenade • Shorthope Street • **South Street*** • Stoneybank Terrace • Watt's Close • Whitehill Farm Road

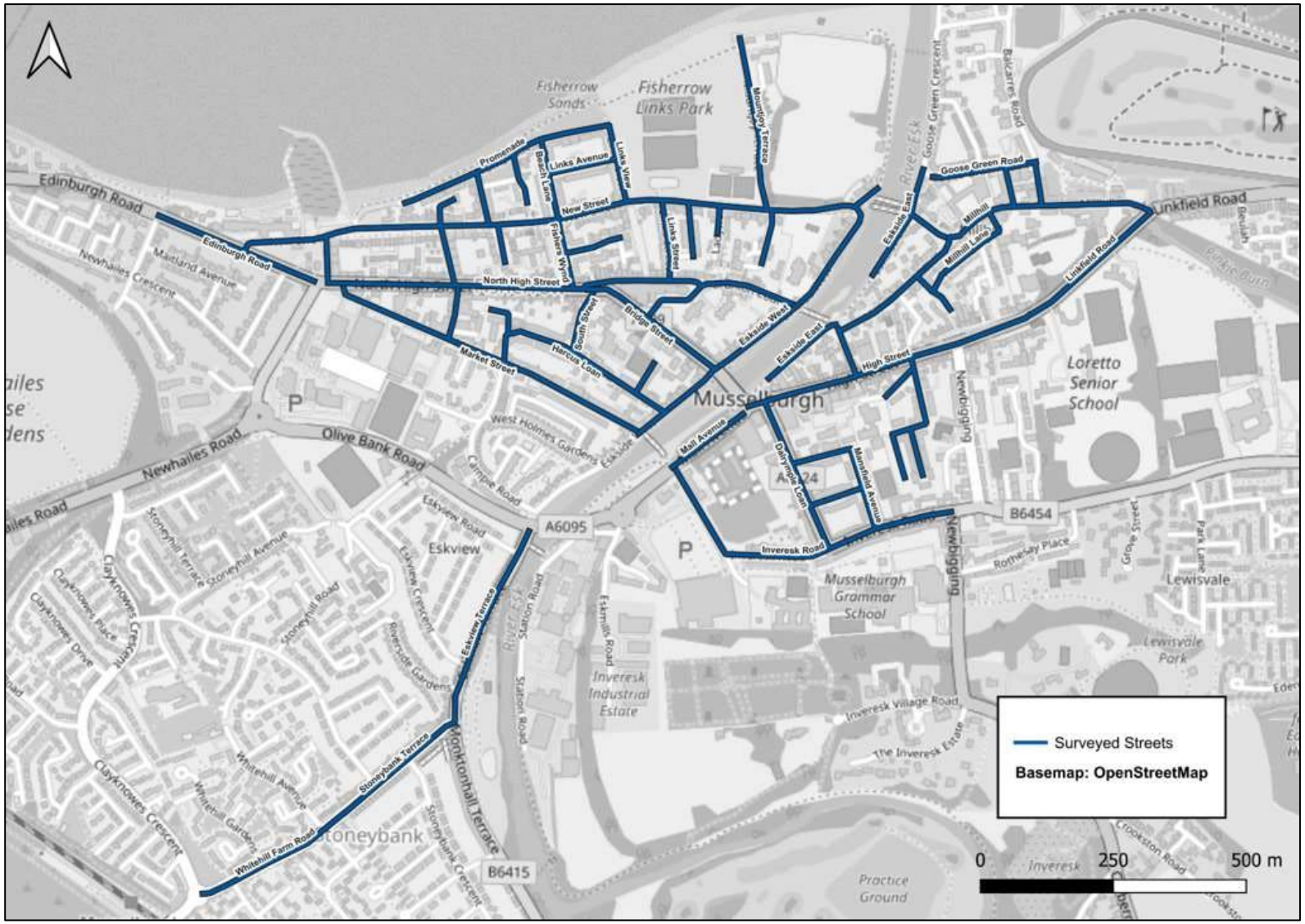

Figure 3-10: Locations of streets included in on-street parking survey

Number of On-Street Spaces

3.8.12 Figure 3.14 shows the number of legal waiting and parking spaces of the surveyed streets in Musselburgh, organised by the restriction type. New Street has the largest total number of parking spaces, but this is because New Street was one of the longest single streets recorded in the survey. Notably, there about 101 parking bays on the High Street, while North High Street had 100 parking spaces in either marked bays or unrestricted kerbsides. This represents a significant capacity for on-street parking on these two streets.

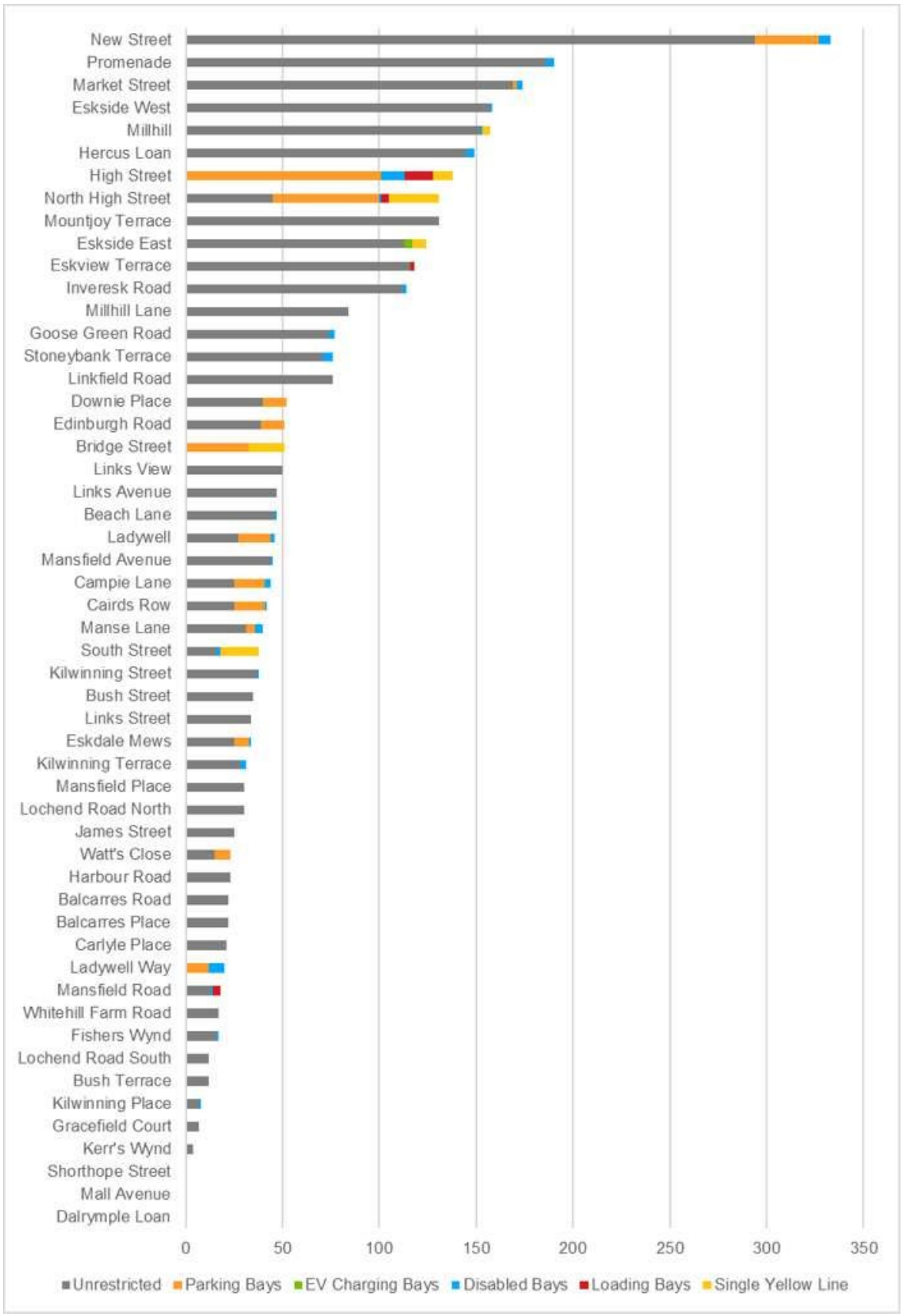

Figure 3-11: Number of legal parking spaces in Musselburgh Town Centre. Data from 2022 on-street parking beat survey.

Occupancy Rate of On-Street Spaces

3.8.13 For the selected town centre streets outlined in Table 3-5, Figure 3.15 shows the number of vehicles parking on surveyed streets in every 15-minute period between 07:00am and 19:00pm, as a percentage of legal parking spaces available. As above, this analysis excludes parking in dedicated disabled parking spaces, which are analysed separately. Parking in taxi ranks is also excluded.

3.8.14 Figure 3.16 shows the average occupancy rate on the surveyed streets between 07:00am and 19:00pm. This percentage reflects the number of vehicles parking on surveyed streets in every 15-minute period between, as a percentage of legal parking spaces available. To reflect that some spaces are dedicated to certain vehicle users and vehicle types, this analysis excludes parking in dedicated disabled parking spaces and taxi ranks. Additionally, Figure 3.17 shows the maximum occupancy rate recorded during the survey, while Figure 3.18 shows the number of hours where the occupancy rate on that rate exceeded 80 percent.

3.8.15 The parking survey showed heightened pressure for on-street parking spaces on Bridge Street, High Street, Ladywell Way and North High Street. Average parking occupancies were not particularly high at 54 percent, 66 percent, 66 percent, and 69 percent respectively. However, the maximum recorded occupancy rate was above 90 percent for all these streets, with the High Street recording a 100 percent occupancy rate. On most of these streets, the peaks in parking demand only lasted for a couple of hours and they mostly occurred in the late morning and early afternoon. These streets are in the centre of Musselburgh and the focal point of activity in the town.

3.8.16 The streets with the highest overall average occupancies were Mansfield Road, Lochend Road North and Lochend Road South, with average occupancy rates being 114 percent, 93 percent, and 90 percent respectively. Parking occupancy on these streets stayed between 80 and 100 percent for most of the day. Lochend Road North and Lochend Road South are further from the High Street and are much more residential in nature. Therefore, these occupancy rates are likely reflecting the pressure on residents parking. Note that Mansfield Road is close to the High Street but is mostly residential in nature.

3.8.17 Occupancy rates on South Street stayed around 90 percent for most of the day between 09:00 am and 12:00pm. The street itself mostly comprises of residential properties but is close to activity centres on North High Street and Bridge Street. This could reflect competing pressures for both residential and town centre visitor parking in this area.

3.8.18 All the other streets surveyed had much lower occupancy rates. On these streets, parking demand was well within the supply of spaces and does not exceed 80 percent occupancy. Additionally, the demand was consistent throughout the day with fewer peaks and troughs. This reflects their distance from the main shopping areas and their residential land-uses. The exception to this is Harbour Road. Parking occupancy rates here were normally less than 20 percent, but there were three sudden spikes in parking demand lasting less than one hour each. The peaks were around 10:00am, 13:30pm and 16:30pm. During these spikes, parking occupancy rose to around 80 percent of supply. The reason for this pattern is unclear.

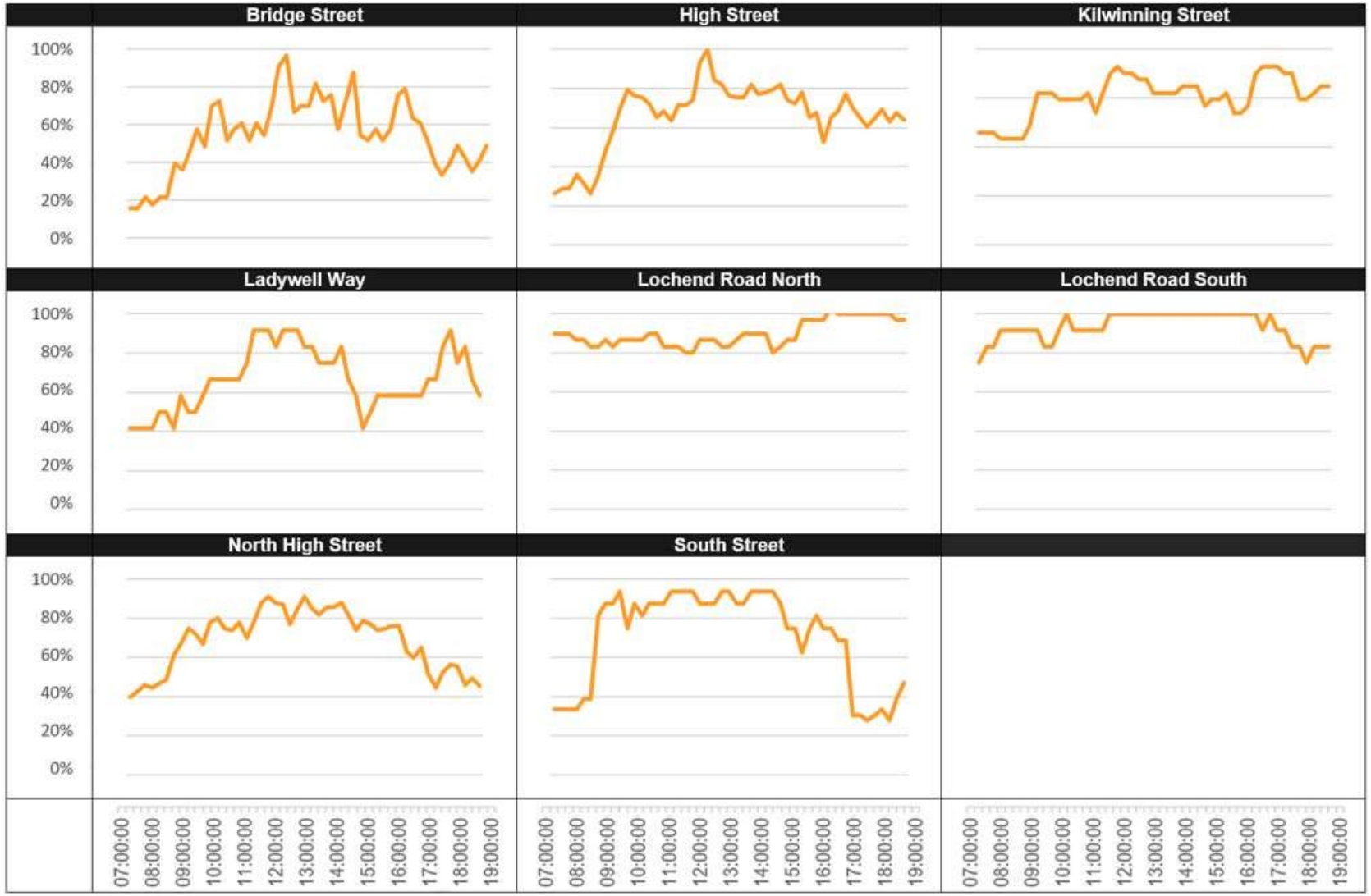

Figure 3-12: Percentage of legal spaces occupied by parked vehicles on selected surveyed streets in Musselburgh Town Centre, by time of day.

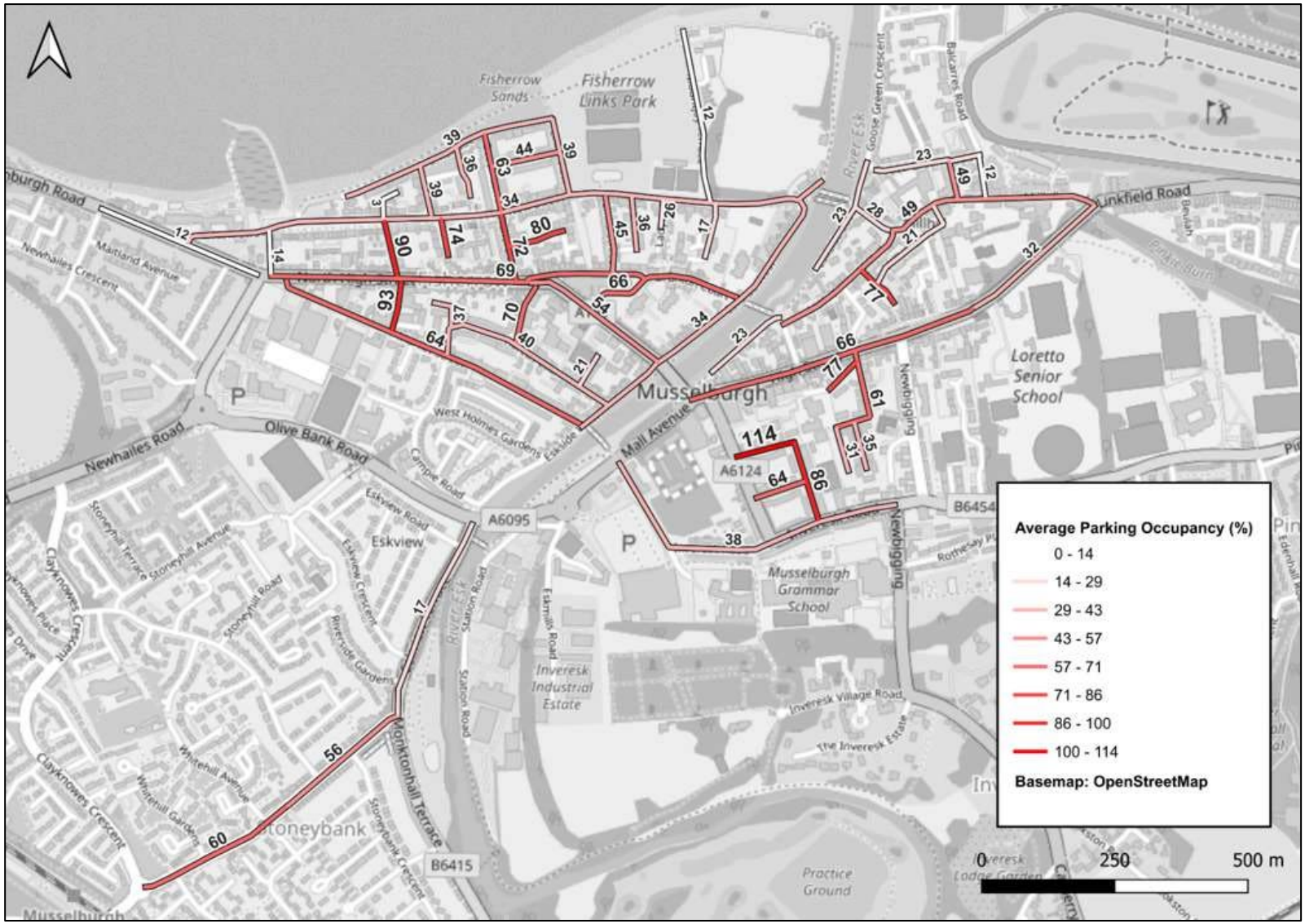

Figure 3-13: Average Occupancy Rate - Percentage of legal spaces occupied by parked vehicles on streets around Musselburgh Town Centre, by street.

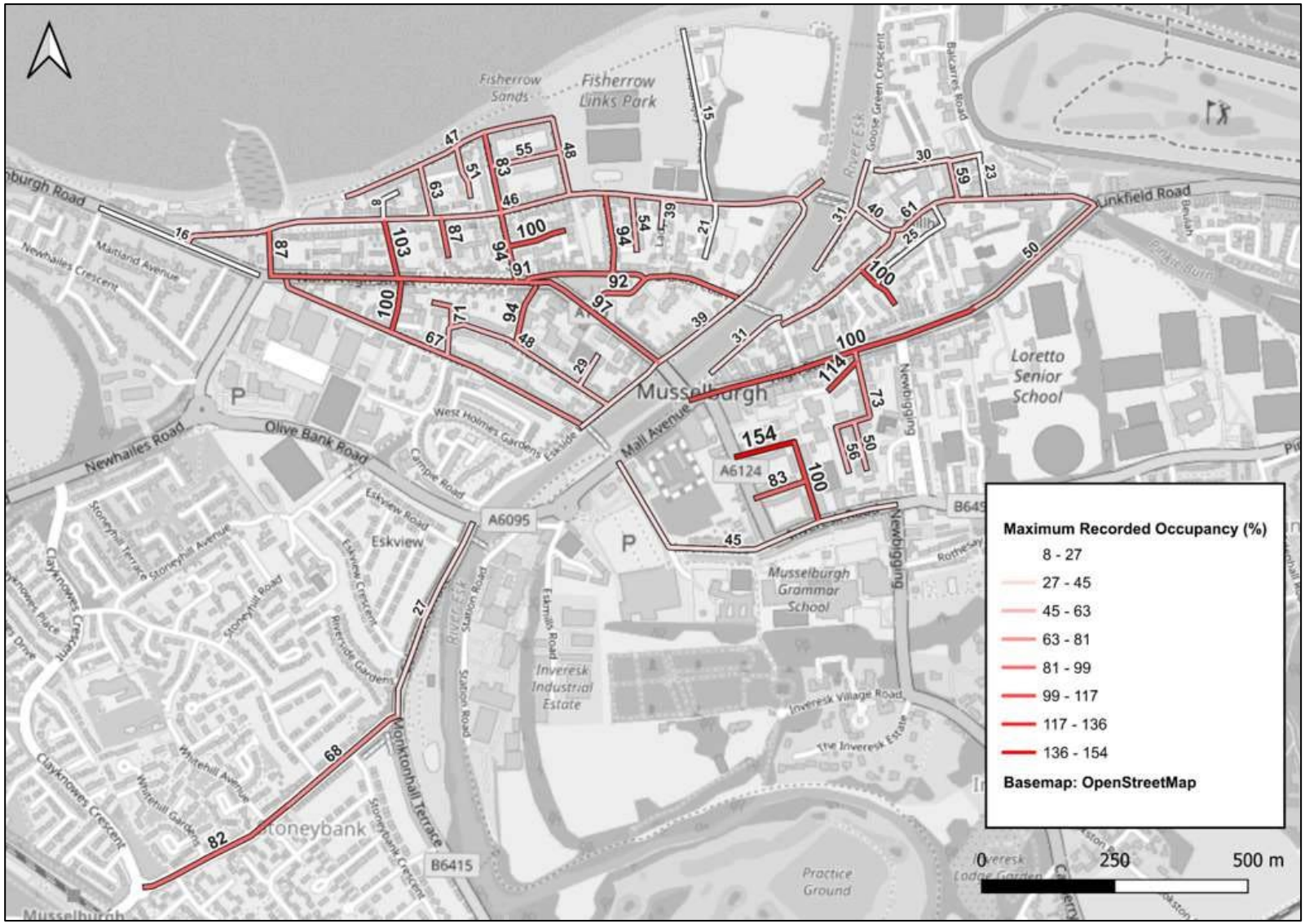

Figure 3-14: Maximum Occupancy Rate - Percentage of legal spaces occupied by parked vehicles on streets around Musselburgh Town Centre, by street

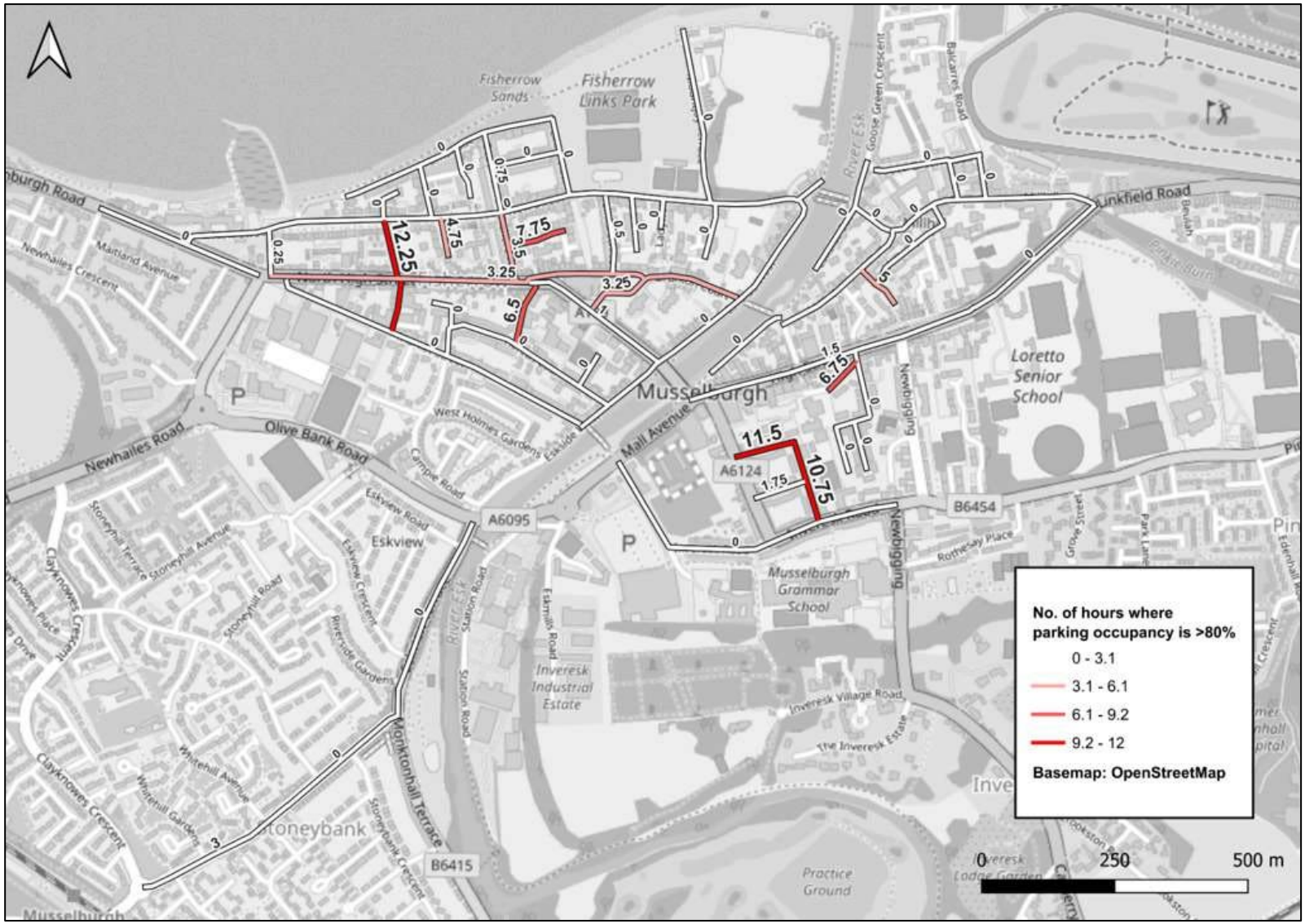

Figure 3-15: Number of hours where the occupancy rate is greater than 80 percent, by street.

Key Point: On several streets in the Town Centre, there are peaks during the day where higher parking demand puts increased pressure on the number of available spaces. Although parking demand did not exceed maximum capacity, parking occupancy on some town centre streets went above 90 percent numerous times. Parking occupancy rates were also high on a few residential streets, reflecting some pressure on resident's parking.

Parking Durations in On-Street Spaces

3.8.19 The median parking stay duration on the surveyed streets is shown in Figure 3.19, while Figure 3.20 shows the 75th percentile of parking stay durations, indicating that 75 percent of all parking stays were less than that duration.

3.8.20 To show further detail on the main activity areas, the cumulative distribution of parking durations on surveyed streets close to the main activity centres is shown in Figure 3.21. This figure shows the total percentage of vehicles parking by parking durations at 15-minute intervals. Steeper curves indicates that a larger percentage of vehicles are parking for shorter durations, whereas gentle curves indicate greater percentages of vehicles parking for longer periods. As the beat-survey only recorded the presence of vehicles in every 15-minute period, the measurement of parking durations in the survey is limited to 15-minute intervals only. The parking duration data is further broken down for the selected town centre streets only in Table 3-6.

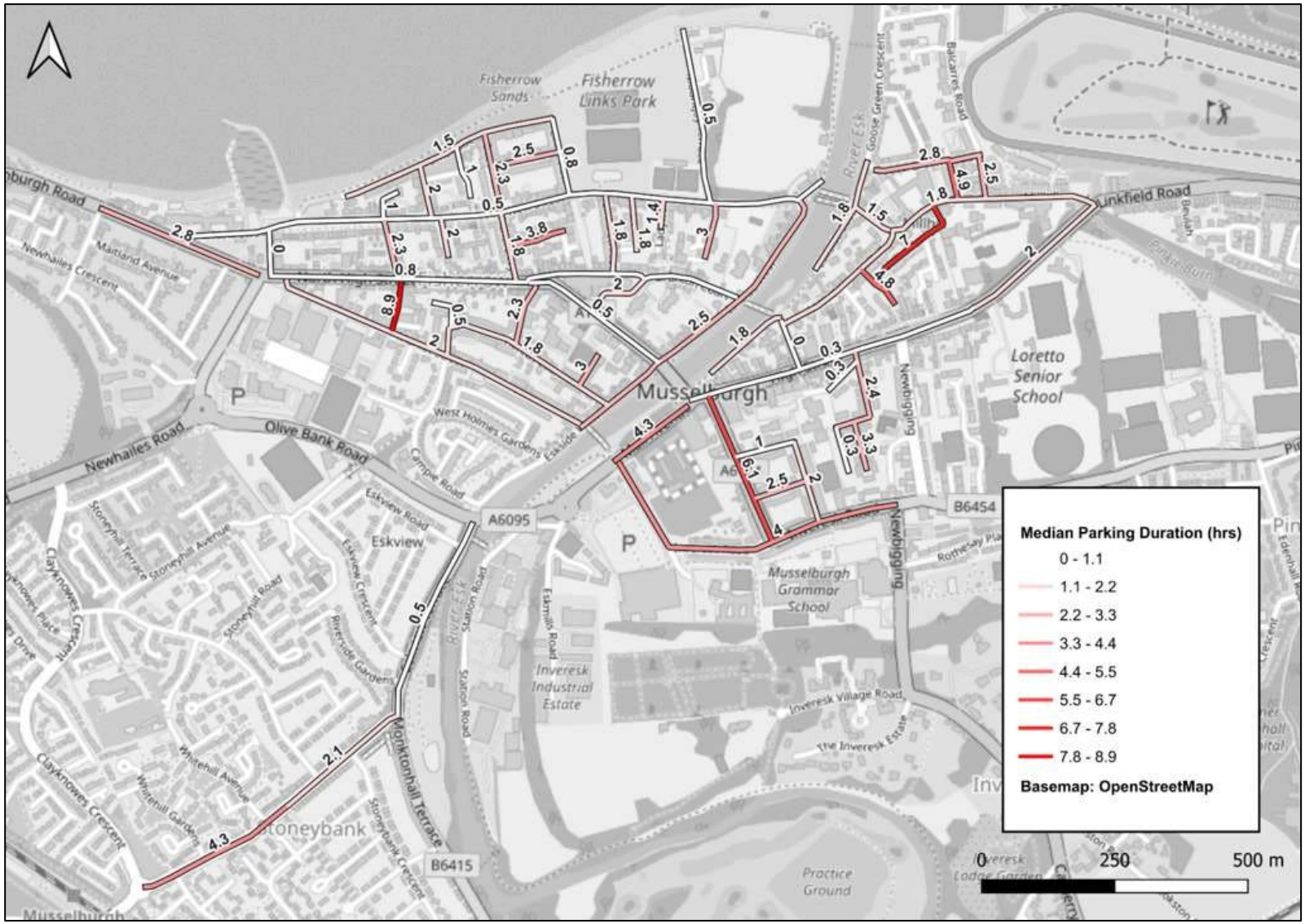

Figure 3-16: Median parking duration in hours, by street.

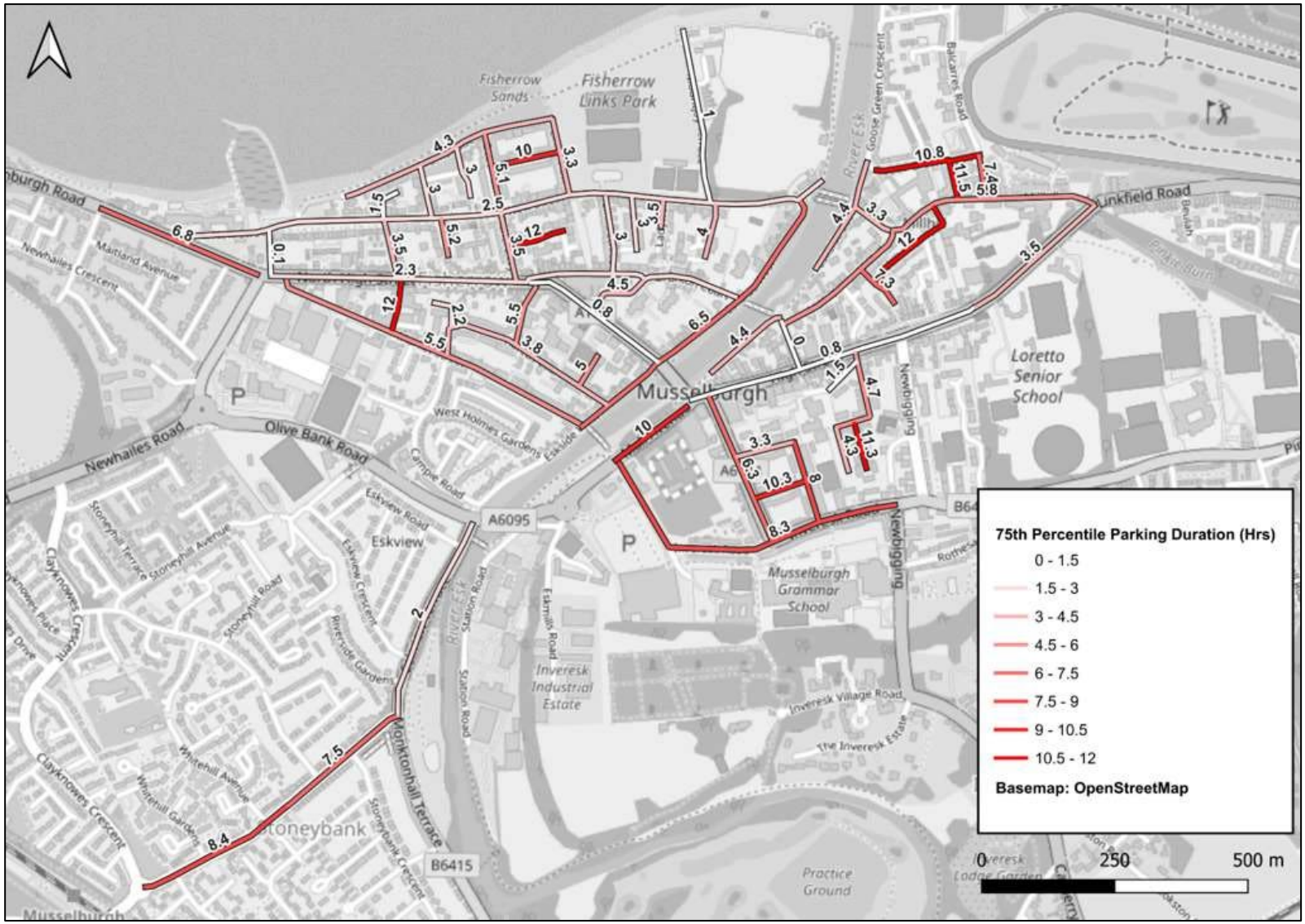

Figure 3-17: 75th percentile parking duration in hours, by street.

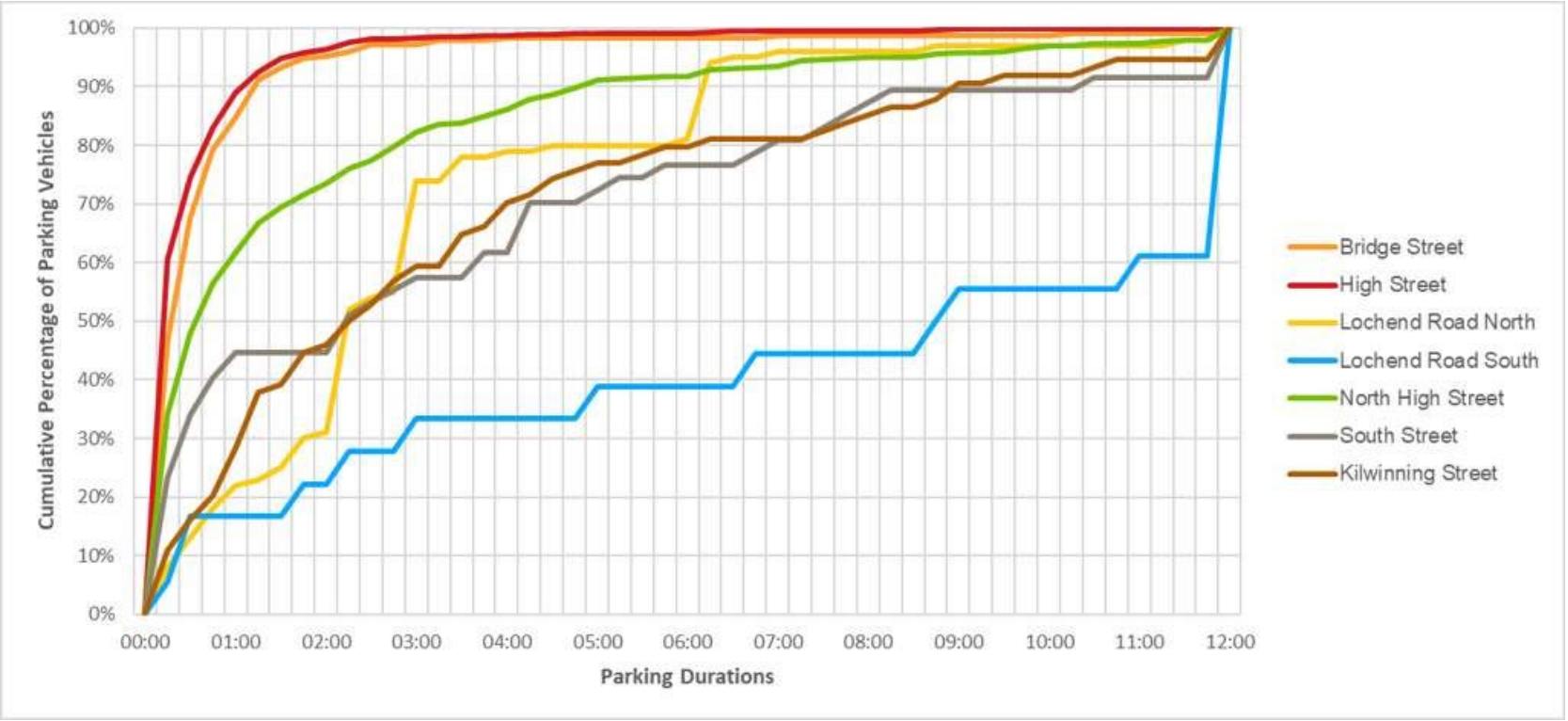

Figure 3-18: Cumulative Percentage of Vehicle Parking Durations in Musselburgh Town Centre

3.8.21 Overall, Figure 3.19 to Figure 3.21 show that people parking on town centre streets only stayed for a short time. On Bridge Street and High Street, 68 percent and 74 percent of vehicles respectively stayed for only 30 minutes or less. On the High Street, only around 11 percent of vehicles stayed for one hour or longer, representing a total of 137 vehicles on the survey date. Parking durations were slightly longer on North High Street, with the median parking duration here being 45 minutes.

3.8.22 Of the town centre streets, vehicles stayed parked for longest on Ladywell Way and South Street, where only six percent and 34 percent of vehicles respectively stayed for less than 30 minutes. Inversely, this also means that a greater proportion of vehicles parked for longer periods on North High Street, South Street, and Ladywell Way. On these streets, 49 percent, 27 percent, and 55 percent of vehicles respectively were parked for longer than two hours. Notably, Ladywell Way has a restricted parking duration of 90 minutes but compliance with the posted restrictions was low, with only 37 percent of vehicles parking within this time.

3.8.23 The longest median parking durations were recorded on Lochend Road South, Millhill Lane, and Dalrymple Loan, where the median parking duration was 8.9 hours, 7 hours, and 6.1 hours respectively. Notably, there is no legal parking provision on Dalrymple Loan, which indicates some vehicles were parked illegally on these streets for many hours. As a general trend, the length of parking durations overall on residential streets further from the town centre was typically longer than those in the town centre streets. This would be expected as residents' vehicles are parked on the street.

Table 3-6: Number and percentage of surveyed vehicles by duration parked in hours lots.

Street	Value	Hours Parked											
		0-1	1-2	2-3	3-4	4-5	5-6	6-7	7-8	8-9	9-10	10-11	11-12
Bridge Street	Number of Vehicles	157	26	5	3	0	0	1	0	0	0	1	2
	% of Total Surveyed	**80.5%**	**13.3%**	**2.6%**	**1.5%**	**0.0%**	**0.0%**	**0.5%**	**0.0%**	**0.0%**	**0.0%**	**0.5%**	**1.0%**
High Street	Number of Vehicles	623	93	24	5	3	2	3	1	4	0	0	2
	% of Total Surveyed	**82.0%**	**12.2%**	**3.2%**	**0.7%**	**0.4%**	**0.3%**	**0.4%**	**0.1%**	**0.5%**	**0.0%**	**0.0%**	**0.3%**
Ladywell Way	Number of Vehicles	11	13	5	4	4	5	0	2	2	2	0	0
	% of Total Surveyed	**22.9%**	**27.1%**	**10.4%**	**8.3%**	**8.3%**	**10.4%**	**0.0%**	**4.2%**	**4.2%**	**4.2%**	**0.0%**	**0.0%**
Lochend Road North	Number of Vehicles	17	9	43	5	1	1	15	0	1	0	0	3
	% of Total Surveyed	**17.9%**	**9.5%**	**45.3%**	**5.3%**	**1.1%**	**1.1%**	**15.8%**	**0.0%**	**1.1%**	**0.0%**	**0.0%**	**3.2%**
Lochend Road South	Number of Vehicles	3	1	2	0	1	0	1	0	2	0	1	7
	% of Total Surveyed	**16.7%**	**5.6%**	**11.1%**	**0.0%**	**5.6%**	**0.0%**	**5.6%**	**0.0%**	**11.1%**	**0.0%**	**5.6%**	**38.9%**
North High Street	Number of Vehicles	223	59	44	19	25	3	9	7	4	6	2	13
	% of Total Surveyed	**53.9%**	**14.3%**	**10.6%**	**4.6%**	**6.0%**	**0.7%**	**2.2%**	**1.7%**	**1.0%**	**1.4%**	**0.5%**	**3.1%**
South Street	Number of Vehicles	17	0	6	2	5	2	2	3	1	0	1	4
	% of Total Surveyed	**39.5%**	**0.0%**	**14.0%**	**4.7%**	**11.6%**	**4.7%**	**4.7%**	**7.0%**	**2.3%**	**0.0%**	**2.3%**	**9.3%**

Key Point: Cars parked in the Town Centre only stayed for a short time, with 74 percent of people on High Street staying for only 30 minutes or less. People parked for much longer periods on residential streets near the town centre, reflecting residents parking on these streets.

Illegal Parking

3.8.24 The percentage of all recorded vehicle stopped at non-permissible spaces is shown in Figure 3.22, with illegal stops for the selected town centre streets being broken down in Figure 3.23. The bars in red shades indicate the percentage of parking occurring in locations where not permitted. Grey shades indicate parking in permitted places, while green and blue shaded indicate the portion of vehicles stopping in bays dedicated for specific users or vehicles, such as bus stops or disabled bays.

3.8.25 Non-permissible spaces are defined here as dropped kerbs and driveways, including those with or without white park markers, double yellow lines, keep clear markings and zig-zags at pedestrian crossings. Notably, as the data comes from a beat survey, illegally stopped vehicles that both arrive and leave between the 15-minute survey beats would not have been recorded. In other words, illegal stopped vehicles that stopped for less than 15 minutes may not necessarily have been counted in the survey.

3.8.26 There is some illegal parking occurring on many of the surveyed streets. Overall, Illegal parking rates surveyed were above 10 percent on North High Street, Lochend Road South, Lochend Road North, High Street, Gracefield Court, Darlymple Loan, Mansfield Road, Mansfield Avenue, and Kilwinning Place.

3.8.27 The highest percentage of illegal parking was recorded on Darlymple Loan, where all vehicles were stopped on double yellow lines. Further examination of the survey data shows that only two vans were recorded parking here. The rate of illegal stops on the High Street was relatively low at six percent. However, there were many stops recorded on the High Street, and the absolute number of illegal stops on the High Street was quite high. A total of 71 illegal stops were recorded on the High Street, including 58 on double-yellow lines and 13 on zig-zag markings.

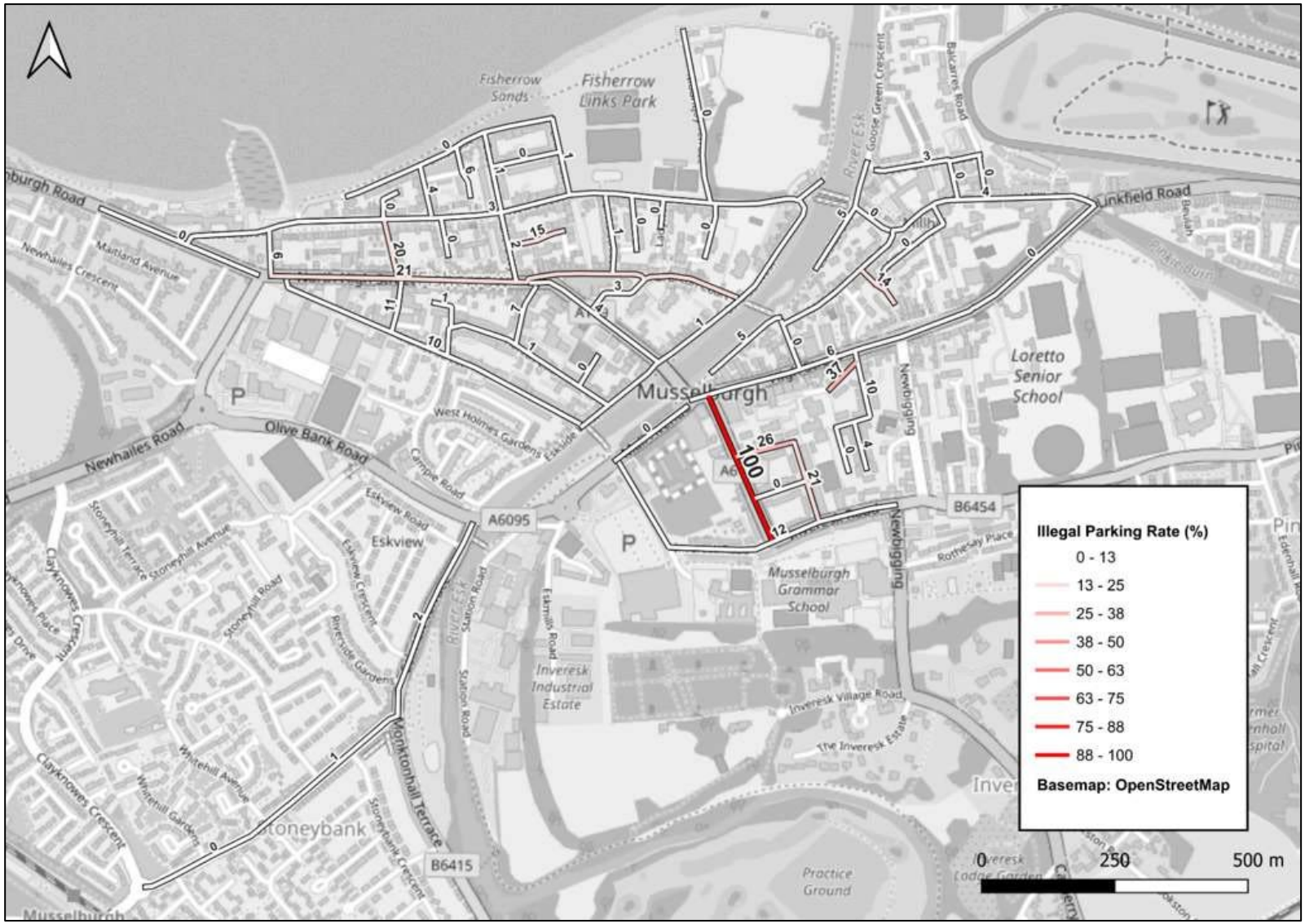

Figure 3-19: Percentage of stops on streets which are illegal during on-street parking survey, by street.

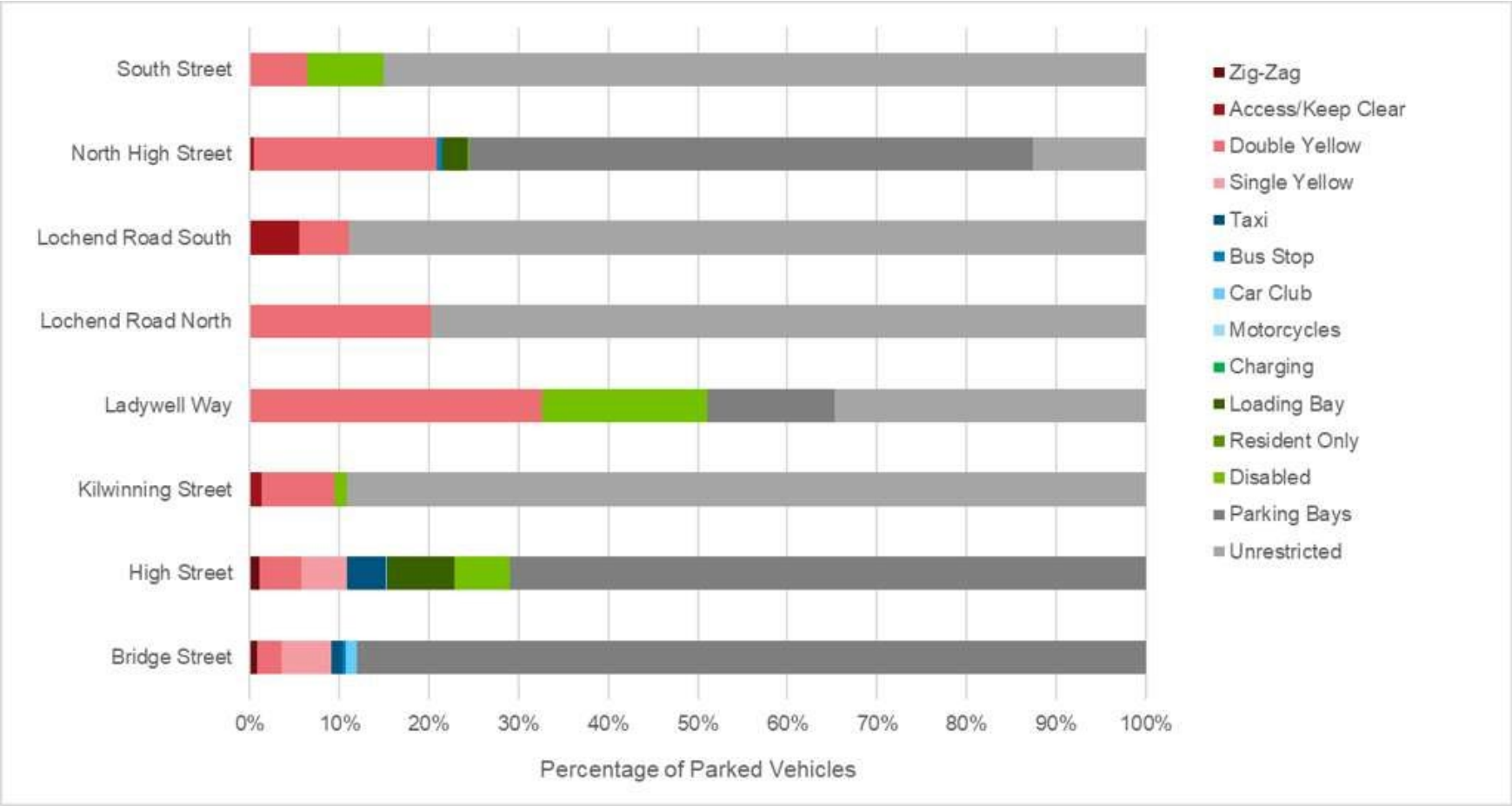

Figure 3-20: Percentage of vehicles parked in Musselburgh Town Centre by street and kerbside restriction

Key Point: During the on-street parking survey, some illegal parking in Musselburgh was observed. The highest rates of illegal parking was recorded on Lochend Road North, North High Street, Lochend Road South, Lochend Road North, High Street and Gracefield Court.

Loading and Unloading

3.8.28 Loading bays on Eskview Terrace, High Street, Mansfield Road, and North High Street were included in the beat survey. In total, 25 loading bays were surveyed, including two on Eskview Terrace, 15 on High Street, four on Mansfield Road, and four on North High Street. However, the nature of the beat survey mean no data was recorded on whether the bays were genuinely being used for loading, or if cars were parked in the bays. Figure 3.24 shows the occupancy rates of the surveyed loading bays.

3.8.29 There was a large variance in the utilisation of loading bays. The loading bays on Mansfield Road had a high occupancy rate throughout the day, with the bays being completely occupied for many hours of the day. Interestingly, the average stopping duration on the Mansfield Road Loading Bays was around two hours and 24 minutes. This duration would suggest that some vehicles are parking illegally in the loading bays.

3.8.30 There are a significant number of loading bays on High Street and North High Street. Therefore, the occupancy rates of loading bays on these two streets is relatively low. North High Street's loading bays only exceed 50 percent occupancy at around 18:45pm. At all other times, there is always at least two available loading spaces on North High Street. High Street never sees the loading bay occupancy rate exceeding 60 percent capacity. Therefore, the supply of loading bays on the High Street is currently sufficient to meet demand for goods loading and unloading.

Figure 3-21: Occupancy of loading bays in Musselburgh by time of day

Key Point: Apart from potential abuse of Loading Bays on Mansfield Road, there is sufficient availability of loading bays on North High Street and High Street to meet demand.

Disabled Parking

3.8.31 Figure 3.25 shows the occupancy of the disabled bays on the selected streets during the survey day, covering 37 disabled parking spaces.

3.8.32 For all the surveyed streets apart from High Street, disabled parking utilisation did not fluctuate significantly and occupancy was very stable. This reflects how most disabled bays on these streets are on residential streets and typically intended for parking by disabled residents. If these parking bays are primarily for the use of disabled residents, the occupancy rates of these parking bays may not be relevant as this would depend on the travel patterns of the residents themselves and it would be unlikely that other users attempt to park in these spaces.

3.8.33 On High Street, demand for disabled spaces was highest at 10:15am. With 91 percent of all disabled parking spaces occupied. From this point in the day, occupancy rates of the disabled bays fluctuated between 16 and 75 percent. This may appear to show that the supply of disabled spaces is enough to meet demand. However, the 12 disabled bays on the High Street are distributed along the length of the street, which is around 550 metres from end to end. It may be the case that although there are overall enough disabled bays across the street, demand for disabled bays in the central portion of the street would be higher. This is important to consider, as some disabled bay users with mobility issues may need to park closer to their destination and would not be comfortable walking the length of the street.

3.8.34 Turnover at the High Street disabled bays was high, with a turnover of 6.41 vehicles per space on the survey date. The average stay duration of disabled vehicles was only around 26 minutes, with the longest staying vehicle occupying the space for 2 hours and 15 minutes. Interestingly, only one vehicle was recorded parking in the disabled bay on North High Street. The vehicle stayed for less than 15 minutes.


100%
50%
0%
Beach Lane
High Street
Ladywell Way
Market Street
New Street
07:00
07:30
08:00
08:30
09:00
09:30
10:00
10:30
11:00
11:30
12:00
12:30
13:00
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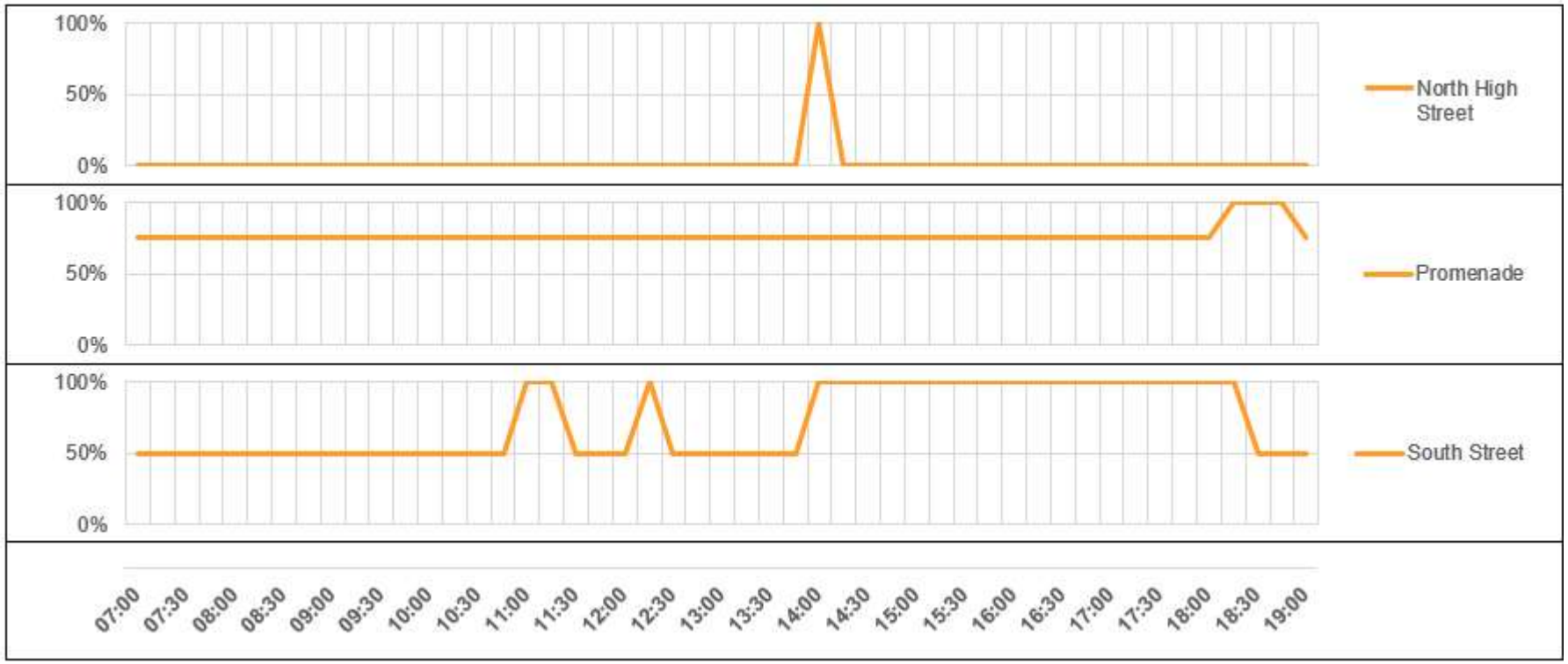

Figure 3-22: Disabled parking utilisation in Musselburgh town centre

Key Point: The supply of disabled parking bays on High Street appears to be enough to support demand for disabled parking. However, disabled parking is available along the length of the street and there may be more demand for spaces in the central portion of the street. Many of the disabled bays around Musselburgh Town Centre are primarily used by resident vehicles.

3.9 Overview of the Strategic Need

3.9.1 Based on the analysis set out above a series of key problems and opportunities that form the strategic need have been identified and is set out in Table 3.7. These provide the rationale for intervention and for proceeding with parking interventions.

Table 3-7 Summary of Strategic Need

Problem / Opportunity	Evidence
Problems	
There is some degree of pressure on parking space in the town centre streets, with occupancy rates being above 90 percent at peak times.	• ELC on-street parking beat survey, 2022.
A degree of illegal parking was observed on several streets in the town centre, posting a potential safety risk.	• ELC on-street parking beat survey, 2022.
Demand for certain off-street car parks in Musselburgh was high and the demand for parking is exceeding the number of spaces available in some car parks closest to the town centre.	• ELC entry-exit and ANPR survey of off-street car parks, 2022 and 2023.
Musselburgh High Street is a declared Air Quality Management Area, and nitrogen dioxide levels are much higher here than in other parts of the town.	• ELC Air Quality Progress Report 2024.
Multiple deprivation levels in the areas surrounding the High Streets, and particularly the main southern High Street are relatively high compared to other areas in Scotland overall.	• 2020 Scottish Indices of Multiple Deprivation
Footfall in Musselburgh town centre has fallen 30 percent between 2016 and 2022. This is a challenge to the vitality and viability of the town centre.	• ELC Footfall Survey, Pedestrian Market Research Service (PMRS)
Opportunities	
There is an opportunity to better use spare parking capacity at off-street car parks located within walking distance of the town centre.	• ELC entry-exit and ANPR survey of off-street car parks, 2022 and 2023.
Many of Musselburgh's residents can reach the town centre by either walking or cycling, presenting an opportunity to support active travel within the town.	• Walking Catchment Analysis, OpenRouteService API • Cycling Catchment Analysis, OpenRouteService API
Musselburgh is well connected by several bus services within the town and has good bus connections to Edinburgh and East Lothian. This is an opportunity to support and encourage residents to travel within the town by public transport.	• Scottish Census 2022 Household Car or Van Availability • Scottish Census 2011 Method of Journey to Work • Review of Bus Services

Inputs

Musselburgh Parking

Impact Assessment

4 Inputs – Policy Context

4.1 Overview

4.1.1 The inputs are the processes required to implement the parking management measures as set out in and defined by key national, regional, and local policy documents. These provide the foundation upon the interventions set out in the outputs chapter can be taken forward.

4.2 National Policy

4.2.1 A policy review has been undertaken to establish the rationale for the introduction of parking management interventions. Key national policies are listed within this section.

National Transport Strategy 2

4.2.2 In February 2020, Transport Scotland published its *National Transport Strategy 2* (NTS2) which set out a vision for Scotland's transport system over the next 20-years to 2040, including a statement of transport's contribution to achieving net zero by 2045. Its 'Vision' is:

'We will have a sustainable, inclusive, safe and accessible transport system, helping deliver a healthier, fairer and more prosperous Scotland for communities, businesses and visitors'.[3]

4.2.3 The Vision is underpinned by four 'Priorities' and 12 'Outcomes', as shown in Figure 4.1: NTS2 Priorities below.

[3] National Transport Strategy 2 (Transport Scotland, 2020), p. 5.

Figure 4-1: NTS2 Priorities

4.2.4 The NTS2 establishes two 'hierarchies' which define the principles upon which future transport investment decision making and services should be planned. The 'Sustainable Travel Hierarchy' defines the priority which will be given to each mode of transport in future investment planning and is shown in Figure 4.2: NTS2 Sustainable Travel and Investment Hierarchies below which also includes the 'Sustainable Investment Hierarchy' which establishes a structured set of steps to be followed when planning investment in transport provision.

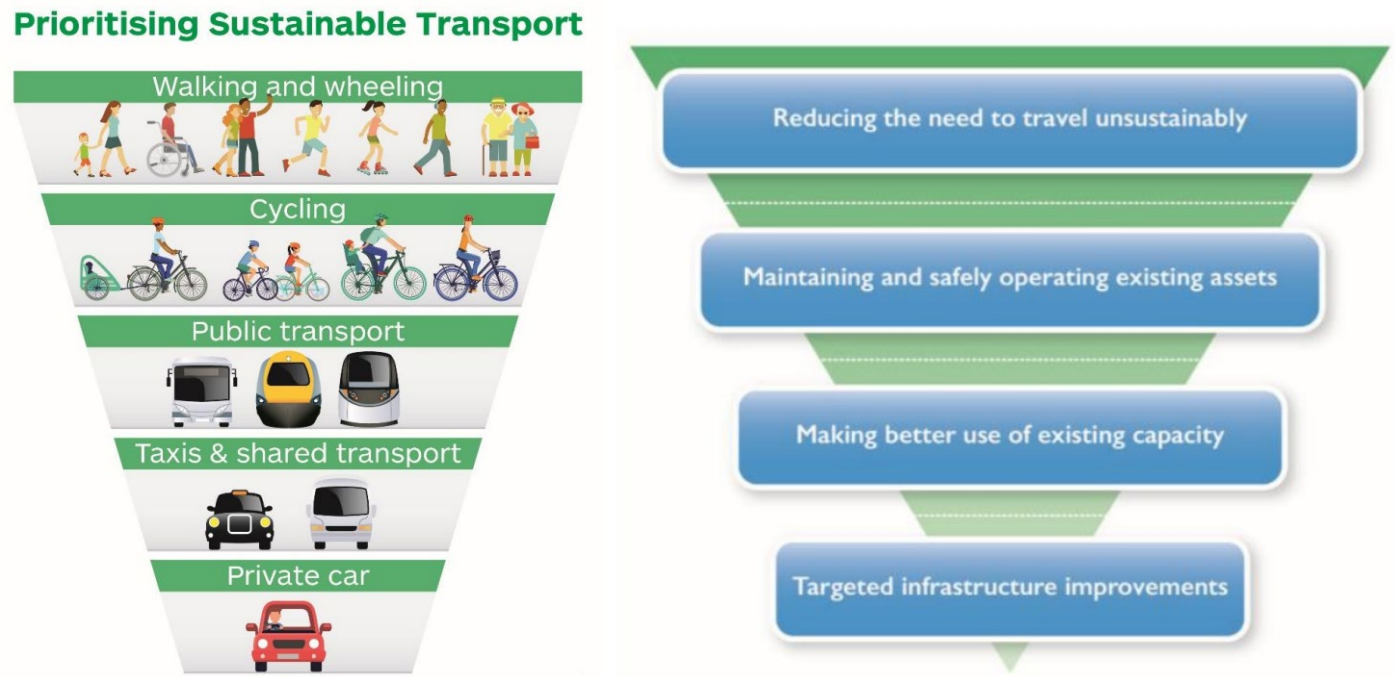

Figure 4-2: NTS2 Sustainable Travel and Investment Hierarchies

4.2.5 In summary, the Sustainable Travel Hierarchy prioritises walking & wheeling and cycling, with investment to support the single occupant private car being the lowest priority. Measures promoted through the strategy, and which will emerge from it, should prioritise active travel and accessible public transport connections, whilst at the same time discouraging short, single car occupant journeys. On this basis, parking interventions are highly consistent with the Sustainable Travel Hierarchy. This hierarchy focuses on prioritising how transport resources should be spent.

4.2.6 The implication of this hierarchy is that investment in new infrastructure should only be considered once a wider package of options to reduce the need to travel, reduce the need to travel unsustainably, optimise use of existing infrastructure, influence travel behaviour or manage demand have been explored. Parking management interventions could be classified as 'making better use of existing capacity' and would therefore be more appropriate than measures that sought to increase parking capacity through construction of infrastructure.

Key Point: The National Transport Strategy 2 aims to shift investment from car travel and related infrastructure to active travel. This suggests there may be a reduction in car parking capacity due to the prioritisation of active travel and reallocation of road space.

Securing a Green Recovery on a Path to Net Zero: Climate Change Plan 2018–2032 - Update

4.2.7 The Climate Change (Scotland) Act 2009 sets out the legally binding target for Scotland to achieve net-zero carbon emissions by 2045. Under the legislation, the Scottish Government is required to publish Climate Change Plans that outline the policies that would achieve the legislated targets.

4.2.8 The latest update to the Climate Change Plan, titled "Securing a Green Recovery on a Path to Net Zero", was published by the Scottish Government in 2020. The Plan sets out plans on how the government intends to reduce greenhouse gas emissions to 75% of 1990 levels by 2030, 90% by 2040 and net-zero by 2045. The Plan recognises the key role that the decarbonisation of transport will play in reducing Scotland's emissions and includes an aim to reduce the number of kilometres travelled by car by 20% by 2030. This will require a range of measures to discourage car use and make the use of more sustainable modes of transport more attractive.

4.2.9 In November 2024, the Climate Change (Scotland) Act 2009 was amended to remove the annual and interim emissions reduction targets as outlined in previous government climate change strategies and legislation. The interim targets were replaced with five-year carbon budgets. This puts legally binding limits of greenhouse gas emissions in Scotland in five-year periods, instead of annual targets. The overall target of achieving net-zero in Scotland by 2045 was retained. A further update to the Climate Change Plan is expected.

Key Point: The Scottish Government has legislated net-zero emission target in 2045 and up-coming five-year carbon budgets. The reduction of emissions will require the increased use of active travel modes and less car usage. This will require a significant behavioural shift.

Consultation on the 20% Reduction in Car KMs: Route Map

4.2.10 Following the commitment to reduce car kilometres by 20% within the Securing a Green Recovery on a Path to Net Zero: Climate Change Plan 2018 – 2032 policy document Transport Scotland published a stakeholder consultation report setting out a route map for how this target can be achieved. The framework recognises that any solution must include a holistic framework of interventions to provide car-use reduction options for different trip types in different geographical areas. To encourage the reduction in car usage, the framework outlines the need for a behaviour change by users through positive messaging. This has led to the development of four desired behaviours which are displayed in Figure 4.3 below. Parking interventions can contribute to helping people to live well locally by enabling them to access local services and amenities whilst also supporting switching modes to walking, wheeling, cycling and public transport where appropriate.

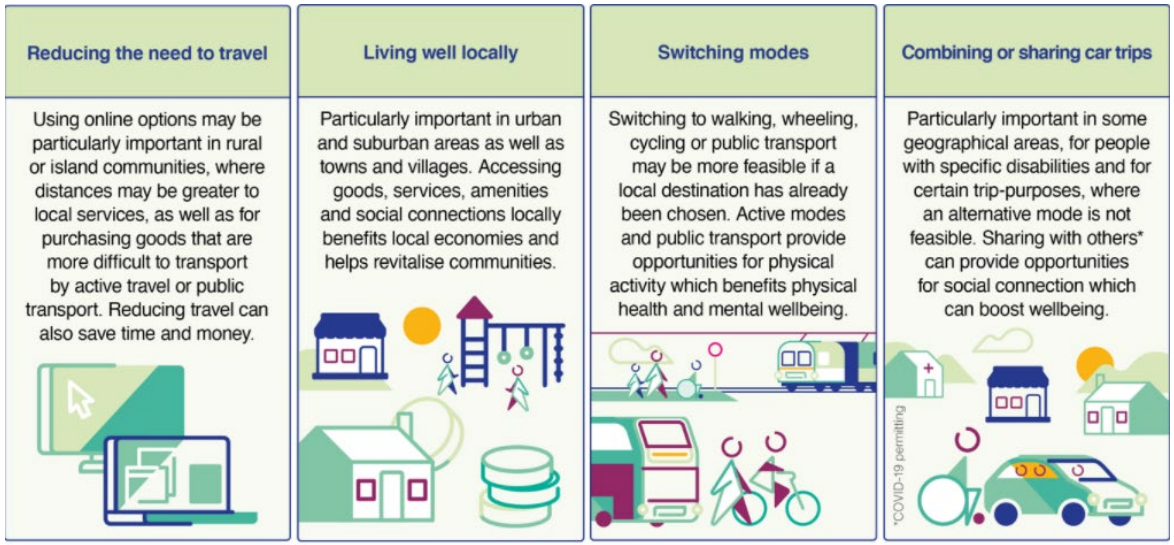

Figure 4-3 Route Map to 20% Car KM Reduction – Four Behaviours

4.2.11 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, the summary of this policy is retained here for reference in the interim until the details of any new policy is announced.

Key Point: The previously adopted route map to reduce car kilometres by 20% suggested action was required to promote four key types of behaviour changes. Although no longer a specific policy target, introducing parking controls could change travel behaviours and reduce car kilometres.

National Planning Framework 4

4.2.12 The National Planning Framework 4 (NPF4) adopted by the Scottish Government in 2023 sets out the Scottish Government's planning policies and how these are expected to be applied. The sets out a National Spatial Strategy, which is guided by four overarching principles, outlined below:

- **Sustainable places** – where we can reduce emissions and restore and better connect biodiversity
- **Liveable places** – where we can live better, healthier lives
- **Productive places** – where we have greener, fairer, and more inclusive wellbeing economy
- **Distinctive places** – where we recognise and work with our assets

4.2.13 The NPF4 outlines a wide range of policies encompassing the entirety of Scotland. Parking does not have a specific policy; however, it falls within policy 10 – *Sustainable Transport*, policy 16 – *Business and Employment* and policy 17 – *Tourism*. Relevant parking guidance from these policies is listed below:

- **Policy 10 –** Sustainable Transport:
  - *Development proposals should consider the need to supply safe and convenient cycle parking to serve the development, sheltered where possible, unless it can be demonstrated that existing nearby provision is sufficient. Cycle parking should, be more conveniently located than car parking serving the development.*
  - *Development proposals which are ambitious in terms of low / no car parking have a role to play in very accessible urban locations, well-served by sustainable transport modes. In such circumstances, consideration should be given to the type, mix and use of development, car ownership levels, the surrounding uses, and the accessibility of the development by sustainable modes.*
- **Policy 16 –** Business and Employment
  - *Development proposals for business and industrial uses must take into account:*
  - *Surrounding residential amenity and sensitive uses;*
  - *Population health and wellbeing including inequalities*
  - *Environmental quality and historic environmental assets*
  - *Access, parking and traffic generation and air quality*
- **Policy 17 –** Tourism:
  - *Development proposals for tourist facilities should take into account:*
  - *The contribution made by the development to economic prosperity, local employment and community wealth building*
  - *Compatibility with the surrounding area in terms of the nature and scale of the activity and impacts of increased visitors*
  - *Impacts on communities, for example by hindering the provision of homes and services for local people*
  - *Access, parking and traffic generation*

Key Point: The development proposals in the NPF4 suggests a change in parking requirements for new developments to have low or no car parking. While potentially reducing car ownership and encouraging alternative travel modes, this may constrain parking supply near to these developments.

East Lothian Local Transport Strategy

4.2.14 The East Lothian Local Transport Strategy (LTS) was developed to cover the period from 2018 – 2024. The vision of the LTS is:

'East Lothian will have well-connected communities with increased use of sustainable transport modes to access services and amenities.'

4.2.15 From the vision, seven objectives for the LTS were developed, which are:

- To develop a more attractive and safer environment for pedestrians and cyclists
- To reduce the overall dependence on the car and environmental impact of traffic
- To promote the availability and use of more sustainable means of travel
- To locate new development where it reduces the need to travel
- To maximise accessibility for all and reduce social exclusion
- To promote integration and interchange between different means of travel
- To maintain the transport network to a suitable standard to ensure it meets the needs of all users

4.2.16 Parking interventions are highly consistent with these objectives and, in particular, the first three objectives as they would discourage car use and encourage the use of more sustainable modes of transport where possible.

4.2.17 The strategy revolves around five core policies which provide the overarching framework under which the actions and measures to deliver the LTS sit. The five core policies are:

- Maintenance Strategy & Whole Life Costing
- A Safer East Lothian
- Active Travel and Healthy Lifestyles
- Accommodating Growth and Supporting the Economy
- Encouraging Sustainable Travel

4.2.18 Parking Strategy & Enforcement falls within the *'Accommodating growth and supporting the economy'* policy. Within this section, East Lothian Council highlights that they are implementing a comprehensive Parking Management Strategy to improve efficiency of current supply and to reduce negative impacts of parking on communities. A 'toolkit' of measures are expected to be applied including:

- Parking management – interventions to maximise the efficiency and operation of existing parking provision
- Parking supply – measures to control the off-street and / or on-street parking provision available
- Enforcement – measures to control the usage and turnover of parking and ensure restrictions are adhered to
- Demand management – intended to reduce parking demand and maximise use of other transport modes

4.2.19 This 'toolkit' provides a foundation for the interventions which are now being brought forward in North Berwick. Furthermore, from these policies – a dedicated Parking Management Strategy was subsequently developed which set out additional details around how these measures would be applied across the local authority area.

Key Point: The East Lothian Local Transport Strategy highlights the need for parking intervention as a measure to encourage modal shift and to promote better travel behaviours.

East Lothian Parking Strategy 2018 - 2024

4.2.20 The East Lothian Parking strategy was developed by East Lothian Council as an action plan which sits beneath the East Lothian Local Transport Strategy. The strategy identifies problems and interventions for all major localities within East Lothian.

4.2.21 From the defined problems, the 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

4.2.22 The outcomes underpinning the objectives are:

- The delivery of parking supply that meets local demand whilst minimising the adverse impacts of parking
- Effective enforcement of parking restrictions

4.2.23 To achieve the outcomes, 22 policies were developed:

- ELC will apply a hierarchical approach to parking strategy supply starting with the application of parking enforcement then parking management and, finally, increasing parking provision if these other measures fail to resolve the problem
- ELC will implement a parking management hierarchy in the towns
- ELC will monitor and amend the scale of Decriminalised Parking Enforcement (DPE) in East Lothian, as necessary
- ELC will review the use of the Coastal car parks and consider the introduction of new sites, expanding existing sites, and / or remove sites and re-assess the pricing structure every 3 years following introduction
- ELC will assess the demand on town centre parking supply and appraise, where appropriate the introduction of charging for off-street car parks and / or for on-street parking places. The introduction of restrictions and charging has the potential to boost the financial viability and community / business productivity of an area by increasing turnover. All parking regimes would require annual monitoring

- ELC will introduce a standard 90-minute waiting restriction in towns (following consultation) where the existing waiting restrictions are less than this. Towns with no waiting restrictions will not be affected at this time.
- ELC will keep loading provision including Taxi stances in town centres under constant review and amend, as necessary
- ELC will keep under review existing schemes and consider the need for new Resident Parking Schemes
- ELC shall consider and review the need for and introduce Controlled Parking Zones to balance parking demand in multi-use areas
- ELC will continue to undertake measures to ensure compliance with the Disabled Persons' Parking Places (Scotland) Act 2009 and will continually review the provision of Blue Badge parking in town centres
- ELC will apply national and regional parking standards where appropriate and its own local parking standards where developments do not meet the requirements for these standards
- ELC will review and keep under review the charging policy for its parking services in relation to event management and public utilities works requiring on-street parking suspension
- ELC will support additional appropriate Park & Ride provision wherever possible
- ELC will give priority to public transport by ensuring it is not hindered by illegal parking
- ELC will endeavour to ensure Park & Ride parks are used solely for this purpose and not for long-stay parking by non-travelling public
- ELC will continue to support the provision of electric vehicle charging points in East Lothian
- ELC will review the 'free at point of use' Electric Vehicle charging point policy, at regular intervals
- ELC will continue to support the provision of parking spaces for Car Club vehicles in East Lothian
- ELC will implement improved signage to guide drivers to appropriate parking spaces
- ELC will implement appropriate measures associated with the Footway Parking and Double Parking (Scotland) Bill (a pavement parking prohibition has now been enacted into law via the Transport (Scotland) Act 2019)
- ELC will consider the introduction of school streets following consultation and which meets the assessment criteria
- ELC will consider the use of Local Authority powers to set private car park tariffs, condition parking charges through the planning process and work in partnership with private car park operators to apply consistent parking policy

4.2.24 In Musselburgh specifically, several problems relating to parking were identified. Table 4-1 displays the original problems identified and the proposed solutions to address these problems in Musselburgh.

Table 4-1: East Lothian Parking Strategy - Identified Problems in Musselburgh and proposed solutions

Problem	Solutions
Long-stay on-street parking at locations where limited waiting operates.	• Control through Decriminalised Parking Enforcement • Provision of designated long-stay car parks
Parking problems in side streets around main commercial streets – on street parking restrictions displaced vehicles from main streets. Need to better manage and enforce the supply and turnover of short stay.	• Control through Decriminalised Parking Enforcement • Provision of designated short-stay and medium-stay car parks • Continuous review of the requirement for Controlled Parking Zones
Off-street car parks lack management with poor turnover of spaces along with a lack of awareness and usage of them. Out of date signage to off-street car parks.	• Implementation of parking management hierarchy defining designated short-stay, medium-stay and long-stay parking locations • Review and implementation of improved signage to off-street car parks where required
Need for better management of residents parking in some areas particularly around Queen Margaret University. Abuse of on-street parking in residential areas, particularly in terms of long-stay parking by	• Control through Decriminalised Parking Enforcement • Ongoing review of Resident's Parking Schemes and consideration of CPZ • Provision of designated long-stay car parks
Overflow parking around railway station	• Control through Decriminalised Parking Enforcement • Implementation of parking management hierarchy defining designated • short-stay, medium-stay and long-stay parking locations
Some difficulties for servicing and loading access to retailers in the town centre	• Ongoing review of waiting and loading provision • Implementation of Decriminalised Parking Enforcement
Need to accommodate major public transport corridor through the town centre	• Provision of clearway on key streets through town centre
Specific parking issues on race days although existing restrictions seem to function fairly well.	• Provision of event management parking services
Short-term on-street problems at peak school travel periods around schools	• Control through Decriminalised Parking Enforcement
Lack of Blue Badge spaces	• Ongoing review of Blue Badge parking

4.2.25 ELC also identified specific locations in Musselburgh to implement the policies and parking restrictions, which are set out in Table 4-2. The proposals set out in the Parking Strategy form the basis of the interventions which have now been brought forward and which are outlined in detail in the Outputs chapter.

Table 4-2: List of interventions proposed in Musselburgh in response to identified parking problems

Measures	Locations
Potential short-stay car parking (up to 90 minutes)	• On-street – limited waiting • Shorthope Street • Town Hall
Potential medium stay car parking (up to 4 hours)	• Millhill • Health Centre • Kerr's Wynd • Musselburgh Sports Centre • Newbigging Church • Newbigging Flats
Potential long-stay car parking (over 4 hours)	• Gracefield • Fisherrow • Olive Bank
Private car parking (Make open to the public)	• Tesco Extra on Olive Bank Road • Shopper parking on Kilwinning Play (Pay-and-display) • Rugby Club
Clearways (No Stopping)	• Pinkie Road, Inveresk Road, Newbigging, Dalrymple Loan, Mall Avenue and Olive Bank Road.

Key Point: The East Lothian Parking Strategy outlines a wide range of parking problems and combative measures to ensure occupancy is at a manageable rate. Many of these proposed interventions will be implemented within Musselburgh.

East Lothian Local Economy Strategy (2024-2034)

4.2.26 The East Lothian Local Economy Strategy (2024-2034) replaced the previous East Lothian Economic Development Strategy 2012 - 2022. The strategy outlines a shared vision, objectives, actions, and performance metrics to be progressed in the 10-year strategy period. The strategy is centred on five fundamental principles, which are:

- Fairness
- Enterprising
- Thriving and Resilient

- Community Wealth Building
- Green and Sustainable

4.2.27 During the development of the strategy, stakeholder and community engagement highlighted town centre congestion and parking as a key issue. This was noted by stakeholders to impact locals, visitors, and safety. It was suggested that increasing parking turnover was needed to improve capacity.

4.2.28 The strategy development has resulted in the following vision for East Lothian Council:

"In 2034, East Lothian will be an increasingly thriving, sustainable, and inclusive economy. We will adopt a joined-up approach to economic development, with all local economy stakeholders working together to give East Lothian's people, communities, and enterprises the support they need to reach their potential and achieve their goals. East Lothian will be recognised nationally and internationally as a great place to live, work, visit, learn, and invest and" as a leading partner in delivering regional prosperity, community wealth, and driving forward Scotland's just transition to a net zero economy."

4.2.29 To support the vision, three strategic goals have been outlined:

- To increase the number of businesses in East Lothian with growth and employment potential.
- To reduce income inequality across East Lothian, and to improve access to employment in rural areas.
- To increase the number of socially and environmentally responsible businesses in East Lothian, expand plural ownership of the economy, and grow community wealth.

4.2.30 There were also six objectives to support the goals, which are:

- To be the destination of choice for innovative, socially, and environmentally responsible businesses to set up, grow, and succeed.
- To provide high quality opportunities for people to learn, develop skills, and grow their potential.
- To build on East Lothian's reputation as a great place to live, work, and learn by adopting a pro-business approach, seeking and supporting sustainable investment, and by empowering communities.
- To capitalise on the economic opportunities of and take a leading role in the just transition to a net zero economy.
- To maximise the opportunities of being a part of the Edinburgh and South East Scotland City Region.
- To promote a successful, accessible, and sustainable tourism sector that provides quality experiences and benefits our local communities.

4.2.31 Within the strategy, several action areas have been identified related to town centres and transport. This includes the reinforcement and support of town centres through regeneration activities.

Key Point: The East Lothian Local Economy Strategy highlights the vision, strategic goals, and objectives guiding East Lothian Council from 2024 to 2034. Town centre traffic congestion and parking were noted as a key issue during stakeholder and community engagement for the strategy. Therefore, improving parking provision would go towards addressing these identified concerns and the overall vision of the strategy for a "thriving, sustainable, and inclusive economy".

East Lothian Local Development Plan 2018

4.2.32 The East Lothian Local Development Plan (LDP) sets out where and how the Strategic Development Plan (SDP) for Edinburgh and South East Scotland can be delivered in East Lothian. It is a 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.

4.2.33 The LDP includes a spatial strategy for Musselburgh. Figure 4.4 displays a map containing proposed development sites in Musselburgh and surrounding towns. Most notably, there are proposals for several large for mixed-used development areas on the outskirts of Musselburgh. This includes a significant urban neighbourhood around Old Craighall with around 1,500 homes and 41 hectares of employment land. Land to the east of Musselburgh at Wallyford has also been allocated for a mixed used development of around 2,144 homes in total.

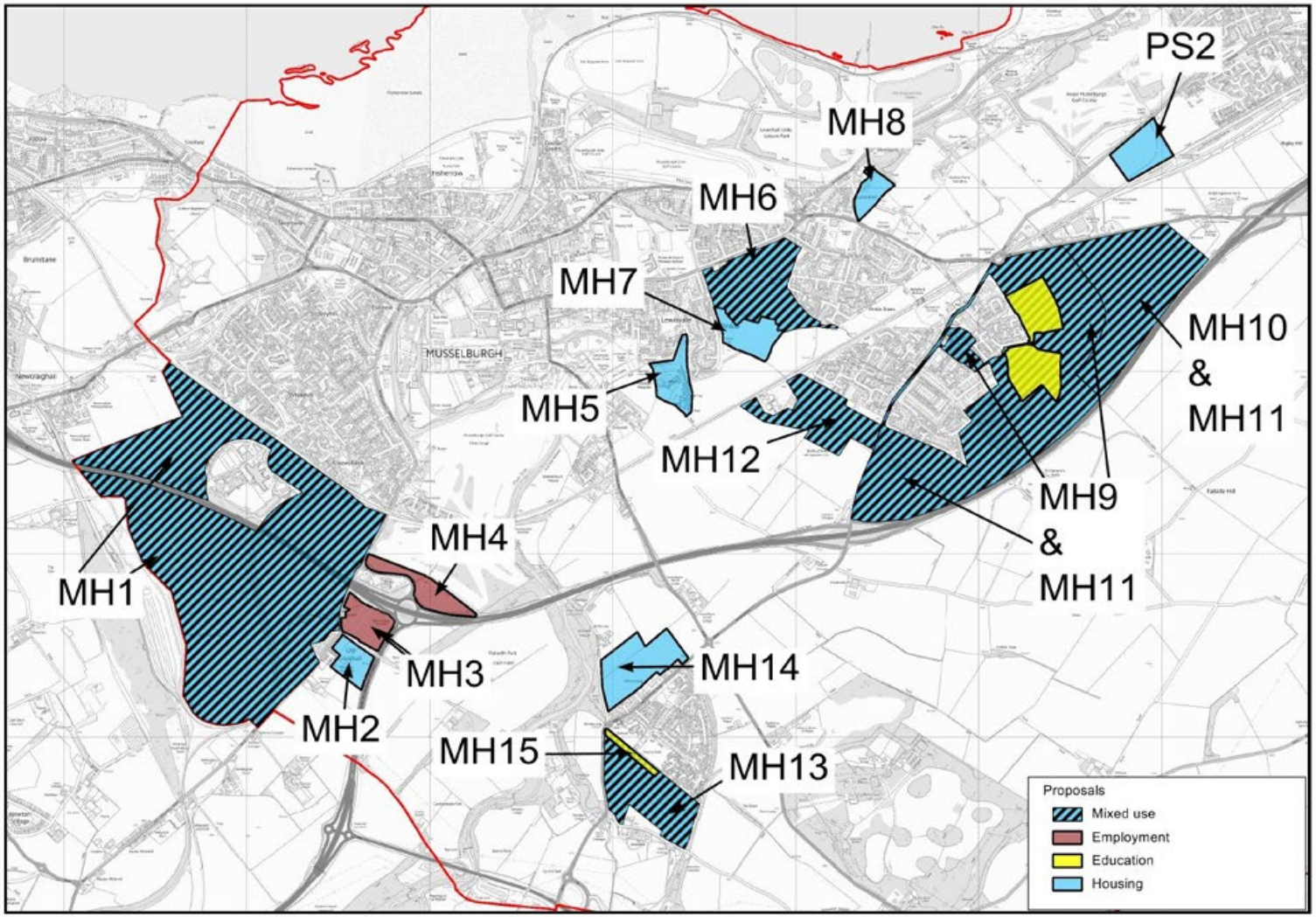

Figure 4-4: East Lothian Local Development Plan Development Sites in Musselburgh, from the East Lothian Local Development Plan 2018.

Key Point: The East Lothian Local Development Plan 2018 highlights several major mixed-used developments around Musselburgh, which would increase the resident population and may increase demand for services and retail opportunities in the town centre.

Musselburgh Town Centre Strategy 2 2019

4.2.34 The Musselburgh Town Centre Strategy forms part of the East Lothian Local Development Plan 2018 but looks in more detail into the town centre.

4.2.35 This strategy outlines the strengths, weaknesses, opportunities and threats that face Musselburgh's town centre, and coordinated actions that will contribute to its improvement and regeneration. The vision of the Town Centre Strategy is:

4.2.36 ""Musselburgh town centre will see improvements to help tackle climate change, improve its public realm, protect its character and historic identity and make the town centre a place that people choose to visit and build a business. The town centre is supported by its unique riverside location and historic eastern edge, both of which will see enhancement and preservation. Musselburgh town centre will be a place of choice for local residents and a destination for visitors, both day and night."

4.2.37 Table 4-3 lists the outcomes of the strengths, weaknesses, opportunities and threats (SWOT) analysis for Musselburgh Town Centre identified in the strategy. Those issues relating to transport and parking have been separated for clarity, showing that several weaknesses and threats relate to traffic volumes and parking provision.

Table 4-3: Strengths, weaknesses, opportunities and threats for Musselburgh Town Centre, as identified in the Musselburgh Town Centre Strategy 2 2019

Item	Identified:
Strengths	**Related to Transport and Parking:** • Range of town centre car parks • Excellent public transport links to Edinburgh and further into East Lothian **Other Items:** • Largest town centre in East Lothian with many commercial premises • High proportion of convenience shopping is undertaken in Musselburgh • Characterful street with good range of different types of shops and businesses • Clearly recognisable historic burgh layout and listed buildings particularly at the east end of High Street • New people will be living in and around Musselburgh following new housing developments and can be expected to use the town centre, supporting businesses and potentially helping to create ew ones • Footfall is increasing • Low business vacancy rate • Large supermarket within walkable distance of main town centre • Range of sizes of commercial units • Visitor attractions include theatre, racecourse, and Levenhall Links

Item	Identified:
	• Attractive riverside runs through town centre • Musselburgh Conservation Area covers much of the town centre Unique historic character of High Street
Weaknesses	**Related to Transport and Parking:** • High volume of traffic within High Street/Bridge Street/ North High Street • Can be difficult to find a parking space as many are occupied all day long • Air quality is low **Other Items:** • High proportion of comparison retail expenditure continues to be made outwith the town due to proximity of Fort Kinnaird and Edinburgh City Centre • No formal civic space in the form of a town square • Some poor-quality shopfronts and advertisements detract from the appearance of the town centre • No branding or marketing of the town centre in a coordinated way. • John Muir Way long distance path and National Cycle route lie outwith the town centre • Vacant property (formerly The Stand public house and function room) on High Street detracts from the appearance of the street
Opportunities	**Related to Transport and Parking:** • On and off-street parking needs managed to identify short, medium and long stay parking to ensure that town centre users can find parking easily • Active travel improvements could radically change movement patterns **Other Items** • Re-landscaping of civic space within the town centre • Musselburgh has a range of attractions that could be marketed in the form of a Day Out in Musselburgh • Several vacant upper floor spaces within the town centre. Vacant property such as the upper floors of the block between 105-109 High Street offer development opportunity for redevelopment • Reuse of the underused historic asset of the Tolbooth and Town Hall could attract more people as part of a refurbished building project • Installation of public Wi-Fi could allow specific marketing, attract people and allow businesses further advertising opportunity • Installation of high-quality paving and coordinated street furniture to improve the appearance of the town centre
Threats	**Related to Transport and Parking:** • Parking charging could be introduced which may deter people from visiting the town centre. • Volume of new traffic in Musselburgh as a result of new development could discourage use of the town centre. • High volumes of traffic reduce the ability of the Air Quality Management Zone to reduce air pollution. **Other Items:** • Lack of maintenance by building owners could harm the appearance of town centre buildings

4.2.38 The Musselburgh Town Centre Strategy and East Lothian LDP proposes several transport improvements, addressing the SWOT analysis findings relating to traffic and transport. These were :

- A planned programme of transport improvements to improve traffic flow and maintain air quality
- The reorganisation of town centre car park stay length

Key Point: The Musselburgh Town Centre Strategy 2019 highlights several threats and weaknesses relating to traffic volumes and parking in the town centre. Several actions were identified to address these, including the reorganisation of parking within the town centre.

Summary

4.2.39 The policy documents listed within this chapter provide a framework of what parking interventions could be implemented within Musselburgh. Scottish Government policy has seen a significant shift towards prioritising walking, wheeling and cycling as preferred methods of transport for shorter journeys, with public transport and shared mobility the preferred mode for medium to longer journeys. This shift will require a behavioural change which can require a 'carrot and stick' approach. The implementation of parking controls within Musselburgh will provide a demand reducing measure that would fall within the Scottish Government's ambitions to reduce car kilometres.

4.2.40 For Musselburgh specifically, the East Lothian LDP and Musselburgh Town Centre Strategy outline the current weaknesses and challenges facing the local high street. High traffic volumes, poor air quality, and difficulty in finding parking was identified as key weaknesses and threats to the vitality of the local centre. The implementation of parking controls will help manage parking demand, improving the availability of parking spaces and reducing the number of cars driving to the centre.

Outputs

Musselburgh Parking

Impact Assessment

5 Outputs

5.1 Overview

5.1.1 This section outlines the parking interventions proposed by East Lothian Council and other possible interventions listed within the Inputs section. The policies and case studies previously outlined provide a framework of what parking controls could be implemented in Musselburgh. Figure 5-1 and Figure 5-2 below display the recommended parking interventions for Musselburgh.

Figure 5-1: Recommended parking measures in Musselburgh – Western Section

Figure 5-2: Recommended parking measures in Musselburgh – Eastern Section

5.1.2 The following outputs are currently under consideration for off-street car parking

- Off-street medium-stay parking at a cost of £0.50 per 30 minutes with a max stay of 6 hours at Kerr's Wynd, Shorthope Street, Ladywell, Newbigging and Musselburgh Sports Centre car parks. Sports centre users will be able to park free for up to 90 minutes.
- Off-street long-stay parking at a cost of £0.50 per 30 minutes with a max charge of £5 per stay on Olive Bank Road, Fisherrow Harbour, and Gracefield car parks.

5.1.3 The following outputs are currently under consideration for on-street parking

- On-street short-stay parking on North High Street (between Lochend Road North and South Street), South Street, Bridge Street and Ladywell Way. It is proposed that short-stay charges will be free for the first 45 minutes, £1 for 75 minutes, and £2 for up to 90 minutes.
- On-street short-stay parking on High Street. It is proposed that short-stay charges will be free for the first 30 minutes, £1 for next 30 minutes, and £2 for up to 90 minutes.
- On-street medium-stay parking at a cost of £0.50 per 30 minutes with a max stay of 6 hours. The medium-stay parking area will cover several streets in both east and west of the town, including parts of New Street, Promenade, Mountjoy Terrace, North High Street (between Ladywell Way and Eskside West), Millhill, and Linkfield Road.
- On-street long-stay parking zone at a cost of £0.50 per 30 minutes with a max charge of £5 per stay. The long-stay parking area will cover several streets in the west of the town, including parts of New Street, Market Street, and Eskside West.
- Introduction of two Residential Permit Parking zones. The eastern permit zone will cover most streets north of Inveresk Road and streets west of Loretto Senior School, up to the River Esk and the coastline. The western permit zone will cover most streets north of Olive Bank Road and streets east of Fisherrow Harbour, up to the River Esk and the coastline.

5.1.4 The selection of parking interventions will be determined by the economic impact model outlined in the subsequent chapters and the results of public consultation.

Outcomes

Musselburgh Parking

Impact Assessment

6 Scheme Outcomes

6.1 Introduction

6.1.1 This section provides analysis and appraisal of the expected potential outcomes of introducing the parking management scheme described in Section 5. 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

6.1.2 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.

6.1.3 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 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.

6.2 Environment

6.2.1 The environment criteria is made up of the following sub-criteria:

- Biodiversity and Habitats
- Geology and Soils
- Land Use (including Agriculture and Forestry)
- Water, Drainage and Flooding
- Air Quality

- Historic Environment
- Landscape
- Noise and Vibration

6.2.2 Among these sub-criteria, only air quality and noise will be applicable to the proposed parking measures. The proposed measures would have no impact on the other sub-criteria and are therefore excluded from the appraisal. In terms of air quality, it is expected that the introduction of parking charges and management measures will have a minor positive impact.

6.2.3 Academic research have shown that increased parking charges in urban centres increases the likelihood of car-users changing modes and using public transport, as well as displaces parking demand to other areas outside of the urban centre[4,5]. This research also shows these measures reduce cruising for parking and reduces congestion. In the local context of Musselburgh, these changes would likely have the following local impacts on travel behaviour.

- There would be a reduced driving mode share for trips to the town centre. As shown in the strategic context, around half of the resident population in Musselburgh can access the town centre within a 15-minute walk. Additionally, there are many bus services operating at a high frequency that provide good public transport connectivity to the town centre. Therefore, it can be expected that a portion of town centre visitors will switch to using more sustainable modes.
- More drivers will choose to park outside of the main High Street. The proposed parking measures will make some car parks just outside the High Street cheaper than the short-stay on-street parking on the High Street. This provides adequate alternatives for parking to be displaced to other areas. Displacement of parking spaces to areas just outside the High Street would reduce the number of vehicles driving onto the High Street for parking.
- There would be a reduction in the number of vehicle kilometers travelled associated with cruising to find a parking space on the High Street, as duration limits and charges will improve turnover and availability of spaces here.
- Introduction of resident permit schemes will limit town centre visitor traffic spilling over on residential streets to find parking.

6.2.4 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 6-1 shows the MECs in pence per vehicle km by vehicle type. We have assumed Musselburgh 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 Air Quality and Noise impacts.

[4] 'The impact of parking pricing on mode choice' - Natasa Vidovic, Jelena Simicevic (2023)

[5] 'Parking demand and responsiveness to supply, pricing and location in the Sydof ney central business district' – David A. Hensher, Jenny King (2001)

Table 6-1: 2025 - Marginal External Costs by Vehicle based on Other Urban category (pence per vehicle km, 2023 prices, 1 d.p.),

	Cars		LGVs		Rigids (Lorry)		Articulated (Lorry)	
Cost type	**A roads**	**Other Rds**	**A roads**	**Other Rds**	**A roads**	**Other Rds**	**A roads**	**Other Rds**
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
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

6.2.5 The travel behaviour changes will have a **minor positive impact** on air quality and noise. At a general level, reducing car mode share will broadly reduce vehicular-emissions and improve air quality in Musselburgh overall. At place-specific level, displacing vehicles outside the town centre will reduce the number of vehicles driving onto the High Street looking for parking. This would improve local air quality and noise in an area with higher shopping footfall and density of activities, thereby reducing pedestrian exposure to vehicle emissions. The impact on local air quality and noise will also be beneficial on residential streets where a resident permit scheme will be introduced, as external shopping traffic will no longer enter residential areas to park.

6.3 Climate Change

6.3.1 The climate change criteria is made up of the following sub-criteria:

- Greenhouse Gas Emissions
- Vulnerability to the Effects of Climate Change
- Potential to Adapt to the Effects of Climate Change

6.3.2 The impact on greenhouse gas emissions is the only relevant sub-criteria to the introduction of parking charges. As noted above, there is academic evidence to suggest that the introduction of parking charges would support an increase in the share of sustainable transport model used to access the town centre. This is applicable to Musselburgh as the town has numerous internal bus connections, as well as external services to neighbouring towns.

6.3.3 Table 6-1 shows the MECs in pence per vehicle km by vehicle type. 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 Greenhouse Gases impacts.

6.3.4 Therefore, the modal shift from cars to other sustainable modes of transport would be expected to reduce greenhouse gas emissions associated with driving. Given the scale of the parking charges being introduced, and the provision of alternative cheaper parking outside of the town centre area, the degree of modal shift expected to occur would likely be modest. Therefore, it is expected that the proposed scheme only would have **minor positive impact** on Greenhouse Gas Emissions.

6.4 Health, Safety and Wellbeing

6.4.1 The Health, Safety and Wellbeing criteria is made up of the following sub-criteria:

- Accidents
- Security
- Health Outcomes
- Access to Health and Wellbeing Infrastructure
- Visual Amenity

6.4.2 Among these sub-criteria, the proposed parking measures are not expected to have any impact on security and visual amenity. The remaining sub-criteria are discussed below:

Accidents

6.4.3 It is expected that there would be a minor to moderate beneficial impact on accidents and safety resulted from the introduction of parking management and charges. This impact is expected because the existing strategic context has shown that there is a significant degree of illegal stopping across the town and High Street. This includes parking on double-yellow lines and zig-zag markings at pedestrian crossings.

6.4.4 These parking behaviours poses a potential safety risk. This is because illegal parking can impede the flow of vehicular traffic and reduce visibility for both drivers and pedestrians looking to cross the road. In addition, pavement parking (which is prohibited in Scotland), can block pavements and force pedestrians onto the carriageway, creating additional conflict between pedestrians and vehicles.

6.4.5 The proposed parking measures would have the following impact on illegal stopping, thereby reducing the associated safety risks:

- Increased availability of legal stopping and parking places would decrease the attractiveness of stopping in non-permissible locations, as legal spaces are more easily available.
- Increased enforcement action and presence of parking officers would act as a deterrent for illegal parking.

6.4.6 Table 6-1 shows the MECs in pence per vehicle km by vehicle type. 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 Accident impacts.

6.4.7 **Minor to moderate beneficial impacts** are expected. This is because the existing scale of the illegal parking problem, and the likely impact of regular enforcement of parking measures and kerbside restrictions.

Health Outcomes

6.4.8 As noted above, academic research have shown that increased parking charges in urban centres increases the likelihood of car-users changing modes. It is expected that some of the mode-shift would be towards active travel modes, mainly walking and cycling. This is expected as Musselburgh is a compact town, and many residential areas are within 15 minutes walking or cycling distance from the town centre.

6.4.9 It is well understood that increasing the uptake of walking and cycling at a population level can have substantial health and wellbeing benefits. Given the scale of the parking charges being introduced, and the provision of alternative free parking outside of the main town centre area, 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.

Access to Health and Wellbeing Infrastructure

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

- Musselburgh Sports Centre
- Fisherrow Links Park (Sports Grounds and Children's Play Area)
- Esk Medical Centre

6.4.11 Medium-stay parking charges are proposed for Musselburgh Sports Centre Car Park. However, it is expected that under the current proposals, sports centre users will be able to park free for up to 90 minutes. Therefore, there is not expected to be any impact on facility users accessing this car park. Therefore, there is not expected to be any impact on access to this facility because of the parking proposals.

6.4.12 Fisherrow Links Park does not have dedicated off-street car park, but the closest parking locations are on Mountjoy Terrace, Links View, New Street, and Gracefield Car Park. Parking charges are proposed for all the above locations, which means there will be a slight negative impact on access to the sports fields and play area due to the increased parking cost compared to the current situation. However, these locations are to be subject to the cheaper medium-stay and long-stay parking charges, which are affordable compared to short-stay parking on the main town centre streets. Additionally, the park is within 250 to 300 metres from the nearest bus stops on North High Street, with a decent number of high frequency bus services.

6.4.13 Esk Medical Centre has a private car park to the rear of the facility, where charges cannot be introduced by ELC. The centre is also adjacent to the public Ladywell Way Car Park and on-street parking on Ladywell Way, where parking charges are proposed. The introduction of parking charges in the neighbouring car park and streets will have slight negative impact on access due to the increased cost of some parking options compared to the current situation. This impact would be removed entirely if the facility's private car park was available for facility users, which has not been confirmed. Additionally, the facility is approximately 180-250 metres from the nearest bus stops on North High Street, with a decent number of high frequency bus services providing access by public transport.

6.4.14 There is no impact on parking access for Musselburgh Sports Centre. For the remaining facilities, introducing parking charges may slightly reduce access due to slightly increased parking costs, but parking remains widely available in the area and the charges proposed are relatively affordable compared to the centre of town. Additionally, the location of these facilities means they remain accessible by walking, cycling, or public transport, providing good alternative access options. Therefore, only a **minor negative impact** is expected for access to health and wellbeing facilities.

6.5 Economy

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

Transport Economic Efficiency

6.5.2 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. Considering the scope and scale of the proposed measures, the following section will examine the impact of the parking charges on local travel delay and congestion, and on public expenditure and revenue.

Local Travel Delay and Congestion

6.5.3 The current parking situation in Musselburgh is likely causing increased congestion and travel delay, as drivers cruise to find suitable parking. When drivers cannot immediately find a vacant parking space, they are likely to drive and circle around the town for a parking space. This in turn increases the amount of traffic on a road and adds additional pollution to a town centre. One academic model suggests that cruising for a free parking space can reduce efficiency[6]. Similarly, commercial vehicles often require space to load/unload closer to their destinations, as delivering large cargo is more cumbersome. This would result in excess cruising for commercial vehicles as they have more specific requirements for parking. A study conducted in Seattle[7] on the effects of commercial vehicle cruising suggests that most vehicles cruised for an average of 5.8 minutes.

[6] 'An integrated model of downtown parking and traffic congestion' - Richard Arnott, Eren Inci (2006), pp. 418-442

[7] 'Do commercial vehicles cruise for parking? Empirical evidence from Seattle' - Giacomo Dalla Chiara, Anne Goodchild (2020)

6.5.4 However, if a parking fee is implemented at the optimal level to discourage cruising, then there are no welfare losses recorded. This allows for an authority to collect revenues with no burden at all[8]. The model in Figure 6.1 shows how a parking fee being implemented at an optimal level can reduce the level of cruising, so no welfare losses are recorded. This would allow Musselburgh to collect revenue with no burden at all.

6.5.5 Panel A of Figure 6.1 shows the current cost of driving to town means that demand for parking in the town centre is exceeding supply. Because supply is limited, the difference between the maximum supply and the actual demand creates inefficiency in the form of drivers cruising around for spaces. If parking charges were introduced, demand for parking in the town centre would fall to the same level as the supply. The economic inefficiency caused by cruising would be eliminated and the value of that inefficiency turned into additional parking charge revenue for East Lothian Council instead.

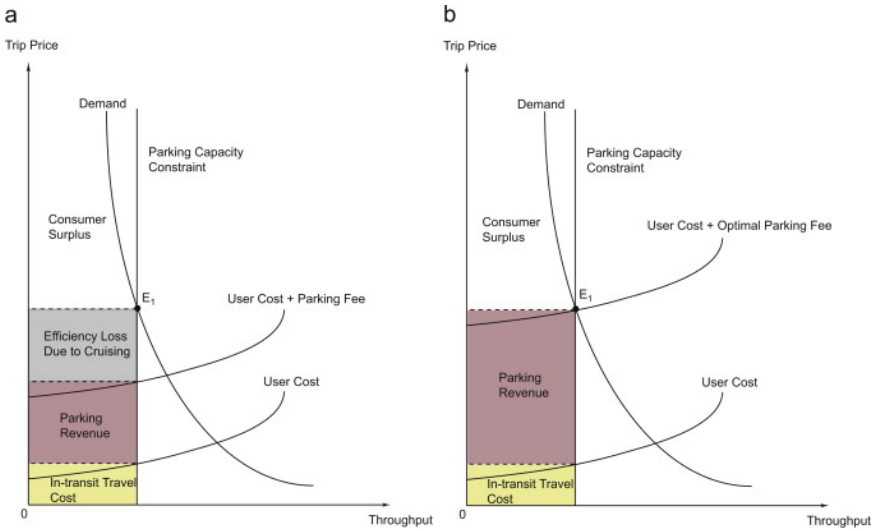

Figure 6-1: Economic model of optimal parking charge levels[9]

6.5.6 This, however, needs to be implemented across both on street and off-street parking. This is because off-street parking would be considered a perfect substitute as it would be cheaper. If suitable alternative parking is not provided, drivers will continue to look for the cheapest parking options, which could lead to cruising[10].

[8] 'A review of the economics of parking' - Eren Inci (2015)

[9] 'A review of the economics of parking' - Eren Inci (2015)

[10] 'Regulating on-street parking' - Edward Calthrop, Stef Proost (2006)

6.5.7 Table 6-1 shows the MECs in pence per vehicle km by vehicle type. 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 impacts.

6.5.8 Given the scale of the parking measures being introduced, and that driving to the town centre is expected to be more likely to be displaced to outside areas rather than eliminated, a **minor positive impact** is expected.

Public Expenditure and Revenue

6.5.9 The introduction of parking management measures, parking charges, and additional enforcement, will have financial impact on East Lothian Council in terms of capital and operation expenditure, along with revenue from parking charges, selling of resident permits, and enforcement notices.

6.5.10 Financial impacts of the proposed measures in Musselburgh have been estimated through an update financial model, which was originally developed to assess the financial impact of parking charge measures in North Berwick in 2024. Further details on the model development, functionality, and calculation methodology is described in the Business Case for Musselburgh's Parking Management Measures. Table 6-2 summarises the forecast financial impact of the parking charge measures over a 10-year appraisal period, including all capital expenditure, operational expenditure, and revenue sources.

Table 6-2: Summary of Impact of Parking Management Measures on expenditure and revenue for East Lothian Council budgets.

Item	10yr Total Modelled Costs / Income (£)
Costs	
Capital Cost (including risk)	776,000
Operating Costs (including risk)	2,270,000
Total	**3,046,000**
Income	
Parking Charges	3,922,000
Enforcement Income	658,000
Permit income	829,000
Total	**5,409,000**
Net Position Over 10-Years	**2,363,000**

6.5.11 Overall, this shows that East Lothian Council is expected to recuperate capital and operational costs associated with the introduction and running of the parking management scheme, with a surplus of around £236,000 per annum for the council finances. These forecasts are subject to a degree of

uncertainty, based on the variability in the assumptions used in forecasting. Therefore, the impact on public expenditure and revenue is expected to be **moderately beneficial.**

Wider Economic Impacts

6.5.12 Wider economic impacts has a broad definition covering any economic impacts not directly related to transport user benefits. In the context of Musselburgh and the proposed parking measures, the most likely area of wider economic impacts would be on 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.

6.5.13 A review of academic evidence notes that there was no systematic relationship between parking provision and the economic performance of urban centres[11]. Academic evidence suggests that when new parking charges are introduced in urban centres, many more drivers prefer to switch modes or parking locations than to change trip destination or avoiding travel entirely[12,13]. Furthermore, it is worth noting that shoppers and visitors are typically less sensitive to parking charges than people driving for work[14]. This makes sense, as commuters would be regularly required to pay for parking for the duration of their work day, whereas shoppers are generally more flexible and not impacted by charges every day. Overall, this evidence suggests the impact of parking charges on the number of shoppers is likely to be neutral.

6.5.14 It is acknowledged that there is often concern among residents and businesses that the introduction of parking charges will cause people to choose to avoid visiting the town centre or choose to travel to other destinations to shop. However, it is worth noting that the retail and services offering in Musselburgh town centre would be markedly different to those provided by out-of-town supermarkets and retail parks. Therefore, the attractors for visiting the High Street would be different from out-of-town retail offerings, thereby making parking charge measures less likely to displace shoppers to other locations.

6.5.15 Additionally, although there is often concern from local businesses on the impact of parking charges on footfall and economic viability of local high street, there is evidence to suggest these impacts are often overestimated. Businesses often overestimate how many customers travel by car to reach them[15], with some overestimating the share of shoppers coming by car by as much as 400 percent [16]. A survey of businesses and customers[17] in Bristol found that retailers thought only 12 percent of their customers lived within a half mile radius, when in fact 42 percent lived in this nearby area. Furthermore, most businesses believed cars were the most frequent mode of arrival, when in fact walking was the most popular. Businesses also

[11] 'The evidence base for parking policies—a review' - Greg Marsden (2006)

[12] 'The impact of parking pricing on mode choice' - Natasa Vidovic, Jelena Simicevic (2023)

[13] 'Parking demand and responsiveness to supply, pricing and location in the Sydney central business district' – David A. Hensher, Jenny King (2001)

[14] 'The effect of parking charges and time limit to car usage and parking behaviour' - Jelena Simićević, Smiljan Vukanović, Nada Milosavljević (2013)

[15] 'Parking Policy' in Parking Issues and Policies (Chapter 2) - Greg Marsden (2014)

[16] 'The relevance of parking in the success of urban centres - A review for London Councils' - Sophie Tyler, Giles Semper Peter Guest, Ben Fieldhouse (2012)

[17] 'Shoppers and how they travel - Liveable Neighbourhoods Information Sheet LN02' – Sustrans (2006)

believed parking would elevate the shopping experience, when in fact shoppers said less traffic and more street area improvements would improve the overall experience.

6.5.16 The proposed parking measures in Musselburgh will generally improve the availability and provision of parking by organising parking by duration. This has the impact of making the high street an easier and more coherent place for drivers to find parking. The proposed 30-minute free parking period on the high street would increase parking turnover and availability here. A review of existing research has shown that increasing parking turnover can increase visitor numbers to local centres[18]. Additionally, improving the organisation and ease of finding parking would improve the overall access experience for shoppers, potentially increasing visitor numbers.

6.5.17 However, there is a degree of uncertainty that must be acknowledged. The economic viability and vitality of the town centre is influenced by many interacting factors beyond the availability and price of parking. Importantly, parking is not the only consideration for people choosing whether to visit a particular local centre. If the mix of shops and services, along with quality of street environment, are poor, then parking provision is unlikely to be the major constraint to visitor numbers[19].

6.5.18 Assuming external economic factors remain constant, it would be expected that the impacts on the parking measures on wider economic factors would either be **neutral or have minor beneficial impacts**.

6.6 Equality and Accessibility

6.6.1 The Equality and Accessibility criteria is made up of the following sub-criteria:

- Public Transport Network Coverage
- Active Travel Network Coverage
- Comparative Access by People Group
- Comparative Access by Geographic Location
- Affordability

6.6.2 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.

[18] 'The relevance of parking in the success of urban centres - A review for London Councils' - Sophie Tyler, Giles Semper Peter Guest, Ben Fieldhouse (2012)

[19] 'The relevance of parking in the success of urban centres - A review for London Councils' - Sophie Tyler, Giles Semper Peter Guest, Ben Fieldhouse (2012)

Comparative Access by People Group

6.6.3 Upon review of the proposed parking measures, it is expected these are most likely to have accessibility impacts for the following people groups:

- Disabled persons, including both disabled drivers with blue-badges, and those walking or wheeling.
- Deprived groups without alternatives to driving to the High Street.

6.6.4 The following section will provide evidence and justification for the appraised impacts for these specific people groups.

Disabled Persons and Those with Reduced Mobility

6.6.5 The parking measures are expected to increase the turnover and availability of parking in the town centre. Apart from designated disabled parking bays, blue badge holders may park in any paid parking bay free of charge. Therefore, increasing general parking availability would make it easier for disabled drivers with blue badges to find parking. This would improve access for disabled persons, and particularly disabled persons with reduced mobility, as it provides more options for these people groups to park closer to their destination.

6.6.6 This is supported by academic evidence which suggests short-term parkers, car-poolers, those who have difficulty walking, and those who attach a high value on saving time are more likely to park in more convenient parking spaces. Meanwhile long-term parkers, solo drivers, those who love walking, and those who attach low value on saving time are expected to move towards more distant parking spaces[20].

6.6.7 Increased enforcement and availability of legal parking would reduce occurrence of pavement parking. This has a beneficial impact for disabled persons walking or wheeling, as pavements are less likely to be blocked by vehicles in a way that blocks wheelchairs or other mobility aids from passing. This makes accessing businesses and facilities on the High Street easier for this people group. The scale of the impact is expected to be **moderately beneficial**.

Car-Dependent Economically Deprived Groups

6.6.8 Introducing parking charges could potentially disproportionately impact access to Musselburgh town centre for economically deprived groups who are car dependent. However, the proposed parking measures provide for cheaper medium-stay parking and long-stay parking around the town centre. This provides affordable alternative parking provision within a short walking distance of the main shopping and activity areas. Therefore, the proposed measures are only expected to have a **minor negative impact** for access to the town centre for this specific people group.

[20] 'Getting the Prices Right' - Gregory Pierce & Donald Shoup (2013)

Affordability

6.6.9 The introduction of parking charges will reduce the affordability of driving into the town centre. However, the negative impact of parking charges is balanced by a range of parking provisions being proposed. This includes a 30-minute free parking period in the main town centre streets, with cheaper medium-stay and long-stay parking in car parks and streets surrounding the town centre. These provide a range of alternative parking provisions that are relatively more affordable. Therefore, there is expected to be only a minor negative impact on the affordability of driving into the town centre.

6.6.10 In terms of the resident permit parking proposals, the permit prices are proposed to be relatively affordable. Therefore, the introduction of a resident permit scheme is expected to have a **minor negative impact** on the affordability of parking resident vehicles on the public highway in certain areas.

6.7 Appraisal Impact Summary

6.7.1 Table 6-3 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, 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. Wider Economic Impacts are expected to be at least neutral.

6.7.2 There were some negative impacts expected in terms of access to health and wellbeing infrastructure, affordability and accessibility for car-dependent economically deprived groups. However, the impacts were balanced by the affordable alternative parking provision being proposed and the level of public transport connectivity in the area, so the scale of the impact would only be minor.

Table 6-3: 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 carparks or streets 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, including on double-yellow lines and zig-zag markings at pedestrian crossings. Increased parking availability would decrease the attractiveness of illegal stopping locations, and increased enforcement would act as a deterrent.

STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale		Description
	Health Outcomes	+	Minor positive impact	Parking charges will likely result in some people who previously drove or walked to the town centre to switch to walking or cycling instead, bringing associated health benefits.
	Access to Health and Wellbeing Infrastructure	-	Minor negative impact	Introducing parking charges may slightly reduce access at a few sites, but parking remains widely available, and the charges proposed near these sites are affordable. Alternative public transport and active travel options also continue provide decent access to these sites.
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.
		++	Moderate 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 £236,000 per annum from the parking management measures.
	Wider Economic Impacts	0 / +	Neutral to Minor positive impact	In terms of impacts on town centre 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. • There is no systematic relationship between parking and town centre economic performance. There are many other factors impacting the town centre.
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 in the town centre 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 in the town centre could reduce their access. This impact is strongly counter balanced by affordable parking alternatives

STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale	Description
			within a short walking distance or by accessing alternative modes of transport which are readily available in the town.
	Affordability	- Minor negative impact	The negative impact of parking charges is counter balanced by a range of affordable parking provisions being proposed within a short distance of the town centre.

7 Summary

7.1 Overview

7.1.1 This report has made the case for parking interventions by identifying the strategic need for parking interventions through an analysis of desktop evidence, identified inputs for determining the scale of policy and the potential outputs. These support the expected impacts and outcomes identified in this report.

7.1.2 A review of the current strategic context of Musselburgh and its parking situation has been conducted. This has highlighted several key opportunities and problems related to the current parking provision. This included high levels of illegal parking, high parking demand in the town centre, poor air quality, and spare parking capacity being available in off-street car parks located a within short walking distance of the town centre, among others. This has shown the strategic need for intervention to better manage parking provision.

7.1.3 The policy review highlighted there is a clear policy framework and strategic support for the introduction of parking interventions. The proposed measures support the priorities of the Scottish Government's National Transport Strategy 2. At a local level, the proposed interventions would also help alleviate the problems identified in the Musselburgh Town Centre Strategy 2 2019, while capitalising on the opportunities identified.

7.1.4 A qualitative impact appraisal was performed based on the criteria and sub-criteria specified in STAG. To support the robustness of the qualitative appraisal, key academic evidence and justification were provided for the outcomes expected. The key positive impacts are expected to be improved local air quality, improved road safety, reduced in travel delay and congestion, positive impacts on East Lothian Council budgets, and accessibility for disabled blue badge drivers and drivers with reduced mobility. There were some negative impacts expected in terms of access to health and wellbeing facilities, affordability and accessibility for car-dependent economically deprived groups. However, the impacts were balanced by the affordable nature of the proposed charges and free alternative parking provision.

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