

Appendix D

East Lothian Council Parking Review: Tranent Business Case

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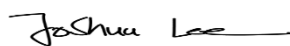
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1 Introduction

1.1 Purpose of document

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

1.2 Town Background

Tranent is one of the oldest towns in East Lothian, approximately 9 miles east of Edinburgh. It had a population of 12,237 in 2022, which is an increase of approximately 5% from 11,642 in 2011. It is located south of the A1, and approximately 9 miles southeast from the centre of Edinburgh. Although previously a mining community, it is now a commuter town for people working in Edinburgh.

1.3 Description of the Scheme

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

The following on-street parking measures are proposed:

- On-street short stay parking on High Street and sections of Winton Place, Church Street and Ormiston Road – this includes 45 minutes free parking, with a maximum stay of 90 minutes at a cost of £2.00. 75 minutes of parking will cost £1.
- On-street medium stay parking and permit parking in central zone (including Bridge Street, New Row, Winton Place, Church Street, Loch Road and Ormiston Road) at a cost of £0.50 per 30 minutes, with a maximum stay of 3 hours, except permit holders.
- There will also be permit holder zones in the South (Covering Harkness Crescent) and North East (covering Forester's View and Balfour's Square) where only permit holders can park.

The following off-street parking measures are proposed:

- Off-street short stay parking at Winton Place this includes 30 minutes free parking, with a maximum stay of 90 minutes a cost of £2.00. 60 minutes of parking will cost £1.
- Off-street medium stay parking at Lindores Drive (45 minutes free), Loch Road and Loch Centre at a cost at a cost of £0.50 per 30 minutes with a maximum stay of 3 hours.
- Loch Centre car park free for 90 minutes parking for users of the leisure centre.
- Loch Centre free short stay parking at Loch Square area adjacent to the medical centre. Maximum stay 45 minutes.
- Free off-street long stay car parking at Foresters Park and the Butts.
- 5-minute maximum stay / waiting time at The George Johnson Centre, except for centre users.

2 Strategic Case

2.1 Policy Context

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

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

2.1.1 National Policy Context

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

Table 2-1: National policies related to parking management proposals in Tranent

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

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

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

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

2.1.2 Regional and Local Policy Context

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

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

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

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

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

2.2 Case for Change

2.2.1 Current Off-Street Parking Provision

Figure 2-1 shows the location of off-street car parks in Tranent. There are five free car parks operated by ELC, four of which are open to the public and one open for staff and users of the George Johnstone Centre only. There is an additional off-street car park (Foresters Park) which is free for public use. These provide a combined total of approximately 190 off-street parking spaces within 350 metres walking distance of the High Street. There are also three other car parks in the area identified, which are intended for facility users or customers only.



Figure 2-1: Car parks in Tranent town centre. Number of spaces available shown in brackets if data is available. Information from East Lothian Council Parking Strategy 2018-2024¹

It should be noted that there have been a number of changes to the car parks in the above figure since the East Lothian Council Parking Strategy was adopted. This means the number and composition of spaces at each site may have changed. This includes:

- The Butts – there are now 21 parking bays.
- Winton Place - there are 12 general parking bays, 2 electric vehicle charging bays, and 1 private car club space.
- Loch Road - Not all the 60 spaces are available; there are 43 general parking bays and 4 electric vehicle charging bays.
- North on Loch Square – there are 8 max stay general parking bays.
- Loch Centre - there are 35 general parking bays, 2 electric vehicle charging bays, and 3 disabled parking spaces.

¹ It should be noted that the Loch Centre is not tied to the leisure centre.

2.2.2 Current On-Street Parking Provision

Most streets in Tranent, which are generally located in residential or rural areas, have unrestricted parking. Various parking restrictions, including on parking duration limits, single-yellow, double-yellow lines, are in place during the daytime on Mondays to Saturdays on several streets in the town centre and high street of Tranent. This includes on High Street, Bridge Street, Loch Road, Church Street, and Winton Place.

Figure 2-2 summarises the number of parking spaces on several selected town centre streets, including the number of loading bays and disabled bays.

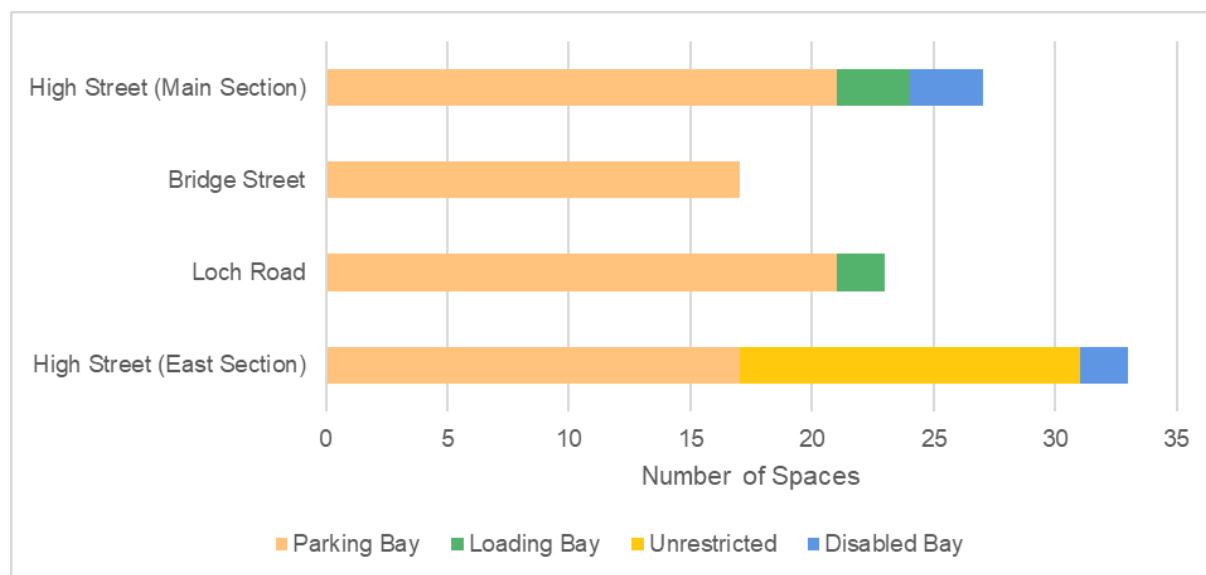


Figure 2-2: Number of legal parking spaces in Tranent Town Centre between 08:30am and 17:30pm.

2.2.3 Current Problems

Parking Demand Exceeds Supply on High Street

On-street parking surveys on several Tranent streets were conducted on May 26, 2022. Figure 2-3 shows the number of vehicles parking on surveyed streets in every 10-minute period between 07:00am and 19:00pm, as a percentage of legal parking spaces available.

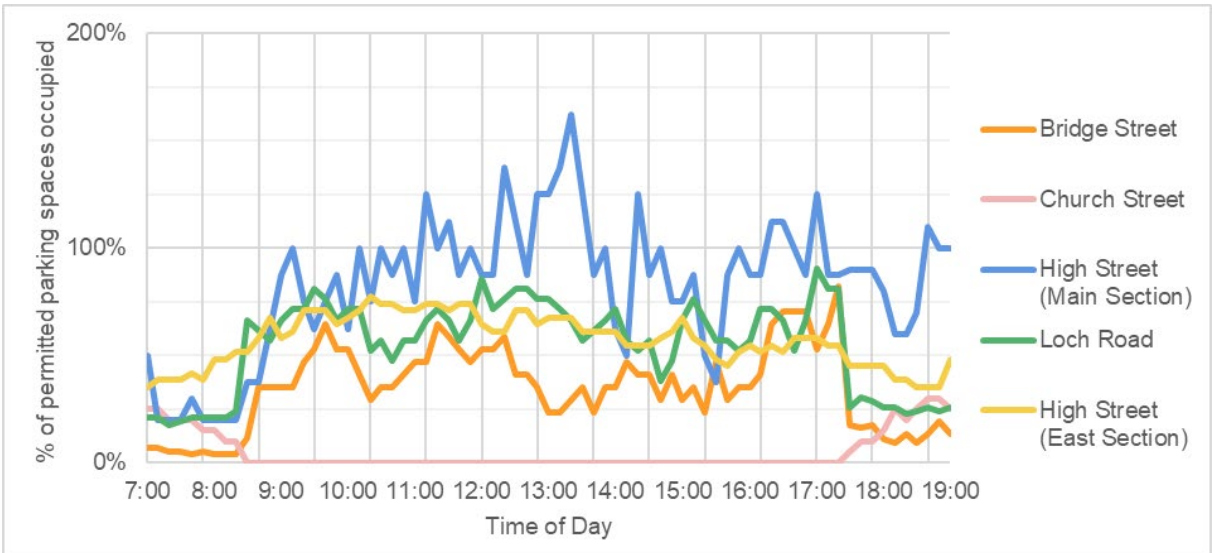


Figure 2-3: Percentage of legal spaces occupied by parked vehicles on streets around Tranent Centre, by time of day. From May 2022 on-street parking survey.

Parking demand on the central High Street section was high, and the number of vehicles parking exceeded the street’s capacity at several points during the day. When parking occupancy is 100 percent, this shows that some vehicles are parking where not permitted, such as on loading bays, bus stops, or double-yellow-lines. Throughout the day there were a number of spikes in demand which could indicate higher proportion of vehicle turn-over in short periods of time.

Illegal Parking and Loading/Unloading

On-street parking surveys, conducted on May 26, 2022, recorded many instances of vehicles loading or unloading illegally on Tranent High Street. Figure 2-4 shows the percentage of loading or unloading stops on each street according to the kerbside restrictions in place, excluding passenger pick-ups and drop-offs.

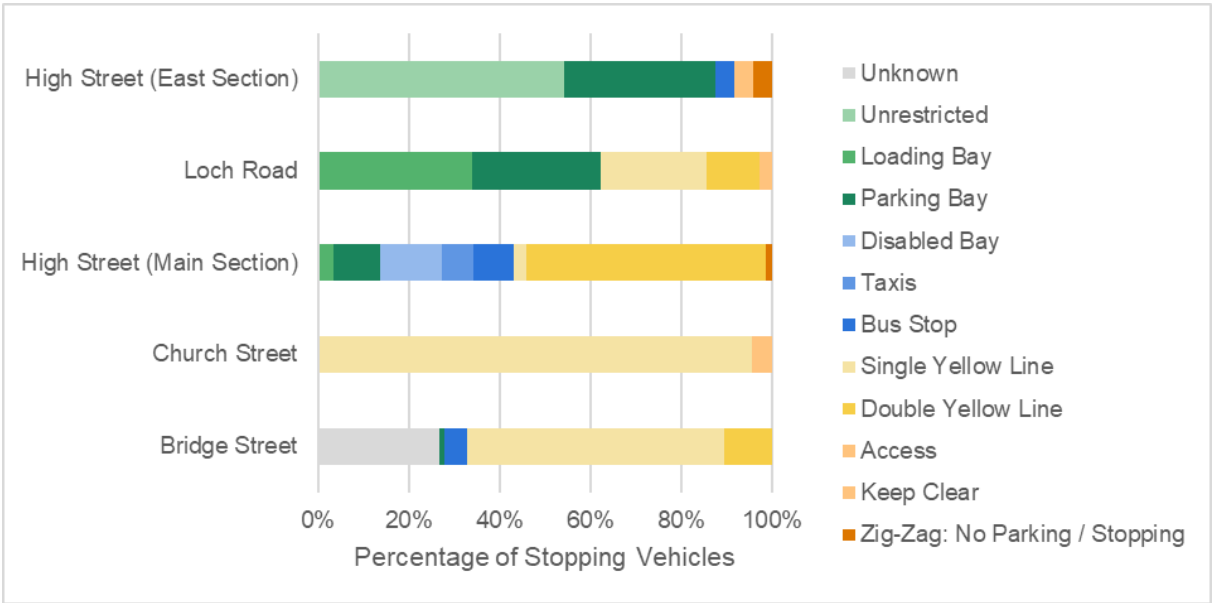


Figure 2-4: Distribution of where vehicles stopped in Tranent town centre, by kerbside restrictions in place. From May 2022 on-street parking survey.

This shows that a significant percentage of loading and unloading is taking place on Double Yellow Lines on the High Street's main section. This is likely worsened by high parking demand, which reduces the supply of legal stopping places and blocking of loading bays by parked vehicles. Importantly, illegal parking can present a safety risk and potentially block the flow of traffic on the High Street.

Higher Than Average Car Usage

According to the 2011 Scottish Census, Tranent has a higher proportion of residents driving to work than East Lothian or Scotland overall. 62 percent of Tranent residents drove to work, compared with 57 percent in East Lothian and 56 percent in Scotland. Car ownership amongst Tranent households is also higher than average compared to Scotland, with 81 percent of households having access to at least one car in Tranent, compared with 74 percent in Scotland. This shows that private cars are a major method of transport for the town's residents.

2.2.4 Opportunities

Better Use Spare Parking Capacity Near the High Street

Entry and exit surveys were undertaken on off-street parking locations around Tranent town centre on May 26, 2022. Figure 2-5 shows the percentage occupancy of the five East Lothian Council public car parks in Tranent town centre recorded in the survey.

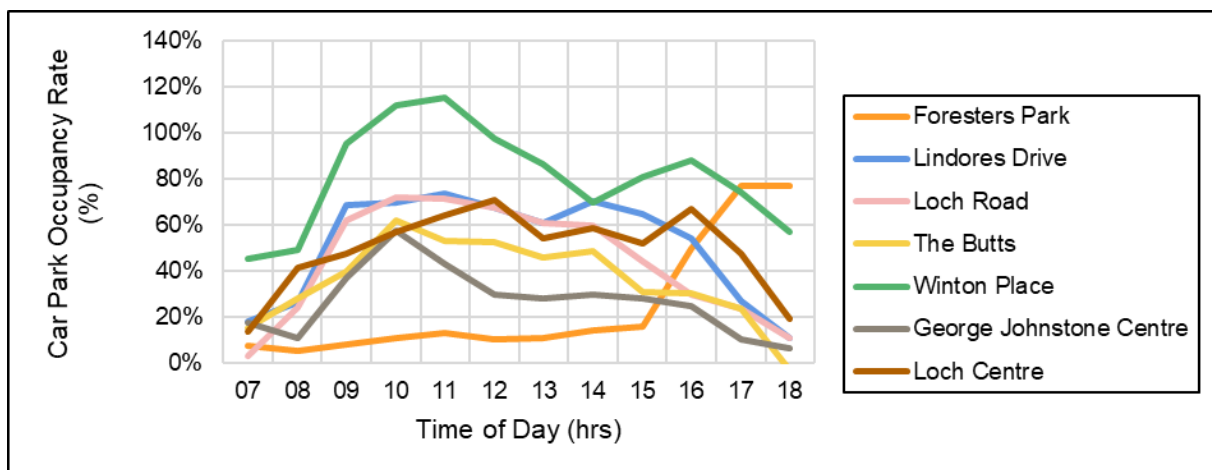


Figure 2-5: Occupancy rate of off-street car parks around Tranent Centre, by time of day. From May 2022 off-street entry-exit parking survey.

Apart from Winton Place, all other off-street car parks located close to the High Street were well within capacity. This means there are many spare car parking spaces available within a close walking distance of the town centre. Therefore, this is an opportunity to better use the spare capacity on certain off-street car parks through introducing a parking charge and management scheme that directs certain users to park in areas with more capacity.

Make Parking in Tranent Better Organised by Duration

Based on the parking survey conducted on May 26, 2022, Figure 2-6 shows the cumulative distribution of how long people parked in Tranent Town Centre, by street. Steeper curves indicates that a larger percentage of vehicles are parking for shorter durations, whereas gentle curves indicate

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greater percentages of vehicles parking for longer periods. This is broken down in further detail in Table 2-3.

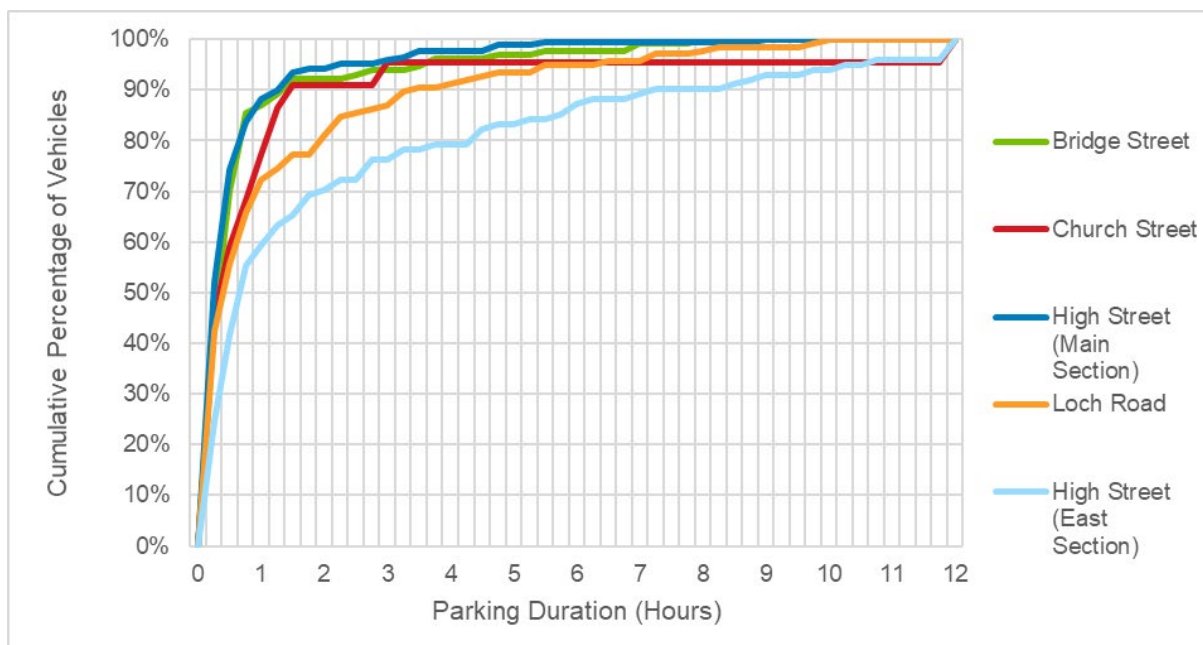


Figure 2-6: Cumulative distribution of surveyed parking durations in Tranent Town Centre. From May 2022 on-street parking survey.

Table 2-3: Number and percentage of surveyed vehicles by duration parked.

Street	Value	Minutes Parked						
		<15	<30	<45	<60	<75	<90	Total (<12hrs)
Bridge Street	Number of Vehicles	58	91	111	113	116	120	130
	% of Total Surveyed	45%	70%	85%	87%	89%	92%	100%
Church Street	Number of Vehicles	10	13	15	17	19	20	22
	% of Total Surveyed	45%	59%	68%	77%	86%	91%	100%
High Street (Main Section)	Number of Vehicles	89	127	143	151	154	160	171
	% of Total Surveyed	52%	74%	84%	88%	90%	94%	100%
Loch Road	Number of Vehicles	58	76	90	99	102	106	137
	% of Total Surveyed	42%	55%	66%	72%	74%	77%	100%
High Street (East Section)	Number of Vehicles	25	42	56	60	64	66	101
	% of Total Surveyed	25%	42%	55%	59%	63%	65%	100%

Parking durations were varied across the town centre. 75 percent of people parking in the mains action of the High Street typically only stayed for less than 30 minutes, while 58 percent of people parking on streets slightly outside the town centre stayed for longer than 30 minutes.

Organising parking in the town centre by stay duration is an opportunity to make parking in Tranent more coherent. It will direct drivers who want to park for longer periods towards specific streets and car parks where there is more capacity available. This will ensure that there are enough available parking spaces to cater for people wanting to park briefly on the High Street, where there is the most demand for parking and the fewest available spaces.

Improve Availability of Parking for Blue-Badge Holders

In the on-street parking survey, many of the vehicles stopped in disabled parking bays on the High Street were loading or unloading. Although the survey did not record if the loading/unloading vehicle displayed a blue-badge, only 18 percent of vehicles using disabled bays on the survey date used them for parking. It is possible that high demand for parking on the High Street overall means that some parking is spilling over into the disabled parking bays.

Improving the availability of parking in the main High Street section will reduce the likelihood of other users spilling over and occupying the disabled parking bays, increasing their availability. Parking management will also mean there are generally more available parking spaces for blue-badge holders. Importantly, blue-badge holders can park in on-street pay-and-display spaces without charge or time limits, so increasing the availability of parking on the High Street overall will make it easier for blue-badge holders driving to the town centre to find parking close to where they need to go.

Support the Local High Street Offering

Economic activity in Tranent is concentrated around the High Street, with high traffic and pedestrian demand in this area. However, footfall surveys show that the number of weekly visitors to the High Street has fallen by around 11 percent between 2016 and 2022.

Introducing parking management is an opportunity to improve the High Street offering. It would reduce the number of vehicles driving to the town centre and cruising around to find a parking spot. Reduced traffic will make the High Street a more comfortable place to visit, dine, and shop. For those driving to the High Street, parking charges will make it easier to find a parking space, making visiting the High Street easier.

Encourage People to Walk and Cycle Within Tranent

Figure 2-7 shows the area of Tranent that can be reached from the High Street within a 15-minute walk. This shows the Tranent is a compact town where most residents can walk or cycle to the High Street within 15-minutes. Introducing parking charges would provide an opportunity to encourage people to walk or cycle to the Town Centre as a sustainable alternative to driving.

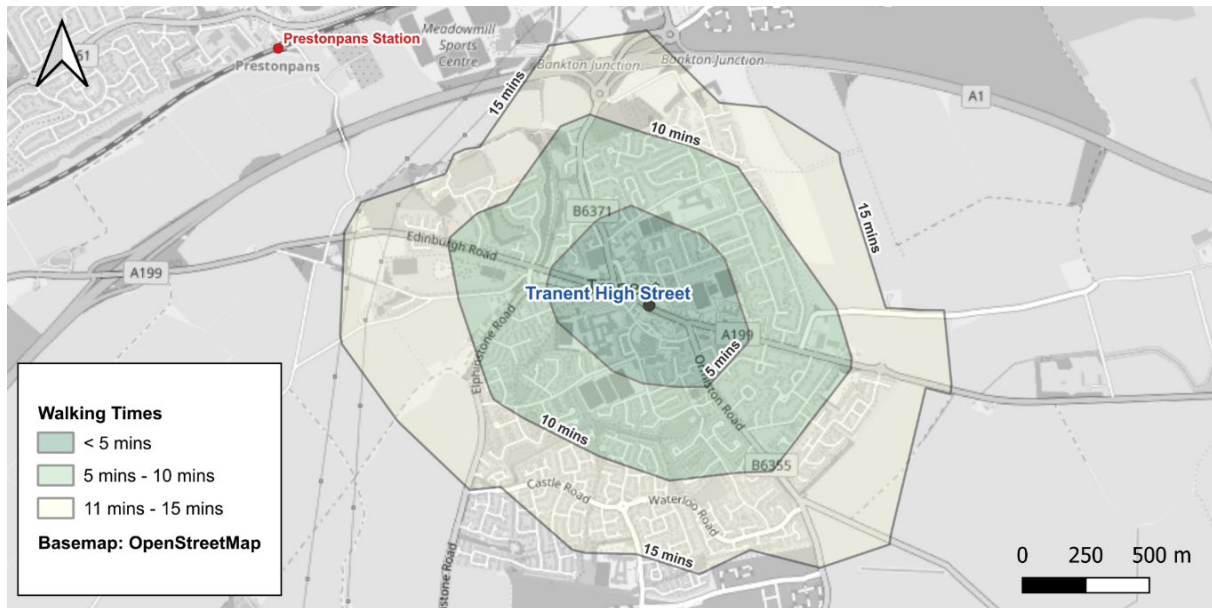


Figure 2-7: Area accessible within 15 minutes walking distance of Tranent High Street. Analysis using OpenRouteService API.

2.3 Project Objectives and Theory of Change

2.3.1 Objectives

This section sets out the specific objectives and outcomes for the project. These define what the project aims to achieve. Several objectives have been set and achieving them will help to achieve the strategic outcomes of the scheme. The East Lothian Council objectives and specific objectives for Tranent are outlined in Table 2-4.

Table 2-4: Overarching and Tranent specific objectives of the scheme

Overarching Programme Objectives	Tranent Specific Objectives	Context Behind this Objective
Environmental Improvements	Encourage a modal shift away from the private car and towards more sustainable modes of travel	There is a strategic need particularly at the national and regional level to discourage use of the private car.
	Improve air quality and reduce pollution	Tranent is not in an air quality management zone, but if traffic volumes increase this could worsen air quality. There is also no 'safe' level of air pollution, so any improvement to air quality is positive.
Economic Growth	Increase footfall in the town centre	There has been a significant reduction in footfall in Tranent. Improving parking availability will make it easier for people to visit the High Street.
Place based improvements	Revenue generated from parking charges to be reinvested in Tranent public spaces/services	The significant amount of revenue that the scheme is estimated to generate will enable to council to reinvest in the region and improving public services. This while also improving local air quality by discouraging the use of the private car.
Improve parking conditions	Increase parking availability	By making parking more expensive it will discourage parking those who do not need to park on High Street, directing them to dedicated

Overarching Programme Objectives	Tranent Specific Objectives	Context Behind this Objective
		medium or long-stay car parks or encouraging them to walk, cycle, take the bus. This will free up parking spaces for those who need to park on the High Street close to their destination, including blue-badge holders.

2.3.2 Theory of Change – Logic Map

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

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

The main components of the logic chain are:

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

A high-level Theory of Change / logic map for the parking interventions is shown in Figure 2-8. The expected outcomes and impacts outlined in the Theory of Change have been used the direction of the impact assessment for the study.

Strategic Need (Summary)
• Higher than average levels of car usage by residents of Tranent • Demand for parking often exceeds supply on Tranent High Street, leading to instances of illegal parking. • Other streets and off-street car parks within walking distance of the High Street have spare parking capacity, which can be better utilised to ease pressure on the High Street. • Illegal stopping and waiting is occurring on the High Street. Many vehicles are loading and unloading outside of designated loading bays, sometimes illegally. • The compact nature of Tranent's built layout means most residents can walk or cycle to the High Street within 15 minutes, providing the opportunity to encourage active travel. • Organising parking in the town centre by stay duration is an opportunity to make parking in Tranent more coherent and make more spaces available on the High Street for short stops. • Parking management provides an opportunity to make it easier for blue-badge holders to park closer to their destination. • This is an opportunity to make it easier for people to park on the High Street and improve the town centre environment by reducing vehicle traffic volumes.



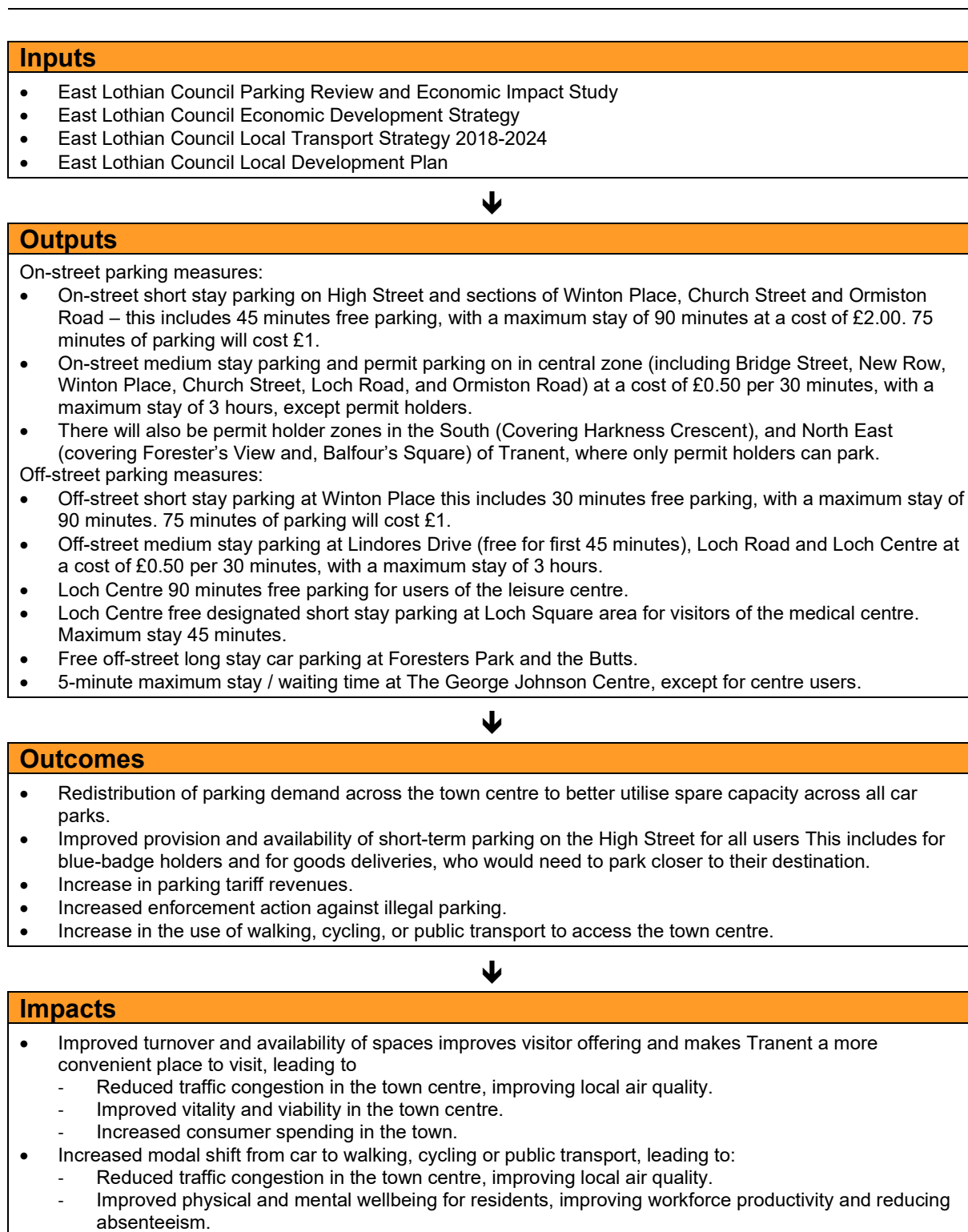


Figure 2-8: Theory of Change

2.4 Constraints, Dependencies, and Risks

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

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

2.5 Stakeholders and Consultation

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

On 12th March 2025, an initial meeting was held with the Vice Chair of the Tranent Community Council to discuss parking management in the town. A follow-up meeting was held on 19th March 2025 with the Area Partnership. This second meeting was attended by representatives from Stantec and Connected Communities. Outcomes from those meetings helped shape the initial draft proposals, which were then subject to wider public engagement.

The public were then able to comment on the initial high-level parking management proposals for Tranent through attendance at a public drop-in event (Thursday 1 May 2025), completing the online or paper copy of the questionnaire, and / or submitting formal feedback via the project email inbox. The online questionnaire was live from 22nd April until 3rd June 2025. The questionnaire was hosted on an ArcGIS StoryMap and was accessible via the East Lothian Council website.

Feedback from the public engagement exercise revealed both support and concern regarding the initial parking management proposals. While some welcomed better management, this support was consistently dependent on modifications to and clarity on the initial proposals. Key issues included perceived unnecessary coverage, fairness of charges, potential displacement effects, and negative impacts on businesses and vulnerable groups

Generally, there were consistent themes raised across the three engagement activities. While there was a proportion of participants that felt that the scheme was unnecessary, there was also an acknowledgement of parking issues in Tranent, including inconsiderate parking and long-stay parking by commuters from outlying communities.

Quantitatively, 35% of respondents to the questionnaire indicated that the initial parking proposals were appropriately targeted, compared to 43% of respondents who did not believe they were appropriately targeted. This mixture of opinions suggests a disconnect between the perceived need and support for the proposed parking management measures.

Only 16% of the respondents supported the introduction of resident parking permits, increasing to 19% when only considering the response of Tranent residents.

The preferred length of time for the short-stay parking was 90 minutes, which is the maximum proposed duration, for medium-stay parking it was 3-hours, which was the shortest duration proposed, and for long-stay parking 23 hours.

Other common themes raised were a general opposition to introducing parking charges in light of areas of Tranent being relatively deprived compared to other areas in East Lothian, concerns about the impact on Tranent High Street and the long-term viability of shops, and the strong suggestion that parking at the Loch Centre / Medical Practice should be free.

Respondents expressed a desire for additional disabled parking space and increased enforcement of all existing parking management arrangements. More specifically, residents of the Market View area suggested an extension of the double yellow lines on Market View to be extended.

2.6 Summary

Parking charges being implemented by East Lothian Council in Tranent is an opportunity to better manage parking provision and tackle some of the town's key parking challenges. Management would help to balancing parking demand across the town to areas with more parking supply. The scheme would direct drivers who want to park for longer periods to other nearby streets or car parks with more capacity, while improving availability for those needing to park close to their destination on the High Street, such as blue-budge holders. It will also encourage people to walk, cycle, or take the bus to Tranent High Street.

The scheme also fits in well with the strategic policies at the national, regional, and local level largely due to its environmental benefits of encouraging a modal shift away from the private car and towards sustainable modes.

Feedback from the public engagement exercise revealed both support and concern regarding the initial parking management proposals. Generally, there were consistent themes raised across the three engagement activities. While there was a proportion of participants that felt that the scheme was unnecessary, there was also an acknowledgement of parking issues in Tranent, including inconsiderate parking and long-stay parking by commuters from outlying communities.

3 Economic Case

3.1 Introduction

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

3.2 Options

3.2.1 Do Minimum

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

3.2.2 Do Something

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

3.2.3 Option Proposed

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

3.3 Option Impact Appraisal

The following section outlines the appraised impacts of the scheme. The STAG Criteria used for appraisal in Scotland have been used as headings to organise the appraisal of scheme impacts. However, a full seven-point qualitative assessment has not been conducted. In addition to the STAG Criteria, the impact of potential revenue generated from the parking charges is also discussed.

3.3.1 Appraisal Methodology

This section provides analysis and appraisal of the expected potential outcomes of introducing the parking management scheme described above. The appraisal has been organised against the five Scottish Transport Appraisal Guidance (STAG) criteria as detailed in the STAG manager's Guide issued in January 2022. These criteria are:

- Environment
- Climate Change

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- Health, Safety and Wellbeing
- Economy
- Equality and Accessibility

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

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

The primary method for estimating traffic impacts in the absence of a multi-modal model is based on marginal external costs (MECs). The MEC method is based on the change in these external costs arising from an additional (or removed) vehicle (or vehicle km) on the network. We have extracted MECs value from TAG Table 5.4.2 of the DfT's TAG databook (May 2025 v2.01) to highlight the potential impact of reduced vehicle km's as result of the parking measures. Table 3-1 shows the MECs in pence per vehicle km by vehicle type. We have assumed Tranent is classified as the Other Urban category based on the town's characteristics. It is clear from the table that the small reduction in cruising as result of the parking measures may lead to minor monetised impacts in terms of Congestion, Accident, Air Quality, Noise and Greenhouse impacts.

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

3.3.2 Environment

Only air quality and noise will be applicable to the proposed parking measures. 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^{2,3}. 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 Tranent overall. At place-specific level, displacing vehicles to off-street car parks will reduce the number of vehicles driving onto the High Street looking for parking. This would improve local air quality in an area with higher shopping footfall and density of activities, thereby reducing pedestrian exposure to vehicle emissions. The impact on local air quality will also be beneficial on residential streets where a resident permit scheme will be introduced, as external shopping traffic will no longer be able to enter residential areas to park.

3.3.3 Climate Change

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 High Street. This is applicable to Tranent as the compact nature of the town makes the High Street accessible by walking or cycling, and because Tranent has several bus connections to neighbouring towns and villages.

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 free parking outside of the High Street, the degree of modal shift expected to occur would likely be relatively modest. Therefore, it is expected that the proposed scheme only would have **minor positive impact** on Greenhouse Gas Emissions.

3.3.4 Health, Safety and Wellbeing

Accidents:

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 in the High Street, including on double-yellow lines and zig-zag markings at pedestrian crossings. 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 easily available.

² [‘The impact of parking pricing on mode choice’ - Natasa Vidovic, Jelena Simicevic \(2023\)](#)

³ [‘Parking demand and responsiveness to supply, pricing and location in the Sydney central business district’ – David A. Hensher, Jenny King \(2001\)](#)

- Increased enforcement action and presence of parking officers would act as a deterrent for illegal parking.

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

Health Outcomes

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 Tranent is a compact town and most of the residential areas are within 15 minutes walking or cycling distance from the town centre.

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 High Street, 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

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

- Loch Centre – Leisure Centre with gym, swimming pool, and activity facilities
- Tranent Medical Practice – GP surgery and clinic
- Recharge Youth Centre – Charity facilities supporting secondary aged young people

The Loch Centre and Tranent Medical Practices are located directly adjacent to the Loch Centre car park. Parking charges and duration restrictions are proposed for this car park. However, the current parking proposals include provision for these facility users to be exempted from parking charges, leisure centre users for up to 90 minutes and medical centre users for up to 45 minutes. Therefore, there is not expected to be any impact on leisure centre or medical facility users accessing this car park. Therefore, there is not expected to be any impact on access to health and wellbeing infrastructure because of the parking proposals.

The Recharge Youth Centre is located next to the Loch Road car park in Dewar House. This building has a private parking area with approximately 12 parking spaces, which is accessed through the Loch Road car park and delineated with a short section of kerbing. The Dewar House car park is not under East Lothian's Road adoptions and the charges in the Loch Road car park will not apply inside the Dewar House parking area. Therefore, there will be no access impact for any drivers seeking to park at the youth centre.

3.3.5 Economy

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.

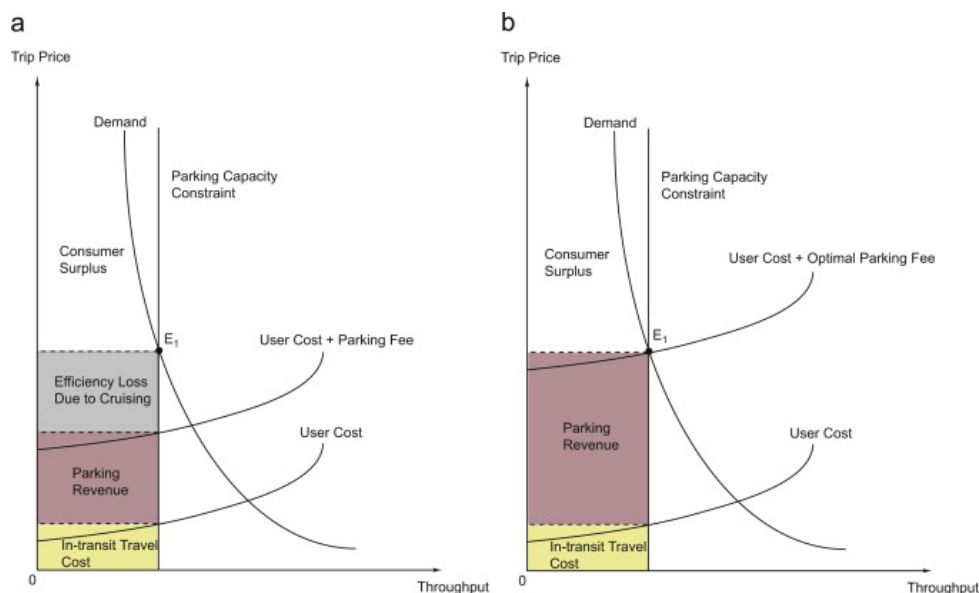
Transport Economic Efficiency

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.

The current parking situation in Tranent is 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 efficiency⁴. 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.

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 all⁵. The model in Figure 3.1 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 Tranent to collect revenue with no burden at all.

Panel A of Figure 3.1 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.



⁴ ['An integrated model of downtown parking and traffic congestion'](#) - Richard Arnott, Eren Inci (2006), pp. 418-442

⁵ ['A review of the economics of parking'](#) - Eren Inci (2015)

Figure 3-1: Economic model of optimal parking charge levels⁶

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 cruising⁷.

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 rather than eliminated, a **minor positive impact** is expected.

Wider Economic Impacts

In the context of Tranent 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 there would be either a neutral or minor beneficial impact on visitor numbers and subsequently high street economic viability.

A review of academic evidence notes that there was no systematic relationship between parking provision and the economic performance of urban centres⁸. 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^{9,10,11}. Furthermore, it is worth noting that shoppers and visitors are typically less sensitive to parking charges than people driving for work¹². Overall, this evidence suggests the impact of parking charges on the number of shoppers is likely to be neutral.

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 them¹³, with some overestimating the share of shoppers coming by car by as much as 400 percent¹⁴. A survey of businesses and customers¹⁵ 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 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 [‘A review of the economics of parking’](#) - Eren Inci (2015)

⁷ [‘Regulating on-street parking’](#) - Edward Calthrop, Stef Proost (2006)

⁸ [‘The evidence base for parking policies—a review’](#) - Greg Marsden (2006)

⁹ [‘The impact of parking pricing on mode choice’](#) - Natasa Vidovic, Jelena Simicevic (2023)

¹⁰ [‘Parking demand and responsiveness to supply, pricing and location in the Sydney central business district’](#) – David A. Hensher, Jenny King (2001)

¹¹ [‘The effect of parking charges and time limit to car usage and parking behaviour’](#) - Jelena Simičević, Smiljan Vukanović, Nada Milosavljević (2013)

¹² [‘The effect of parking charges and time limit to car usage and parking behaviour’](#) - Jelena Simičević, Smiljan Vukanović, Nada Milosavljević (2013)

¹³ [‘Parking Policy’ in Parking Issues and Policies \(Chapter 2\)](#) - Greg Marsden (2014)

¹⁴ [‘The relevance of parking in the success of urban centres - A review for London Councils’](#) - Sophie Tyler, Giles Semper Peter Guest, Ben Fieldhouse (2012)

¹⁵ [‘Shoppers and how they travel - Liveable Neighbourhoods Information Sheet LN02’](#) – Sustrans (2006)

3.3.6 Affordability

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 45-minute free parking period on the High Street itself, cheaper medium-stay parking in car parks and streets surrounding the High Street, and free long-stay parking in two car parks just outside of the High Street. These provide a range of alternative parking provisions that are either relatively affordable or free of charge. Therefore, there is expected to be only a **minor negative impact** on the affordability of driving into Tranent town centre.

3.4 Value for Money Assessment

Based the information provided in the Financial Case (section 3), the proposed parking charges in Tranent are financially positive. For the 10-year modelled period, the financial model forecasts the income collected from the parking management measures will exceed both the initial capital costs and annual operational costs. However, the model is indicating on a broader level that the management income will likely exceed costs, with surplus revenue over the 10-year period of approximately **£138,000 per annum** (including risk allowance).

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

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

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

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Table 3-2: Summary of Appraisal Impacts

STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale		Description
Environment	Air Quality	+	Minor positive impact	Parking charges are expected to: • Reduce driving mode share for trips to the High Street, reducing vehicular emissions. • Lead to more drivers choosing to park in the off-street car parks outside of the High Street, 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 in the High Street, 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.
	Health Outcomes	+	Minor positive impact	Parking charges will likely result in some people who previously drove or walked to the High Street to switch to walking or cycling instead, bringing associated health benefits.
	Access to Health and Wellbeing Infrastructure	0	Neutral / No Impact	Current parking proposals include provision for Loch Centre's leisure facilities and Tranent Medical Practice users to be exempted from parking charges for up to 90 minutes and 45 minutes respectively.
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.

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STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale	Description
		++ 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 £138,000 per annum from the parking management measures.
	Wider Economic Impacts	0 / + Neutral to Minor positive impact	In terms of impacts on High Street economic viability, the following issues were noted: - Current evidence suggests that existing drivers are more likely to switch modes or parking locations than to forgo travel altogether, meaning neutral/no impacts on shopper numbers. - Improved parking provision and organisation would make it easier to find appropriate parking, thereby improving the offering for shoppers to the High Street. This would have a positive impact on shopper numbers. - There is no systematic relationship between parking and town centre economic performance. There are many other factors impacting the High Street.
Equality and Accessibility	Comparative Access by People Group	++ Moderate positive impact	For disabled persons and people with reduced mobility: - Increasing turnover and availability of parking on the High Street will mean disabled drivers with blue badges or those with reduced mobility more broadly can more easily find parking closer to their destination. - Increasing parking enforcement will reduce illegal pavement parking and prevent blocking of pavement for people walking or wheeling.
		- Minor negative impact	For car-dependent economically deprived groups: The increased cost for parking directly on the High Street could reduce their access. This impact is strongly counter balanced by

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STAG Criteria	Sub-Criteria	Seven-Point Assessment Scale	Description
			affordable and free parking alternatives within a short walking distance.
	Affordability	- Minor negative impact	The negative impact of parking charges is counter balanced by a range of affordable and free parking provisions being proposed within a short distance of the High Street.

4 Financial Case

4.1 Financial appraisal

4.1.1 Introduction

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

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

Appendix B outlines how the income and cost implications of the Tranent parking proposals have been estimated. Since the development of the financial model for North Berwick, several minor updates / improvements to the model have been undertaken. The detail of these can be found in the technical note.

4.1.2 Capital Costs

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

Table 4-1: Capital Cost Assumptions

Capital Cost	Unit Cost (£)	Number of Units (If Applicable)
Parking Charge Machines	4,100	23
Works associated with parking charge machines	5,000	23
Cost of signs and road markings per kilometre of kerb	550 per km	2.17 km
Set-up of resident's scheme	15,000	-
ANPR Cameras ¹⁶	30,000	-
Office fit out, furnishings, and telephone connections	5,250	-
IT Equipment (PCs and Printers)	1,675	-
IT Equipment (HCCT Printers, cameras, and phones)	1,722	-
Resident Scheme system operational and upgrade	3,000	-

¹⁶ ANPR Cameras are proposed to be installed at The George Johnstone Centre car park with users registering their number plate inside the facility.

Capital Cost	Unit Cost (£)	Number of Units (If Applicable)
Publicity around new parking orders		2,000
Training Costs	This is already included in the current costs for NSL supplying Decriminalised Parking Enforcement in East Lothian so there will be no additional costs	

4.1.3 Operational Costs

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

Table 4-2: Operational Cost Assumptions

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

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

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

Cost Type	Cost Type (Breakdown)	Core Scenario		
		Year 1 Capital Costs	Annual Operational Costs	10yr Total Modelled Costs
Capital Cost	Excluding Risk	220,000	-	220,000
	Including Risk	271,000	-	271,000
Annual Operating Costs	Excluding Risk	-	129,000	1,287,000
	Including Risk	-	158,000	1,583,000

Cost Type	Cost Type (Breakdown)	Core Scenario		
		Year 1 Capital Costs	Annual Operational Costs	10yr Total Modelled Costs
Totals	Excluding Risk	-	-	1,507,000
	Including Risk	-	-	1,854,000

Values rounded to nearest thousand

4.1.4 Funding

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

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

4.1.5 Revenue

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

Table 4-4: Key revenue assumptions

Revenue Source	Revenue Factor	Data Source or Assumption
Parking Charges	Number of spaces	<u>On-Street Spaces</u> Sections of street where parking would be permitted were mapped and length of kerbs measured using GIS software. The number of available spaces was estimated by dividing the relevant kerb length by six metres for parallel parking spaces and 2.75 metres for bay parking spaces. Virtual review on Google StreetView was performed to check the estimations were close to the observed number of spaces. <u>Off-Street Car parks:</u> The number of spaces was determined through a virtual audit on Google StreetView.
	Average stay duration per user	Based on professional interpretation of parking surveys conducted in May 2021 and the likely impact of new parking measures on stay durations.
	Seasonal parking utilisation rate	Based on parking spot-check surveys conducted in Cupar from January 2022 to October 2023.
	Utilisation rate by charging zone or car park	Based on the median occupancy from off-street and on-street parking surveys conducted in May 2022.
		The median occupancies observed were adjusted downwards by 15% for use in the financial model. This is to reflect uncertainty and account for any potential optimism bias in the parking model assumptions.

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Revenue Source	Revenue Factor	Data Source or Assumption
Resident Permits	Displaced parking adjustment factor	A factor set to reduce parking demand based on parking displaced to other areas without charges because of the parking measures. Set to 95%.
	Mode shift adjustment factor	A factor set to reduce parking demand that would be displaced to other modes because of the parking measures. Set to 95%.
	Parking charge regimes to and operational hours	Based on high level management proposals as of the end of July 2025. Parking charges are to be applied between 8:00am and 17:00pm Monday to Sunday.
	Number of resident vehicles in charging zones	Estimated using data from the 2011 Scottish Census.
	Estimated private off-street spaces by charging zone	Estimated by 2011 Census Output Area for each charging zone. Estimates based on desktop assessment using Google Maps and Google StreetView.
	Percentage of households with driveways and do not purchase permits	Set at 80%. Based on a professional judgement that parking measures will increase the utilisation of private driveways.
Enforcement Charges	Adjustment for non-purchase of resident permits	Set at 97.5%. Assumes that 2.5% of residents with vehicles that need to park on the street do not purchase a permit.
	Occupancy of resident permit spaces during operational hours	Estimated by 2011 Census Journey to Work data. Calculated based on mode share of residents driving to work in each charging zones. This is factored to include non-commuting trips.
	Parking infringement rates for over-staying and non-payment	Set at 2% of all users. Based on professional judgement and more conservative estimation of potential infringements to be expected.
	Enforcement Levels	Set at 5% of all infringements. Based on professional judgement on the number of parking infringements that would be issued Penalty Charge Notices.
	Income Per PCN	Set at £50, which is the 50% discount rate for early payment of a PCN.

Table 4-5 outlines the forecast annual income for the Preferred Parking Management Proposals for Tranent. Notably, income from off-street car parks is forecast to be significantly higher than for on-street parking spaces. This likely reflects the number of spaces available in off-street car parks where charges apply. Additionally, the financial model has assumed that all users parking on the High Street's short-stay parking area will leave within the 30-minute free parking window. Therefore, no income has been forecast from parking charges in this short-stay area.

The income from infringement notices is expected to be slightly higher at on-street locations. This is because the number of infringements is calculated based on a percentage of overall parking users. The higher turnover of spaces in the on-street short-stay locations means a greater number of users to which this percentage is applied and therefore a higher number of infringements.

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

Parking Location	Income Source	Core Scenario	
		Annual Income, £	10yr Modelled Income, £
On Street	Parking	109,000	1,085,000
	Enforcement Income	26,000	256,000
	Permit Income	18,000	179,000
	Total	152,000	1,520,000
Off-Street	Parking	147,000	1,473,000

Parking Location	Income Source	Core Scenario	
		Annual Income, £	10yr Modelled Income, £
	Enforcement Income	24,000	236,000
	Total	171,000	1,709,000
Combined Total (On Street + Off Street)	Parking	256,000	2,558,000
	Enforcement Income	49,000	492,000
	Permit Income	18,000	179,000
	Combined Total	323,000	3,229,000

Values rounded to nearest thousand

4.1.6 Income position

For the 10-year modelled period, the financial model forecasts the income collected from the parking management measures will exceed both the initial capital costs and annual operational costs. Although the model shows forecasted outputs down to the nearest pound, the level of detail and assumptions used in the models means it is inappropriate to interpret these values as exact forecasts. However, the model is indicating on a broader level that the management income will likely exceed costs, with surplus revenue over the 10-year period of approximately **£138,000 per annum** (including risk allowance).

4.2 Risks and Uncertainties

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

- High inflationary impacts which could result in significant increases in both capital and operational costs.
- The levels of enforcement are not high enough, leading to revenue leaks and the scheme not generating the expected levels of revenue.
- Parking charges could lead to a significant reduction in drivers around Tranent causing the scheme to result in a financial loss as the levels of revenue will not be close to what is expected.
- If technological issues were to occur with the parking charge equipment this could delay or limit the amount of revenue collected.

5 Commercial Case

5.1 Service requirement and output

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

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

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

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

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

5.2 Procurement Strategy and route

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

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

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

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

5.3 Risk allocation

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

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

5.4 Contract arrangements and any personnel implications

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

The contract includes provisions for:

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

The second-generation contract is scheduled to commence on **1 October 2025**, building on the strengths of the existing arrangement while addressing evolving service requirements and community expectations.

Key Contractual Requirements

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

1. Staffing and Coverage

- Maintain appropriate staffing levels to deliver seven-day enforcement across Tranent and other designated towns in East Lothian.
- Ensure targeted enforcement during school journey times to support road safety and reduce congestion.
- Provide seasonal and event-based coverage along the coastal areas, particularly during peak tourism periods.
- Address indiscriminate and dangerous parking, including enforcement against double pavement parking and obstruction of pedestrian routes.

2. Back-Office Operations

- Ensure timely and accurate processing of PCNs, including issuance, appeals, and payments.
- Respond to public complaints and inconsistencies in notice serving with transparency and fairness.
- Maintain robust data management systems to support auditability and legal compliance.

3. Permit Administration

- Deliver consistent and user-friendly permit management, including application processing, renewals, and system guidance.
- Provide clear advice and support to residents and businesses regarding permit eligibility and usage.

4. Community Responsiveness and Public Safety

- Ensure parking services are reactive to local needs, including temporary restrictions, event support, and emergency access.
- Performance Monitoring and Continuous Improvement
- Embed Key Performance Indicators (KPIs) and service-level benchmarks to monitor delivery and drive improvements.
- Facilitate regular contract review meetings with East Lothian Council to assess performance and address emerging issues.

5. Technology and Innovation

- Support integration of digital tools, such as mobile enforcement apps, online permit portals, and data analytics platforms.
- Enable future enhancements, including ANPR (Automatic Number Plate Recognition) and real-time reporting dashboards.

6 Management Case

6.1 Programme/project management governance arrangements

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

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

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

Table 6-1: East Lothian Parking Review Board

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

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

Role	Responsibility	Name	Position
Project Sponsor/Project Director	Project sponsor – oversight of project delivery	Tom Reid	Head of Infrastructure
Senior Responsible Officer(s)	Project manager (Growth and sustainability) – delivery of parking management interventions across county.	Peter Forsyth	Project manager – growth and sustainability
	Support Project manager in delivery of parking management interventions	Liz Hunter	Senior Officer – Transport planning
	Assist project manager in business planning for parking management.	Charlann Peggie	Senior Project Officer (transforming Services)
	Assist project manager in demand management and supply assessment	Joseph Appiah	Roads officer
Finance Manager(s)	Capital finance support	Doreen Pringle	Corporate accountant
		Michelle Ritchie	Corporate accountant
	Revenue finance support	Matthew Conlon	Interim Principal Accountant
Supplier(s)	Parking enforcement service	NSL Services	
	TIM manufacture and delivery	IPS Services	
	Signs and Lines	Pheonix Services	
	Parking design and implementation support	Stantec	

6.2 Change and contract management

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

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

Contract Management Framework

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

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

Change Management Process

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

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

6.3 Benefit realisation arrangements

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

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

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

Figure 6-1 outlines a visual map of benefit dependencies for the East Lothian Parking Review Programme. Figure 6-2 outlines a visual map of expected benefits to be realised for the Programme and their alignment with the wider council objectives and priorities.

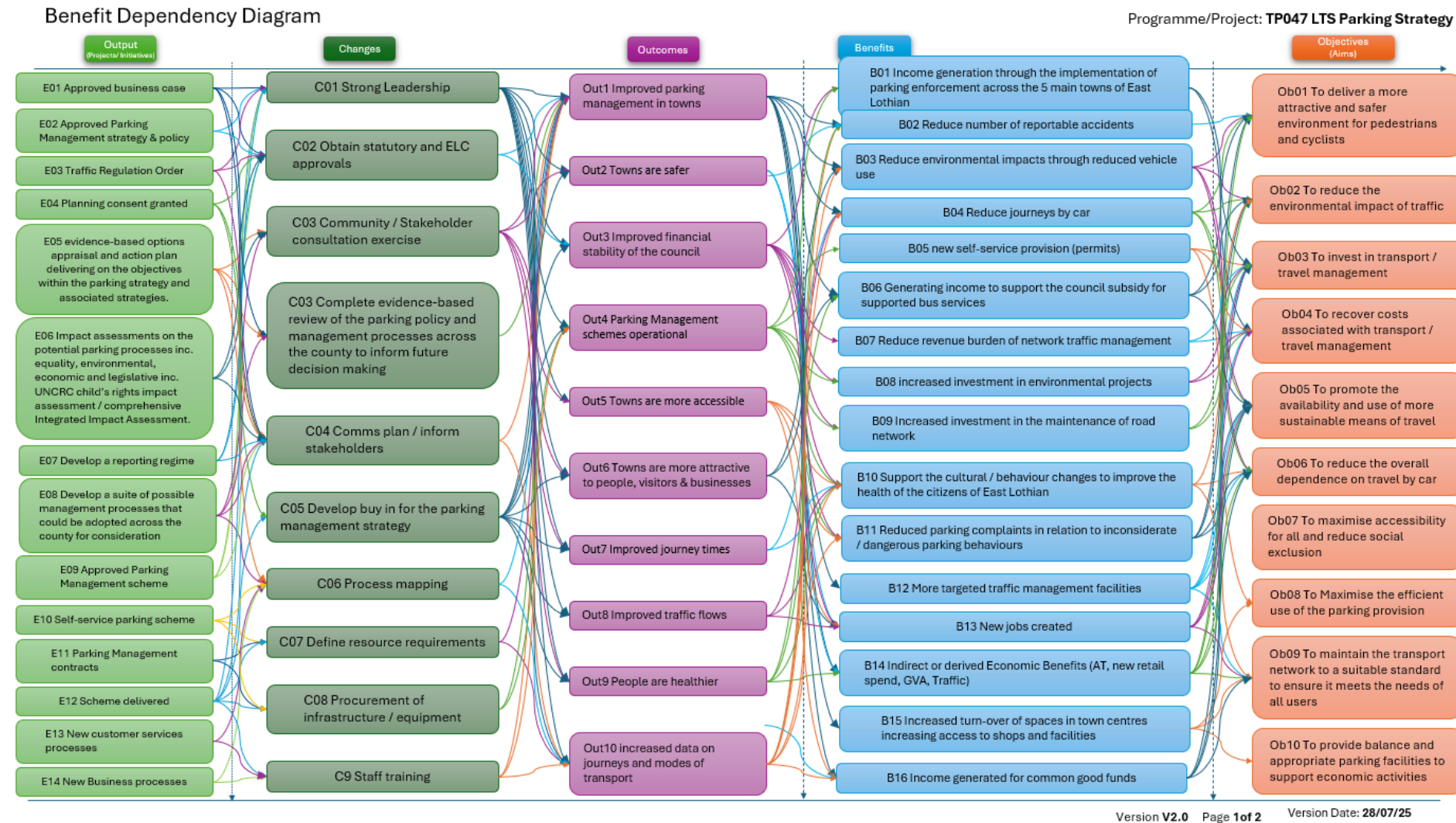


Figure 6-1: East Lothian Parking - Benefits Dependencies

East Lothian Council Parking Review: Tranent Business Case

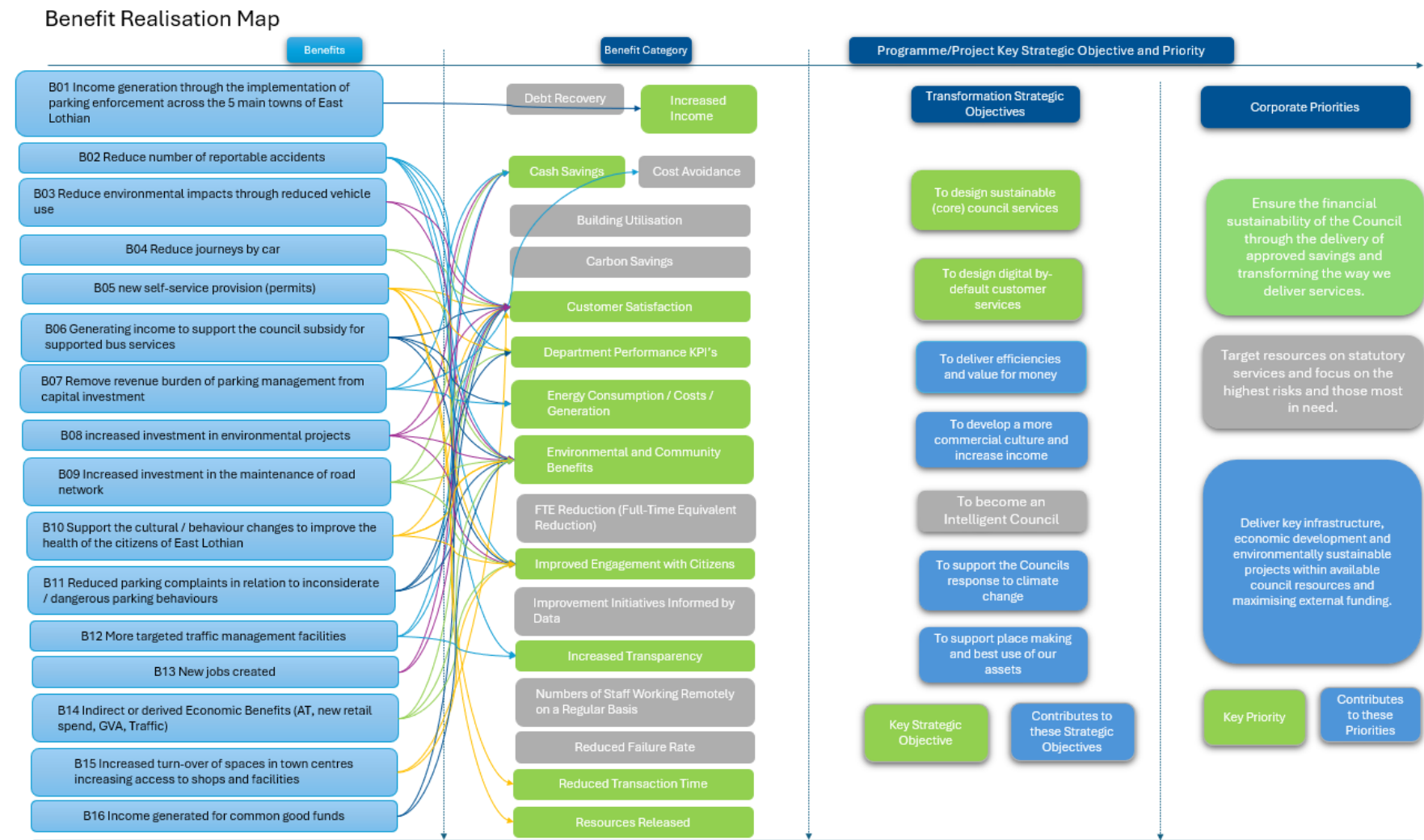


Figure 6-2: East Lothian Parking - Benefits Realisation Map

6.4 Risk management arrangements

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

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

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

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

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

6.5 Contingency plans

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

6.6 Monitoring and Evaluation

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

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

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

- To provide information for stakeholders and members of the public

- To provide an evidence base to support future schemes

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

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

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

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

6.6.1 Schedule of M&E Activities

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

East Lothian Council Parking Review: Tranent Business Case

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

Overarching programme Objectives	Tranent specific objectives	Definition – How is it calculated?	Baseline	Data Source – How will it be measured?	Frequency- How often will it be measured?	Responsible – Who will measure it?
Environmental Improvements	Encourage a modal shift away from the private car and towards more sustainable modes of travel	Levels of those travelling to work by private car compared to the level of active travel and public transport use.	In 2011 Census data it was reported that 33% of people in Tranent drove to work using a car or a van. More recent data needs to be collected for Tranent to give an accurate picture of car use	Data collection carried out through surveys to measure the proportion of those in Tranent travelling by car.	Annually	East Lothian Council
	Improve air quality and reduce pollution	Levels of reported congestion by residents				
Economic Growth	Increase footfall in the town centre	The number of people who travel into the Tranent city centre	The pedestrian counts, which were undertaken in November, showed that footfall in Tranent was around 2,900 in 2017/18.	Footfall surveys carried out in Tranent	1 year post implementation	East Lothian Council
Place based improvements	Revenue generated from parking charges to be reinvested in Tranent public spaces/services	The amount of money that East Lothian Council invests into public spaces/services from the money raised through parking charges.	2024/25 Budgets.	East Lothian Council's Annual Accounts	Annually	East Lothian Council
Improve parking conditions	Increase parking availability	The number of available spaces for parking	Based on 2022 parking surveys.	Observations from parking enforcement officers and surveys of available parking spaces in Tranent	Annually	East Lothian Council



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