

<b>COMMITTEE:</b>	East Lothian Council
<b>MEETING DATE:</b>	9 December 2025
<b>BY:</b>	Depute Chief Executive – Resources and Economy
<b>REPORT TITLE:</b>	Dunbar – Parking Management Proposal
<b>REPORT STATUS:</b>	Public

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## **1 PURPOSE OF REPORT**

The purpose of this report is to:

- 1.1 Advise Council of the outcome of the public consultation on the parking interventions proposed in Dunbar;
- 1.2 Present the resultant amendments made to improve the scheme and to mitigate public concerns raised; and
- 1.3 Recommend that the Council progresses to next stage of the Traffic Regulation Order process, the intent to make the Order.

## **2 RECOMMENDATIONS**

Members are recommended to:

- 2.1 Note the extensive consultation exercise carried out between 11 March and 9 June 2025, the level of community engagement, the welcome receipt of varied and detailed responses to the survey questionnaire, and the explanation as to how these have influenced the proposals for Dunbar;
- 2.2 Approve the proposals shown in Appendix B and summarised in paragraphs 3.76 and 3.77, noting the amendments made to improve the scheme and mitigate public concerns raised through the consultation and engagement exercise.

- 2.3 Note the completion of the consultation stage of the Local Authorities' Traffic Orders (Procedures) (Scotland) Regulation 1999 (as amended), and that the intent to make the Order, will allow opportunity for the public to raise further representations and objections to the proposals as amended. Following this a report will be brought back to Council.

### **3 BACKGROUND**

- 3.1 The principles of parking management have evolved over time, to achieve a wide variety of outcomes benefiting society. Early parking policies were based on a 'predict and provide' model, when car ownership was lower than it is today. More recently, we have looked to parking management strategies to encourage the use of alternative and more sustainable modes of travel, as well as to reduce congestion and increase the turnover and thus generate parking opportunities in the spaces available. East Lothian Council set out its parking management Strategy in 2018, which provides the policy toolkit that the initial proposals for Dunbar are consulted on. These interventions also accord with National Policy context, National Transport Strategy 2, the National Planning Framework 4, the Scottish Government's Climate Change Plan 2018-2032, and reduction in car kilometres – updated June 2025 and East Lothian Council's Climate Change Strategy 2025 – 2030.
- 3.2 At the regional and local level parking is recognised as having an impact on economic and development opportunities and town centre performance, which is recognised through local place-based strategies. As parking is a derivative of vehicular transport that supports wider growth opportunities it is essential that it is managed appropriately to maximise economic prosperity. Appropriate parking management tools can improve space availability, improve road safety and generate an income to incentivise alternative transport modes and reduce unsolicited car journeys.
- 3.3 Road and parking infrastructure requires significant investment. The Roads Authority maintains the local road network at considerable expense; has significant responsibilities but receive limited revenue out with public finance. This is in direct competition with health and social care, education and all other Council services.
- 3.4 In accordance with Section 55 of the Road Traffic Regulation Act 1984, an account of all income and expenditure will be reported annually.
- 3.5 The East Lothian Parking Strategy 2018 set out the policy context that maybe applicable to resolve some parking problems and issues. The strategy provides options to improve parking supply, to address parking shortages and/or a predicted increase in parking demand, which can generate safety risks and as a result may need more effective enforcement or to consider parking management proposals, rather than simply increasing supply. Parking management options may include time

limitations, price setting, and improved enforcement, with the aim of making the most efficient use of the space available.

- 3.6 The introduction of new parking management proposals will require the existing Traffic Regulation Orders to be amended.
- 3.7 To help understand the impact of parking management proposals on the Dunbar economy, Stantec were commissioned to build an Economic Impact Assessment to determine whether the proposals addressed the problems, is compliant with national, regional and local policy and strategy guidelines, delivered positive outcomes benefiting society and long-term impact resulting in positive change. The assessment has been organised against the five Scottish Transport Appraisal Guidance (STAG) criteria as detailed in the STAG Manager's Guide issued in January 2022, considering the impacts on environment, climate change, health, safety and wellbeing, economy and equality and accessibility. **Appendix E: Dunbar Parking – Impact Assessment** provides further details.
- 3.8 In addition, to align with better decision making the business case has adopted the key principles of the HM Treasury Green Book which recommends a four-stage process, which requires on-going review and update of risks to ensure that effective controls are implemented during project development and delivery. This is necessary to effectively mitigate risks through well-defined steps to understand potential risks inherent in the scheme and their likely impact. **Appendix D: East Lothian Council Parking Review – Dunbar Business Case** provides further details.

### **Consultation and Engagement**

- 3.9 Meetings were held with members of Dunbar Community Council on 11 March 2025 and the Area Partnership, Dunpender Community Council and East Lammermuir Community Council on the 17 March 2025. Outcomes from those meetings helped shape the initial draft proposals, which were then subject to wider public engagement.
- 3.10 The Council's consultation on parking management in Dunbar ran from 5 May 2025 to 9 June 2025. A website was provided via an ArcGIS StoryMap to explain the initial proposals for Dunbar. The website also provided online access to the survey questionnaire. A face-to-face event held in the Dunbar Town House Museum & Gallery, also ran on Thursday 22 May from 14:00-16:30 and 18:00-20:30. This event allowed participants to study the proposals in more detail with Council officers and Stantec staff available to answer questions before completing their questionnaires.
- 3.11 A total of 1795 questionnaire responses were received, of which 1,682 responses were online and 113 paper responses. A total of 1,510 identified as Dunbar residents. In addition, a total of 113 emails and 17 letters were received.

3.12 The initial proposals were:

- The introduction of controlled parking; areas could be designated as short, medium or long-term parking.
- Short-stay car parking areas would offer a limited period of free parking time. Once this time has elapsed, a charge would be required.
- The introduction of resident parking permit scheme. These permits would allow unlimited parking throughout the day without a daily charge but annual administration fee for the issue and management of permits. Mitigating the impact on residents where on street charging is proposed and where there would likely to be displacement impacting residential roads due to the introduction of parking charges.
- A provision for healthcare workers to obtain parking permits. Healthcare providers would need to apply to the Council to receive permits for their staff.
- Improved car park direction signage throughout the town. The signage would clearly define the car park locations and the type of car park, e.g. short, medium, or long stay, as well as any charges that may apply.
- Greater enforcement of Dunbar's parking regulations. This should leave to a higher turnover of parking spaces, positively impacting the local economy by providing more parking options for shoppers and visitors. Additionally, better enforcement would improve pedestrian safety by reducing instances of illegal parking.

3.13 Plans showing the initial and recommended parking management proposals are provided in **Appendix B: Dunbar Initial Parking Management Proposals** and **Dunbar Recommended Parking Management Proposals**.

3.14 The public engagement questionnaire was made available via the Parking Management Review website or hard copy from libraries. A QR code to the questionnaire was displayed on posters around Dunbar including libraries, leisure centres, community centres and GP surgeries. The questionnaire was also advertised in the East Lothian Courier.

3.15 All the questions in the online questionnaire were mandatory to answer except open-ended responses and the demographic questions. The paper version of the questionnaire did not have the capability to make questions mandatory, so some questions were not answered by all participants. The proportions presented are as a percentage of those who provided a response. There were also opportunities to make open comments and provide more detailed feedback. The wide range of comments made were analysed carefully to obtain a full picture of people's thoughts on the initial proposals.

- 3.16 **Appendix C: Dunbar Parking Management Strategy – Public Engagement Report** provides a detailed analysis of the consultation feedback. For convenience the most important points are set out below.
- 3.17 The questionnaire sought to understand the respondents' relationship with Dunbar,
- 84% were residents of Dunbar (n=1,510)
  - 30% were local shoppers of Dunbar (n=540)
  - 5% were local traders (n=93)
  - 13% were local workers (n=230)
  - 10% were visitors from outlying communities (n=179)
  - 2% were non-local visitors (n=36)
- 3.18 From the responses provided, the age analysis showed 27% (n=455) of respondents were 44 years of age or under, with 73% (n=1,207) being over 44 years of age. Three people under the age of 18 years of age responded to the questionnaire and 23% (n=406) over 65 years of age. This conforms with survey work carried out in Dunbar that most respondents are over 44 years of age presenting over representation by older generations.
- 3.19 We sought to ascertain whether people who live in Dunbar have a difficulty with parking and whether the difficulty was due to a specific matter. Of the respondents, only 7% (n=108) said they found it difficult to park at their homes, the main reason being lack of available parking spaces.
- 3.20 We also asked all respondents, if they experienced a parking problem when visiting Dunbar. 34% (n=613) of respondents reported they found the lack of parking spaces to be a problem, with inconsiderate parking (22%, n=390) the second most reported concern and lack of parking enforcement 18% (n=325) third.
- 3.21 We also specifically asked about parking for the rail station being adequate with 35% (n=617) it wasn't, 34% (n=610) saying it was and 22% (n=397) unsure. 9% (n=160) of respondents stated this was not applicable to them.
- 3.22 We sought to understand whether businesses needed further loading and unloading assistance, if they could conveniently make deliveries at their premises. This data was not site/location specific, so analysis does not highlight problem areas, however, the majority reported there was adequate provision.
- 3.23 We asked whether motorhome provision should be made in Dunbar, with 37% (n=664) saying there was no need and 33% (n=591) thinking there was and 30% (n=531) unsure.

- 3.24 We asked whether people experienced difficulties walking in Dunbar due to inconsiderate park vehicles. 16% (n=286) of people responded saying they had difficulties.
- 3.25 We also asked which modes of travel respondents used to travel in Dunbar with respondents providing a combination of modes with driving being 93% (n=1,666), walking 75% (n=1,340) and cycling 28% (n=498), travel by train was not an option provided on the questionnaire. People main reason for travel was shopping at 87% (n=1,568), leisure and outdoor activities at 68% (n=1,218) and meeting friends and family at 60% (n=1,076).
- 3.26 In connection to the initial proposals, we looked to ascertain whether they were correctly targeted to areas of most need. 50% (n=885) of all correspondents felt they did not, 17% (n=293) agreeing, 14% (n=241) partially agreeing and 20% (n=355) being unsure.
- 3.27 We also sought to understand whether residents felt that a residents parking permit should be available to resident within the zones proposed. 63% (n=394) did not believe a permit was necessary, 27% (n=171) agreed and 10% (n=61) unsure.
- 3.28 We asked what respondents' opinion was on the length of stay for free parking proposed on the High Street. 62% (n=1,108) believed 90 minutes was the right length of time with 23% (n=413) wanting 60 minutes, and 8% (n=143) and 6% (n=109) wanting 45 minutes and 30 minutes respectively.
- 3.29 We asked what respondents considered was the optimum maximum length of stay for medium stay car parking. 39% (n=685) of respondents recommended 6-hours.
- 3.30 We sought to understand the length of stay for long stay car parking in Dunbar. 60% (n=1,052) of all respondents preferred 23 hours with 23% (n=409) opting for 12 hours.
- 3.31 Finally, we asked whether people thought a higher charge than 50p for half hour parking should be levied for long stay parking. 87% (n=1,544) felt that we should not exceed this charge with 5% (n=86) opting for a high charge and 8% (n=143) not knowing.

### **More Detailed Analysis of Concerns**

- 3.32 To help understand people's concerns, respondents had the opportunity to set out their views and comments. Detailed analysis of comments was recorded by theme and are detailed in **Appendix C: Dunbar Parking Management Strategy – Public Engagement Report** – Table 4-2 Number of Respondents Opposing Initial Proposals. This highlighted that 150 respondents did not consider the scheme necessary, 49 had concerns about the viability of businesses and the town centre, 32 thought it was a money-making scheme, 27 disagreed with residents parking and another 27 felt that existing parking restrictions should be enforced.

## **Amendments Made to Improve the Scheme and Mitigate Concerns Raised**

- 3.33 A number of amendments are presented to Council to mitigate the impact of the scheme where respondents expressed concerns about the initial proposals.

### **Concern for Town Centre and Businesses**

- 3.34 The impact on local retail businesses was the greatest concern raised by respondents to the initial proposals. This has been a consistent across all the towns which have been surveyed.
- 3.35 The initial proposal within the town centre is for the areas with current 90-minute maximum stay having the first 30 minutes stay to be free of charge with a charge for the next 60 minutes retaining the maximum overall stay of 90 minutes.
- 3.36 Direct representation from Dunbar Traders Association (DTA) following their own questionnaire of DTA member, presents their position as:
- 3.37 Does not accept that there are significant parking problems in Dunbar
- 3.38 Does not agree that parking charges and permits should be introduced in Dunbar
- 3.39 In addition, Dunbar Community Council undertook a survey and held a public meeting on 8 July. The Dunbar Community Council stated that that the survey shows that 85% of people will use the town centre less often if these proposals go ahead. It states, 'the proposals will affect business owners, customers, residents, staff and tourists in a wholly negative and destructive way. The effects can be seen in small towns and villages up and down the country.'
- 3.40 The analysis of Public Engagement (**Appendix C: Dunbar Parking Management Strategy – Public Engagement Report**) against Parking Demand Data (**Appendix H: Dunbar Parking Demand Data Analysis**) highlights a lack of public support and that the data analysis supported a mechanism for a higher level of turn-over, the median length of stay was over the recommendation therefore further consideration of free length of stay should be explored.
- 3.41 Specifically, the parking survey data shows that parking demand on the High Street is high. Space availability is never less than 75% occupancy and approach capacity most of the surveyed date. Surveys of vehicle length of stay also showed that the median length of stay was 30 minutes and 77 to 80% of vehicle who parked on the High Street were leaving within 60 minutes and 45% of vehicles parked up to 30 minutes.
- 3.42 An issue raised by traders was that removing free parking would reduce footfall. People would be less likely to visit the High Street. Footfall in Dunbar has declined 19% between 2016 and 2022. The scheme seeks to maintain an element of free parking in close proximity to retail

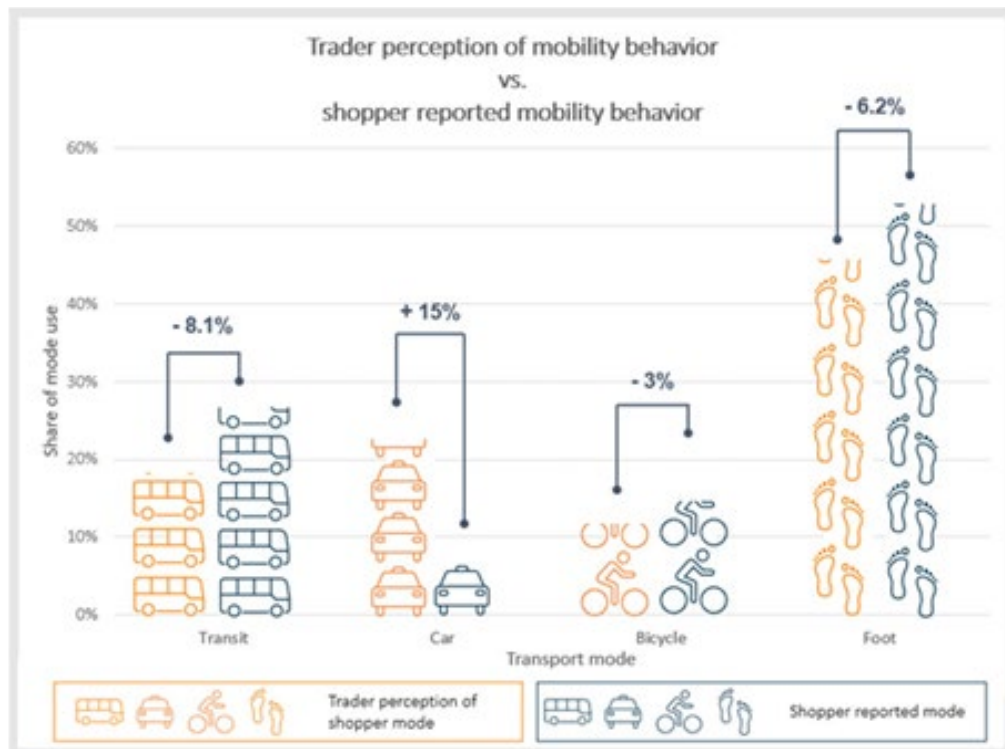
businesses. Research has shown that increasing parking turnover can increase visitor numbers to local businesses and space availability increases. Improved enforcement of parking restrictions encourages turn-over/space availability and consequently increases potential footfall and access to shops.

- 3.43 There is a lot of complexity in determining influences and impacts on shopping footfall. Changing shopping habits, quality and selection of goods, price, accessibility, competition and UK economic performance all impact shoppers. Research undertaken in the development of the economic impact assessment states that businesses overestimate the impact the car has on footfall (Smith Lea et al, 2017) and (4 Reasons Retailers Don't Need Free Parking to Thrive - Bloomberg<sup>1</sup>). In addition, the factors that influence footfall are not straight forward. From research undertaken in Wales (Caerphilly.gov.uk) pricing is of lower importance than availability of space, time, proximity to destination, traffic flow, signage, overall retail offering, out of town retail offering, security of parking.
- 3.44 The fear from traders and communities stems from their perception of mode of transport used to access services because they perceive all users to be the same as themselves and, as such, will travel similarly. This is perhaps reflected in the Dunbar Traders Association Survey, which indicated that 73% of respondents travel by car. There are multiple studies that point to this perception being wrong. One key takeaway is that traders' perceptions as based on their own practice and this stems from where they live.
- 3.45 Figure 1 indicates that traders' perceptions significantly overestimate travel by car, and underestimate people walking compared with the mobility behaviour reported by shoppers.

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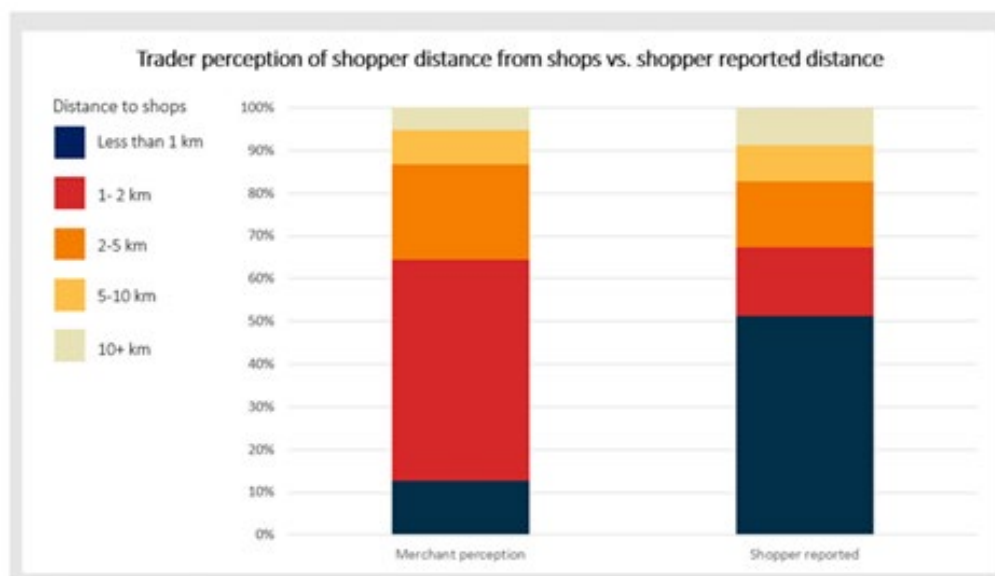
<sup>1</sup> [Bloomberg UK article](#)





**Figure 1: Mobility behaviour of reported by shoppers and trader perception of custom mobility behaviour<sup>2</sup>**

3.46 Figure 2 shows that traders were found to overestimate the distance customers travel to visit their businesses, with the survey revealing over half of shoppers (denoted by the dark blue bars in the graphic) lived less than one kilometre from the shops. Conversely, traders estimated that just over 10% of customers live within this distance.



**Figure 2: Distance from the street that shoppers live and merchant/trader perception of distance that shoppers travel to their shop<sup>3</sup>**

<sup>2</sup> [Survey Findings from Local Business Perception vs Mobility Behaviour of Shoppers](#)

<sup>3</sup> [Survey Findings from Local Business Perception vs Mobility Behaviour of Shoppers](#)

- 3.47 Conversely, Dunbar Trader Association argue strongly that they have a unique position in the town to understand their retail trends, customers and car parking and their opinion is charging will damage trade. Although it is not qualified as to the impact on staff or the duration of stay beyond the proposed free period.
- 3.48 It is also important to reflect on wider societal benefits that can be delivered through enhanced parking management. Table 3-2 of **Appendix D: East Lothian Council Parking Review – Dunbar Business Case** provides a summary of appraisal impacts as a consequence of parking management proposals from 3+ to 3- on the STAG criteria assessment scale; considering environmental impacts, climate change, health safety and well-being, economy, and equality and accessibility.
- 3.49 Further detailed consideration of the Dunbar High Street parking proposal is presented in **Appendix G: Dunbar Analysis of Proposals, Representations and Recommended Mitigations**, G.1 On Street Short Stay Parking – Dunbar High Street.
- 3.50 Considering the competing factors, the high level of public opposition, Dunbar traders' position, the public engagement results and balancing this against the wider societal benefits and the overarching parking objectives, it is recommended:
- 3.51 That the 30-minute period of free parking is amended to increase the free period to 45 minutes.

### **Resident and Other Permit Concerns**

- 3.52 The main concern expressed by residents of Dunbar who live within one of the proposed resident parking areas was that they would pay to park outside their house.

The initial proposal was to introduce on street charging for areas adjacent to the core shopping area with an associated permit scheme for residents and the introduction of permit only parking on residential streets with limited amount of on street parking or poor access. This would mitigate the impact on residents where on street charging is proposed and where there would likely to be displacement impacting residential roads due to the introduction of parking charges. The areas identified for this treatment were Lauderdale area, Parsonspool, Castle Street/Church Street and Countess area in Dunbar.

- 3.53 **Appendix G: Dunbar Analysis of Proposals, Representations and Recommended Mitigations**, G.2 On Street Medium Stay and Resident Parking Permits, G.3 On Street Long Stay and Resident Permits and G.4 Resident Parking Permit Only, considered the free text questionnaire responses and the themes raised. The analysis considered both the on-street charging and permit parking as one proposal as the introduction of permit parking was a mitigation for on street charging as part of the initial proposals. This reflected the questionnaire with 63% of

respondents did not believe a permit was necessary. Consideration is given to other representations and mitigations on other aspects of the parking proposals.

- 3.54 As set out in **Appendix C: Dunbar Parking Management Strategy – Public Engagement Report**, 84% of respondents indicated that they were a resident of Dunbar, with 58% stating they had a private driveway / private off-street parking. Only 7% of all respondents stated they had difficulty parking at their own home, with the most cited reasons being a lack of parking spaces, which would indicate parking demand in excess of the available parking spaces, inconsiderate parking and a lack of parking enforcement.
- 3.55 Removing the on-street charging and associated residents parking permit proposal from Dunbar is considered to have a material impact on the proposals, which may result in negative consequences. Therefore, it is recommended to closely monitor and evaluate public opinion, levels of parking infringement and inconsiderate parking practice going forward.
- 3.56 It is recommended that the initial proposal is amended to remove medium stay and long stay on street charging and the associated resident parking permit proposals.

#### **Impact on Visitors**

- 3.57 A similar argument and opposition to the concern for businesses is that payment for parking would have an impact on visitors and tourists. The belief is that visitors will no longer come to the town if they must pay for parking. Opposition to the proposal intimates that tourists will not visit the town and thus not spend in the local shops.
- 3.58 The initial proposal for the High Street recommends the first 30 minutes stay to be free of charge. The proposals look to charge for the next 60 minutes to encourage turn-over on the High Street maintaining the existing maximum stay of 90 minutes. In off-street car parks the proposal is to charge 50p for each half hour length of stay.
- 3.59 Tourism is a key economic driver with Dunbar being the second most visited town in East Lothian. A separate survey in 2021 suggested that parking was a factor in the satisfaction of visitors with lack of parking availability, condition of infrastructure and information where to park all matter to visitors. Visit Scotland survey of 2023 indicated that 69% of visitors to Scotland used a car on their trip with a further 7% using a motorhome. Tourist visits and day trips are likely to be longer than 90 minutes, and therefore visitors would look to park in areas offering parking for longer periods.
- 3.60 There is a misconception that parking is free. In real terms the provision of parking requires on going inspection and maintenance of parking spaces, which is paid for through council tax and business rates charge to the residents and businesses of East Lothian. For tourists to visit and

use local facilities with parking provision such as hotels, holiday lets, restaurants it is expected that they pay at point of use.

- 3.61 The public engagement provides a narrower view on the support of visitors with 37% opposed to motorhome parking to support local businesses and 30% undecided.
- 3.62 It was also noted the 2% of respondents were non-local visitors, and 10% visitors from outlying communities. It may be argued that visitors would take no interest in completing a parking survey for a town they visit, but conversely visitors do not necessarily concern themselves with parking charges when they visit a place as charging it is the norm rather than the exception.
- 3.63 As with the argument extended above for shopping habits, quality and selection of goods, price, accessibility, competition and UK economic performance all impact where and when tourists visit.
- 3.64 It is recommended that no change is made to the principal introducing parking charges due to the comments made on the perceived detriment to tourist visitors because of the parking charges.

### **Criticism of Consultation**

- 3.65 Over 100 responses criticised the public engagement questionnaire. Specifically, comments received where the questionnaire was biased, poorly framed, and designed to come to a pre-determined outcome.
- 3.66 Considering the feedback received it is appropriate to reflect on the questionnaire and review its design for future considerations. The existing questionnaire results/outputs are appropriate for the stage within the process and reflect the overarching decisions already made in respect of parking management.

### **Lack of Parking Enforcement**

- 3.67 A high percentage of individuals acknowledged that parking enforcement was lacking in the town. This might have been heightened due to the lack of parking attendants' resource across the county in recent months. It is clear that respondents see the relationship between poor parking practice and parking availability. However, while the view is that enforcement should be increased, there is little awareness that this requires charges to be applied.
- 3.68 Evidence gathered from the questionnaire revealed that 34 % of people's main concern was the lack of parking spaces, 22% believed inconsiderate parking as a problem, 18% thought the lack of parking enforcement and 13% people parked too long; all of which are directly related to enforcement and management of parking stock.
- 3.69 Improved parking enforcement will help address the issues identified above. Increased enforcement, having a strengthened presence in town, will resolve most problems highlighted by respondents, although with an

associated cost. As the argument is extended, income generated from charging will fund increased enforcement, which cannot be funded direct from general Council fund. Guidance from Transport Scotland<sup>4</sup> and the Scottish Government is that DPE arrangements should be self-financing.

- 3.70 It is recommended that the principal of introducing parking charges is not amended, and increased enforcement will be financed from parking charge income although at a lower level than originally anticipated and not from the General Fund.

### **No Parking Problem in Dunbar – General Criticism**

- 3.71 A general objection received from respondents with 87 comments made was that there was not a problem with parking in Dunbar. No evidence was given to these statements, and it is surmised this opinion is based on individual observation and assessment. The drive behind this point is that if there is no problem there is no requirement to make change to parking.
- 3.72 The questionnaire asked several questions on existing parking issues with 34% stating that there is a lack of parking spaces, 22% felt there are problems with inconsiderate parking, 18% a lack of enforcement, 14% seasonal events, 13% people parked too long, and 18% other problems.
- 3.73 **Appendix H: Dunbar Parking Demand Data Analysis** shows high occupancy levels on the High Street, Victoria Street, Church Street and Castle Street with all near or over capacity. Victoria Street, West Port and Delisle Street shows a high propensity for contravention parking, creating safety concerns.
- 3.74 It is not considered appropriate to halt the introduction of parking management arrangements based on a perception of no problem with parking, where the questionnaire and parking survey data contradicts this position.
- 3.75 It is recommended that the proposals are not withdrawn on the opinion that no parking problems exist.
- 3.76 Taking cognisance of the feedback on the initial proposals, the following table provides a summary of the mitigation and changes to proposals overall. Further detailed analysis of the overall proposed mitigation and recommendations can be found in **Appendix G: Dunbar Analysis of Proposals, Representations and Recommended Mitigations**. A plan showing the recommended parking management proposals is also provided in **Appendix B**.

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<sup>4</sup> <https://www.transport.gov.scot/media/52668/decriminalised-parking-enforcement-local-authorities-income-and-expenditure-2021-to-2022.pdf>

### **Summary of Mitigation and Changes to the Proposals**

<b>Initial Proposal</b>	<b>Mitigation Considered</b>	<b>Recommended Proposal</b>
High Street and North end of Queens Road - short-stay parking 90-minute maximum stay with 30 minutes free parking, with £1 per 30 minutes after that, up to a maximum stay of 90 minutes.	Extend the free parking period from 30 minutes to 45 minutes with parking up to 75 minutes £1 and parking up to 90 minutes £2.	Remove Queens Road from the proposal. Free parking period extended to 45 minutes, £1 for up to 75 minutes parking and £2 for up to 90 minutes maximum stay parking.
On street charged parking with the provision of resident parking permits.	Remove on street charging and associated permit parking from residential roads in the north of Dunbar.	Areas of on street parking charges and associated permit scheme in residential areas have been removed from the proposals.
Countess Road, Countess Crescent and West Port on street long stay parking with associated charging and the provision of resident parking permits.	Remove long stay on street charging with associated permit parking. Introduction of limited waiting bays with time restriction on parking varying between 2 hours and 12 hours with associated yellow line restrictions.	Remove long stay on street charging with associated permit parking.  On-street short stay parking on Delise Street and east section of Countess Road. On-street long stay parking on mid-section of Countess Road with a maximum stay of 23 hours. Limited waiting on the west section of Countess Road with parking areas allocated between 2 and 12 hours maximum stay.

<b>Initial Proposal</b>	<b>Mitigation Considered</b>	<b>Recommended Proposal</b>
Areas adjacent to the High Street assigned as resident permit parking only.	Remove the proposal for resident only parking permits.	All areas with resident only parking permits removed from the proposals.
Lauderdale car park proposed as medium stay parking with an associated length of stay and parking charge.	Remove parking charge and provide a reduced medium parking duration up to 3 hours.	Removal of parking charge and introduction of a maximum length of stay of 3 hours in the Lauderdale car park.
Countess Crescent (Bleachingfield Centre) proposed as medium stay parking with an associated length of stay and parking charge	Remove parking charge. Provide free parking for centre users. Registration of centre user vehicles.	Introduction of maximum length of stay of 5 minutes except for centre users. No charge for centre users.
Dunbar Leisure Centre. Proposed as medium stay parking with an associated length of stay	Provide overnight parking with a charge for motor caravans. Day time parking charge linked to use of leisure centre. Increase maximum length of stay	Medium stay parking increased to a maximum stay of 6 hours. 90 minutes free parking for Leisure Centre users Introduction of overnight motor caravan parking with a charge.
Abbeylands car park proposed as long stay parking with an associated length of stay and parking charge.	Long stay parking with charging limited to between 9am and 4pm Introduction of flat fee for parking based on maximum charge for long stay £5	No amendments proposed.

<b>Initial Proposal</b>	<b>Mitigation Considered</b>	<b>Recommended Proposal</b>
Smaller Countess Crescent car park proposed as disabled parking only with non-blue badge holders prohibited.	Reduce the number disabled parking only spaces within the car park.	No changes to existing car park proposed.
Countess Road car park proposed as long stay parking with an associated length of stay and parking charge.	Remove the proposed car park charge.	No proposed amendments.
Harbour car park (part of Roads Authority adopted area) assigned as medium stay parking with an associated length of stay and parking charge.	Remove proposed parking charges	Removal of parking restrictions and charges.
The Vennel car park assigned as medium stay parking with an associated length of stay and parking charge.	Remove proposed car park parking charge Introduce maximum day time stay.	Removal of parking restrictions and charges.
Introduce parking management scheme to include the introduction of parking charges and enhanced enforcement	Parking management scheme not progressed	No amendments proposed.

3.77 It is recommended that the scheme progresses to detailed design and draft Traffic Regulation Orders (TROs) are prepared taking account of the above recommendations and mitigations set out within this report. Formal advertising of the draft TROs, in accordance with regulations, will provide further opportunity to refine the proposed scheme as part of the statutory consultation process.



## 4 POLICY IMPLICATIONS

- 4.1 The proposals have multiple policy implications across many national, regional and local themes. **Appendix A: Policy and Legislative Context** provides further detail of these matters.

## 5 RESOURCE AND OTHER IMPLICATIONS

- 5.1 Finance: A financial business case for the proposals is provided in **Appendix F: Technical Note – Dunbar Parking Management Financial Model**. The model uses the Flexible, Appropriate, Structured, and Transparent (FAST) financial modelling standard and provides a conservative estimate considering the benefits potential. The year one capital cost is estimated at £196,000. The annual predicted cost of operating the scheme is £163,000 and annual income is forecast to be £193,000 (gross). The surplus revenue over the 10-year period is forecast to be approximately £10,000 per annum.
- 5.2 Human Resources: There are no implications to human resources at this time.
- 5.3 Other (e.g. Legal/IT): The proposals are being considered in accordance with the Road Traffic Regulation Act 1084 as amended and the Local Authorities Traffic Orders Procedure Regulations (Scotland) as amended.
- 5.4 Risk: Risks identified at this stage include potential public opposition to the introduction of the proposed parking measures which may impact the projected income levels. Operational and implementation risks have also been noted. These risks are recorded within the project and corporate risk registers and will be actively assessed, monitored, and managed throughout the lifecycle of the project.

## 6 INTEGRATED IMPACT ASSESSMENT

- 6.1 ***Select the statement that is appropriate to your report by placing an 'X' in the relevant box.***

An Integrated Impact Assessment screening process has been undertaken and the subject of this report does not affect the wellbeing of the community or have a significant impact on: equality and human rights; tackling socio-economic disadvantages and poverty; climate change, the environment and sustainability; the Council's role as a corporate parent; or the storage/collection of personal data.

☐

**or**

The subject of this report has been through the Integrated Impact Assessment process and impacts have been identified as follows:

x

Subject	Impacts identified (Yes, No or N/A)
Equality and human rights	yes
Socio-economic disadvantage/poverty	yes
Climate change, the environment and sustainability	yes
Corporate parenting and care-experienced young people	no
Storage/collection of personal data	no
Other	yes

*[Enter information on impacts that have been identified]*

The Integrated Impact Assessment relating to this report has been published and can be accessed via the Council's website:

[https://www.eastlothian.gov.uk/info/210602/equality\\_and\\_diversity/12014/integrated\\_impact\\_assessments](https://www.eastlothian.gov.uk/info/210602/equality_and_diversity/12014/integrated_impact_assessments)

## 7 APPENDICES

Appendices A–B are attached to this report.

Appendices C–H are available in the Members' Library (Ref: 122/25, December 2025 Bulletin):

[https://www.eastlothian.gov.uk/meetings/meeting/17561/members\\_library\\_service](https://www.eastlothian.gov.uk/meetings/meeting/17561/members_library_service)

- 7.1 Appendix A: Policy and Legislative Context
- 7.2 Appendix B: Dunbar Initial Parking Management Proposals and Dunbar Recommended Parking Management Proposals
- 7.3 Appendix C: Dunbar Parking Management Strategy – Public Engagement Report
- 7.4 Appendix D: East Lothian Council Parking Review – Dunbar Business Case
- 7.5 Appendix E: Dunbar Parking – Impact Assessment
- 7.6 Appendix F: Technical Note – Dunbar Parking Management Financial Model

- 7.7 Appendix G: Dunbar Analysis of Proposals, Representations and Recommended Mitigations.
- 7.8 Appendix H: Dunbar Parking Demand Data Analysis

## **8 BACKGROUND PAPERS**

- 8.1 Report to Council on 10th December 2024 – Update on North Berwick Traffic Regulation Orders
- 8.2 Report to Council on 27th February 2024 – Update on Parking Management Traffic Regulation Order for North Berwick
- 8.3 Report to Council on 25 April 2023 – Town Centre Parking Management: Introduction of Parking Management Proposals in North Berwick
- 8.4 Report to East Lothian Council on Tuesday 28th June 2022 – Town Centre Parking Management: Consultation
- 8.5 Members' Library Report – Economic Impact Assessment Report (Ref: 34/23, April 2023 Bulletin)
- 8.6 Members' Library Report – Consultation Report (Ref: 35/23, April 2023 Bulletin)
- 8.7 Integrated Impact Assessment
- 8.8 Report to East Lothian Council on Tuesday 30th October 2018 – East Lothian Council Proposed Local Transport Strategy
- 8.9 East Lothian Council Proposed Local Transport Strategy 2018-24 – Draft Parking Strategy, Members' Library Ref: 142/18 (October 2018 Bulletin)
- 8.10 East Lothian Council Proposed Local Transport Strategy 2018-24 – Draft Active Travel Improvement Plan, Members' Library Ref: 141/18 (October 2018 Bulletin)
- 8.11 Policy and Performance Review Committee – 04 Roads Asset Management – Annual Status and Options Report
- 8.12 Report to East Lothian Council on Tuesday 25 April 2023 - Town Centre Parking Management: Introduction of Parking Management Proposals in North Berwick
- 8.13 Report to East Lothian Council on Tuesday 27 February 2024 – Update on Parking Management Traffic Regulation Order North Berwick
- 8.14 Members' Library Report – East Lothian by Numbers: Travel and Transport (Ref: 152/24, November 2024 Bulletin):

## 9 AUTHOR AND APPROVAL DETAILS

### Report Author(s)

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<b>Date</b>	Oct 2025

### Head of Service Approval

<b>Name</b>	Tom Reid
<b>Designation</b>	Head of Infrastructure
<b>Confirmation that IIA and other relevant checks (e.g. finance/legal) have been completed</b>	Yes
<b>Approval Date</b>	Oct 2025

## **Appendix A: Policy and Legislative Context**

A1. The policy context at a national, regional and local level supports a move to increase existing and to implement new parking demand management processes across the county.

A2. At a national level the development and publication of the National Transport Strategy (NTS), National Planning Framework (NPF4) and the Scottish Transport Projects Review (STPR2) all support moving towards more sustainable town centres. The NTS vision is that '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'.

A3. The national strategy outlines how the 'the benefits of place-making and sustainable and active travel infrastructure/modes will also play an important role in helping to re-vitalise town centres'.

A4. At its meeting on 29 March 2022 Council was asked to approve the outline of the 2022–2027 Council Plan. The 2017–2022 Council Plan set out the vision of 'an even more prosperous, safe and sustainable East Lothian, with a dynamic and thriving economy, that enables our people and communities to flourish'.

A5. New and increased management of parking across the county supports the overarching objective of reducing inequalities within and across our communities, and with the development of the four thematic objectives: Growing our Economy, Growing our People, Growing our Communities and Growing our Capacity.

A6. East Lothian's Climate Change Strategy was adopted in 2020 in response to the climate emergency. The strategy has a significant emphasis on the need to manage journeys made by the private car across the county.

A7. East Lothian Council – Local Transport Strategy (2018–2024). In 2018, East Lothian Council published a Local Transport Strategy sets out the challenges that town centres within East Lothian have been facing in the context of the wider transport network. Accessing town centres and the management of parking is a key challenge articulated throughout the strategy document.

A8. East Lothian Council – Local Parking Strategy (2018–2024). There are a number of actions set out within the strategy to achieve many objectives when it comes to managing parking including that East Lothian Council will implement a parking management hierarchy in towns. The parking management hierarchy model states that 'in general, on-street parking will be for the purposes of short- stay parking, especially in our town centres, as it is essential that people have easy access to shops and services to maintain the economic vitality of our towns. Medium and long-stay parking will be

accommodated in off-street car parks but these are more likely to be at the edge of the town centre.'

A9. This proposal will contribute towards fulfilling the Local Parking Strategy 2018 -2024:

- Objective 1 – to provide balanced and appropriate parking facilities that support the economic, environmental and accessibility requirements of towns in East Lothian.
- Objective 2 – to maximise the efficient use of parking provision.
- Parking Policy 5 – The council 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 prosperity on an area by increasing turnover. All parking regimes would require annual monitoring.

A10. The Council's Local Economy Strategy 2024 to 2034 was approved in April 2024. Consultation and analysis identified a number of issues facing town centres in East Lothian, stakeholders and community members reported that a limited availability and low turnover of town-centre parking spaces, competition from edge-of town retail developments, competition from Edinburgh, and changes in shopping habits have all deterred some residents from using their town centres. However, increased home working is driving increased demand for town centre service businesses and leisure opportunities. It was also argued that narrow pavements and conflicts with traffic can make town centres feel inaccessible and unsafe for older people, those with physical impairments, and pram and buggy users. Local challenges were identified where town centre congestion and parking was highlighted as an issue with implications for locals, visitor experiences, and public safety. Greater turnover of town centre parking to improve capacity was highlighted as a need. The Strategy highlights the distinctiveness of East Lothian's towns and villages as a key attribute of the area and includes actions to support thriving and district communities, vibrant town and rural centres. A key area where the Council can intervene is to improve safe and sustainable access for all users.

A11. Further, the proposals contribute to the Economic Development Strategy by offering 'the potential for increasing resident spend by improving town centres in East Lothian'. With short-stay parking freeing up spaces close to shops, residents would be able to quickly access shops and services, thereby supporting local and independent shops.

A12. East Lothian Council – Town Centre Strategies (2017–2022). Town Centre Strategies have been prepared for each of the 6 main settlements in

East Lothian. The purpose of the town centre strategies is to adopt a strategic approach to guide the improvement of town centres.

A13. The vision for Dunbar town centre as articulated is 'Dunbar town centre serves the needs of all of its users with inspiring shopping and leisure opportunities and a diverse evening offer. It is recognisably a part of a historic burgh, with links to its attractive harbours and the John Muir Way, making Dunbar a go-to destination for locals and visitors alike'.

A14. The Citizen's Panel Survey (2018) identified a need for a wider range of shops, more parking and a more attractive town centre environment.

A15. Action 2 from the Dunbar town centre strategy looks to progress the reorganisation of town centre car parking with the introduction of specific waiting times.

### **Climate Change and Road Safety Benefits**

A16. 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'.<sup>5</sup>

A17. 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 which includes the 'Sustainable Investment Hierarchy' which establishes a structured set of steps to be followed when planning investment in transport provision.

A18. 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, the proposed parking interventions are highly consistent with the NTS2 Sustainable Travel Hierarchy.

A19. 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 can be classified as 'making better use of existing capacity' and would therefore be more

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<sup>5</sup> [National Transport Strategy 2 \(Transport Scotland, 2020\), p. 5.](#) .

appropriate than measures that sought to increase parking capacity through construction of infrastructure.

A20. 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 A1 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 A1: Route Map to 20% Car KM Reduction – Four Behaviours**

A21. The policy documents listed above provide a framework for the proposed parking interventions within Dunbar. 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 Dunbar will provide a demand reducing measure that would fall within the Scottish Government’s ambitions to reduce car kilometres by 20% by 2030.

A22. East Lothian Council – Climate Change Strategy also looks to reduce transport emission and increase active travel and sustainable transport options for everyday journeys. Data shows that more people walk in East Lothian than surrounding local authorities and Scotland generally, with 59% making short journeys by foot but 33% still choice to drive this relatively short distance. Only 1% choice to cycle. (East Lothian by Numbers – Members Library Report).



A23. Currently 83% of East Lothian's residents have access to one or more cars or vans and 35% have access to two or more cars or vans. Access to a car is greater in East Lothian than Midlothian (79%) and Scotland (75%) averages. Access to a private car or van has increased in East Lothian by 3% since 2014. This suggests that if residents have access to parking, they may be more likely to use their cars for short journeys to the town centre for economic / leisure purposes as cars are more prevalent.

A24. Nationally vehicular traffic accounted for 35.6% of emissions in 2018. It remains the largest CO2 producing sector and presents a singular challenge to mitigate the transport sector to meet net zero targets. Transport is a derived demand, driven by the essential need to move people, goods, and services to drive economic growth. National objectives seek to promote walking, cycling and public transport over private car use as these present the greatest benefits to communities allowing improved mobility, safety, health and accessibility enhancements to be delivered through place making initiatives. Management of demand for parking provides a push behavioural change approach which can be incentivised with other pull initiatives to enhance the place for all users, over time.

A25. Interventions which increase walking, wheeling, cycling, or use of public transport can reduce car use and free up space on streets. A literature review by ClimateXChange<sup>6</sup> shows there is considerable evidence to suggest that improved sustainable travel has environmental, economic, and social benefits to local high streets and towns. Evidence collected showed that there is a wide breadth of potential benefits of sustainable travel to communities, but that evaluation and measurement of impacts does not always capture this.

A26. The review found significant evidence of decrease in air pollution in all geographies across large sample sizes with a strong focus on sustainable transport. Modelling suggests that if 10% of the population switched from cars to bikes and public transport, emissions would decrease by about 10% (car to bike) and 3% (car to public transport).<sup>7</sup> There is also significant evidence of a decrease in carbon emissions in all geographies across large sample sizes. In one case study, carbon emissions decreased by 66% over a 15-year period following pedestrianisation of a city centre<sup>8</sup>.

A27. There is also evidence of the short-term impact of suitable transport on increased land values and rental prices for businesses, making an area more attractive for investment and desirable to live in more than one geography across large sample sizes. The impact varied from an increase in land values between 70–300% with retail commercial rates increasing in the range of 10–

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<sup>6</sup> [The benefits of sustainable travel to local high streets and town centres | ClimateXChange](#)

<sup>7</sup> [The climate change mitigation impacts of active travel: Evidence from a longitudinal panel study in seven European cities - ScienceDirect](#)

<sup>8</sup> Council of Pontevedra, 2017. Fewer cars, more city.

30%.<sup>9,10</sup> ClimateXChange review found evidence of higher footfall in businesses across large sample sizes in all geographies, as well as increased time and money spent in local businesses. Several UK studies found that footfall increase by approximately 30% after the introduction of sustainable travel measures.<sup>11</sup>

A28. Nationally vehicular traffic accounted for 35.6% of emissions in 2018. It remains the largest CO2 producing sector and presents a singular challenge to mitigate the transport sector to meet net zero targets. Transport is a derived demand, driven by the essential need to move people, goods, and services to drive economic growth. National objectives seek to promote walking, cycling and public transport over private car use as these present the greatest benefits to communities allowing improved mobility, safety, health and accessibility enhancements to be delivered through place making initiatives. Management of demand for parking provides a push behavioural change approach which can be incentivised with other pull initiatives to enhance the place for all users, over time.

A29. Road collision incidents in East Lothian's towns are generally low with three serious injuries being recorded over the 5-year period 2019–2023 in the whole of Dunbar. It is noted that no fatal personal injury collisions have been recorded in proposed controlled parking area within Dunbar for this period. However, within the built environment an unacceptable risk remains due to the high demand of parking space and constant search for parking opportunity close to the driver's destination. On-street parking contraventions or restricted parking abuse during busy times can place the public at risk.

## **Legislative Context**

A30. The Road Traffic Regulation Act 1984 – the legislation laid out in the Act provides powers to local authorities to implement parking demand management processes including tariffs for on and off-street facilities.

A31. The general provisions of the Act allows an authority to make an order where it considers that it is expedient to do so:

- (a) for avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising, or
- (b) for preventing damage to the road or to any building on or near the road, or

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<sup>9</sup> <https://www.livingstreets.org.uk/policy-reports-and-research/pedestrian-pound/>

<sup>10</sup> Litman, T., 2023. Guide to Valuing Walking and Cycling Improvements and Encouragement Programs. Transportation Research Record.

<sup>11</sup> Momentum Transport Consultancy, 2022. Funding Healthy Streets Assets: Guidance for Effective Public Private Partnerships in Delivering Healthy Streets Projects.

- (c) for facilitating the passage on the road or any other road of any class of traffic (including pedestrians), or
- (d) for preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property, or
- (e) (without prejudice to the generality of paragraph (d) above) for preserving the character of the road in a case where it is specially suitable for use by persons on horseback or on foot, or
- (f) for preserving or improving the amenities of the area through which the road runs
- (g) for any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995 (air quality).]

A32. Provision 32 within the Act describes the powers local authorities have where for the purpose of relieving or preventing congestion provision of parking spaces can be provided.

A33. Provision 33 within the Act goes on to detail the additional powers of local authorities in connection with off-street parking places.

A34. Provision 45 within the Act details that a local authority may by order designate parking places on roads in their area for vehicles or vehicles of any class specified in the order; and the authority may make charges for vehicles left in a parking place so designated.

A35. The Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999 sets out the requirements of advertising traffic orders, the means and requirements for objection and the basis of holding a hearing.

A36. Provisions 5 within the regulations sets out the requirements of advertising traffic orders, whilst provision 7 sets out the manner in which objections to the published order should be made, this requires objections to be in the form of a written statement.

A37. Provision Section 8 of the regulations outlines when a hearing should be held following objections to an order. The provisions also indicates that a hearing may be held in other circumstances. In the case of the advertised orders there is no requirement to hold a hearing for orders No. 1, No. 2 and No.3. The inclusion of on street parking charges fall under section 45 of the Road Traffic Regulation Act 1984, although these do not prohibit loading there is an implied requirement to hold a hearing to consider outstanding objections.

**High Level Parking Management**

- On Street Short Stay Parking
- On Street Medium Stay Parking and Permit Parking
- On Street Long Stay Parking and Permit Parking
- Off Street Medium Stay Parking
- Off Street Long Stay Parking
- Off Street Disabled Parking
- Permit Parking Only

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## Appendix B: Dunbar Recommended Parking Management Proposals

