

<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>	Haddington – 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 Haddington;
- 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 3 March 2025 and 30 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 Haddington;
- 2.2 Approve the proposals shown in Appendix B and summarised in paragraphs 3.74 and 3.75 noting the amendments made to improve the scheme and to 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 Haddington 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 virtually no revenue out with public finance. This is in direct competition with health and social care, education and all other Council services. As demonstrated in Decriminalised Parking Enforcement - Local Authorities' Income and Expenditure: 2021 to 2022 which shows authorities without income from pay and display parking operating at a deficit. The income generated through enforcement does not pay for the cost of running the service. A reasonable basis for 'point of use' charge is to invest in the asset, enforcement and improvements direct.
- 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 Haddington economy, Stantec was 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: Haddington 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 – Haddington Business Case** provides further details.

### **Consultation and Engagement**

- 3.9 A meeting was held with the Secretary of the Haddington Community Council and members on 3 March 2025. A follow up meeting was held on 18 March 2025 with the Area Partnership, attended by representatives from Stantec, Haddington Community Council, Haddington District Community Council, Connected Communities and Haddington Central Tenants and Residents Association.
- 3.10 The Council's public consultation on parking management in Haddington ran from 19 May 2025 to 30 June 2025. A website was provided via an ArcGIS StoryMap to explain the initial proposals for Haddington. The website also provided online access to the survey questionnaire. A face-to-face event held at the Corn Exchange Haddington also ran on Thursday 12 June 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 1,003 questionnaire responses were received, of which 970 responses were online and 33 paper responses. A total of 687 identified

as Haddington residents. In addition, a total of 10 emails and two letters were received.

- 3.12 A petition was circulated by the Haddington Business Group for the 'Opposition to parking charges / meters in Haddington town centre'. There were 3,008 signatories in total and this was submitted to ELC. This petition was later rejected by Councillors.
- 3.13 The Haddington District Community Council conducted their own independent survey to collect the public's views on parking in Haddington. They submitted the responses to the survey in addition to their own objection to the proposals.
- 3.14 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 health and social care workers to obtain parking permits. Service 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 Haddington's parking regulations. This should lead 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.
- 3.15 Plans showing the initial and recommended parking management proposals are provided in **Appendix B: Haddington Initial Parking Management Proposals** and **Haddington Recommended Parking Management Proposals**.
- 3.16 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 Haddington including all East Lothian libraries, leisure centres, community centres and at the Haddington GP surgery. The questionnaire was also advertised in the East Lothian Courier.

- 3.17 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 proposals.
- 3.18 **Appendix C: Haddington Parking Management Strategy – Public Engagement Report** provides a detailed analysis of the consultation feedback. For convenience the most important points are set out below
- 3.19 The questionnaire sought to understand the respondents' relationship with Haddington,
- 68% were residents of Haddington (n=687)
  - 33% were local shoppers of Haddington (n=331)
  - 18% were visitors from outlying communities (n=184)
  - 17% were local workers (n=172)
  - 3% were local traders (n=33)
  - 1% were non-local visitors (n=13)
- 3.20 From the responses provided, the age analysis showed 36% (n=355) of respondents were 44 years of age or under, with 58% (n=583) being over 44 years of age. No one under the age of 18 years of age responded to the questionnaire and 16% (n=159) over 65 years of age. This conforms with survey work carried out in North Berwick that most respondents are over 44 years of age presenting over representation by older generations.
- 3.21 We sought to ascertain whether people who live in Haddington have a difficulty with parking and whether the difficulty was due to a specific matter. Of residents of Haddington, only 12% (n=82) said they found it difficult to park at their homes, the main reason being lack of available parking spaces.
- 3.22 We also asked all respondents, if they experienced a parking problem when visiting Haddington. 32% (n=318) of respondents reported they found the lack of parking spaces to be a problem, with inconsiderate parking (23%, n=234) the second most reported concern and lack of parking enforcement 15% (n=146) third.

- 3.23 We sought to understand whether businesses needed further loading and unloading assistance, if they could conveniently make deliveries at their premises. Although this data was not site/location specific, the businesses which experience problems are located on or around the High Street. 29% (n=36) of respondents who own a business reported there was adequate provision compared to 11% (n=14) who noted there is not adequate provision.
- 3.24 We asked whether motorhome provision should be made in Haddington, with 59% (n=587) saying there was no need and 12% (n=124) thinking there was and 29% (n=290) unsure. This is likely to reflect that of those respondents; the majority have no experience with the use of motorhomes or have been impacted by such vehicles parking in the vicinity of their home.
- 3.25 We asked whether people experienced difficulties walking in Haddington due to inconsiderate park vehicles. 17% (n=174) of people responded saying they had difficulties.
- 3.26 We also asked which modes of travel respondents used to travel in Haddington with respondents providing a combination of modes with driving being 95% (n=955), walking 66% (n=662) and travel by bus 15% (n=152). People's main reason for travel was shopping at 89% (n=892), meeting friends and family at 61% (n=611) and leisure and outdoor activities at 57% (n=570).
- 3.27 In connection to the initial proposals, we looked to ascertain whether they were correctly targeted to area of most need. 45% (n=446) of all correspondents felt they did not, 20% (n=201) agreeing, 18% (n=181) partially agreeing and 17% (n=168) being unsure.
- 3.28 We also sought to understand whether residents felt that the existing residents parking permit should be amended. It is noted that currently there are 138 permits issued for the Haddington permit scheme. Of the respondents who indicated that they have an existing parking permit, 61% (n=22) did not believe it should be amended, 28% (n=10) support it being amended and 11% (n=4) were unsure.
- 3.29 We asked what respondents' opinion was on the length of stay for free parking proposed on the High Street. 36% (n=357) believed 90 minutes was the right length of time with 23% (n=226) wanting up to 2 hours, and 13% (n=128) preferring 30 minutes.
- 3.30 We asked what respondents considered was the optimum maximum length of stay for medium stay car parking. 35% (n=346) of respondents recommended 6-hours.
- 3.31 We sought to understand the length of stay for long stay car parking in Haddington. 55% (n=548) of all respondents preferred 23 hours with 27% (n=269) opting for 12 hours.
- 3.32 Finally, we asked whether people thought a higher charge than 50p for half hour parking should be levied for long stay parking. 92% (n=923) felt

that we should not exceed this charge with 3% (n=33) opting for a high charge and 5% (n=45) not knowing.

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

- 3.33 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: Haddington Parking Management Strategy – Public Engagement Report** – Table 4-2. This highlighted that 73 (7%) respondents think there is no need for the scheme, 34 (3%) suggest alternative interventions, 33 (3%) had concerns about the negative economic impacts, 19 (2%) were opposed to parking charges and 15 (2%) perceive it as a money-making scheme.

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

- 3.34 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**

- 3.35 The impact on local retail businesses was a concern raised by respondents to the initial proposals. This has been a consistent across all the towns which have been surveyed.
- 3.36 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.
- 3.37 As part of the early engagement with the Community Council and Area Partnership, Haddington Community Council provided a letter which was originally submitted as part of the response to the parking strategy. The letter is undated and seeks that the following parking interventions are introduced in Haddington.
- 3.38 Release of a minimum of 120 spaces behind the Plough Tavern for a new exclusively public short term car park accompanied by an effective fee collection and policing system.
- Highly visible signage for this new car park and the long stay car park behind Tesco for both residents and visitors.
  - A review of the existing arrangements concerning car parking permits for town centre residents (for instance consideration of restricting free parking for permit holders to between the hours of 5pm to 9am).
  - Consideration of a clock card system for town residents similar to that operated by Northumberland.

- 3.39 A petition was presented to the Council with 3,008 signatures objecting to the parking management proposals. It set out the following objections:
- Parking charges do not work – as evidenced from towns across Scotland and the UK.
  - Haddington's businesses will suffer, noting that the proposed 30 minutes free would not support short trips to the High Street.
  - Turn Haddington into a ghost town – suggesting people will shop elsewhere to avoid parking charges.
  - The current 90 minutes free is an effective restriction in Haddington.
- 3.40 The petition gives a limited response to the proposals as the opportunity to understand the context of the objection is not fully conveyed. It is noted that the petition has 3,008 signatures compared to the 1,003 respondents to the questionnaire. This raises the potential that the signing of the petition does not present a measured and reasoned response to the proposals, which was the intention of undertaking the questionnaire.
- 3.41 The Corn Exchange raised concern as the venue currently promotes free parking to the rear of the venue in the John Muir House car park and the introduction of parking charges would potentially impact the use of the venue.
- 3.42 The analysis of Public Engagement (**Appendix C: Haddington Parking Management Strategy – Public Engagement Report**) against Parking Demand Data (**Appendix H: Haddington Parking Demand Data Analysis**) highlights a lack of public support and that the data analysis supported the level of turn over with the median length of stay being well within the 30-minute free parking period.
- 3.43 Specifically, the parking survey data shows that parking demand on the High Street and Court Street comprises of short trips with the median length of stay being 15 minutes and the 75-percentile length of stay being 30 minutes.
- 3.44 An issue raised by respondents to the questionnaire was that removing free parking would deter people from visiting the High Street. Research has shown that increasing parking turnover can increase visitor numbers to local businesses and space availability increases. Improved enforcement of parking restrictions encourages turnover/space availability and consequently increases potential footfall and access to shops.
- 3.45 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.

- 3.46 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. 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.
- 3.47 Figure 1 indicates that traders' perceptions significantly overestimate travel by car, and underestimate people walking compared with the mobility behaviour reported by shoppers.

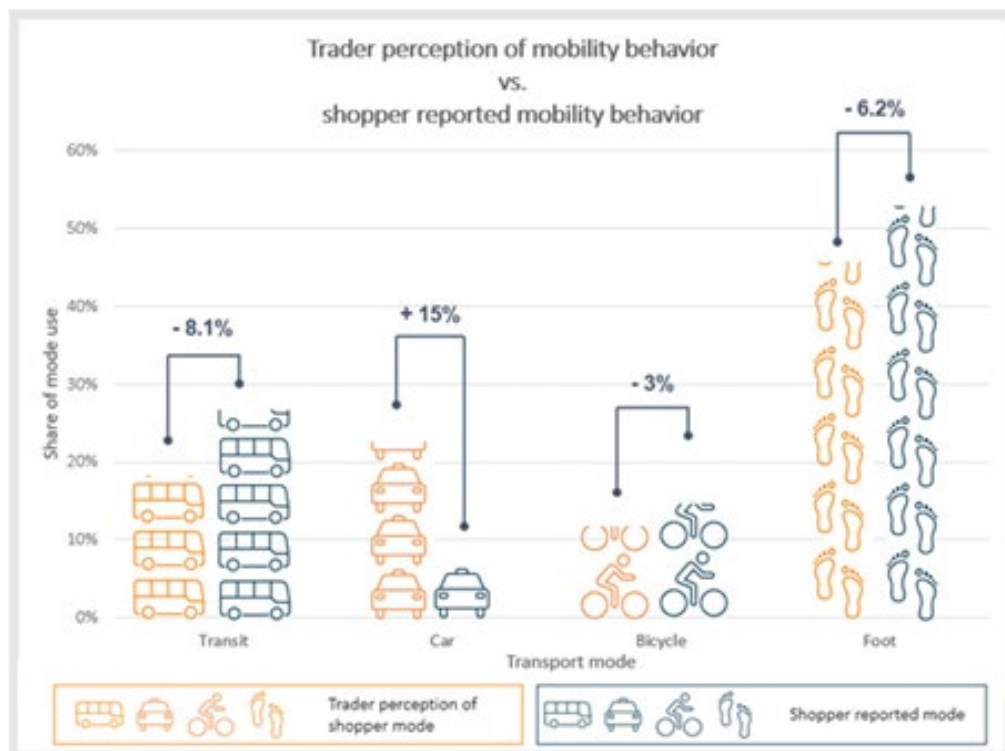
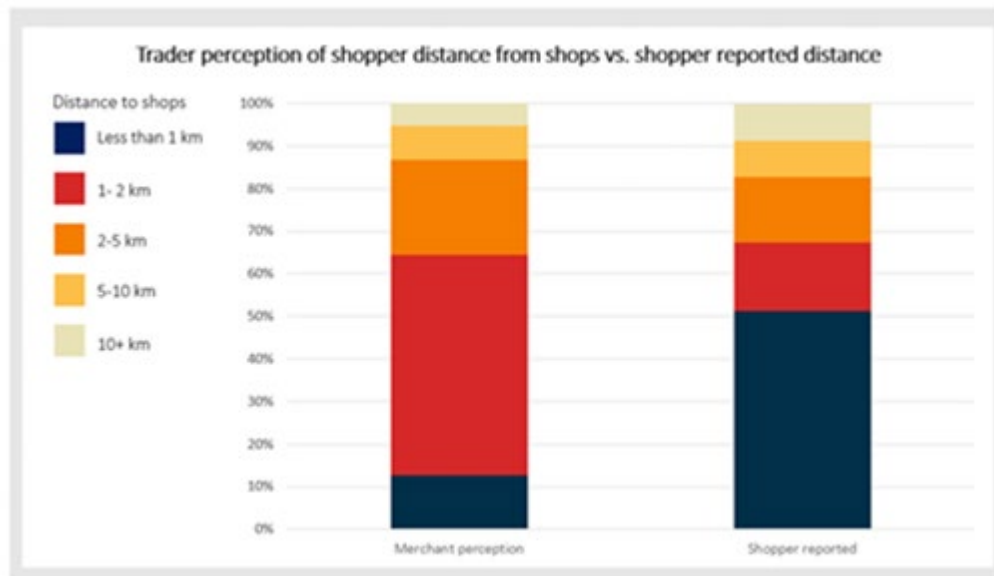


Figure 1: Mobility behaviour of reported by shoppers and trader perception of custom mobility behaviour<sup>2</sup>

- 3.48 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.

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

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



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

- 3.49 In Haddington there is a high propensity to travel by car (95%); however, 66% are walking, which implies a relatively high number of people are accessing shops by foot. This is consistent with other studies that suggest traders have an inflated view of the use of the car because they use their car. This causes them to estimate much higher demand from customers who come by car, than other modes. Another important point to note is that perception is also influenced by where the owner lives, as they also think shoppers are more distant from their shop than they are.
- 3.50 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 – Haddington 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.
- 3.51 Further detailed consideration of the Haddington High Street parking proposals is presented in **Appendix G: Haddington Analysis of Proposals, Representations and Recommended Mitigations**, G.1 and G.2 On Street Short Stay Parking – Haddington High Street.
- 3.52 Considering the competing factors, the public engagement results and balancing this against the wider societal benefits and the overarching parking objectives, it is recommended:
- 3.53 That the 30-minute period of free parking for the High Street, Market Street and Court Street is maintained.

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

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

- 3.54 Of the respondents who are permit holders, 65% (n=98) **do not support** the amendment of the permit area while 11% (n = 17) **do support it**. The remaining 23% (n=35) were unsure. It is noted that the current parking permit arrangements are not signed on street or clearly defined.
- 3.55 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.
- 3.56 **Appendix G: Haddington Analysis of Proposals, Representations and Recommended Mitigations**, G.1, G.2 and G.3 relate to On Street Short Stay Parking with residents parking permits exemptions – Market Street, Court Street and High Street. G.4. The Sands resident only parking, G.5 removal of Knox Place from on-street charging, G.6 Introduction of public parking off Neilson Park Road, G.7 Tesco car park and mitigation for council staff parking due to Neilson Park Road car park proposals, G.8 Newton Port car park remove charging and change the maximum length of stay, and G.9 Introduction of restrictions in Mill Wynd to address inconsiderate parking and obstruction of sight lines and introduction of maximum stay at Aubigny Sports Centre car park for 90 minutes with no charge.
- 3.57 As set out in **Appendix C: Haddington Parking Management Strategy – Public Engagement Report**, 68% (n=687) of respondents indicated that they were a resident of Haddington, with 58% (n=396) stating they had a private driveway/ private off-street parking. Only 12% (n=82) of all residents stated they had a difficulty parking at their own home.

### **Impact on Visitors**

- 3.58 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.
- 3.59 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 turnover on the High Street. In off-street car parks, the proposal is to charge 50p for each half hour length of stay.
- 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 59% (n=587) opposed to motorhome parking to support local businesses and 29% (n=290) are undecided.
- 3.62 It was also noted the 1% (n=13) of respondents were non-local visitors, and 18% (n=184) 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 of 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 5% (n=47) of responses criticised the public engagement questionnaire. Specifically, comments received highlighted that 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 32% (n=318) of people's main concern was the lack of parking spaces, 23% (n=234) believed inconsiderate parking a problem, 15% (n=146) thought a lack of parking enforcement, and 9% (n=91) noted people parking for too long; all of which are direct 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 and the Scottish Government is that DPE arrangements should be self-financing.<sup>4</sup>
- 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.
- 3.71 The individual correspondence received raised the following points of concern:
- 3.72 Impact on access to places of worship on Sundays.
- Extension of the scheme to include Mill Wynd to address issues due to parking and traffic associated with sporting events.
  - Volunteers working for charities in the town would need to pay for parking.
  - Impact on those working within Haddington with no allocated free long stay parking.
  - Additional disabled bay on Hardgate to assist businesses.
  - Introduction of yellow line waiting restrictions on Sidegate ensure access to off street parking and reduce vehicle to vehicle conflicts.
- 3.73 The advertised proposals with charging and limited waiting all week would directly impact access to places of worship. The extension of the scheme to include Mill Wynd to address inconsiderate parking can be considered during detailed design and included in the statutory consultation. The impact on volunteers needing to pay for parking would be the same for any worker or non-resident wanting to park within the town centre, with the scheme looking to encourage turnover of spaces to support local businesses by ensuring parking is available wanting to visit those businesses. The proposals look to maintain the number of existing parking spaces.
- 3.74 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: Haddington Analysis of Proposals, Representations and Recommended Mitigations**. A

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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>

plan showing the recommended parking management proposals is also provided in **Appendix B**.

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

<b>Initial Proposal</b>	<b>Mitigation Considered</b>	<b>Recommended Proposal</b>
Short-stay parking 90 minute maximum stay restrictions on the High Street, Market Street and Court Street, with the introduction of a charge. The charges being 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 charge) and parking up to 90 minutes (£2 charge).	No amendment.
Parking charges operating Monday to Sunday inclusive.	Removal of Sunday charging.	Removal of Sunday charging.
Retention of permit parking within central area.	Permit parking limited to 5pm to 8am	The formalising of the permit scheme with marked/signed bays and clear definition of permit eligibility.
The Sands Permit only parking.	Combined Medium stay paid for parking and permit holders.	Combined Medium stay paid for parking (max stay 6 hours) and permit holders.
Knox Place - medium stay on street charged parking with the provision of resident parking permits. The charges being up to 30 minutes £0.50 and £0.50 for each 30 minutes thereafter up to a maximum of 5 hours.	Remove on street charging.	Remove on street charging.
Neilson Park Road (John Muir House) car park medium stay parking with the associated charge being up to 30 minutes £0.50 and £0.50 for each 30 minutes	Remove off street parking charge Introduction of Permits for staff at John Muir House.  Increase maximum length of stay to 6 hours to reflect public response.	Introduction of permit parking for John Muir House staff and retention of parking charges.  Maximum length of stay 6 hours.

<b>Initial Proposal</b>	<b>Mitigation Considered</b>	<b>Recommended Proposal</b>
thereafter up to a maximum of 5 hours.		
Tesco car park - long stay parking with the associated charge of up to 30 minutes £0.50 and £0.50 for each 30 minutes thereafter up to a maximum of £5	Remove off street parking charge. Provide annual season ticket parking at reduced rates from the daily charge. Introduction of Permits for staff at John Muir House. Introduction of flat rate daily charge.	Introduction of permit parking for John Muir House staff.
Newton Port - short stay car park with 30 minutes free, up to 60 minute £1 up to 90 minutes £2.	Free parking for up to 45 minutes with a maximum stay of 90 minutes Free parking for up to 45 minutes	Introduction of free parking with a 45 minute maximum stay.
Mill Wynd / Aubigny Sports Centre – No proposals.	Introduction of waiting restrictions to protect junctions. Introduction of hourly off street parking charge.	Introduction of junction protection waiting restrictions and marked parking bays (subject to detailed design). Introduction of a maximum stay of 90 minutes with no charge at Aubigny Sports Centre.
Introduce parking management scheme to include the introduction of parking charges and enhanced enforcement	Parking management scheme not progressed	No amendments proposed

3.75 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 implication 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 – Haddington 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 £372,000. The annual predicted cost of operating the scheme is £163,000 and annual income is forecast to be £204,000 (gross). The surplus revenue over the 10-year period is forecast to be approximately £4,000 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: 123/25, 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: Haddington Initial Parking Management Proposals and Haddington Recommended Parking Management Proposals
- 7.3 Appendix C: Haddington Parking Management Strategy – Public Engagement Report
- 7.4 Appendix D: East Lothian Council Parking Review – Haddington Business Case
- 7.5 Appendix E: Haddington Parking – Impact Assessment
- 7.6 Appendix F: Technical Note – Haddington Parking Management Financial Model

- 7.7 Appendix G: Haddington Analysis of Proposals, Representations and Recommended Mitigations
- 7.8 Appendix H: Haddington 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>	28 November 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>	28 November 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 Haddington town centre as articulated

*“The historic Haddington town centre will see streetscape improvement, together with restoration and maintenance of historic buildings and spaces to preserve and enhance the charming townscape that will help create the best town square in Scotland. A wide range of shops, cafes and services is encouraged which will help make Haddington town centre an appealing destination for the growing population, visitors and businesses.”*

A14. The specific parking elements identified in the strategy are:

#### Problems & Issues

- Off-street car parks are well utilised but there are limited restrictions in force in them. Leads to a lack of control over the balance of short-stay and long-stay parking with over utilisation of long-stay car parks creating overflow parking in neighbouring streets
- Parking on Hardgate, Sidegate and Victoria Terrace currently reduces the road to one-way operation creating a bottleneck that causes congestion and safety problems
- Lack of turnover of on-street spaces in the town centre despite a 90 minute waiting restriction - particularly on Market Street due to lack of enforcement of waiting restrictions
- Traders identified problems associated with deliveries including double parking
- On-street parking around schools a problem
- Balance of traffic flow, road safety and parking issues in town centre (Hardgate, Market Street & High Street)
- Haddington subject to town centre regeneration proposals which could include amendments to parking provision

#### Proposed solutions

- Implementation of parking management hierarchy defining designated short-stay, medium-stay and long-stay parking locations
- Control through Decriminalised Parking Enforcement
- Removal of bottlenecks to ensure smooth and efficient traffic flow
- Ongoing review of waiting and loading provision
- Implementation of appropriate measures associated with the Footway Parking and Double Parking (Scotland) Bill
- Continuous review of the requirement for Controlled Parking Zones
- Consider the Introduction of on-off street parking charges
- Implementation of a coherent and hierarchical approach to parking supply
- Application of national and regional parking standards where

appropriate and local parking standards where developments do not meet the requirements for these standards

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

A15. 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>

A16. 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.

A17. 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.

A18. 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 appropriate than measures that sought to increase parking capacity through construction of infrastructure.

A19. 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. Parking interventions can

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

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**

A20. The policy documents listed above provide a framework for the proposed parking interventions within Haddington. 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 Haddington will provide a demand reducing measure that would fall within the Scottish Government’s ambitions to reduce car kilometres by 20% by 2030.

A21. 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).

A22. 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 of van has increase 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 car are more prevalent.

A23. 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.

A24. 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.

A25. 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>.

A26. 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 10–30%.<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>

A27. Nationally vehicular traffic accounted for 35.6% of emissions in 2018. It remains the largest CO<sub>2</sub> producing sector and presents a singular challenge to mitigate the transport sector to meet net zero targets. Transport is a

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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.

<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.

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.

A28. Road collision incidents in East Lothian's towns are generally low. For the 3-year period 2021–2023 within the extent of the proposed parking interventions there has been 1 serious and 1 slight injury collisions. It is noted that no fatal personal injury collisions have been recorder in proposed controlled parking area within Haddington 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**

A29. 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.

A30. 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
- (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).]

A31. 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.

A32. Provision 33 within the Act goes on to detail the additional powers of local authorities in connection with off-street parking places.

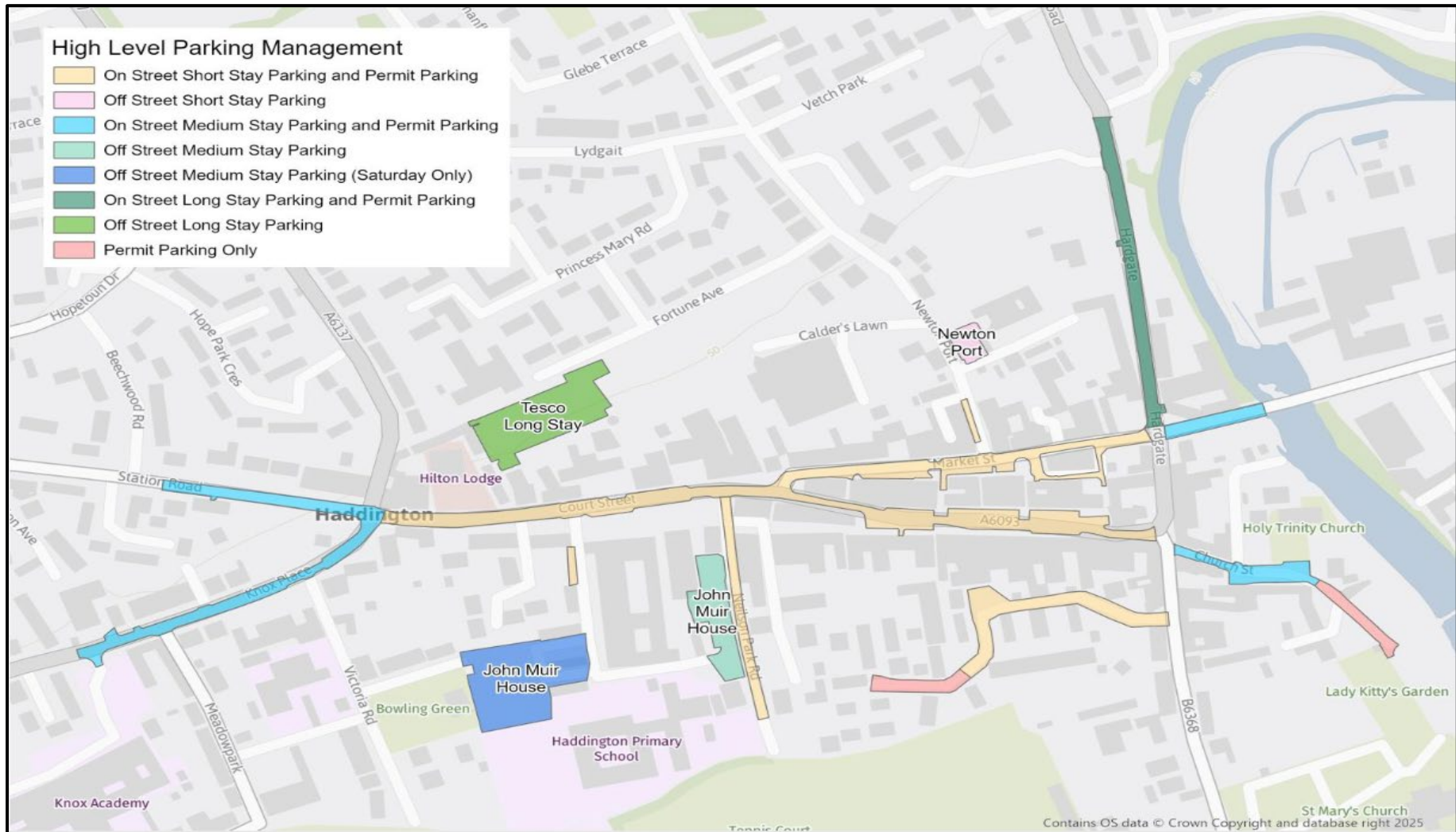
A33. Provision 45 within the Act details that a local authority may by order designate parking places on roads in their area for vehicles or vehicles of any class specified in the order; and the authority may make charges for vehicles left in a parking place so designated.

A34. 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.

A35. 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.

A36. 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.

## Appendix B: Haddington Initial Parking Management Proposals



## Appendix B: Haddington Recommended Parking Management Proposals

