

Measure title: **Advanced Park & Ride Network**

City: **Donostia–San Sebastián** *Project:* **ARCHIMEDES** *Measure number:* **18**

Executive Summary

Park & Ride (P&R) facilities allow avoiding the difficulties and cost of parking in the city centre and also allow commuters to avoid the stress of driving along congested arterial streets during a significant part of their journey. This is achieved by encouraging people to use public transport instead of their own personal vehicles, at least for the last mile of their trip, while guaranteeing an easily available parking space nearby public transport stations.

Basically, P&R facilities are car parks generally located in the suburbs of metropolitan areas or on the outer edges of large cities with easy connections to public transport that allow visitors and commuters to reach the city centre leaving their vehicles stored in the car park during the day.

Within this measure, the municipality of Donostia–San Sebastian has developed a comprehensive plan to set up a Park & Ride network, considering the high level of traffic entering the city every day (51.343 vehicles entering the city along the CIVITAS corridors).

Four car park locations were selected to provide P&R services due to their good connection to the main public transport lines, as well as its location nearby the main arterial corridors entering the city, thus providing an alternative to as much commuters arriving to Donostia-San Sebastián as possible.

The measure was also intended to implement a new management scheme for these parking facilities, in line with the P&R concept, and ensure a better integration between car and public transport. But several factors have delayed the implementation of this measure, being the main one the introduction of a generalized regulation for all four parking facilities, which would no longer be available for free.

The idea was to start charging a fee for parking in all four P&R locations, while providing discounted rates to those users connecting with public transport. Soon after the regulation scheme was implemented in one of the selected parking facilities (Lautximieta car park) strong public and political opposition emerged against the new regulation scheme and decision makers postponed its implementation until more solid grounds for its political support and public acceptance are achieved.

Nevertheless, some steps ahead to strengthen the P&R concept have been taken. In particular, P&R facilities have been identified as such and vertical signing allocated along the main corridors entering the city aiming to encourage commuters to use them and easily guide them to these facilities. Also, sign post indicating location and walking distance to public transport connections have been implemented in all P&R facilities. Finally, a share of available parking spots in each parking facility will be reserved for P&R users, guaranteeing its availability for such users. The citizen card will be used to ensure that the occupant of the parking spot is connecting with public transport after he or she has parked.

The process implementation of this measure has highlighted the importance of building a sound political consensus before implementing what could be seen as parking restriction measures by a share of the population. Also it is very important to provide regular and clear information about the measure objectives, including overall sustainable mobility issues, especially to the media, so that this information can be used to boost the measure and not to penalize it. Regular contacts with neighbours associations are also required to reduce social contestation. If citizens' opposition is limited, political cooperation is more likely to be achieved.

A Introduction

A1 Objectives and target groups

A1.1 Objectives

The measure objectives are:

(A) High level / longer term:

- Reduce the number of vehicles reaching the central areas of the city.

(B) Strategic level:

- Offer parking facilities outside the city centre well connected to the public transport network.
- Adapt management and communications for P&R areas.

(C) Measure level:

- At least 80% of Park&Ride users expected to connect to Public Transport
- This measure is expected to contribute on corridor level to:
 - i. Increase the total number of public transport users by 5%
 - ii. Reduce by 5% the number of cars entering the city centre through the CIVITAS corridor, regarding 2006 level.

A1.2 Target groups

The measure is directed towards citizens commuting to the city centre who do not have a PT connection at the origin of their trip.

A2 Description

Park & Ride (P&R) facilities reduce the difficulties and cost of parking in the city centre while allowing commuters to avoid the stress of driving along congested arterial streets during a significant part of their journey. This is achieved by encouraging people to use public transport instead of their own personal vehicles, at least for the last mile of their trip, while guaranteeing an easily accessible parking space nearby public transport stations.

Basically, P&R facilities are car parks generally located in the suburbs of metropolitan areas or on the outer edges of large cities with easy connections to public transport that allow visitors and commuters to reach the city centre leaving their vehicles stored in the car park during the day.

Within this measure, the municipality of Donostia–San Sebastian has developed a comprehensive plan to set up a Park & Ride network, considering the high level of traffic entering the city every day (51.343 vehicles entering the city along the CIVITAS corridors).

Four car park locations were selected to provide P&R services due to their good connection to the main public transport lines, as well as its location nearby the main arterial corridors entering the city, thus providing an alternative to as much commuters arriving to Donostia-San Sebastián as possible:

- Ondarreta car park (service frequency every 6 minutes via line 5)
- Lautximinieta car park (service frequency every 6 minutes via line 5)
- Riberas de Loyola car park (service frequency every 15 minutes via line 26)
- Illumbe car park (service frequency every 5 minutes via line 28)

The following map shows the location of each of the aforementioned car parks:



Figure 1.- Location of P&R facilities

With the aim to boost those facilities and to raise awareness among citizens regarding the new P&R concept a promotion campaign, including a pilot project, was launched in 2009 during the Christmas season. The campaign was aimed at those who commuted by car to Donostia-San Sebastián. Those who parked at the selected parking facilities were given a free public transport pass (one for each occupant of the vehicle) to travel into city centre.



Figure 2.- Promotional campaign brochure

The measure was also intended to implement a new management scheme for these parking facilities, in line with the P&R concept, and ensure a better integration between car and

public transport. But several factors have delayed the implementation of this measure, being the main one the introduction of a generalized regulation for all four parking facilities (Ondarreta parking was already regulated, but Lautximieta stopped its regulated character soon after its implementation, due to strong public contestation and a significant decrease in its usage), which would no longer be available for free.

The idea was to start charging a fee for parking in all four P&R locations, while providing discounted rates to those users connecting with public transport. But strong public and political opposition emerged against the new regulation scheme and decision makers postponed its implementation until more solid grounds for its political support and public acceptance are achieved.

Nevertheless, some steps ahead to strengthen the P&R concept have been taken. In particular, P&R facilities have been identified as such and vertical signing allocated along the main corridors entering the city aiming to encourage commuters to use them and easily guide them to these facilities.



Picture 1.- P&R vertical sign

Also, sign post indicating location and walking distance to public transport connections have been implemented in all P&R facilities.



Picture 2.- Sign post for PT connection at P&R facilities

Finally, a share of available parking spots in each parking facility will be reserved for P&R users, guaranteeing its availability for such users. The citizen card will be used to ensure that

the occupant of the parking spot is connecting with public transport after he or she has parked.

Since this kind of parking reservation is not currently defined, this will require the amendment of the road ordinance, already initiated.

Table 1.- Summary of P&R developments

	Integrated PT and P&R ticket	Management scheme	P&R guidance along roads	Signs for PT connection	Reserved P&R spots
Ondarreta *	No	Hourly rate	No	No	(Not implemented yet)
Lautximieta	No	Hourly rate	Yes	Yes	(Not implemented yet)
Riberas de Loyola	No	Free of charge	Yes	Yes	(Not implemented yet)
Illumbe	No	Free of charge	Yes	Yes	(Not implemented yet)

(*) Please note that this parking facility finally was forced out of the scheme. See Deviations section

B Measure implementation

B1 Innovative aspects

The innovative aspects of the measure are:

- **New conceptual approach (at regional level)** – New integrated pricing system combining parking and public transport ticket
- **Targeting specific user groups (at regional level)** – Awareness campaign targeted to potential users of these parking facilities.

B2 Research and Technology Development

Not applicable

B3 Situation before CIVITAS

Before the CIVITAS project started there were four parking facilities in the city fitting the Park&Ride concept. All of them are located nearby a main arterial street entering the city and well connected to the main public transport lines, although not really operating as such:

Table 2.- Summary of P&R facilities before the CIVITAS project started

	Location	PT conection	Capacity	Comments
Ondarreta	Antiguo district (western corridor of the city); Close to Ondarreta beach and the university campus	Line 5	219	High parking demand area serving local demand from residents. Saturated.
Lautximieta	Nearby A-8 motorway (western corridor of the city); Close to the entrance of Igara business area.	Line 5	229	High parking demand area serving local demand from residents. Saturated
Riberas de Loyola	Riberas de Loyola district (eastern corridor of the city); Close to the new urban developments in the neighbourhood	Line 26	300	Low parking demand area. Underused.
Illumbe	Illumbe district (southern corridor of the city); Close to the Anoeta football stadium	Line 28	371	Under construction before the CIVITAS project started



Picture 2.- Existing parking facilities in Donostia-San Sebastián

Before CIVITAS these parking facilities were not regulated and they were not clearly differentiated from adjacent parking areas.

Two of them (Ondarreta and Lautximiñeta) are located in high parking demand areas, so in peak hours they were saturated. The third one (Riberas de Loyola) is underused as it is further away from the urban city centre. The fourth one (Illumbe) was under construction.

B4 Actual implementation of the measure

Although not implemented to its full extent, the following steps in the implementation process were actually undertaken:

Stage 1: Promotional campaign (Dec. 2009)

Aiming to boost P&R facilities and to raise awareness about the new P&R concept a promotion campaign, including a pilot project, was launched in 2009 during the Christmas season. The campaign was aimed at those who commuted by car to Donostia-San Sebastián. Those who parked at the selected parking facilities were given a free public transport pass (one for each occupant of the vehicle) to travel into city centre.

Stage 2: Modification of the Parking Regulation (Sep. 2008 – Mar. 2010)

As a first step in the measure development, the municipal Parking Regulation was modified in order to include the possibility to regulate this kind of parking facilities and allowing special pricing conditions

Stage 3: Pricing conditions (Mar. 2010 – Dec. 2011)

Having decided to encourage users to use P&R facilities through a reduced parking fee, the first obstacle to overcome was to decide what rate would apply. There were two main options:

- create a specific fee for the P&R system,
- use one of the existing rates contemplated in the parking policy of the city

The first option would have required an additional change in the Parking Regulation which could be time consuming, which is why it was decided to use the second one. The lower rate of the current parking rate policy was the one which was decided to apply to P&R facilities.

Stage 4: Public Transport connection (Mar. 2010 – Dec. 2011)

The next step was to identify the right tool to facilitate the connection between parking and public transport. Although the Basque Government launched a project for the creation of unique card for all existing public transport services in the region, that was sought as the right tool for this purpose, its implementation has been repeatedly delayed, which would have also delayed the implementation of the P&R network.

For this reason, it was decided to use a tool already working in the city: the citizen card. This card is directed mainly to the inhabitants of the city, requiring from commuters living outside the municipality to apply for it to be uses in P&R facilities. In any case, the required tool for the connection was readily available and this potential barrier was expected to be solved by means of an information campaign to raise awareness of the imminent launch of the service.

() At this stage of the implementation process political and public contestation emerged and the initial plan was postponed until more solid grounds are achieved. Still, several steps ahead in the consolidation of the P&R concept were taken.***

Stage 5: P&R facilities signalization (Feb 2012)

P&R facilities have been identified as such and vertical signing allocated along the main corridors entering the city pointing out its location and guiding commuters to them. Also, sing post indicating location and walking distance to public transport connections have been implemented in all P&R facilities.

Stage 6: P&R parking sports reservation (Early 2013)

A share of available parking sports in each parking facility will be reserved for P&R users, guaranteeing its availability for such users. The citizen card will be used as a system to ensure that the occupant of the parking spot is connecting with public transport after he has parked.

Since this kind of parking reservation is not currently defined, this will require the amendment of the road ordinance, already initiated.

B5 Inter-relationships with other measures

The measure is related to other measures as follows:

- **Measure 75.** – A real time parking information system set up to encourage drivers to use the four Park & Ride facilities.
 - **Measure 16.** – High quality bus service in CIVITAS corridors, where Park&Ride sites are located.
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C Planning of Impact evaluation

C1 Measurement methodology

C1.1 Impacts and indicators

C1.1.0 Scope of the impact

Parking policy is one of the main drivers for car use, as well as one of the more effective tools to moderate its use. This measure is part of a package of measures (measures n° 18, 23 and 75) aiming at reducing the number of cars entering the city of Donostia-San Sebastian by changing parking behaviour.

The new Park&Ride policy introduced with this measure is expected to facilitate the use of public transport for the last mile of their trips to commuters with a poor public transport supply at the origin of their everyday trips, reducing the number of cars entering the city centre. P&R facilities, by means of an efficient intermodal integration of private vehicles and public transport (both from a technical and the fare system side), contribute to alleviate traffic congestion in inner city streets, fostering the use of public transport services, whose competitiveness and attractiveness increases.

The overall strategy to reduce the number of cars entering the city and circulating within its neighbourhoods is expected to provide benefits in the form of better air quality, less carbon emissions and reduced noise levels, resulting in a better health and quality of life for Donostia-San Sebastian citizens. It is also expected to reduce the need for on-street parking , allowing the municipality to recover public space for other uses.

C1.1.1 Selection of indicators

NO.	EVALUATION CATEGORY	EVALUATION SUB-CATEGORY	IMPACT	INDICATOR	DESCRIPTION	DATA /UNITS
ECONOMY						
2a		Costs	Costs	Capital costs	Capital cost per system or unit	Euros, quantitative
2b				Operating costs	Costs per pkm or vkm	Euros/pkm or Euros/vkm, quantitative, derived or measured
ENVIRONMENT						
8		Pollution and Nuisance	Emissions	CO2 emissions	CO2 per vkm by type	G/vkm, quantitative, derived
9				CO emissions	CO per vkm by type	G/vkm, quantitative, derived
10				NOx emissions	NOx per vkm by type	G/vkm, quantitative, derived
11				Particulate emissions	PM10 and/or PM2.5 per vkm by type	G/vkm, quantitative, derived
SOCIETY						
14		Acceptance	Acceptance	Acceptance level	Attitude survey of current acceptance of the measure	Index (%), qualitative, collected, survey
TRANSPORT						
		Quality of Service	Acceptance	Occupancy Rates	Number of vehicles using P&R sites	Number of vehicles using P&R sites
29		Transport System	Modal Split	Average modal split-trips	Percentage of trips for each mode	%, quantitative, derived
				Park &Ride users connecting to Public Transport	Park &Ride users connecting to Public Transport	Park &Ride users connecting to Public Transport
				Traffic Levels	Number of private cars entering the city along the CIVITAS corridors	Number of private cars (ADS is responsible)

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C1.1.2 Methods for evaluation of indicators

No.	INDICATOR	TARGET VALUE	Source of data and methods	Frequency of Data Collection
2a	Capital costs		ADS expenses in infrastructure and technology associated to the P&R facilities, as well as the promotion campaign.	When implementation or purchase takes place
2b	Operating costs		Financial accounts from parking operator with costs related to the operation of P&R facilities.	Annual
8, 9, 10, 11	CO ₂ , CO, NO _x , PM emissions		Model based on the mobility survey and traffic flows data	Two (Before and after implementation)
14	Acceptance level		Data have been collected through a specific survey over a representative sample of potential P&R users. The target audience are citizens of all ages and gender commuting to the city centre. The survey method was on-street personal interviews. The questionnaire included questions regarding acceptance levels. A sample size of 400 interviews was used (95% confidence level)	Two times (before and after the implementation of the measure)
	Occupancy Rates		The number of vehicles in P&R Sites will be calculated based on records from the parking operators through the ticket sales	Monthly
29	Average modal split- trips	Maintain the 47% of pedestrian mobility on modal split	Model based on the mobility survey and traffic flows data	Two (Before and after implementation)
	Park & Ride users connecting to Public Transport		Accounts of the number of P&R users connecting to public transport	Monthly
	Number of private cars entering the city along the CIVITAS corridors	Reduce the 5% the number of cars entering compared to 2006	ADS is responsible for the monitoring of the number of private cars entering the city centre along the CIVITAS corridors.	Annual (average per week-day)

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C1.1.3 Planning of before and after data collection

EVALUATION TASK	INDICATORS INVOLVED	COMPLETED BY (DATE)	RESPONSIBLE ORGANISATION AND PERSON
Analysis of financial accounts.	2a, 2b	Months 32, 44	ADS – J Ramón Ordoñez (ADS)
Model based on traffic flows data	8, 9, 10, 11, -	Month 42	ADS – J Ramón Ordoñez (ADS)
Specific survey to reveal the attitude towards the implementation of a P&R network connected to PT services.	14	Month 36	ADS – J Ramón Ordoñez (ADS)
Occupancy rates		Month 32 onwards	ADS – J Ramón Ordoñez (ADS)
Model based on traffic flows data	29	Month 42	ADS – J Ramón Ordoñez (ADS)
P&R users connecting to public transport will be accounted		Month 32 onwards	ADS – J Ramón Ordoñez (ADS)
Traffic counts and/or traffic modelling		Month 39	ADS – J Ramón Ordoñez (ADS)

(1)

C1.2 Establishing a baseline

Parking policy in Donostia San Sebastian combines on-street parking regulation and large underground parking facilities in the city centre (due to space limitations), with large parking lots, mostly at ground level, in the surroundings of the city. Within this measure, only the later are considered.

Ondarreta is a highly demanded car park facility, especially in the summer period due to its location close to the beach. The main problem of this car park is that it was transferred back to the University in October 2011, owners of the facility, after several years of municipal management and operation.

Lautximieta parking facility also accounts for high occupancy rates, due to its location nearby a dense residential area and the possibility of making use of it free of charge. It is strategically very well located in the exit of the A-8 Motorway and close to two business areas and the university. The facility is well connected to the city centre by public transport.

Riberas de Loyola is located in a newly developed neighbourhood, relatively distant from the city centre, and is currently underused. However, the new urban developments in this area, combined with its good public transport connection, including railway services, are expected to boost the use of this parking facility in the near future.

For these three parking facilities baseline data on economy indicators (capital and operating costs) and occupancy have been collected, based on its current use as unregulated parking facilities, except for Ondarreta where a parking regulation was in operation before the project started.

Illumbe car park construction finished in late 2010 therefore there are no previous references available.

As for society indicators, the perception of citizens about the implementation of the P&R network was analysed. On-street Surveys were done in the different neighbourhoods affected by the measure in order to gauge the opinion of potential users and neighbours.

Note: It should be noted that, due to the partial measure cancellation referred above, not all indicators and scenarios could have been addressed.

C1.3 Method for Business as usual scenario

Business as usual would mean that no P&R management scheme is implemented in the existing and future parking facilities in the surrounding of the city. That would mean that there would not be any incentive for car drivers to connect with public transport, thus continuing their trips to the final destination by car. As a result, car use will grow according to current trends, increasing traffic congestion in the main access roads to the city as well as in inner areas. Overall, increased emission and noise levels will be favoured if this measure would not be implemented.

C2 Measure results

C2.1 Economy

Table C2.1.1: Costs

2a. Capital costs

P&R	Before (date)	BaU (date)	After (2011)	Difference: After – Before	Difference: After – BaU
Ondarreta	291.896,00				
Lautximinieta	304.172,00				
Riberas de Loyola	302.298,00				
Illumbe			338.573,76		

Regarding the capital costs the following table show the details of the different items considered.

	Construction			Infrastructure/Facilities		
	Spots	€/spot	Partial	€/spot	Partial	Total
Ondarreta	214	1000	214.000	364	77.896	291.896
Lautximinieta	223	1000	223.000	364	81.172	304.172
Riberas de Loyola	300	1000	300.000	7,66	2.298	302.298
Illumbe	336	1000	336.000	7,66	2.573,76	338.573,76

The first two P&R facilities have different costs per spot regarding Infrastructure/Facility, because they were conceived as regulated parking facilities (although currently only Ondarreta operates under regulation), and the costs includes signposting, proportion of ticket machines, control equipment, etc., while in the P&R facilities without regulation, the cost per spot only covers the signposting.

2b. Operation costs

P&R	Before (date)	BaU (date)	After (date)	Difference: After – Before	Difference: After – BaU
Ondarreta	61.884,55				
Lautximinieta	64.487,17				
Riberas de Loyola	(1)				
Illumbe			97.164,52		

(1) This is a very old parking facility. There are no records regarding the investment required for its investment.

Regarding operation costs, the following items have been considered:

	Places	Staff	Exploitation	€/places/year	Total year
Ondarreta	214	54.088,61	7.795,93	289,18	61.884,55
Lautximieta	223	56.363,37	8.123,80	289,18	64.487,17
Illumbe	336	84.924,18	12.240,35	289,18	97.164,52

Exploitation column covers insurance, software, consumptions and others.

C2.2 Environment

Table C2.2.1: Pollution and Nuisance

Indicator	Before (date)	BaU (date)	After (date)	Difference: After –Before	Difference: After – BaU
8. CO₂ emissions					
9. CO emissions					
10. NOx emissions					
11. Particulate emissions					

Note: Since the P&R scheme was not implemented to its full extent, no changes in terms of modal shift, reduced traffic levels and emissions reduction are expected as a consequence of the actions taken so far. Therefore this indicator has been dropped from the analysis.

C2.3 Society

Society indicators results have been gathered through on-street surveys in neighbourhoods affected by the measure. In that sense, the criteria to establish the quantity of surveys needed to have a representative universe with a 95% confidence, has been as follows:

Table 3.- Survey distribution

DISTRITS TO SURVEY	ANTIGUO	CENTRO	GROS	AMARA	TOTAL
Population	17.411	14.200	20.396	26.004	78.010
% Population	22,32%	18,20%	26,15%	33,33%	100%
Nº Survey	85	70	100	128	383

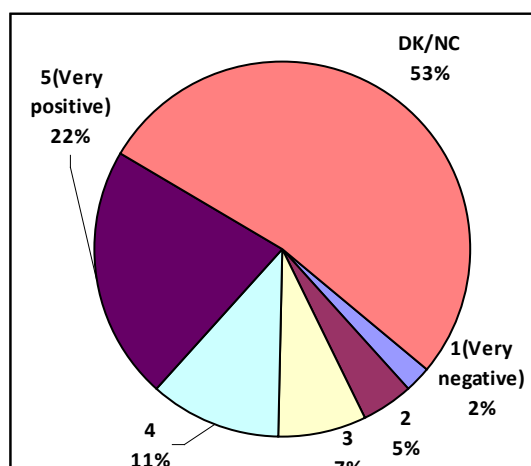
The main indicator measured within society category, have been “Acceptance”:

Table C2.3.1: Acceptance

Indicator	Before (date)	BaU (date)	After (date)	Difference: After –Before	Difference: After – BaU
14. Acceptance level	40.63%				

Specifically, the question we asked to respondents was as follows

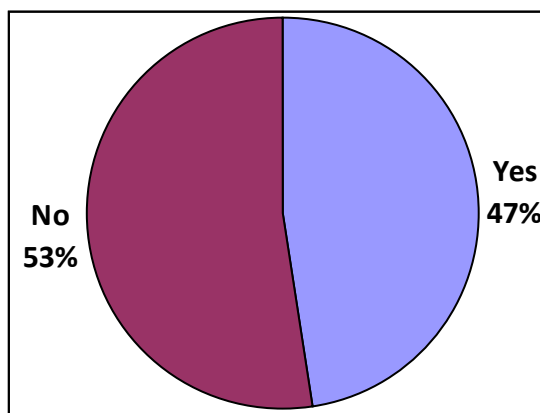
- **What is your assessment of the P&R network provided by the city council?**
Answers were assessed from “1/very negative” to “5/very positive”



Graph 1.- Assessment of P&R network

Although the results show a positive attitude of the residents towards the new service (among those who answered the question, 85.1% provided a good), it is remarkable the high percentage of citizens not providing an answer (53%) which may be caused by a significant lack of knowledge of the new scheme. In order to investigate on this, citizens were asked the following question in relation to awareness of the measure.

- **Do you know the city plans to create a P&R network in the entry neighbourhoods of the city?**



Graph 2.- Awareness of P&R network

Figures show clearly that there is still a critical mass of people who are not aware of the municipality's plans and may be the cause of the lack of response in the previous question.

C2.4 Transport

Table C2.4.1: Quality of Service

Indicator	Before (regulation)	BaU (date)	After (regulation)	Difference: After – Before	Difference: After – BaU
Occupancy rates	Ondarreta 55%		Ondarreta 69%	+ 14%	
	Lautximieta 82%		Lautximieta 8%	- 74%	
	Riberas de Loyola 12%		Riberas de Loyola 12%	0%	
	Illumbe 2%		Illumbe 2%	0%	

As it can be seen in the table above, Lautximieta parking facility experienced an important decrease in its use after the regulation scheme started operating and a fee started to be charged for its use (it was free of charge before the project started). Former users of this facility reacted to the new regulation scheme by looking for free on-street parking in the adjacent neighbourhoods or in the relatively close facilities allowing for free parking. The increase in parking demand on Ondarreta point out to the possibility that a share of former users of Lautximieta who used to walk or make use of the public transport in a final stage of their trips to the city centre, may have started to drive to this parking facility once they were required to pay a fee to park in Lautximieta

On the other hand, Riberas de Loyola and Illumbe, which maintained their free of charge operation scheme, does not show significant changes in their occupancy rates.

Table C2.4.2: Transport System

Indicator	Before (2006)	BaU (date)	After (date)	Difference: After – Before	Difference: After – BaU
29. Average modal split- trips					
Park & Ride users connecting to Public Transport					
Number of private cars entering the city along the CIVITAS corridors	51.343 cars per day				

Note: Since the P&R scheme was not implemented to its full extent, no changes in terms of modal shift, reduced traffic levels and emissions reduction are expected as a consequence of the actions taken so far. Therefore this indicator has been dropped from the analysis.

C3 Achievement of quantifiable targets and objectives

No.	Target	Rating
1		
2		
3		
4		
NA = Not Assessed O = Not Achieved ★ = Substantially achieved (at least 50%) ★★ = Achieved in full ★★★ = Exceeded		

Note: Since the P&R scheme was not implemented to its full extent, is not possible to undertake this assessment.

C4 Upscaling of results

Up-scaling this measure to the whole city would mean that Park&Ride facilities are implemented in all corridors entering the city and more employment areas (including business and commercial areas) are included in the Park&Ride policy. Achievements in terms of modal share and occupancy ratios would be transferred to other areas of the city.

Also, parking facilities outside municipal limits can also be integrated in the future P&R network. _This could be the case of parking facilities close to train stations, which connect the city trough the east, west and south corridors.

C5 Appraisal of evaluation approach

Overall, it is considered that the evaluation approach is in concordance with the measure objectives, and data collection procedures adequate. Unfortunately, unexpected changes in the measure have not allowed to implement the evaluation plan as foreseen.

C6 Summary of evaluation results

Note: Since the P&R scheme was not implemented to its full extent, is not possible to undertake this assessment.

C7 Future activities relating to the measure

Taking into account that the measure is still unfinished the future activities are focused on implementing the Park & Ride network under changed circumstances (mainly, lack of regulated car parks) by implementing reserved P&R parking spots.

D Process Evaluation Findings

D0 Focused measure

X	0	No focussed measure
	1	Most important reason
	2	Second most important reason
	3	Third most important reason

D1 Deviations from the original plan

The deviations from the original plan comprised:

- **Partial measure cancellation** – Originally, the measure was also intended to implement a new management scheme for the selected parking facilities, in line with the P&R concept, and ensure a better integration between car and public transport. This would have implied start charging a fee for parking in any of the four P&R locations, while providing discounted rates to those connecting with public transport. But strong public and political opposition emerged against the new regulation scheme and decision makers postponed its implementation until more solid grounds for its political support and public acceptance are achieved.

As we will see below, the fact that the only already regulated parking facilities were stopped in its regulation and dropped out of the scheme, respectively, did not allowed to implement the measure to its full extent at least in this parking facility, as a pilot project, aiming to raise awareness of the benefits associated to the P&R concept and increase public acceptance towards the initial idea.

Nevertheless, the municipality of Donostia-San Sebastián didn't wanted to drop the P&R network idea, and decided to take some steps ahead in the consolidation of the concept, although with a different approach. In particular, P&R facilities have been identified as such and vertical signing allocated along the main corridors entering the city pointing out its location and guiding commuters to them. Also, sign post indicating location and walking distance to public transport connections have been implemented in all P&R facilities. Finally, a share of available parking spots in each parking facility will be reserved for P&R users, guaranteeing its availability for such users. The citizen card will be used as a system to ensure that the occupant of the parking spot is connecting with public transport after he has parked.

- **Lautximieta regulation stopped** – Due to political and public contestation, as well as in the reduction in occupancy rates after its regulation, in the first semester of 2012 decision makers took the determination of stopping charging to use this parking facility, which is currently available to all drivers for free.
- **Ondarreta parking dropped out of the scheme** – Although included in the first selection of potential P&R facilities, this site will not be used as such, because it was built in a land that belonged to Basque University although transferred to the municipality for its management until October 2011, when it was returned to the University.

The loss of Ondarreta car park has prompted the city council to search for another location that can be considered as alternative. Planning department together with the mobility one are evaluating several locations that may be attractive from the point of view of incoming vehicles access to public transport in terms of access time to city centre.

The following table summarises researched locations:

Location	City Access	Capacity	PT connection	Features	Comments
Herrera	East	50	BUS: Herrera st. 3, lines 13 & 24	Local Government land. High residential demand. Closest parking areas not regulated	Lack of short stay parking demand
Marrutxipi	East	262	BUS: -Fernando Sasiain st. Lines: 9, 27,29,33 & 41 - Zubiaurre st. Lines: 8, 9, 29, 31 & 33	Municipal land. There is a surface parking project. The closest parking areas not regulated.	Lack of short stay parking demand
Urumea	All	100	BUS: Sancho el Sabio Av.: Lines: 21, 26 & 28	Private land. There is an agreement possibility with the owner to use as surface parking.	It is included in the parking bylaw so it would not need any change.
Hospital	All	200-400	BUS: Dr. Begiristain, Line 28	Municipal and local government land. Detailed study is being performed.	Its regulation would be joined with Hospital area

D2 Barriers and drivers

The main barriers encountered for the development of measure 18 are:

Preparation phase

- **Cultural:** The main risk is the public opposition towards the new parking regulation, implying the need to pay a fee to use the P&R facilities.
- **Positional:** Linked to the above referred barrier, the concerned P&R facilities are currently being used as conventional parking areas, free of charge. A change in their management may lead to opposition from actual users.
- **Institutional:** Due to the unpopularity of the measure, the political opposition may use the new P&R scheme and its associated regulation as a political tool for confrontation against the local government.

Implementation phase

- **Involvement/Communication:** The media may be a very important catalyst for public opinion. If the measure objectives are not clearly understood by the media, it may difficult the development of the measure.
- **Organizational/Financial:** The business model of the P&R sites and its economic sustainability is one of the main concerns related to this measure. An agreement should be achieved with the public transport company in order to allow P&R connection with their services under an incentive scheme.

- **Technological:** Linked to the above barrier, there is a need for a find the right tool to reflect the combined use of both parking and public transport, and enable the discounted fee for the users of the combined service.

Operation phase

- **Communication:** Lack of knowledge regarding the existence of P&R facilities and the benefits of the combined use of both parking and public transport (above all, among visitors).
- **Positional:** Lack of coordination ad synergies with other incentive measures could result in a strong opposition towards car use restriction measures.

D2.2 Drivers

As for the drivers, the main ones affecting the measure are:

Preparation phase

- **Positional:** This measure is part of an overall strategy to change parking behaviour in the city. It is linked to the extension of the paid parking scheme, as well improvements in public transport services and non-motorized infrastructure.
- **Cultural:** CIVITAS developments, among others, are changing public attitude towards sustainable mobility in general, and parking regulation in particular. Although this remain as a very controversial issue.

Implementation phase

- **Financial:** The availability of CIVITAS funding has been a significant opportunity to develop this measure.
- **Organizational:** The shared vision and existing links between the Mobility Department of the City Hall and the Public Transport Company has favoured the agreement in terms of the economic model for P&R services
- **Technological:** Public transport integration with other municipal services through the use of a Citizens Card has revealed potential to be used as a tool for P&R services

D2.3 Activities

In order to handle the above referred barriers and/or to make use of the drivers, the following activities were taken during the implementation of the measure:

Preparation phase

- **Cultural:** Before the measure was implemented, in order to showcase the P&R concept and gain public acceptance, an awareness rising campaign, including a pilot experience, was developed.

Operation phase

- **Positional:** Improvement in public transport services has accompanied the development of the measure in order to make the P&R concept more attractive, aiming to favour the public acceptance of this measure.

D3 Description of organisations and risks

D.3.1 Measure partners

Following there is a brief description of all project partners and its level of involvement with the measure:

- **Department of Mobility - City of Donostia-San Sebastián** - Design of the P&R strategy, including selection of parking facilities and regulation. Principal role.

D.3.2 Stakeholders

The main stakeholders involved in the measure are:

- **DBUS-CTSS (Public Transport Company)** – Agree on the business model to allow public transport connection for P&R users under an incentive fee. Main role.
- **Political Parties** – Their position either in favour or against the scheme can be determinant to its success. Occasional role.
- **Neighbours associations and citizenship in general** - Their position either in favour or against the scheme can be determinant to its success. Occasional role.

D4 Recommendations

D.4.1 Recommendations: measure replication

- **P&R location:** Careful attention should be place over the P&R facilities location. Either if newly planned or selected from existing parking facilities in the city, priority should be given to arterial routes entering the city with good accessibility to public transport services.
- **Push and Pull approach:** In order to make P&R services more attractive and effective, car traffic and specially parking within the city centre (or the target area) should considerably be restricted. Complementarily, attractive and reliable public transport services should be associated to P&R locations.
- **Pedestrian quality:** Even though P&R facilities and public transport station should be very close to each other or even physically integrated, high quality pedestrian infrastructures accessing public transport should be provided.
- **Safety and security:** Since cars will be stored in P&R facilities for long periods, sometimes in not very populated areas, safety conditions should not only be guaranteed but also clearly made aware for potential user in order to avoid reluctance due to this circumstance. The same would apply to personal security, given the fact

that P&R facilities may be used at not very crowded hours. The use of CCTV cameras and/or security staff is recommended.

D.4.2 Recommendations: process

- **Political consensus:** In order to avoid increasing contestation, it is highly recommended that political consensus is built before implementing the measure.
 - **Communication/Information:** It is very important to provide regular and clear information about the measure objectives, including overall sustainable mobility issues, especially to the media, so that this information can be used to boost the measure and not to penalize it. Regular contacts with neighbours associations are also required to reduce social contestation. If citizens' opposition is limited, political cooperation is more likely to be achieved.
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E Summary time schedule

Task No.	Task name	YEAR 1												YEAR 2												YEAR 3												YEAR 4																																									
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44	45	46	47	48																														
2.12	Advanced P&R Network	E1																								E3																																																					
Evaluation tasks																																																																															
Process evaluation report																				x																								x																																			
Deliverables																																																																															
M12.1 Draft MLEP											x																																																																				
D12.1 Final MLEP																										x																																																					
D12.2 Baseline and first results Temp																																						x																																									
D12.3 Draft results Temp																																												x																																			
D12.4 Final result temp																																																								x																							