

**CiViTAS**  
Cleaner and better transport in cities

**ARCHIMEDES**

AALBORG • BRIGHTON & HOVE • DONOSTIA - SAN SEBASTIÁN • IAŞI • MONZA • ÚSTÍ NAD LABEM

## **Donostia – San Sebastian**

R 23.2 – Study of paid parking in business areas in Donostia – San Sebastian

Donostia – San Sebastian

March 2011



THE CIVITAS INITIATIVE  
IS CO-FINANCED BY THE  
EUROPEAN UNION

<b>Project no.</b>	TREN/FP7TR/218940 ARCHIMEDES
<b>Project Name</b>	ARCHIMEDES (Achieving Real Change with Innovative Transport Measure Demonstrating Energy Savings)
<b>Start date of the Project</b>	15/09/2008
<b>Duration:</b>	48 months
<b>Measure:</b>	No. 23: Changing Parking Behaviour in Donostia - San Sebastián
<b>Task:</b>	11.3.2 Paid Parking in Employment Areas Research
<b>Deliverable:</b>	R23.2 Study of paid parking in business areas in Donostia – San Sebastian
<b>Due date of Deliverable:</b>	15 <sup>th</sup> March 2011
<b>Actual submission date:</b>	23 <sup>rd</sup> March 2011
<b>Dissemination Level</b>	Public
<b>Organisation Responsible</b>	ADS
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<b>Version</b>	1.0
<b>Date last updated</b>	23 <sup>rd</sup> March 2011

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# 1. Introduction

## 1.1 Background CIVITAS

CIVITAS - cleaner and better transport in cities - stands for City-VITALity-Sustainability. With the CIVITAS Initiative, the EC aims to generate a decisive breakthrough by supporting and evaluating the implementation of ambitious integrated sustainable urban transport strategies that should make a real difference for the welfare of the European citizen.

**CIVITAS I** started in early 2002 (within the 5th Framework Research Programme);  
**CIVITAS II** started in early 2005 (within the 6th Framework Research Programme) and  
**CIVITAS PLUS** started in late 2008 (within the 7th Framework Research Programme).

The objective of CIVITAS-Plus is to test and increase the understanding of the frameworks, processes and packaging required to successfully introduce bold, integrated and innovative strategies for clean and sustainable urban transport that address concerns related to energy-efficiency, transport policy and road safety, alternative fuels and the environment.

Within CIVITAS I (2002-2006) there were 19 cities clustered in 4 demonstration projects, within CIVITAS II (2005-2009) 17 cities in 4 demonstration projects, whilst within CIVITAS PLUS (2008-2012) 25 cities in 5 demonstration projects are taking part. These demonstration cities all over Europe are funded by the European Commission.

### Objectives:

- to promote and implement sustainable, clean and (energy) efficient urban transport measures
- to implement integrated packages of technology and policy measures in the field of energy and transport in 8 categories of measures
- to build up critical mass and markets for innovation

### Horizontal projects support the CIVITAS demonstration projects & cities by :

- Cross-site evaluation and Europe wide dissemination in co-operation with the demonstration projects
- The organisation of the annual meeting of CIVITAS Forum members
- Providing the Secretariat for the Political Advisory Committee (PAC)
- Development of policy recommendations for a long-term multiplier effect of CIVITAS

### Key elements of CIVITAS

- CIVITAS is co-ordinated by cities: it is a programme "of cities for cities"
- Cities are in the heart of local public private partnerships
- Political commitment is a basic requirement
- Cities are living 'Laboratories' for learning and evaluating

## 1.2 Background ARCHIMEDES

ARCHIMEDES is an integrating project, bringing together 6 European cities to address problems and opportunities for creating environmentally sustainable, safe and energy efficient transport systems in medium sized urban areas.

The objective of ARCHIMEDES is to introduce innovative, integrated and ambitious strategies for clean, energy-efficient, sustainable urban transport to achieve significant impacts in the policy fields of energy, transport, and environmental sustainability. An ambitious blend of policy tools and measures will increase energy-efficiency in transport, provide safer and more convenient travel for all, using a higher share of clean engine technology and fuels, resulting in an enhanced urban environment (including reduced noise and air pollution). Visible and measurable impacts will result from significantly sized measures in specific innovation areas. Demonstrations of innovative transport technologies, policy measures and partnership working, combined with targeted research, will verify the best frameworks, processes and packaging required to successfully transfer the strategies to other cities.

### 1.3 Participant Cities

The ARCHIMEDES project focuses on activities in specific innovation areas of each city, known as the ARCHIMEDES corridor or zone (depending on shape and geography). These innovation areas extend to the peri-urban fringe and the administrative boundaries of regional authorities and neighbouring administrations.

The two Learning cities, to which experience and best-practice will be transferred, are Monza (Italy) and Ústí nad Labem (Czech Republic). The strategy for the project is to ensure that the tools and measures developed have the widest application throughout Europe, tested via the Learning Cities' activities and interaction with the Lead City partners.

#### 1.3.1 Leading City Innovation Areas

The four Leading cities in the ARCHIMEDES project are:

- Aalborg (Denmark);
- Brighton & Hove (UK);
- Donostia-San Sebastián (Spain); and
- Iasi (Romania).

Together the Lead Cities in ARCHIMEDES cover different geographic parts of Europe. They have the full support of the relevant political representatives for the project, and are well able to implement the innovative range of demonstration activities.

The Lead Cities are joined in their local projects by a small number of key partners that show a high level of commitment to the project objectives of energy-efficient urban transportation. In all cases the public transport company features as a partner in the proposed project.

## 2. Donostia – San Sebastian

The city of Donostia -San Sebastián overlooks the sea and, with a bit more than 180,000 inhabitants, keeps a human scale. Some people consider the balanced combination of small mountains, manor buildings, and sea as the setting for one of the most beautiful cities in the world. We have a tradition in favouring pedestrians, cyclists and public transport.

For about twenty years, the city has been enforcing a strong integrated policy in favour of pedestrians, bicycles and public transport. Consideration of walking and cycling as modes of transport has led to the building of a non-motorised transport network for promoting this type of mobility around the city.

Likewise, the city has extended its network of bus lanes. The city holds one of the higher bus - riding rates, with around 150 trips per person per year.

## 2.1 Objectives in CIVITAS

The CIVITAS project is a perfect opportunity to expand our Sustainable Urban Transport Strategy. With the package of CIVITAS measures Donostia-San Sebastián wants to:

- Increase the number of public transport users
- Decrease the number of cars entering in the city centre
- Increase the use of the bicycle as a normal mode of transport
- Maintain the high modal share of walking
- Reduce the number of fatal accidents and accidents with heavy injuries
- Reduce the use of fossil fuels in public transport.

## 3. Background to the Deliverable

This deliverable refers to ARCHIMEDES Measure number 23, Changing Parking Behaviour in Donostia - San Sebastián. This measure has formed part of ARCHIMEDES task 11.3.2 'Paid Parking in Employment Areas Research'.

As part of the city's parking service, the provision of parking in business areas represents a critical element in the city's strategy to influence the environment and quality of life in Donostia – San Sebastian. Current parking provision in all business areas of Donostia – San Sebastian is free, so driving to work is seen as an attractive option to all private car owners. This is not conducive to encouraging people to use other, more sustainable modes of travel particularly when they may have to pay for them. In addition to this, the tendency to use a private motor car results in early occupancy of the whole parking provision, which means that those people requiring space later in the day are unable to find anywhere to park. Regulation of parking provision therefore should help road traffic fluency, equitable use of parking places and increase the use of public transport.

Traditionally, industrial and business areas show a very high occupancy parking rates during working hours which as noted above, has a strong negative impact on availability of space for occasional visitors or loading and unloading operations. People's high dependency on cars does not help to improve this situation because, besides using the car to travel to work, some of them use it to take children to school before and after work, to do shopping etc. Other examples show a lack of competitiveness of public transport provision which leads them inevitably to use private vehicles rather than public transport.

Such a situation makes it necessary to find ways to respond to managing the demand as part of the daily activity of business areas. Unlike the overall demand for parking space in business areas which is based on long-stay (i.e. all day) parking, visitor parking and loading / unloading would be referred to as short or mid-stay parking which is not well catered for in the current arrangement. For this reason the municipality intends to develop a new parking policy for employment areas in order to allow for these uses.

### 3.1 Summary Description of the Task

Initially, the decision was taken to undertake this measure in the business districts Zuatzu, Miramon and Igara with the intention of serving the short and mid-stay demand arising in these areas.

The provision of car parking places to meet demand has been undertaken through two main initiatives:

- The partial regulation of parking provision, reserving a certain number of parking places at each business area with a parking time limit and a fee for parking to achieve regular turnover of the vehicles parked there. Those who park in that area are required to move their vehicle once the period for which they have paid has expired.
- HOV (High occupancy vehicles) zoning. Previous studies in other business areas of Donostia – San Sebastian have showed that a very high percentage of cars were single occupancy vehicles (SOV). The number of SOVs also impacts negatively on the sustainability of the city because it creates a high volume of cars on the road, particularly during peak times. In order to reduce the congestion generated for this reason, a specific parking provision for people who share their car with others was thought to be a sensible solution. This designated parking provision for car sharers would also serve to compensate for the reduction in free parking places and encourage their use among industrial areas employees. This parking provision would be located in preferred areas in order to reward and incentivise its users.

In order to carry out those initiatives, the Local Controlled Surface Parking Service Bylaw had to be updated. They needed to include those new regulated areas including the new service features, which legally covers the city's controlled surface parking service.

## 4. Study of Paid Parking in Business Areas in Donostia – San Sebastian

### 4.1 Description of the Work Done

To define each initiative the following aspects were identified:

- Quantity of Parking places
- Location of Parking places location within each business district and
- Parking rates and time limits.

Due to each business area having its own individual parking provision, and with the intention of establishing in each area an equitable quantity, taking into account the proportion of visits and loading / unloading operations within the daily activity, it was agreed to devote 15% of the supply of parking for both initiatives, i.e. rotation parking places and HOV zoning.

The three business areas involved in this measure will be presented in terms of parking provision and public transport service provision below.

#### 4.1.1. Miramón Technology Park

Miramón, San Sebastián's Technology Park, is located south of the city, in an area of irregular ground, at the top of the Miramón mountain, beside the city's hospital complex.

Miramón Technology Park houses 70 companies, employing 3,000 people, with an average size per company of 40-50 workers.

The parking provision extends to about 6,000 spaces including both private and public places. Although from the total number it seems that there are enough places for all the employees, the problem at this business area is more related to the distribution and location of parking spaces since many of them are away from the workplace.

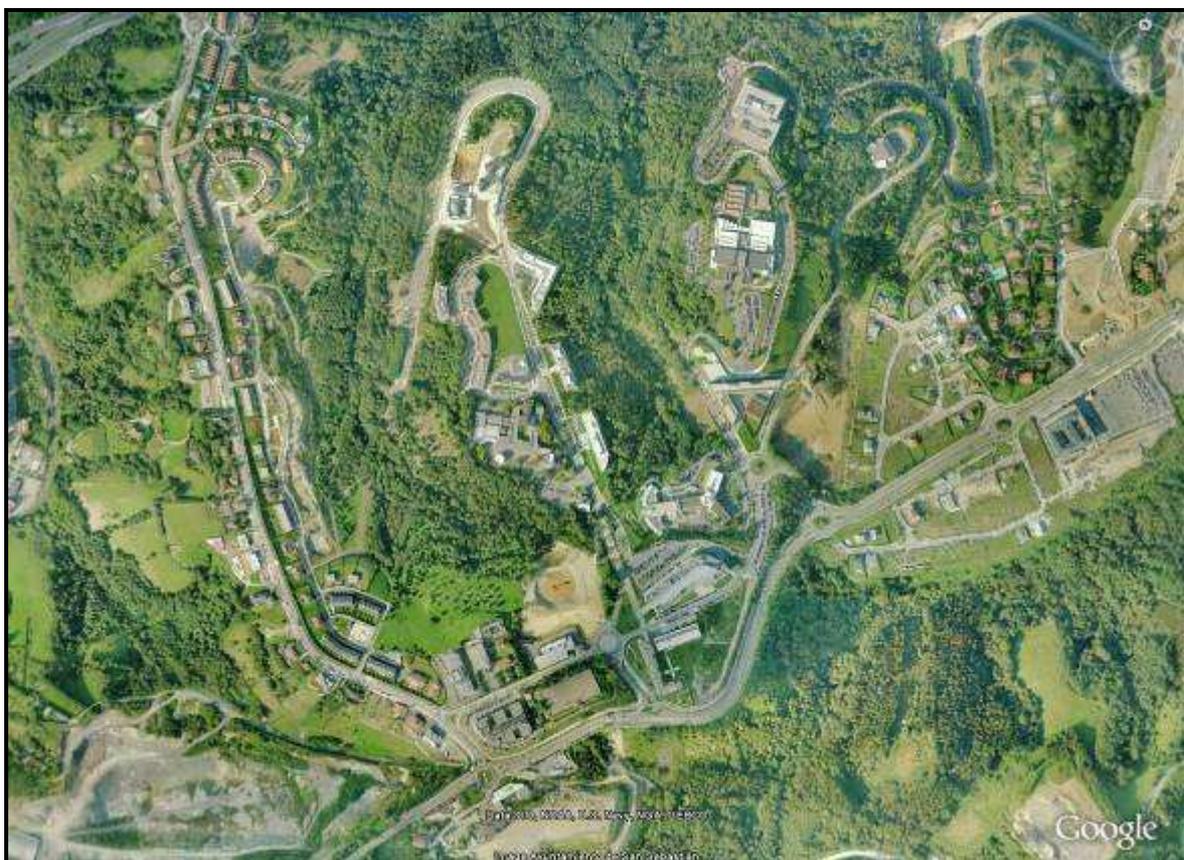


Fig. 1: Aerial view of Miramón Technology Park. (Source: Google Earth)

Regarding public transport provision as an alternative to private car use, public transport includes an urban and intercity bus service, run by the San Sebastián municipal bus company and Lurraldebus.

Despite the extensive parking provision on this site the business area is not exempt from parking problems (for both short and mid-stays) so both initiatives (short term, rotation parking and HOV zoning) were considered to be a good solution for this area.

The process for parking in HOV zones would be as follows: Each passenger would be provided with a HOV card and to enable the parking ticket to be released in the street parking machine it would be necessary to insert at least three HOV cards at once. So there needs to be at least 3 people travelling in one car at a time. By introducing a card for each passenger the required

occupancy for each vehicle is assured. HOV cards would be provided by the City Council through a standard registration procedure. This record would serve to keep track of people who were authorized to use the service.

For the Miramón Technology Park the proposed parking distribution would be as follows:

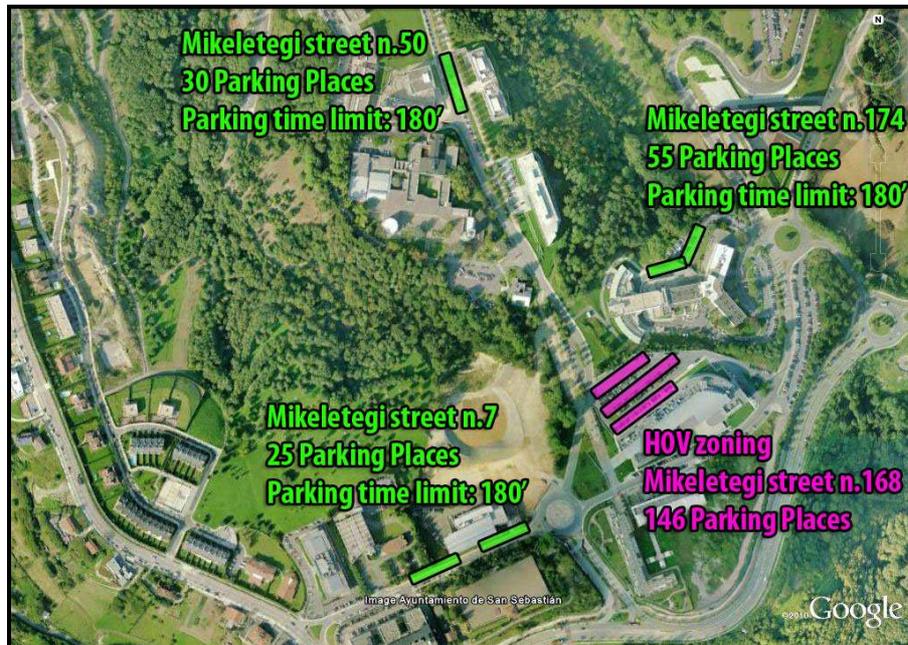


Fig. 2. Miramon Rotation and HOV parking layout

**Rotation Parking Places:**

Miramón Street	Nº 174 (Policlínica)	55 Places
Mikeletegi Street	Nº 50	30 Places
Mikeletegi Street	Nº 7	25 Places

**HOV zoning:**

Miramón Street	Nº 168 - 168	146 Places
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**4.1.2 Zuatzu Business Area**

The Zuatzu Business Park is strategically located in the Ibaeta district, close to the Universities and research centres to facilitate transfer of knowledge and human resources from the academic environment to the professional field.

108 companies are based at the park, employing 2,800 workers. The companies have an average of 25-30 workers.



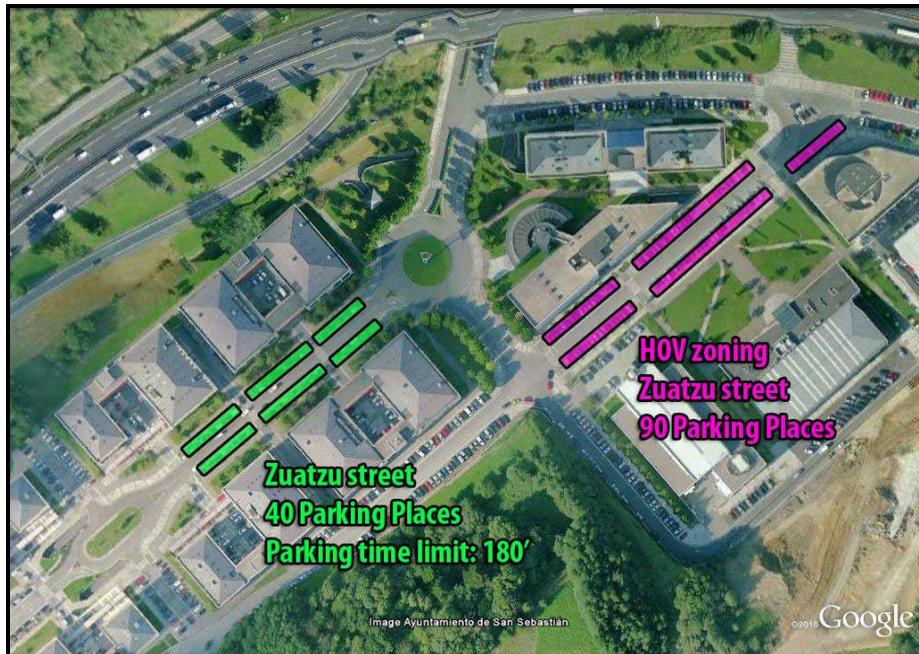
**Fig.3. Aerial view of Zuatzu Business Park. (Source: Google Earth)**

Zuatzu's parking provision is about 2,200 places which does not satisfy the employees' demand. For this reason, the commissioning of rotation and HOV parking in this area is more critical than in Miramon Technology Park.

The provision of public transport to the park consists of two services. Firstly, bus route 5, Benta Berri – Añorga, runs every 6 - 8 minutes at peak times. This is an express service which stops in the business park itself.

Secondly, there is a train stop (ETS –RFV), which is of limited use due to the business park's location at the top of a steep hill.

The proposed parking distribution for Zuatzu business area would be as follows:



**Fig. 4. Zuatzu Rotation and HOV parking layout**

**Rotation Parking places:**

Zuatzu Street	Nº 1 - 4	40 Places
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**VOH Zoning:**

Francisco Grandmontagne Street		90 Places
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**4.1.3 Igara Business Area**

The Igara Business Area is located in the district of Igara in San Sebastián.

Around 2,000 people are estimated to work in the Igara economic corridor, with an average staff of 20-25 workers per company.

The parking provision is about 750 places, which as with Zuatzu, does not satisfy current employees demand. As a result, a large amount of illegal is seen



**Fig. 5. Aerial view of the Igará Industrial Estate. (Source: Google Earth)**

As regards the public transport available for this area, the city's bus company runs regular urban routes, with several bus services connecting to the city and the industrial estate. Apart from these, there are other inter-city services running to the universities and districts close to the estate.

Bus route 40, runs every 30 minutes on weekdays. On weekends and non-working days this route is replaced by the 33 (Larratxo – Intxaurreondo – Berio) and runs also every 30 minutes.

The proposed parking distribution for Zuatzu business area would be as follows:



Fig. 6. Igara Rotation and HOV parking layout

**Rotation Parking Places:**

Portuetxe Street	Nº 27	25 Places
Portuetxe Street	Nº 41	25 Places

**HOV zoning:**

Portuetxe Street	Nº 53	25 Places
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**4.1.4 Parking Rates and Time Limits**

Regarding parking rates and time limits, given the nature of these rotation parking places it was agreed to apply city’s Green Parking Rate 1 (the cheapest one) with a time limit of 180 minutes to all three business areas:

**Table1. Rotation Parking Rates.**

Time (mins.)	Rate (€)
15	0.27
60	0.87
90	0.98
180	1.42

For the case of HOV zones, city’s Green Parking Rate 3 would be applied and with no time limitation.

**Table2. HOV Zoning Rates.**

Time (mins.)	Rate (€)
15	0.08
60	0.26
90	0.29
180	0.42
270	0.57
300	0.62
540	1.05

The expected regulation schedule defined by the parking department for both parking services (HOV and rotation places) would be as follows:

- Operational service throughout all the year.
- Only working days (From Monday to Friday) 9:00 to 14:00.
- Saturdays, Sundays and non-working days, parking places will not be regulated.

### 4.2 Problems Identified

A strong opposition from the employees of each business area have been received. Since the measure was published in local papers, employees have formed groups on several internet platforms (blogs, facebook...) expressing their revulsion against the initiative of regulated parking. Their main complaint is based on the fact that people do not wish to pay to go to work and that the real source of the measure is only for revenue purposes



**Fig 7. Employees Facebook account against regulated parking**



Fig 8. Zuatzu employees' blog against regulated parking

In addition to the opposition shown on the internet, and taking advantage of such platforms employees have met on street protests to show their revulsion, which has had a major impact in the media. These protests were organised once a week, in each business area and on different days during two consecutive weeks.



Fig 9. Published news about employees rejection towards regulated parking

In addition to these protests and because of the forthcoming municipal elections, other political groups have taken this initiative to attack the current municipal government. The protests have led to a political debate on local television.

All this social pressure has caused the intervention of the mayor who has decided to delay the implementation of the measure until the results of the workplace travel plans measure (measure 33) are published.

#### 4.2.1 Miramon Car Pooling Zoning

Despite these concerns, this measure has had a positive side since it served as an example to all business areas to start to show awareness of the importance of mobility and travel in their centres. Specifically, the benefits of the use of collective transport modes, like car sharing, can offer not only personal advantages but also for the business area and the overall environment. Some have begun to form committees to seek solutions to the problem. One of these committees has served to setup a plan for a Car Pooling zoning area in the Miramon business area.

Unlike the HOV zoning, which requires to users to start up an initial user registration procedure, the Car Pooling zoning initiative takes advantage of the platform of car pooling they have in their website (see next image), so an initial database of users is ready to offer them the service and because of this, it represents an easier way to start this type of initiative. A starting 30 parking places will be provided for anyone who is registered in the platform. Those 30 places will be distributed in 3 groups of ten parking places along the business area, and depending on its success, the service could be extended to a wider range of places. The operation of the system will be as initially planned, with the difference that in this case the service will be free and places will be allocated in preferred locations for employees.



Fig 10. Car-Pooling service interface in Miramon website

The operation of the platform is based on the introduction of information relating to the user in terms of travel to work. Providing data on the origin and destination, the platform has a search engine to contact people with similar travel needs.

### 4.3 Risks and Mitigating Activities

Regarding the Car Pooling zoning in Miramon business area, the main risk is the lack of participation of car pooling service users. Before the start of the service an information campaign will be launched to make it known to all stakeholders.

### 4.4 Future Plans

The first action will be the commissioning of car pooling zones in Miramon. Once a car pooling location is defined, and parking machines are installed, the implementation should be immediate.

Regarding the other measures (rotation parking places and HOV zoning), they will depend on the results obtained from the analysis of workplace travel plans measure (measure 33).