

**CiViTAS**  
Cleaner and better transport in cities

**ARCHIMEDES**

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

## **Donostia – San Sebastian**

### T47.1 Citizen Road Safety Pact in Donostia – San Sebastian

Donostia – San Sebastian

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THE CIVITAS INITIATIVE  
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<b>Author</b>	Andrés Martínez
<b>Quality Control</b>	Alan Lewis
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## ANNEX I: CIVIC ROAD SAFETY PACT

# 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. Considering 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

The present deliverable refers to Measure number 47, Road Safety Measures in Donostia – San Sebastian. Due to the implementation of the Road Safety Plan, one of the main measures was to establish a Citizen Road Safety Pact in order to improve the safety and security in roads and streets in Donostia – San Sebastián.

As a consequence to that, through Task 5.6 of the ARCHIMEDES project, ADS has established a Road Safety Pact with the relevant civic associations that have a responsibility in mobility: car drivers' associations, cyclists, motorists, disabled persons, children, parents and the elderly. Specific measures include: awareness - raising campaigns; post-accident attention services; observatory for monitoring progress, co-ordinating traffic safety data from all stakeholders.

## 4. Citizen Road Safety Pact

### 4.1 Descriptions of the Work Done

One of the most important targets of the Road Safety Plan for Donostia-San Sebastian was to establish a Citizen Road Safety Pact in order to improve the safety and security in the roads and streets of Donostia – San Sebastián.

The Municipality Mobility Department has developed a draft text for the Citizen Road Safety Pact. The document has just been presented to the Mobility Advisory Board, where different organisations and stakeholders regarding mobility are represented. The MAB is the entity in charge of the approval and monitoring of the development of the Pact and comprises the following participants:

- Donostia – San Sebastián Municipality

- Donostia – San Sebastián Local Police
- C.T.S.S. (Donostia – San Sebastián transport company)
- Inmobiliaria Frontera (car park facilities)
- Architecture School (Basque Country University)
- Colegio Oficial de Arquitectos Vasco Navarro (Architects Official Association)
- Kalapie (cyclists association)
- Radio Taxi Donostia (taxi company)
- Radio Taxi Vallina (taxi company)
- Avitrans (carriers' association)
- Gitrans (carriers' association)
- R.A.C.V.N. (drivers association)
- Real Moto Club de Gipuzkoa (moto riders associations)
- Foro Mujer y Ciudad (women association)
- Cámara de Comercio de Gipuzkoa (Regional Trade Chamber)
- Federación Mercantil (business association)
- Asociación de Empresarios de Hostelería (hotels, restaurants and bars association)
- AAVV Gure Lizarpe Amerts (neighborhood association)
- Aparcamientos Kursaal (car park facilities)
- DendaSS (shops association)
- Sshops Donostia (shops association)
- Pro-Mayore (older people association)
- EGUISA (car park facilities)
- Elkartu (disabled people association)
- Partido Socialista (political party)
- Partido Popular (political party)
- EAJ (political party)
- EA (political party)
- Aralar (political party)

The different members of the MAB have made their own suggestions about aspects that should be included in the text. The definitive document for the Citizen Road Safety Pact has been reflected (in English and Spanish) in [Annex I](#).

Figure 4.1: Mobility Advisory Board Meeting



## 4.2 Problems Identified

No problems have been detected during the discussions and meetings, apart from some small delays due to the agenda of the different actors. We could rather say that most of the members have submitted their interest in going ahead with the next steps of the Road Safety Plan.

## 4.3 Risks and Mitigating Activities

One of the characteristics of the MAB is the variety of participants that it unifies. Each member has its own character and defends its own interests. This means that there might be problems when defining priorities, planning and even taking technical decisions in the future.

The most important risk relates to a lack of willingness of certain civic organisations to co-operate in the road safety pact. It could be a problem that, some organisations do not take part actively in the meetings or sending their suggestions.

## 4.4 Dissemination Activities

Different pieces of news have been published in main newspapers of the city.

<http://www.diariovasco.com/v/20100303/san-sebastian/calle-martin-registra-atropellos-20100303.html>

<http://primeran.com/es/gipuzkoa/3831-el-pacto-por-la-seguridad.html>



<http://www.noticiasdegipuzkoa.com/2010/03/03/vecinos/donostia/el-pacto-por-la-seguridad-preve-actuar-en-las-ocho-calles-con-mas-atropellos>

<http://www.20minutos.es/noticia/641863/0/>

<http://www.diariovasco.com/v/20100303/san-sebastian/plantea-ocho-medidas-para-20100303.html>

## 4.5 Future Plans

In next weeks the Pact will be presented to the media. As it is a public document all the organisations involved, as well as citizens and different groups must know what the document says and what are the main objectives to be reach.

About the evaluation process, there will be qualitative and quantitative aspects:

1. Qualitative: surveys will be conducted in order to know about the following aspects among the citizens, cyclist and pedestrian:
  - 1.1. Awareness level
  - 1.2. Acceptance level
  - 1.3. Perception of security
2. Quantitative: The following indicators will be monitored
  - 2.1. Reduction in number of fatal accidents
  - 2.2. Reduction in number of serious injuries.  
  
Both figures will be compared with 2002 data and we are supposed to obtain a reduction in risk of accidents by 50% for each of the mode of transport.
  - 2.3. Reduction in average vehicle speed

## ANNEX I: CIVIC ROAD SAFETY PACT

### **Introduction**

*Over recent years, our town has encouraged action to improve the safety of all road users, particularly the most vulnerable.*

*In 2004, the Donostia-San Sebastián Road Safety Strategy was published, as the first step towards drawing up the Road Safety Plan 2006-2009.*

*We now wish to take a step further and generate a participatory process for renewing the lines of action of the plan, which will mean a road safety commitment from the citizens and mobility agents.*

### **PRINCIPLES OF THE PACT TO BE MADE**

**The signers of this Pact hereby agree on the following principles, which should govern Road Safety policies in San Sebastián:**

*It can never be ethically acceptable that people are killed or seriously injured when moving within the transport system (Zero Vision). Road safety responsibility is shared between the designers of the system and its users. Safety is more important than mobility.*

*The vulnerability of the human body should be a limiting design parameter for the traffic system. Equal protection to all road users should be aimed for, as non-motorised vehicle users bear a disproportionate share of road injury and risk.*

*Techniques of traffic coexistence or integration show that it is possible for motor vehicles, pedestrians and cyclists to coexist. Traffic coexistence is based on speed limitation and the change in the behaviour of motor vehicles that generate risk to pedestrians and cyclists, and the change in the behaviour of cyclists, who generate risk to pedestrians. Modifications to the physical environment are also required, and management of the public space to contribute to compliance with this. The success of these models with regard to improvement of quality of life and reduction of the accident rate is based on the principle of risk compensation, i.e. drivers reducing their speed and paying increased attention to the possible presence of pedestrians or cyclists.*

*The traditional focus on infrastructure improvement for facilitating mobility may contribute to the accident rate in places or in circumstances where the perceived risk does not correspond to the real risk, i.e. where the driver or pedestrian tend to overestimate their command of the situation.*

*One of the most promising strategies for reducing the accident rate is the strategy geared to changing the current risk culture, favouring people's acceptance of lower risk levels.*

## **CRITERIA FOR ACTION**

As a consequence of the principles set out, the signers of this Road Safety Pact undertake to promote the following criteria for action:

### **Road Design**

Technical recommendations will be developed for the creation of low-risk, low-hazard roads, in contrast to the traditional capacity-based design.

The setting of speed limits geared to moderating traffic (30 kph areas and coexistence areas) will be extended to most of the road network, and the current road hierarchy will be reviewed.

The safety criterion will be included in all new projects, by means of a Road Safety annex (e.g. installation of underground carpark ventilation grilles in the road will be avoided).

Road Safety Audits will also be introduced as a mechanism for dealing with conflictive spaces, enabling analysis and modification of accident black spots.

### **Road Safety Education**

Road Safety training activities are currently focused on children. As well as continuing with these activities, Road Safety Education will also be extended to teenagers and young pre-drivers, encouraging attitudes and values that will contribute to a progressive reduction in the accident rate.

The development of new activities in this area geared towards other groups such as the elderly, parents and educators will be promoted, as awareness-raising of the latter has a multiplying effect.

The “Way to School” activity will be continued and extended to this effect.

*Fine redemptions for drivers through training courses and victim rehabilitation activities will be studied.*

### **Post-Accident Care**

An action protocol for assistance to victims and their families will be developed. A study on initial health care times for accident victims will be conducted.

Agents will receive continuous theoretical and practical training in first aid and road safety.

The process of data collection and recording by the agents and during hospital care will be improved. Detailed studies on accidents with victims will be conducted, and black spots on the road network will be located.

### **Conditioning and Services**

Road signalling improvement campaigns will be carried out and the necessary resources made available for conservation of the road network.

Hazardous containment devices for drivers will be progressively replaced and the painted surface on pedestrian crossings will be reduced. Non-slip paint will be used for road marking.

The coordination between the different municipal departments concerned with roads will be improved, so that a common line of road safety action may be followed.

### ***Monitoring and Control***

Specific measures for monitoring and control of traffic regulations will be implemented.

Radars will be installed at different points of the road network to control and sanction speeding, together with traffic light signal control devices (red photo) and control of access to limited traffic areas by means of cameras.

Priority observance on pedestrian crossings, helmet use by motorcyclists, compliance of regulations by cyclists and compliance with the prohibition of riding on pavements for motorcyclists will be particularly monitored.

### ***Communication and Campaigns***

Accident data will be disseminated in the city in order to raise citizen awareness.

The campaigns will not only encourage pedestrian caution, but will also be aimed at raising the awareness of cyclists and drivers with regard to the need for respectful coexistence. The campaigns will particularly insist on pedestrian priority.

A specific campaign for cyclists will be designed to raise the awareness of this group regarding coexistence with pedestrians in public areas, and to encourage helmet use.

### ***Development of the Municipal Policy for Sustainable Mobility***

*Developing a sustainable mobility policy to encourage use of the less dangerous means of transport (pedestrians and bicycles) and public transport, which is the means of motorised transport with the lowest risk, leads to comprehensive road safety objectives being attained.*

*The efforts towards making the use of bicycles a standard practice will be continued, conditioning new sections of road for their use, observing pedestrian walkways.*

*We will proceed in a participative manner, pedestrianising the centre and extending the pedestrian routes in the different districts and creating new parks and specific urban walkways for pedestrians.*

*Traffic calming measures that do not imply an increase in CO<sub>2</sub> emissions will be taken, achieving a balance with the traffic flow. In particular, we will work on correct traffic light coordination and interactive information on available parking spaces (in the car parks being built) to prevent vehicles from having to drive around the area looking for a parking space.*

*The surface parking regulation policy will encourage the use of 'deterrent' parking facilities combined with public transport. (This does not appear to be very coherent with the current building and extension of underground car parks in the centre).*

*The improvement of public transport as regards frequencies, regularity, schedule speed, appeal, accessibility and quality of service will be continued. In particular, the use of night services will be encouraged, to help prevent drunk driving.*

*Systems guaranteeing bus priority will be implemented, with reserved platforms and traffic light regulation.*

*Bus and taxi drivers will be receive road safety training and awareness-raising.*

*Road safety criteria will be defined for the incorporation and maintenance of new vehicles for internal municipal use. The Tram Company will also gradually introduce new safety measures for its fleet.*

### **Specific action for accident black spot roads**

*Specific action will be taken for reducing the number of pedestrians hit by motor vehicles on the roads or streets with the highest number of this type of accidents: San Martín, Urbietá, Libertad, Ategorrieta, Easo, Miracruz, Pº Colón and José Elósegui.*

*Except for José Elósegui, all these accident blackspot roads are in the city centre and should have slower traffic.*

*The measures to be studied will include traffic calming and conditioning pedestrian crossings.*

*The accident rate is quite evenly distributed throughout the different districts, however, and it should be dealt with in accordance with types of road.*

### **FINAL CONSIDERATIONS**

*Citizen participation is vital for bringing about the change to a new road safety culture, which is everyone's responsibility.*

*The City Council will provide the material and human means necessary for developing the actions proposed in this Pact.*

*The signers of this Civic Road Safety Pact will work in accordance with the criteria defined to make mobility in our city increasingly safer.*

*Donostia-San Sebastián, 25 February 2010*

List of roads on which the greatest number of pedestrians have been hit by vehicles in the last few years in Donostia.

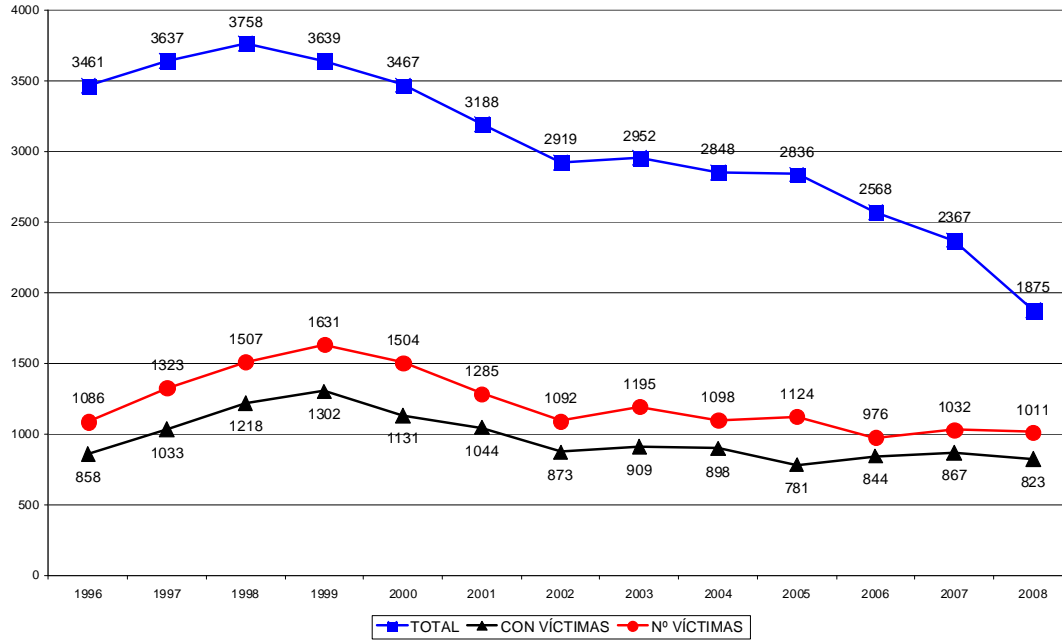
Street	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Total
San Martín	14	8	9	6	6	3	6	3	3	4	2	64
Urbietta	7	10	7	9	3	7	5	1	1	3	4	57
Avda. Libertad	9	7	9	5	3	7	3	4	2	1	2	52
Avda. Ategorrieta	2	8	5	4	5	4	0	1	4	2	1	36
Easo	8	5	0	6	1	0	6	0	1	5	3	35
Miracruz	-	-	7	6	3	4	1	6	3	4	1	35
Pº. Colón	-	-	3	4	1	6	6	5	3	2	4	34
José Elósegui	1	5	4	6	2	2	5	1	4	1	1	32
Avda. Navarra	-	-	4	5	2	2	4	1	4	3	1	26
Duque de Mandas	-	-	2	1	6	6	4	2	3	1	0	25
Nº of accidents on the six roads	41	43	50	52	32	41	40	24	28	26	19	396
Nº of accidents on all the roads	187	190	159	160	138	163	149	120	115	107	94	1582
Percentage of accidents on these ten roads over total accidents	21.9 %	22.6 %	31.4 %	32.5 %	23.2 %	25.1 %	26.8 %	20.0 %	24.3 %	24.3 %	20.2 %	25.0%

Source: Municipal Police. Annual reports.

### ACCIDENT RATE EVOLUTION RECORDED BY THE DONOSTIA-SAN SEBASTIÁN MUNICIPAL POLICE

YEARS	TOTAL ACCIDENTS	ACC. WITH VICTIMS	Nº OF VICTIMS	Nº OF DEATHS
1996	3461	858	1086	8
1997	3637	1033	1323	10
1998	3758	1218	1507	11
1999	3639	1302	1631	14
2000	3467	1131	1504	14
2001	3188	1044	1285	5
2002	2919	873	1092	8
2003	2952	909	1195	11
2004	2848	898	1098	7
2005	2836	781	1124	2
2006	2568	844	976	5
2007	2367	867	1032	7
2008	1875	823	1011	2
<b>TOTAL</b>	<b>39515</b>	<b>12581</b>	<b>15864</b>	<b>104</b>

Accident rate evolution recorded in Donostia-San Sebastián



**EVOLUTION OF THE PEDESTRIAN ACCIDENT RATE WITH REGARD TO THE TOTAL ACCIDENT RATE IN DONOSTIA-SAN SEBASTIÁN**

YEARS	PEDESTRIAN VICTIMS	% PEDESTRIAN VICTIMS WITH RESPECT TO TOTAL VICTIMS	PEDESTRIANS KILLED	% PEDESTRIANS KILLED OVER TOTAL DEATHS
1996	186	17.1	4	50.00
1997	186	14.1	7	70.00
1998	192	12.7	5	45.45
1999	244	15.0	8	57.14
2000	244	16.2	7	50.00
2001	203	15.8	1	20.00
2002	163	14.9	3	37.50
2003	192	16.1	6	54.54
2004	174	15.8	4	57.14
2005	129	11.5	0	0
2006	122	12.5	2	40
2007	108	10.5	3	42.85
2008	86	8.5	0	0
<b>TOTAL</b>	<b>2229</b>	<b>14.05</b>	<b>50</b>	<b>48.07</b>

Roads with the highest number of accidents. Number of accidents with injuries recorded on the ten roads with the highest annual accident rate in Donostia.

Road	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	Total
San Martín	46	52	27	26	23	16	24	28	26	20	30	317
Avenida de la Libertad	23		16		11	15	19	17	21	17	21	160
Urbietta	16	21	21	23	17	17	12			18	12	157
Easo	14											14
José Elósegui	64	73	53	18	42	49	40	43	29	32	37	480
Ategorrieta			23		19	25	24	19		19	29	158
Avenida Navarra		23	26	18		14	18	14	22		14	149
Avenida de Tolosa	26	37	37	34	17	20	20	13	14	14	16	248
Doctor Beguiristain	20	33	25	18	23	33	25	29	25	29	16	276
Avenida Zumalacárregui			23									23
Paseo Errondo		20		19	17	16		14	22		12	120
Avenida de Madrid	10	11										21
Garbera	40	25	29									94
Autovía de Loyola	19											19
Plaza Pío XII		8										8
Plaza Aita Donosti				18								18
Avenida de la Zurriola				29			17			14	15	75
Paseo de Vizcaya				17								17
Riberas de Loyola					17				13			30
Avenida Pasajes de San Pedro					15							15
Paseo Martutene						16	12	13	13	12		66
Paseo de Colón								17				17
Sibilia									14			14
Sancho el Sabio										13		13
Number of accidents with injuries on the accident black spot roads	278	303	280	220	201	221	211	207	198	188	202	2509
Number of accidents with injuries on all the roads	1031	1112	952	877	734	747	748	781	701	760	729	9172
Percentage of accidents with injuries occurring on the 10 highest accident rate roads for each year, over the total.	27.0 %	27.2 %	29.4 %	25.1 %	27.4 %	29.6 %	28.2 %	26.5 %	28.2 %	24.7 %	27.7 %	27.3%

Source: Municipal Police.