Donostia – San Sebastian

T65.1 Efficient Goods Distribution (including a FQP) in Donostia - SS

Instituto Vasco de Logística (IVL)

September 2010
Cleaner and better transport in cities

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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 European citizens.

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 are 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 will be 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 at 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 CIVITAS 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 Ustí 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 proposed in the ARCHIMEDES project are:

- Aalborg (Denmark);
- Brighton & Hove (UK);
- Donostia-San Sebastian (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 proposed.

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 Sebastian overlooks the sea and, with just over 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. The 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 highest 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 Sebastian wants to:

- Increase the number of public transport users
- Decrease the number of cars entering 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 serious injuries
- Reduce the use of fossil fuels in public transport.

3. Background to the Deliverable

The present deliverable refers to Measure number 65, Efficient Goods Distribution in Donostia – San Sebastián.

The measure consists of two tasks, an initial research task that has already been completed and documented in ARCHIMEDES deliverable R65.1.
3.1 Summary Description of the Task

Task 7.4 Efficient goods distribution (including a FQP)

From month 2, IVL (the Basque Logistics Institute) will establish and manage the Freight Quality Partnership, a stakeholder group that will include representatives from:

- the Chamber of Commerce,
- shopkeeper associations,
- representatives from the transport sector (Federación Mecartil, Dendass, and the hauler association Guitrans),
- the municipal police and
- the city mobility department (ADS),

It is expected that they will meet four times a year. The group will monitor and contribute to the feasibility phase and will discuss possible solutions and barriers to implementation of the partnership. During the implementation phase it will support the evaluation process for example the validation meetings of the mobility committee. IVL has a budget of 23,000 Euros for the organisation of the planned 16 stakeholders meetings within the duration of CIVITAS ARCHIMEDES.

After month 18 a decision will be taken on the best package of measures for freight distribution in the city centre. ADS will organise a tender to find a private operator for the execution of the scheme. For this task ADS has a subcontracting budget of 100,000 Euros. The new scheme is expected to be operational from month 22 onwards allowing over a year for monitoring and evaluation. The tender will include both the operation of the scheme during the two remaining project years and the monitoring of the operation according to the evaluation plan.

4 Efficient Goods Distribution (including a FQP) in Donostia – San Sebastián

4.1 Work Done

Urban transport and distribution of goods is the last link in the overall goods distribution chain. In operational terms, this implies placing the final product on the premises of the trader, point of sale or client.

Because of urban centre typology, the density of traffic therein and the daily supply requirements, this operation is not easy to solve.

From the social point of view, the urban distribution of goods has a series of consequences that directly affects public well-being. Increased traffic congestion causes higher vehicle fuel consumption. Longer journey times for both goods and persons means higher unit prices for the goods. There is also an important noise pollution increase in the city.

Social aspects are not the only ones affected by the urban distribution problem: environmental factors must also be considered when studying the effects of urban goods distribution. Emissions from traffic congestion in urban centres also play an important environmental risk factor. Substances such as CO₂, SOₓ, NOₓ and others are very harmful to citizens' health and to the protection of the environment in the area.
Problems such as the above require a series of changes to make the operation more flexible and fluid. A series of measures has been planned with a preliminary pilot phase to assess their suitability by assessing and evaluating the results.

It must be noted that not all the measures applied have equally positive results in all the areas, towns and streets. Before determining the pilots, the area must be analysed exhaustively, examining the specific problem in the street and the various possible alternatives for change.

The set of measures proposed for the CIVITAS area is the result of an in-depth study in addition to numerous sessions with stakeholders to come up with the set of pilot measures. These are listed below.

4.2 Summary of Activities Undertaken

4.2.1 Increased Loading and Unloading Operation Control

- One of the activities undertaken was to control streets and pedestrian areas, guaranteeing suitable passage for pedestrians and giving them priority over traffic. To control the special traffic regulations in the old quarters of the city during hours reserved for loading and unloading in the morning.
- To improve traffic fluidity.
- To control the correct use and/or occupation of spaces reserved exclusively for certain users (disabled, taxis, motorcycles, loading and unloading, etc).
- To optimise the use of bus lanes and public transport routes.
- To control the use of bicycles as a means of transport, especially:
  - a) Checking the technical conditions to be met. (This refers, for example, to the reflector equipment, rear-view mirrors...)
  - b) The prevention of bicycle traffic in areas not reserved for this end and the suitability of cycle speed in those areas where they are allowed
  - c) Polite driving behaviour
- Provide the necessary support in traffic matters to the municipal police and/or Ertzaintza, as well as complementing the requirements of the OTA (limited parking zones) agents in monitoring and controlling parking regulations.

Very important data regarding a high level of non-compliance was reported in R65.1. Particularly, the need for increased control of private vehicle parking in loading and unloading areas in the City. A control campaign was conducted to free the loading and unloading areas of private vehicles.
With these data, which are the result of the contract of this new 60 mobility policemen, who contribute for a better control (see image 4.2) it was ensured that these hirings minimised the double parking of private vehicles in loading and unloading areas and the criticism of the low level of law enforcement. Greater control was also required of commercial vehicles used for storage and parked continuously in loading and unloading areas when not actually performing these tasks.

4.2.2 Delimitation of Traffic Flow in the Old Quarters

Another requirement detected in the survey responses from residents, users and traders, for the proper cooperation between loading and unloading activities and the public, was the signposting and compliance with traffic signals in the old quarters of the city.

This was solved by installing signposts and enforcing compliance with it. The directions of travel are already defined. (See map 4.2)
4.2.3 New Cameras at the Entrance and Exit of the Old Quarters

The old quarters also have a problem due to the lack of control at the exits from this area after hours. The current schedule for access to the old part is from 7:00hr to 11:30hr. The installation of four cameras will help to ensure that these streets are left clear of vehicles after deliveries.

The request for tenders for cameras in the accesses to the old quarters of the city is in the adjudication phase.

The map shows the cameras' locations.
4.2.4 Review and Update of the Loading and Unloading Timetable

As part of the production of R65.1 it was found that there were loading and unloading times that were inconvenient and these have been revised, unifying them into four single times for the various areas and depending on the needs of each area. The changes will be made by horizontal and vertical signposting and information. The information will be published in press articles. It also will appear at Logistics Basque Institute and The Town hall’s website, magazine and in all its media. It also will be promoted by a technique journey at the city and information folders.

Z1, Old Town

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**4.2.5 Night Distribution**
Currently, there are large distribution chains that supply city centre locations outside the times set in the municipal loading and unloading regulations. These operations are being carried out with public approval. However, despite this, a "night-time unloading" procedure has been developed for the city.

The development of the protocol for these operations was something unresolved in the city. Currently there are some companies doing the night-unloading without license.

Some supermarkets in the area do not have stores with loading areas to unload trucks and, as a result, use the streets for this work, stopping traffic in peak hours. To try to solve this, one supermarket, the one causing most conflict, has been invited to take part in a pilot test that consists of unloading in off-peak hours. The supermarket owners are not very prepared to collaborate, but they understand that we need a solution for all the parties. Discussions are currently underway to reach an agreement. Everything shows that the loading and unloading will be from 07:00 to 8:00 AM and/or from 21:00 to 22:00PM.

The following photographs from the camera room show how this supermarket chain operates.
Cleaner and better transport in cities

4.2.6 Freight Consolidation Centre

The urban distribution centre is an ambitious project sought by many municipalities throughout Europe. The introduction of these buffer warehouses is beneficial through the reduction in emissions the cities and reduced traffic and noise pollution, because by combining loads it is possible to reduce the frequency of some half empty vans in the street. Efforts have been made in Donostia San Sebastian to analyse all the variations to be considered for its successful implementation.

After the evaluation stage, a site in a good position and near to the CIVITAS area was identified. This site is located in Duque de Mandas Street in the Egia district. The site is owned by the Council which has selected an operator to run the centre for two years.

On June 18, 2010 San Sebastian Council signed a collaboration agreement with the Labour Limited Company “Txita Txirrindak” (or Txitrans for short), for the efficient distribution of goods through a urban distribution centre.

The site covers 450 m².

All of the necessary work has been carried out except for the installation of shelving. Various companies, notably the SEUR company, have shown interest in using this space as a reception
point. Negotiations are still ongoing with individual companies regarding use of the storage and distribution facilities.

Map 4.5 Freight Consolidation Centre distribution

4.2.7 The Most Ecological Innovation in our Streets. TXITRANS

Delivery of Goods

The Labour Limited Company “Txita Txirrindak” was set up in June 2006 and is dedicated to passenger transport using ecological vehicles in San Sebastian. Using vehicles called ‘txitas’, they also transport goods around the city whilst also displaying advertising on the outside. The vehicle used for distribution has a large load volume capacity, 1500 litres, and can carry up to 180 kg.

Photograph 4: The vehicle used for distribution
Photograph 5: The vehicle used for distribution

Work started in September 2009 in collaboration with the San Sebastian council and the Basque Logistics Institute. The project’s aim is to optimise the distribution of goods in the old part of the city and the new urban area.

Taking into account the nature and interest in a more sustainable city, it was decided to collaborate in reducing greenhouse gases and noise and other polluting emissions by setting up a company to carry out part of the urban distribution in the above mentioned areas with fully ecological vehicles that provide a huge number of benefits such as speed, agility, greater
Cleaner and better transport in cities

flexibility in delivery hours, avoiding fines for parking and the use of fossil fuels leading to the elimination of CO$_2$ emissions.

It can be said that each of the load cycles in the street reduces CO$_2$ emissions by nearly 2 tonnes per year.

An agreement has been signed with one of the largest food companies in the country for Txitrans, to carry out home deliveries of all purchases. This activity is mainly carried out during the summer months.

This company was set up with one load cycle and two new jobs for its service. Five new load cycles arrived in San Sebastian on July 15 with the subsequent increase in jobs.

Tests and negotiations are being carried out with the following companies....

Home Delivery Service:

Eroski
Company description: They represent the best example of a multiform company. They started selling food and then textile, footwear and electrical appliance, but nowadays they also have travel offices, leisure time and sport shops, perfumeries, financial services (financial services, insurances...), opticians, gas stations, investments and insurances, mobile telephony...It is one of the one main distribution companies in Spain, formed by more than 50.600 people and with more than 2.440 sale points.

Agreement signed, one load cycle at full performance with intention to enlarge the service to the rest of the city. This company of supermarkets conducts its home delivery for the city centre and the old town with the Txitas

To see the practice look at the following link. [http://www.youtube.com/watch?v=aOY2hWIYLi4](http://www.youtube.com/watch?v=aOY2hWIYLi4)

Delivery of Packages

An agreement has been reached with the courier company “Gureak Tipsa” to collaborate on a working arrangement to deliver packages. Package delivery will start with one load cycle with intention to use it for letter collection, delivery point for this company's activity with Unipost, integration of staff with special cases of social integration in Txitrans, etc.

Another Company, Etxeraino Tipsa, expressed a commitment to work with Txitrans, with possibilities of growth in the delivery of packages and newspapers; again this service started recently when the bicycles arrived.

The Worldwide company, SEUR have expressed an interest in delivering its packages in the CIVITAS and Gros areas through Txitrans. This has started as a trial with the intention of continuing with one or two load cycles if good service quality is achieved.

Negotiations with this company are more advanced but the general response of everyone with whom we have met to present the project has been very positive, even proposing other modes of collaboration such as, for example, the use of the store as a baggage check, given its excellent location (see map 4.4).

The data collection network is constituted by proximity to shops or, in our case, by a warehouse in the city centre which complements the activity of the transport company offering a distribution and package collection service for electronic or mail order companies. This service has hardly
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reduced the number of journeys of these vehicles generated by delivery failures on the rounds. These movements are usually generated because of the people are not at home when the delivery is made and are a common problem for all home delivery services.

4.2.8 Pedal

Company delivering envelopes and documents using the bicycle as its means of transport (document courier).

The company's philosophy is clear: zero CO₂ emissions without forgoing a service which is sometimes much better than that offered by any other motorised messenger company. Those working as bicycle messengers are motivated and bicycle lovers and are prepared to fight against the wind and tide to deliver the packages in the agreed time.

The CO₂ saved by bicycle messengers compared to those on motorcycles over the same distance per working day is calculated at 5 tonnes per year.

It is connected with ARCHIMEDES by its philosophy and complete harmony with the spirit of CIVITAS. Collaboration agreements have been made with Txitrans for sharing the various tasks and peculiarities of each company.

4.3 Organisations Involved

A large number of meetings have been held with most of the delivery and package companies working in the CIVITAS ARCHIMEDES area. These include:

The first response of the companies to this project is very positive and it can be said that all the companies continue to search for agreements to carry out deliveries in the CIVITAS ARCHIMEDES area through the company created for the purpose, Txitrans.

Still pending is a clear orientation and predisposition by the transport sector to help reduce emissions and, therefore, improve its quality of service and image. This is positive for their participation on this kind of projects. Some of these companies have specific departments of sustainable development, but in response to the economic crisis the budget of these departments has been reduced. Due to this reason and trying not to stop their intentions they join with this kind of initiative.
The meetings have not finished yet and the negotiation process is long winded.

4.4 FQP
The working meetings have not been developed as initially thought. Discussions have been taken parallel with all Stakeholders.

The support of the local traders’ associations “Centro- Erdi” and “Zaharean” as well as that from the community and transport companies has been noteworthy. These associations want to improve the loading and unloading at the city. Because of this they have given their support by taking part in bilateral meetings, attending the Mobility Committee of the city and spreading the information and the surveys (as conducted at the research stage of the study and reported in deliverable R65.1 Task 11.7.2) among the associated business.

Also notable was the moment at which the measure was presented to the "Mobility Advice Council" Those present included:
- the Mayor,
- the Mobility and Public Roads Councillor,
- a representative of each municipal group,
- the director of the mobility area,
- the transport technician,
- other technicians and
- representatives of representative organisations and associations in the sector

The session was held with a high level participation and the measures were accepted unanimously

4.5 Problems Identified
- The main problem is the reticence of the supermarket chain invited to carry out the night-time unloading pilot tests. This company has been working without respecting the regulations, supplying its centres from public roads at any time of the day, even stopping traffic.
- Many messenger companies work with self employed persons. Due to this reason they negotiate directly with self-employed workers and not with the company.
- No problems have been found in the rest of the actions although some are expected regarding respect for traffic directions in the old quarters of the city. These problems are expected during the first days in which the carriers must follow an obliged traffic order.

4.6 Risk and Mitigating Activities

4.6.1 Risk
Two risks have been identified:
- compliance with the night-time unloading procedures by companies who currently carry it out without following any of the council’s guidelines; and
- reaching financial agreements with the large messenger companies.

The first of the items, is an educational issue. It is made at night-time in a tidy way and carrying out with the new formality. On the other hand a contract with a great company will ensure the economic success for the long viability of the buffer warehouse.
4.6.2 Mitigating Activities
Mitigating activities are mainly those regarding know-how. The ADSS and the Mobility Department want to develop and implement the actions in the best possible way, in principle, searching for agreements and consensus with the parties. For this reason, information and the proper undertaking of the activities have moved to the foreground. For the most controversial measures, such as night-time unloading, an information leaflet on the new night-time unloading procedure is being drawn up. Information was also an important point when putting the txitas into the streets.

4.7 Dissemination Activities
From the start of the activity, publication and participation of both the public and the Shopkeeper associations (Centro- Erdi, Zaharea, Dendass), representatives from the transport sector (Federación Mecartil, and the hauler association Guitrans), involved in the actions have been very extensive and with very good results.

The announcement of the first results has had a high media impact. The reach goes beyond local media towards two national newspapers as well as different TV channels. There have also been interviews on the radio and it is possible to read the news on most of the web sites of Spanish Bike Associations.

A filming team of the European Commission visited the measure last July to make stock footage for the European White Paper on Transport 2010.

The measure will be presented at the CIVITAS forum 2010 in Malmo

Also notable was the moment at which the measure was presented to the "Mobility Advice Council" (see section 4.4).

Future publicity conferences in various forums include:

- DUM (Efficient Distribution of Goods) conference organised by the IVL in the city of Vitoria on 21st September, 2010.
- Loading and unloading workshop in the Archimedes - DSS Consortium meeting, October, 2010.
- Night-time distribution procedure leaflet.
- Leaflet for traders and carriers.

4.8 Future Activities
Much of the implementation work is still in its early stages, with activities at a trial stage. It will be important that these activities continue so that a valid evaluation can be conducted later in the contract period.