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Parking Policy Measures and their Effects on Mobility and the Economy

Subject: Dutch cases

COST 342/18 Rev. 1

Inventory of Dutch case studies

A. An overview of 18 small towns and cities into the effects of restricted car-admittance, reduction of parking supply and or raising of parking tariffs.

Table 1: Summary of main characteristics of the cases

Case	Measure	Type of Measure (1)	Year of the measure	Size of shopping area (m ² floor) (2)	Parking places (in town centre) 2000 (3)	Population 1999 (4)
Arnhem	The addition of 450 parking places At peak traffic hours	V	1996- 1998	109.500	3.270	136.200
Bergen-op Zoom	A trial period of closing off the town centre on Friday and Saturday evenings	A	1993	44.400	2.640	50.700
Breda	Introducing fee parking to 648 of the 823 free Parking places. Increasing the charges for a number of 'fee parking locations'	T	1997	85.400	4.230'	130.000
Culemborg	Restricting car access to the town centre, Constructing parking provisions on the edge Of the town centre. Parking gates plan.	A/V	1997	15.900	1.080	24.400
Dokkum	Introducing fee parking to town centre. Introducing a maximum parking period of 1 hour. Shifting parking places.	T/V	1996	21.600	540	12.500
Enschede	Making the town centre car free/ or Restricting car access by closing off Certain areas using barriers.	A	1991- 1993	74.700	4.020	148.200
Groningen	Restricting car access in 12 streets around Herestraat; expanding the number of parking places (pp) from 4,300 to	A/V	1994 -1996	137.000	4.400	168.900

5,500; shifting parking places to the edge of the town centre.

Harder- wijk	Introduction of fee parking and a differentiation of parking period allowed	T	1980	28.900	2.040	35.600
Heemskerk	Trial closing off of town centre to Traffic on Friday and Saturday.	A	1998	20.000	?	35.000
's-Herto- gen-Bosch	Restricting car access to the town centre with the aid of a physical access system and opening new multi-storey car-parks	A/V	1999	96.200	?	98.600
Leeuw- aarden	Increasing parking charges, Differences in allowable parking time.	T	1979	84.700	4.130	83.900
Leiden	Making the central shopping area car-free, Restricted car access to the adjacent areas, Increased charges for street parking.	A/T	1997	71.800	3.500	116.900
Middel- Burg	Making the market area a car-free zone, expanding fee parking, introducing increased parking charges in town centre, opening two multi-storey car-parks	A/T/V	1995	45.500	2.181	37.900
Nijmegen	Reduction in the number of parking places Introducing parking charges	T/V	1978- 1982	93.000	3.720	146.800
Purmerend	Expanding fee parking and introducing a parking disk or permit system.	T	1989- 1991	42.700	2.210	66.700
Tilburg	Introducing a system of entirely paid or fee parking	T	1980	77.400	3.270	167.800
Utrecht	Rearranging the parking places, increasing Parking charges and new traffic circulation	T	1992- 1997	123.900	6.290	234.000
Venray	Introducing parking charges and a car-free zone in the town centre.	A/T	1992- 1993	33.400	1.120	26.500

(1) A: Restricted car access; making considerable parts of the town centre a car-free area.

T: Substantial change in parking charges (almost always involves increases in charges).

V: Large-scale volume measures (adding or removing substantial parts of the parking facilities).

(2) Source: Basic register Sales outlets D&P (Locatus), May 2000

(3) Source: Databank Parking in Town Centres on the basis of majority municipal publication, 2000.

(4) Source: CBS, 1999

Table 2: Measures and traffic effects per case

Case: Measure/type of measure (1)	Traffic effects (2)
Arnhem : The addition of 450 parking places at peak traffic hours	<p><i>Short-term</i></p> <p><i>Facts:</i> Parking pressure before and after is the same. Public transport moved from 30% to 35%. A disruptive factor was the execution of the Arnhem central project.</p> <p><i>Opinions:</i> Visitors judged the accessibility as being a bit less impressive</p>
<p>Bergen-op Zoom : A trial period closing-off the town centre on Friday and Saturday evenings</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Less traffic in closed-off part. Less traffic in test area: quieter.</p> <p>Less short-stay parking places available</p> <p><i>Opinions:</i> Consumers were on the whole positive though motorists were less satisfied. The distance from multi-storey parking was too great</p> <p><i>Long-term:</i> the trial period was terminated after 4 months</p>
<p>Breda : Introducing fee parking to 648 of the 823 free parking places. Increasing charges in a number of 'fee parking locations'.</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> No effect on the modal split. Street parking declined, multi-storey parking increased</p>
<p>Culemborg: restricted car access to town centre, constructing parking provisions on the edge of the town centre.</p> <p>Parking gate plan</p>	<p><i>Short-term</i></p> <p><i>Opinions:</i> Initially both the entrepreneur and the consumer have a low opinion</p> <p><i>Facts:</i> No traffic study</p> <p><i>Long-term:</i></p> <p><i>Opinions:</i> greater satisfaction of entrepreneurs</p>
<p>Dokkum: Introducing fee parking in town centre area. Introducing a maximum parking stay allowable of 1 hour. Shift in parking places</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Parking places in the town centre were used for short-stay parking rather than long-term parking. Parking places with a maximum allowable parking time were little used.</p> <p><i>Opinions:</i> Some nuisance was caused to residents by parallel parking on streets adjacent to the town centre. Visitors found the maximum staying time of 1 hour just too short.</p>

<p>Enschede: making twin centre area car-free or restricted car access by closing it off by means of access barriers</p>	<p><i>Short-term:</i></p> <p><i>Facts:</i> The number of illegal parking offences just outside the centre increased. Number of cars in the town centre was drastically reduced.</p>
<p>Groningen: Restricting car access to 12 streets around Herestreet; expanding the number of parking places from 4300 to 5500; shifting parking places to the edge of town centre</p>	<p><i>Short-term:</i></p> <p><i>Facts:</i> a number of streets were made car-free. After realisation; there were 100,000 visitors on Saturdays with a greater number of shoppers</p> <p><i>Opinions:</i> Consumers place a high value on the town centre environment and the expansion of parking facilities. Use of bicycles and public transport increased.</p>
<p>Harderwijk: Introducing fee parking and different allowable parking periods</p>	<p><i>Short-term:</i></p> <p><i>Facts:</i> About 20% of consumers no longer travel to town by car or they park a long way from the centre.</p> <p><i>Opinions:</i> The introduction of parking charges has brought some structure to the parking situation</p>
<p>Heemskerk: Trial closing off of town centre on Fridays and Saturdays</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Measures have had no noticeable effect</p> <p><i>Long-term</i></p> <p><i>Facts:</i> The trial was terminated after three weeks</p>
<p>s-Hertogenbosch: Restricting car access to town centre with the aid of physical access system and opening new multi-storey car parking facilities</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Traffic volumes were reduced. Parking pressure in town centre decreased. Parking pressure in centre increased</p> <p><i>Opinions:</i> residents and visitors had positive opinions about the closing off.</p>
<p>Leeuwarden : Increasing parking charges and differences in allowable parking times</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Drop in occupation of parking spaces. Car use decreased by 15%. Shorter walking distances for short-term parking; longer walking distances for long-stay parking. Even distribution of parking pressure. Long familiarisation due to being combined with circulation measures.</p>
<p>Leiden: Making the central shopping area car-free with restricted car access to surrounding area, increasing charges for street parking</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> The modal split was hardly changed at all.</p> <p><i>Opinions:</i> 58% of passers-by think that having restricted car access is an improvement. They also believed that access to the centre had improved.</p>

<p>Middelburg: Making the market area a car-free zone, expanding fee parking, introducing parking charge increases in the town centre, opening two multi-storey car-parks</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Parking pressure in the town centre decreased. Newly opened multi-storey parking was well used. Parking pressure on the periphery of the town centre increased.</p>
<p>Nijmegen: Reduction of the number of parking places and the introduction of fee parking</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Consumers value good quality parking. Use of bicycles and public transport increased.</p>
<p>Purmerend: expansion of fee parking and introduction of permit system</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> reduction in overall parking pressure, through drop in parking occupancy rates on late shopping evenings alone from 104% to 87%.</p> <p>Decrease in parking pressure in city centre.</p> <p>Increase in parking pressure on the periphery of the centre from 55% to 65%.</p> <p>No change in choice of mode of transport. Dissatisfaction of visitors regarding the parking situation remained the same</p>
<p>Tilburg: Introduction of a system of entirely fee parking</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Occupation of parking places dropped by 29%. Parking times also decreased by 25%, especially workers. Less traffic searching for parking space. Workers moved their parking away from the centre or chose to come in by other modes of transport. Even distribution of parking pressure.</p> <p>Shorter walking distances.</p>
<p>Utrecht: rearranging the parking places, increasing charges and new traffic circulation</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> The proportion travelling by public transport increased drastically (42%>52%).</p> <p>15% travel into the centre less due to poor access, 14% due to difficulties with parking, 10% due to the expense of parking.</p>
<p>Venray: Introduction of fee parking and car-free zone in town centre.</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> No significant effect on the modal split. Shift in parking from the town centre to the periphery.</p> <p><i>Opinions:</i> Visitors can more easily find a parking place (88%). Half the visitors had positive feelings about the system of fee parking</p> <p><i>Long-term</i></p> <p><i>Facts:</i> In 1999 the parking system complied with existing requirements.</p>

Table 3: Measures and effects on local economy per case

<p>Case: Measure/type of measure (1)</p>	<p>Effects on the local economy(2)</p>
<p>Arnhem : The addition of 450 parking places at peak traffic hours</p>	<p><i>Short-term</i> <i>Facts:</i> On Saturdays 6.5% more visitors were attracted. The average amount spent was f 138,- i.e. f 15 more than previously. Despite this there was a noticeable shift of shoppers to other centres, however the effects cannot necessarily be ascribed to the parking measure</p>
<p>Bergen-op Zoom : A trial period closing-off the town centre on Friday and Saturday evenings</p>	<p><i>Short-term</i> <i>Facts:</i> There is no evidence of a shift in shopping orientation <i>Opinions:</i> Businesses claim to have a greater drop in turnover than might be expected from figures known on national developments <i>Long-term</i> <i>Facts:</i> The trial was terminated after 4 months</p>
<p>Breda : Introducing fee parking to 648 of the 823 free parking places. Increasing charges in a number of 'fee parking locations'.</p>	<p><i>Short-term</i> <i>Facts:</i> The frequency of visitors decreased due to the negative perception of parking options and higher parking charges. The incidence of visits to shops increased in percentage terms. The sales area in decreased slightly in terms of square metres.</p>
<p>Culemborg: restricted car access to town centre, constructing parking provisions on the edge of the town centre. Parking gate plan</p>	<p><i>Short-term</i> <i>Opinions:</i> 50% of businesses claim to have experienced a drop in turnover, while 69% of businesses indicated that they are less busy than previously <i>Long-term (2 to 4 years)</i> <i>Facts:</i> Slight increase in sales surface area: though not a negative effect for the local economy</p>

<p>Dokkum: Introducing fee parking in town centre area. Introducing a maximum parking stay allowable of 1 hour. Shift in parking places</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Drop in turnover for businesses in town centre.</p> <p>People from neighbouring municipalities visit Dokkum less than previously</p> <p><i>Long-term</i></p> <p><i>Facts:</i> The surface area for sales has increased by 2% per year since the measure was introduced</p>
<p>Enschede: making twin centre area car-free or restricted car access by closing it off by means of access barriers</p>	<p><i>Short-term:</i></p> <p><i>Facts:</i> The image of a busy town centre has not changed</p> <p><i>Opinions:</i> Shopping has become perceived as a more pleasant experience.</p> <p><i>Long-term:</i></p> <p><i>Facts:</i> surface sales area has increased by 4% per year since the measure was introduced.</p>
<p>Groningen: Restricting car access to 12 streets around Herestreet; expanding the number of parking places from 4300 to 5500; shifting parking places to the edge of town centre</p>	<p><i>Short-term:</i></p> <p><i>Facts:</i> Turnover has increased by 5% per year due to shoppers staying longer and more visitors. The development in the south-east of the city centre has not been as good</p> <p><i>Long-term</i></p> <p><i>Facts:</i> Difference of before and after: 12% more surface sales area, followed by a further increase (12% per year)</p>
<p>Harderwijk: Introducing fee parking and different allowable parking periods</p>	<p><i>Short-term:</i></p> <p><i>Facts:</i> Less money spent and shorter shopping duration. Compared to national trends the development of turnover has not been unfavourable.</p> <p><i>Opinions:</i> Consumers and businesses have a negative image. The regional position has deteriorated. The extent of the effect was limited</p> <p><i>Long-term</i></p> <p><i>Facts:</i> Over a 17 year period the surface area of sales space has increased by 75% about 12,000 m²</p>

<p>Heemskerk: Trial closing off of town centre on Fridays and Saturdays</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> The loss of turnover is between 10 and 20%</p> <p><i>Opinions :</i> 23% of respondents claim to have altered their buying pattern, 45% of respondents claim to spend less time in the town centre</p> <p><i>Long-term:</i> The trial was terminated after three weeks</p>
<p>s-Hertogenbosch: Restricting car access to town centre with the aid of physical access system and opening new multi-storey car parking facilities</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Turnover dropped slightly</p> <p><i>Opinions:</i> Businesses have good expectations for turnover in the future</p>
<p>Leeuwarden : Increasing parking charges and differences in allowable parking times</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> 25% of visitors come less often. 86% indicated that the parking measures were a reason for this change. (It is unknown whether the assumed reduction in turnover was equal to the poor national development around 1980)</p> <p><i>Long-term:</i></p> <p><i>Facts:</i> The surface sales area has remained almost the same over the last 20 years (average increase of 0.5% per year).</p>
<p>Leiden: Making the central shopping area car-free with restricted car access to surrounding area, increasing charges for street parking</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> No negative effects on the retail trade. Shoppers have shifted away from Leiden centre somewhat</p> <p><i>Long-term:</i></p> <p><i>Facts:</i> The surface sales area has remained almost the same</p>
<p>Middelburg: Making the market area a car-free zone, expanding fee parking, introducing parking charge increases in the town centre, opening two multi-storey car-parks</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> About one third of businesses indicate having noticed a decrease in the number of visitors and turnover. Visitors said they visited Middelburg less than previously</p> <p><i>Long-term</i></p> <p><i>Facts:</i> The surface sales area increases by 16% within 2 years.</p>

<p>Nijmegen: Reduction of the number of parking places and the introduction of fee parking</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Local economy has remained at the same level as the national average.</p> <p><i>Long-term:</i> The shopping facilities in Nijmegen have remained at the same level over the last 18 years.</p>
<p>Purmerend: expansion of fee parking and introduction of permit system</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> The effects of turnover are unknown, 20% of car users go into town less often</p> <p><i>Long-term</i></p> <p><i>Facts:</i> In 10 years there has been an increase in surface sales area of 10,000 square metres.</p>
<p>Tilburg: Introduction of a system of entirely fee parking</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> There is no hard evidence available for economic effects.</p> <p><i>Long-term</i></p> <p><i>Facts:</i> In the recession period surface sales floor area dropped by 10% and in contrast to that it has almost doubled over the last 19 years.</p>
<p>Utrecht: rearranging the parking places, increasing charges and new traffic circulation</p>	<p><i>Short-term</i></p> <p><i>Facts:</i> Scale expansion and increase by 11,000 m² surface sales floor area and 30% more visitors. The proportion of visitors from outside the region has risen from 30% to 45%</p> <p>The city centre of Utrecht has lost ground to other shopping areas in the region</p> <p><i>Long-term</i></p> <p><i>Facts:</i> The surface sales floor area increased during implementation of the measure as well as subsequently by 10%.</p>
<p>Venray: Introduction of fee parking and car-free zone in town centre.</p>	<p><i>Short term:</i></p> <p><i>Facts:</i> Visitor frequency increased, with more decisive shopping behaviour</p> <p><i>Opinions:</i> The opinion of visitors about the planning of the town centre is less positive (large empty public squares)</p>

B: Strategic (regional) studies

1. Pilot project for Parking Regulation in Utrecht
2. Comparison of the effects of parking measures in Leeuwarden and Tilburg 1983
3. Study of parking regulation in Southern Limburg and the effects of parking policy on shopping behaviour.
4. Study of experience with parking in Southern Limburg
5. The Economic effects of parking measures on shopping centres and traffic and transport preferences of consumers in the province of Noord-Brabant

1. Pilot project for Parking Regulation in Utrecht

1.1.1. Background

In order to gain greater insight into where exactly specific difficulties occur in the enforcement process, it was decided in 1981 to set up a pilot or test project on Parking Regulation. The pilot project consisted of adopting a package of measures aimed at improving parking regulation as well as carrying out research into the effects of such. The aim of the pilot project was : to examine which factors most influence parking regulation and to indicate the effects of the parking measures taken in the northern portion of the city centre area of Utrecht. One of the points for attention was the economic effect. The measures taken affect the increased level of control and the introduction of physical measures. The research in question was related to the areas for attention i.e. :

1. Enforcement;
2. The traffic and transport system;
3. The spatial functioning ;
4. The economic operation

1.1.2. Measures

A structure was chosen for the project which would optimise as much as possible all the aspects of parking regulation enforcement. This concerns such matters as:

- parking regulation;
- control of parking;

- physical enforcement;
- conveying information;
- the tow-away regulation;
- the chance of being caught;
- legal penalties for offences

Packages of measures were introduced in three phases where a package of measures was added to the previous measures with each new phase. An information campaign was undertaken at the outset of the first phase and the number of controllers were increased. In the second phase the emphasis was placed on the adoption of infrastructural measures. In the third phase the control strategy was varied and methods were applied such as: group surveillance, carrying out sweeps of certain areas, individual surveillance operations etc.

1.1.3. Traffic effects

It may be contended that as far as the issue of enforcement was concerned the situation was clearly improved. Greater supervision and monitoring of parking had a noticeable effect on the number of parking offences occurring at parking meters which in turn produced a positive financial result. This does not automatically mean that people looked for alternative locations to park in and it had little or no effect on the modes of transport chosen. The chance of identifying and catching offenders was doubled.

A number of changes were noted in the traffic and transport system on Saturdays which were quite separate from one another and were individually consistent and which can be directly related to the intensified control and monitoring of parking. This was particularly evident from the shorter parking times noted at parking meters and automatic ticket dispensers together with less time being spent by shoppers on searching for a place to park. The differences noted in parking on Tuesdays however were minimal.

- The physical measures led to a clear reduction in the incidences of *illegal* parking at general prohibitive measures such as traffic signs. In contrast to this there were many parking offences committed at places of interest to the offender where no signs were placed.

1.1.4. Economic effects

- No changes were noted for the spatial function
- In the economic operation it appeared that in terms of the concept of accessibility there was little change noted for time spent in looking for a place to park, walking distances the proportion of shoppers and length of stay.
- Changing free parking places into paid or fee parking led to a reduction in the number of shoppers occupying parking spaces for longer periods. The contrary was the case on

Saturdays when the parking times increased. It is particularly important to retailers that the number of shoppers per car does not decrease.

The pilot project on Parking Regulation in Utrecht (Traffic Engineering 1985)	The introduction of fee parking and raising the level of control led to significant changes.
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1.1.4.1. Source : The pilot project on
Parking Regulation in Utrecht

- The pilot project on Parking Regulation in Utrecht part 1 to IV incl.: by B. Abeelen in the technical; journal Traffic Engineering No. 35, 1985

2 COMPARISON OF THE EFFECTS OF PARKING MEASURES IN LEEUWARDEN AND

Tilburg 1983

The Dutch Ministry of Transport took the initiative to increase policy relevant expertise in the field of parking problems in town centres. This was particularly concerned with acquiring more insight into the effects of parking measures. Various parking measures were introduced in Leeuwarden and Tilburg in November 1979 and July 1980 respectively. The study included:

- a comparison of the effects of parking measures in the town centres of Leeuwarden and Tilburg;
- a comment on whether or not the effects were generally applicable.

1.1.5. Measures in Tilburg

The parking measures introduced in the centre of Tilburg consisted of:

- the introduction of a system of parking disks or permits for interested parties in certain areas;
- the setting out of parking fee zones for parking meters to clarify the system of charges applying in a certain location;

- differentiating the allowable parking period, by for instance applying automatic ticket dispensers with unlimited parking periods in car parks on the edge of the town centre.

1.1.6. Effects in Tilburg

The parking measures introduced in Tilburg have, on the whole, had the following effects:

- a sharp reduction in individual parking times;
- a drop in the occupation rate of parking spaces;
- an even distribution of demand for parking space;
- shorter walking distances;
- a drop in workers occupying city centre parking due to encouraging them to opt for alternative modes of transport or by diverting them to parking facilities elsewhere.

In addition studies showed that the measures did not produce any noticeable shift in buying patterns or shopping habits.

1.1.7. Measures in Leeuwarden

The parking measures in the centre of Leeuwarden consisted of:

- (drastically) increasing parking charges;
- introducing an arrangement for local interested parties;
- shortening the allowable parking time;
- introducing automatic ticket dispensers for parking with almost unlimited parking time allowed on car parks on the edge of the town centre;
- opening an underground parking facility (Wilhelminaplein with 625 parking places) in the town centre.

1.1.8. Effects in Leeuwarden

To sum up in brief these measures had the following effects in Leeuwarden:

- a drop in the occupation rate of parking spaces;
- shorter walking distances for short-term parking and longer walking distances for those parking for longer periods of time;
- an even distribution of parking pressure (especially on Saturdays);

- longer period of familiarisation due to being combined with traffic circulation measures.

1.1.9. Comparison

The effects of the parking measures introduced in Leeuwarden and Tilburg were compared and an investigation was made into how far it is, or is not, possible to generalise about these effects. From the comparative study it appeared that considering that the aims and extent of the effects of measures in Leeuwarden and Tilburg were known, the results to be expected in other towns and cities would be easier to quantify.

1.1.10. Generalisations

A certain amount of caution was muted in the study with regard to quantifying the effects to be expected as parking behaviour may be influenced by a wide range of factors. It is expected that the extent and the nature of effects is partly linked to the characteristics of the parking situation in the town centre to be assessed. It was therefore proposed in this study that when applying a similar package of measures to those applied in Leeuwarden and Tilburg the effects which might be expected will largely coincide with those of the towns mentioned in terms of size and objective, that is providing that the parking situation in the city centre in question does not differ too greatly from the situation prevalent in Leeuwarden and / or Tilburg.

<p>Comparison of the effects of parking measures in Leeuwarden and Tilburg in 1983</p>	<p>When applying similar <i>parking measures to those in Leeuwarden</i> (rise in parking charges, differentiation in allowable parking times) and Tilburg (introduction of fee parking) effects may be expected which in terms of objectives and extent, correspond with those of Leeuwarden/Tilburg, providing the parking situation in the town centre does not deviate too much from the two mentioned</p> <ul style="list-style-type: none"> • Sharp reduction in length of parking period (only in Tilburg) • Drop in occupation rate of parking spaces • Even distribution of parking pressure • Drop in occupancy of city centre parking spaces by local workers due to opting for alternative modes of transport or opting to park elsewhere • Shorter walking distances for short-term parking places and longer walking distances for long-term parkers; • Longer familiarisation period by combining with traffic circulation measures (only in Leeuwarden).
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Source: Comparison of effects of parking regulation measures in Leeuwarden and Tilburg

3 Study of Parking in southern Limburg, effects of parking policy on shopping behaviour

1.1.11. Background

The effects of parking policy on shopping behaviour are often the topic of heated discussion. Typically, these discussions are often engaged in with no real objective yard sticks to back up the various contentions. A study of reference material shows that much is known about the various aspects involved in the relationship between parking quality and shopping behaviour, but that there is still no integrated approach for assessing the interrelationship between the effects. That is the reason that MuConsult developed a method, whereby the 'parking quality' of shopping areas could be measured. The term 'parking quality' can be summed up as being an indicator of the amount of difficulty involved in finding a parking space in the vicinity of a shopping area.

1.1.12. Method and behavioural parameters

The method is based on a combination of objective characteristics for a parking system and the subjective judgement of these characteristics by shoppers. More than 700 people were asked about their preferences in a hypothetical situation (stated preference). In addition actual behavioural preferences were also set (revealed preference). Behaviour parameters were set for the parking characteristics mentioned which indicated how they carry through in terms of the attractiveness of a particular location. A few of these parameters were:

- There is a link between walking distance and willingness to pay for parking. When shopping for groceries people were prepared to pay f 1.10 per hour more for a parking place which was located 100 meters from the shop than a parking place which was 200 meters away. When shopping for other reasons this was f 1.--.
- People are prepared to accept an average charge increase of f 1.50 per hour for an empty parking space in relation to a half full place for parking while shopping for groceries and that amount is f 0.80 per hour for general shopping.
- People prefer to pay on leaving rather than on entering a parking area and are prepared to pay about an extra f 0.80 to f 0.90 for this facility.
- People are not fond of time restrictions on the period they are allowed to park. In order to avoid a time restriction of 2 hours people are prepared to pay about f 1.70 an hour more for grocery shopping and f 1.00 per hour more for general shopping.

On the basis of behaviour parameters three models were put together:

- a parking model of the parking quality

- a model for choice of mode of transport
- a model for choice of shopping areas.

The models were eventually applied in order to calculate the effects of a number of parking measures.

1.1.13. Traffic effects

There is a hierarchy in terms of the preferences of consumers exhibited when parking for the purpose of general shopping. First of all there is the choice of mode of transport, then the shopping centre and after that comes the parking facility. A restrictive parking policy produces the reverse order of choices: the consumer will firstly look for an alternative place to park, after that they will look for a shopping centre and only after that will they then reconsider their choice of mode of transport.

The decision making structure was found to have a number of consequences for the effects to be expected as a result of parking policy.

Parking policy will often have more drastic consequences for the choice of shopping centre than for the mode of transport chosen. Therefore people will have to decide on a regional harmonisation of parking policy in order to maintain a balance in terms of competitiveness. The effects of a concerted parking policy may nevertheless be counterbalanced by a ancillary parallel policy.

Parking policy has only a limited effect when deciding on mode of transport. In order to set in motion a shift in modal split it is worth recommending that a concerted parking policy be combined with a policy aimed at increasing the attractiveness of alternative modes of transport. This may also (partly) help to counteract the effects of a decrease in attractiveness of certain shopping areas.

Based on the decision making structure found and with the aid of the three component models put together, which contain the determinants, that may in turn be influenced by policy measures. The results of the analyses are as follows:

- Parking quality has a limited effect on the choice of shopping centre and mode of transport preferred by shoppers.
- The accessibility and attractiveness of shopping centres are significant factors affecting the choice of shopping centre.
- The effects of parking policy on the choice of shopping centre are greatest where alternative shopping centres nearby offer similar products. The competitiveness is particularly affected at shopping centres which are at the same level in the shopping hierarchy.
- The effects on the choice of mode of transport are largely determined by the subjective accessibility of alternative modes of transport.

1.1.14. Conclusions

With the integral model as described the effects of parking policy on the preferred mode of transport and shopping preferences may be calculated and quantified. Discussions with interest groups for this purpose may then be carried out with a considerably greater degree of objectivity. In the scenarios studied for parking measures in the town of Heerlen and the surrounding area it appeared that the expected shifts in shopping preferences and modes of transport remained limited. In addition it appeared that the effect on the choice of shopping centre was greater than the effect on preferred mode of transport.

The results underline the importance of an integral, regional parking policy; otherwise there may be mention of adverse effects on competitiveness and an undesirable shift in shopping preferences from one shopping centre to another. Apart from that it is preferable to gradually introduce a parking policy so that it is well founded within a broad package of policy measures which are also aimed at making shopping centres more attractive and providing alternatives to the car. It is only in this way that parking policy can contribute to reducing car use without this having an adverse effect on the economic viability of shops.

Source: Parking study in
Southern Limburg

- *Following the ruler of parking quality*; MuConsult, The Department of Traffic and Transport Advice service, technical journal 'Traffic Engineering', July 1997;
 - *No parking no business?*, MuConsult, The Department of Traffic and Transport Advice service, 'Traffic Engineering – September 1997';
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4 STUDY OF EXPERIENCE WITH PARKING IN SOUTHERN LIMBURG

1.1.15. Background

The D&P Research and Advice Company carried out a study at the behest of the Transport Region of Southern Limburg into the role played by parking situation in choice of shopping destination in relation to the preferences exhibited by consumers for shopping facilities. The study was carried out in two stages, the first stage where registration of actual shopping behaviour was made by means of a telephone survey and then a second stage where the parking situation was analysed as an explanatory factor in the process of making choices.

1.1.16. Study

In the analysis stage an attempt was made to establish generally applicable links between preference or decision making behaviour on the one hand and then the following explanatory variables for behaviour on the other:

- the distance between point of origin and shopping destination;
- the mutual competitive position and the attractiveness of shopping destinations within the scope of the shopping radius of the consumer;
- the quality of the parking situation at the shopping destination.

All sorts of other (social) factors which may have influenced the decision making process, were not involved in the setting out of a model.

The study hypothesis is that the parking situation at shopping destinations in the 'stronger centres' was only of secondary significance. Stronger centres in this sense are understood to mean : centres where according to the Transport Region of Southern Limburg a parking policy, with the strictest measures, may be introduced.

For the 'Study of experience with parking in Southern Limburg' the term 'shopping horizon' was used whereby for each respondent taking part in the survey, an individual set of choices or preferences for alternative shopping destinations could be designed following completion of the survey. With this approach the actual preference behaviour from one of the individual selection situations of a particular respondent was attuned to a set of actual alternatives experienced by that respondent ('Effective Choice'). The quality of each alternative with regard to distance, competitiveness and parking quality play a part in putting together explanatory models for the preferences observed.

The designing of models was undertaken by using multiple regression. Using this method it is possible to crystallise a linear relationship from a matrix of observation control points, which in accordance with certain conditions illustrates the graphical interpretation as well as possible. For grocery and general shopping individual explanatory models were produced, as possible other factors may also play a role with these two types of purchasing. Another difference adhered to concerns the configuration according to level of parking policy as set out by the Regional Traffic and Transport plan for Southern limburg.

1.1.17. Traffic effects

Introducing fee parking or moderate increases in parking charges, particularly within the margins which currently apply for setting charges in Southern Limburg, would therefore lead to little if any change in shopping behaviour in the most important shopping centres.

The introduction of fee parking or raising the charges would act as quite a push-factor with some other motive groups, particularly commuter traffic.

Effects on local economy

The introduction of paid parking of the raising of charges strengthens the financial position of the owner of parking facilities (municipality, hospitals, shopping centres or otherwise)

Parking as a competitive factor

The study indicated that at the moment parking is not regarded as a pressing issue by consumers. Parking currently occupies an evidently subordinate or even negligible role in the decision making process involved in determining the location of a shopping centre.

1.1.18. General conclusions and recommendations for the future

- Preference for a certain shopping area is primarily determined by the extent of the range of shops available and the distance to the shopping area. According to the models derived for the whole of Southern Limburg, assessment of the parking situation has no significant influence on the choice of a particular shopping destination either when shopping for groceries or for general shopping.
- The models and the contentions which might be derived from such, lose their validity in extreme situations.
- The centres of level 1 (Maastricht, Heerlen, Sittard) experienced no adverse consequences as a result of the introduction or intensifying of parking measures. The decision is first and foremost based on proximity and range of shopping facilities available.
- The choice of centres of level 2 (Brunssum, Geleen, Gulpen, Kerkrade, Maastricht, Randwijck, Valkenburg) is somewhat dependent on the quality of parking. A rise in parking charges will adversely affect the number of shopping trips to these centres. The sudden availability of parking places for commuter traffic had a positive effect on the number of shopping trips in these centres.
- The centres of level 3 or 4 (including Born, Landgraaf, Maastricht Brusselse Poort, Stein, Vaals) experienced no effect from changes in parking quality on the number of shopping trips made for grocery shopping.
- Apparently the matter is critical with regard to the parking situation only in the centres of level 2. Centres of level 1 are so attractive with regard to range and diversity of available facilities that the parking situation is of subordinate importance and in the centres of level 3 and 4 those factors affecting decision making which were not studied or were difficult to study, had a decisive role to play;

Study of how parking was experienced in Southern-Limburg (D&P 1995)	<ul style="list-style-type: none">- The choice of shopping centre is primarily determined by the range of shopping facilities available and the distance.- The parking situation has no significant influence on the choice of shopping centre (at least within the scope of alternative available in the Southern-Limburg area).
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Source:

Parking study in Southern Limburg (D&P)

- *Parking situation not a determinant factor for choice of shopping centre*; D&P Research and Advice Company, Traffic region of Southern Limburg, Traffic Engineering No. 9, 1995;

- Study of how parking was experienced in Southern-Limburg; D&P Research and Advice Company, Traffic region of Southern Limburg March 1995
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5. The Economic effects of parking measures on shopping centres and traffic and transport preferences of consumers in the province of Noord-Brabant

Background

Just as in the rest of the Netherlands the province of Noord-Brabant is being increasingly confronted with problems of mobility. Increasing problems have been noted with regard to the environment and quality of life, accessibility and traffic safety, due to an growth in car usage. In this study an investigation was made of the degree to which certain parking measures led to a shift in choice-, travel and shopping behaviour, and as a result also to a shift in the turnovers of shopping centres.

Study

The study was carried out on 25 main and ancillary centres in the regions in and around Breda, Eindhoven, 's Hertogenbosch and Tilburg. The aim of this study was to gain more insight into the economic effects of parking policy in a number of main and ancillary centres in Noord-Brabant. In this study it was possible to individually determine and calculate the effects of possible parking measures for each of the 25 centres. This concerned the shifts which might occur as a result of parking measures.

For the purposes of the study a spatial selection model was developed. This model was aimed at three groups of articles, which together offered a good impression of the buying patterns of the consumer; foodstuffs (daily), clothing and footwear and household articles. The model was put together based on existing data with regard to the number of inhabitants, the range of shops, travel behaviour, the parking situation etc. In addition, by means of a house to house survey carried out at 1700 homes, extra insight was gained into buying, choosing and travelling behaviour and how the parking situation was perceived.

Various scenarios were worked out using the developed model (four imaginary and one actually realised scenario). These were scenarios of possible changes in one or more of 25 shopping areas. In this way it is possible to see what effects the parking measures adopted had.

Conclusions

- From the studied carried out it is clear that implementing a controlled parking policy leads to unintended shifts in shopping patterns.
- The more positive the parking facilities at a shopping centre are judged to be the greater is the chance that consumers will travel to this destination by car. This

assessment of the parking situation is clearly linked to the occupation rate of the parking places, the amount of the parking charges and the length of time one is allowed to park for.

- It also appeared that as consumers were confronted with parking measures, they were more likely to move towards other shopping areas than they are to opt for another mode of transport to visit the area in question. This applied to all three of the article groups studied, though for clothing and footwear this was less than for foodstuffs and household articles.
- It appears that the shopping centres in the actually realised parking measures scenario underwent a change in turnover (positive or negative) of maximum 3%. The other four scenarios studied involve hypothetical changes in parking situations, varying from introducing fee parking to a scenario where it is assumed that in the four largest cities in Noord-Brabant have a uniform parking policy. The maximum effect of the simulated measures amounts to a drop in turnover of about 6% in one centre, and when split into the individual groups of articles this maximum amounted to 11% for household articles.

Recommendations for the future

- carrying out a controlled parking policy leads to unintended shifts in shopping behaviour. Authorities which execute such a policy, or are confronted with such, should be aware of this and take account accordingly. It is therefore also advisable to measure the effects on the local economy.
- In order to avoid a drop in turnover primary measures should be introduced in the areas of traffic and transport. If this is not sufficiently possible, then counterbalancing measures should be taken in other areas.
- It is necessary for authorities to consult closely with interested parties in order to be able to carry out a good parking policy.
- Parking policy should not be used as a means of competition. For this reason it is important to have regional harmonisation of approach.

<p>Economic effects of parking measures on Shopping centres and selection of mode of transport by consumers in Noord-Brabant (ERASS 1997)</p>	<ul style="list-style-type: none"> - A controlled parking policy leads to shifts in shopping. - If the parking is more positively judged, then there is also a greater chance of more car usage, linked to occupation rates, charges and parking time restrictions. - Consumers are more likely to opt for other shopping centres than to opt for using another mode of transport.
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C. Cases dealing with communication and acceptability

1. The town of Heerlen
2. The city of Delft
3. The city of Groningen
4. The ‘town centre mintor’ for the city of Haarle

1. The town of Heerlen

‘A case in communication and acceptability’

Heerlen is a town of nearly 100,000 inhabitants situated in the urban zone in the eastern part of Southern-Limburg. The town occupies a strong position in the sector of offices and service industries, with such names as DSM, ABP and CBS. Apart from being of local importance the town centre also fulfils a regional service function. Adjacent to the town centre Heerlen has two peripheral shopping centres which are only within walking distance away: to the west of the town centre is the ‘t Loon shopping centre and to the east lies a similar mall called ‘De Klomp’. The retail sector is regarded as being very significant in Heerlen with retailers doing better than average. The town centre may be described as being ‘a regional service centre’, in terms of size as well as in terms of the shopping facilities available.

The shopping centre is also associated with good entertainment and nightlife facilities though in terms of size and function these are fairly run-of-the-mill. In terms of Artistic and cultural attractions Heerlen is nothing much to shout about. It does have certain attractions such as the municipal (Stads)gallery and the Thermen museum. There is an increasingly ageing population living within the proximity of the town centre.

Heerlen has good to very good access by car and the town ring-road is regarded as being a definite plus. There is adequate parking provision, though this is mainly located on the northern and western sides of the town centre. Walking distances are short and parking charges are not excessive in Heerlen. There is no obvious presence of cyclists in the town centre as facilities for such are fairly limited and it is also quite hilly by Dutch standards. In terms of public transport facilities, having access by train is seen as the biggest bonus for the town centre. The railway station is a stone’s throw from the centre of the shopping area and provides consumers with many different options.

2. SOME STATISTICAL DATA ABOUT HEERLEN

Population	96,000 in ‘urban area’ (town centre + periphery) + suburbs
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Population of 'town' 40,000

Jobs 40,000

3. **RETAIL TRADE IN TOWN CENTRE** **73,000 m² SALES FLOOR AREA (SFA)**

and surrounding area

everyday trade sector 9,000 m² sfa

boutiques 27,000 m² sfa

department stores 17,000 m² sfa

Total annual turnover of retail trade about 635 million Dutch Guilders

Origin of retail customers 51% local

49% elsewhere

4. **HOTELS, RESTAURANTS AND PUBS IN** ABOUT 75 ESTABLISHMENTS

town centre and surrounding areas

Arts and culture

Theatre

Thermen museum

Museum of antiquities

Town Art gallery

4.1.1.1. Statistical information on the accessibility of Heerlen town centre

Parking spaces: number: hourly charge: maximum parking stay:

Street 480 f 1.00 - f 1.50 1-2 hours

Car parking lots	1050	<i>f</i> 1.00 - <i>f</i> 2.00	12 hours
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4.2. Multi-storey	2,150	<i>f</i> 1.50 - <i>f</i> 2.00	
car parks			

total	3,680		
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monitored cycle parking 820 cpp

<u>mode of transport to the town centre</u>	visitors to town and district	local visitors
on foot	21%	19%
by bicycle	8%	15%
by car/motorcycle	44%	47%
public transport	26%	19%

Heerlen as an example

Heerlen is getting ready for the 21st Century. The town-centre plan set out in 1990 is nearing completion. The new Corio shopping centre was recently opened and includes a multi-storey car park. The central promenade and other important shopping streets have been redesigned and fee parking has been introduced. The development of office buildings on the western edge of the town centre is coming along quite nicely.

The town plans have as yet however not been entirely realised, as for example in the case of the redevelopment of the area around the railway station which is awaiting completion in combination with the development of the centre-north area. Furthermore ideas were formulated about new multi-storey parking areas and consideration has been given to the future direction of

development of the central shopping area. The functional aspects and access of the central periphery zones in particular (for example the peripheral shopping centre 't Loon, the area around the station and the present approach access streets) are important points for discussion.

Many parties are involved and many interests are at stake, which is all the more reason to ensure good harmonisation of the planning process and to have sufficient involvement in the initiatives.

The municipality of Heerlen wishes to work towards the future in co-operation with the local population and the private sector. There were ideas muted for a 'round table discussion' but nothing concrete. For that reason there was a positive reaction from motorists, town-centre management and policy makers to the request for allowing Heerlen to function as a pilot for testing a method of town discussion.

The town discussions were held on three different days in the months of May, June and July 1998 at suitable public house facilities on the edge of the central area. Many municipal representatives were present (3 Aldermen). This gave more credence to the discussions and the supported the initiative of others to participate. There was a relaxed and informal atmosphere, partially due to the informality of the locations chosen, where discussions were carried out over dinner.

Participants in the town discussions in Heerlen

Town council	Alderman for town planning and economic development Alderman for public works Alderman for city policy and regional affairs
Official representatives	Traffic Town planning Economic affairs
Business sector	City Promotion Heerlen Pubs, restaurants and hotel organisations
Intermediaries	LOZO (MKB-Limburg) Town centre manager
Market parties	Dutch Railways Property Management Property Development Centre

Q-Park

Other parties

Housing foundation

Police

Three scenarios for development axes

High Ambitions (session 1)

Everyone is agreed that Heerlen is an extremely ambitious town, despite having to combat an image which is not always entirely positive, though the various interested parties have considered this very carefully. There has to be an improvement in the town's image. Heerlen should be the shopping hub for the eastern part of Southern Limburg; an agglomeration with a population of almost 300,000. The sectors of the Arts and Entertainment should be intensified and public spaces should be developed into areas where people congregate.

As far as the town centre is concerned this led to three possible scenarios, each with a different central development axis. At the heart of the initiatives was a link to the station area, with peripheral shopping centres while maintaining the character of the historical – south-central area. The ends of each axis were linked to the development options for large scale retail trade.

Opportunities and risks (session 2)

Though the magnitude of retail trade was seen as a plus-point, the structure was regarded as weak. When the water was tested on the matter it appeared that the north-south axis was unanimously accepted as being the best option. However a shift in emphasis towards the station area could possibly have drastic consequences for the southern part of the town centre. This would certainly be the case if the present moderate level of car access was not improved in that area.

As far as access is concerned it is generally accepted that the distribution of parking capacity is a major problem to be addressed. It is also clear that a concerted effort is needed to improve the quality of provisions and facilities for cyclists.

5. PROPOSED MEASURES AND RESEARCH AGENDA (SESSION 3)

The biggest plus-point in considering the direction of development towards greater accessibility is that all the participants are very positive about the development of the next multi-storey car park in the southern part of the town centre, as a 'source point' for the area which is developmentally more retarded. In addition to this a number of definite location options were indicated for new (monitored) bicycle parking, and the possibility of linking the new (proposed) shopping circuit to a car-free area was also muted.

In the final session a 'research agenda' was set out and designs were determined which would hopefully provide greater insight to aid in future planning and execution.

Feasibility study of GDE developments (volume)

Study of need and usefulness of shifting away from the west-central and northern part of the ring road

Setting out a method of closing off shopping streets to traffic

Supporting the necessary supplementary parking capacity

Setting out a plan for improving bicycle parking facilities

Useful result

A lot has been accomplished in a short time in Heerlen. The integrated and joint approach has led to greater levels of involvement and also facilitated a better understanding of the issues. All standpoints have been made clear and a good starting document has been laid down as a foundation for any future planning process.

Thanks to the town-hall meetings an integral vision for the future of the town centre was formulated which is mainly supported by the municipality, the business community and other interested parties. It is expressly intended that the town planning, economic planning and traffic engineering planning be attuned to fit in with said vision. It is expected that consultation on these issues will proceed more smoothly as well. In terms of the aims and premises concerned, there is already a fair amount of consensus. In addition to that there is already a solid framework in place for ensuring co-operation. This method of work has already been translated into practice by using the results of the town hall meetings as a foundation for the council management of the parking bill.

2. The City of Delft: The way forward

COMMUNICATION

The local authority has been working on improving the town centre since the middle of 1992 in co-operation with local residents and businesses. The municipal authority therefore takes a leading role while working on the sub-projects in collaboration with other interested parties. Good communication between the various parties is essential to the smooth running of this process. With each new project that occurring in the town centre should be tangible, visible and perceptible.

Local residents, retailers and others should not be forgotten in the planning and execution process. Information about the progress of the progress is therefore furnished to local residents and interested parties in a number of different ways by the municipal authorities. These are after all the ones who have most to gain from a higher level of quality in the town centre. Where possible the boundaries of the municipality are exceeded. The communicative aspect has the additional objective of introducing and propagating a good grasp of process management among the municipal officials involved. The process involves more than just the panel discussions, workshops and forum discussions

CYCLE :

In a nutshell, the communicative cycle already developed can be summed up as follows: select the sub-projects, engineer a newsworthy event, seek and promote publicity, ensure dialogue and consultation, negotiate the fine details, thereby making news, subsequent sub-projects etc. This is literally and figuratively 'the way forward' .

The municipality has a few of its' own remedies available. In addition the municipal authority is constantly on the lookout for opportunities for enticing the interest of local, regional or national news media and getting some free publicity. In 1993 and 1994 the local authorities were supported by an advertising campaign, as an experiment, financed by the Dutch Ministry of Transport.

A STEP BY STEP EVALUATION

Public officials are given monthly information on the progress of the quality improvement on set pages in the staff journal or circular. Among other things this information shows the ways in which various departments are co-operating on certain projects. In this way the works co-ordinators are not only kept up-to-date on the process but are also more directly involved in the process.

All residents of the town centre area receive a special local newsletter which is published twice a year and delivered house to house to about six thousand addresses. This newsletter is also available for other interested parties at various locations in areas outside the town centre.

The town-centre newsletter includes details of the background to the process and the current progress of on-going projects. This medium of communication is one which the municipality uses to inform people and in addition to that it is a medium for publicising the opinions and reactions of other parties involved. The effectiveness of the publicity and the level of interest of the target group is gauged. Half of this group are aware of the newsletter and about a quarter read it more or less from cover to cover. This is a relatively favourable score.

EXTRA-REGIONAL PUBLICITY

The municipal authority makes repeated use of publicity in the local media, on the municipal page of the local free house-to-house paper Delfts Post and via press releases. During a survey carried out in 1993, the Town discussion Panel was asked about the effectiveness and level of interest in the publicity. Seven out of ten residents of Delft who are familiar with the Process of Town-Centre Quality Improvement get their information from the local press, so it appears that an active PR policy can be extremely effective. It even seems to be possible to get publicity for local issues in the national press and in trade/technical journals. A few 'extra-regional' results include:

- an item covered by a Dutch national television news-documentary program called NOVA
- articles published by "Home Affairs" (Binnenlands Bestuur) the magazine for Dutch Local Authorities known as 'NG magazine'.
- Articles published in the national newspaper "Trouw"

PAID PUBLICITY CAMPAIGNE

In the middle of 1992 the City of Delft was offered the opportunity to wage a publicity campaign financed by the Ministry of Transport thanks to the intercession of the Dutch Association of Local Authorities (VNG). The advertising campaign was to be a variation on the national slogan of 'The car could do without you for a day'. In spite of the deadlocked predicament regarding parking matters prevailing at that time, the municipal authority took up the offer.

This was however on condition that Delft would have the final say on the formulation and content of comments to be published. They would not be allowed to be openly critical of car use. Delft was also against a gauging of results in quantitative terms, especially when a qualitative course of action had already been opted for. The Ministry agreed to these conditions, providing it was allowed to keep an eye on the course of the process.

Shortly after the start of the process an optimum situation was therewith attained. Delft was able to wage a paid advertising campaign and controlled the means - providing that it was carried out in a carefully considered manner and was deployed at the right moment – for gaining free publicity. By deploying newsworthy material from the improvements process it was able to get newspaper attention again and again. Where possible the publicity campaign was linked to relevant current affairs. These in turn could sometimes be determined by engaging elements or modules of an advertising campaign . In this way paid advertising and free publicity could be linked together with subsequent follow-ups contributing to a continuing story.

- **MODULE 3 :**

Spring of 1993. General introduction of the theme of “Delft could do without your car for a day”. In order to get the best effect, the municipal authority launched this slogan on the same day as work on the newly renovated and redesigned “restricted car access” Beestenmarkt (market area) was completed. The presence of the Dutch Minister of Transport added extra political weight to the day and ensured national publicity, the various means of publicity included:

- Billboard posters, banners
- Local advertising
- Co-operation with pub, restaurant and hotel associations
- Local radio
- Special edition of the town centre newsletter
- Newspaper articles
- Advertisements in free house-to-house newspapers
- Bus-posters and stickers

- **MODULE 2**

Autumn 1993. Attention given to walking as an alternative to the car in town, walking to and from the town-centre. Events such as ‘Delft Day’ (with restricted access to cars in the town centre and a big street market festival) and a road race for distance runners called the ‘Dream time run’, were the main attractions of the day. The methods of publicity used included:

- Billboard posters
- Mini-billboards at public transport stops
- Information stand , selling Delft Day T-shirts
- Local advertising
- Newspaper articles
- Banners

- **MODULE 3**

Summer 1994. Promotion of the use of public transport, to and from the town centre. Impetus for this was provided by the introduction of regional tram line 1, which had been extended from the town centre to South-Delft and coincided with a revising of the bus services. The theme was “ It is now even easier to catch us in Delft”

The means employed in the campaign included:

- mini-posters on 250 bus-stop billboards

- house to house leafleting, including the new bus and tram timetables
- Delft Day, with the theme being 'Mobility'
- window stickers on public buses
- booklet on the history of the line 1 tram service
- banner slogans on the side of trams
- information-stands
- newspaper articles

Here too a combination of resources was employed to gain maximum effect. In this way pressure was applied and interest maintained. To a certain extent it is true that: communication about the process is the process.

A hop, skip and a jump through the town centre

MARKET The strong emphasis afforded communication in this brochure should not detract from the instrumental nature it assumes. Consciously conveyed communication that assists in achieving objectives is also important and should not be neglected, even if it can never be an end in itself. In the end it is all about tangible results which leave a lasting impression.

What have these included up to now? Two years of hopping and skipping to turn policy into results affords the visitor the facility of now taking a walk through the town centre in comfort and safety, whereas in the past such a walk would not have been as attractive a proposition. A short walk, but nevertheless, as it should be in a town like Delft this would start at the Market.

The Market of Delft town centre is a 'Jewel in the Crown' of our national heritage in Holland, was a parking area for tourist buses and coaches until 1992. The aforementioned report which indicated the way ahead, envisaged two main shopping axes as the main tourist routes, with the Market as the focal point. Some people in Delft would like to (temporarily)clear the Market in order to construct an underground car-park beneath it. The board will abide by the standpoint of the vast majority of Delft residents: no busses on the Market square. But then the question begs, considering that tourists are welcome guests, where should they be allowed to park? Within walking distance of the town centre the current facilities are nor adequate for the purpose. By the Autumn of 1994, two years after the start of the process of improving the town centre, this problem had not yet been satisfactorily solved. The most difficult point for attention- i.e. the Market – had not been tackled first. The approach to tackling the improvement of this historical square was planned to eventually become the jewel in the crown of the process of town improvement leading to restricted car access throughout the historic centre of Delft.

HOP; The first sub-project judged by third parties as being a roaring success was the redesigning of the Beestenmarkt area. This square with many pubs, restaurants and hotels as well as housing local residents, companies and shops was still a parking area for

parking permit holders in 1992. For years it had been regarded as an untidy and neglected area, though it always had the potential of being a high quality area thanks to its' favourable location a stone's throw away from the main Market square.

The decision to tackle the 'Beestenmarkt' area first was based on the expectation that this would set an example. It was also important that some entrepreneurs in the restaurant business declared themselves willing to cooperate with the local authority.

Especially this declaration proved crucial for the result. It concerns a new generation of entrepreneurs who prefer negotiation to the confrontation of previous years. The municipal authority offers a framework within which there is plenty of room for manoeuvre. As far as the Beestenmarkt is concerned this framework entails: keeping historical monuments and buildings intact, no more parking places, maintaining bus-services and loading/unloading is only allowed between 7 and 11 a.m. The remainder of the design ideas for the square was a matter for the relevant Aldermen or council officials responsible for such, acting in consultation with the interested parties in the neighbourhood concerned.

In the subsequent meetings the business representatives and local residents involved offered direction to the design process. Some parts were negotiated on. The original parking permit holders had to move to other, then undeveloped parking areas away from the area being spruced up. The first piles for the multi-storey car park planned in this neighbouring undeveloped area in the Yperstreet was laid a year later.

Renewal of the Beestenmarkt was carried out successfully in record time.

Gross sales in the hotels, restaurants and cafés rose enormously.

The town centre of Delft would have its' own version of Montmartre as of May 1993. Now for a Latin Quarter!!

SKIP After improvement work on the Beestenmarkt was completed the municipal authority started work on the next step which was introducing restricted car access to the nearby shopping area of Burgwal/Brabantse Turfmarkt. This follow-up project presented many more niggling little problems than the redevelopment of the Beestenmarkt. The commercial sector is much less geared to nightlife and entertainment facilities than on the Beestenmarkt. The interests involved are much more varied. Many retailers were afraid of losing trade if short-term parking places were introduced. This concerned 70 such places. The municipal authority took the view that 80% of the parking places to be abolished would shift elsewhere. Still, there was as yet no sign of the muted new parking facility being built within the framework of the Zuidpoort plan (a development zone within walking distance). There was a real threat of retreating to the old positions.

There were problems concerned with the municipal demand that loading and unloading only be carried out between 7 and 11 a.m. Various businesses were behind requests to allow deliveries to be made outside of these restricted times. Even a full year later no definite solution had yet been found to this problem.

In order to maintain momentum in the improvement process it was decided in 1993 to carry out a test; a compromise solution. The shopping area of Burgwal/Brabantse Turfmarkt was designated as a pedestrian only area, where loading/unloading was allowed between 7 and 11 a.m. As a sort of pilot project the area remained open to access by those with an exemption permit. So started an administrative tightrope with the associated pitfalls.

This “shopping boulevard” (a sobriquet accorded the area by retailers on the occasion of its’ opening a year later) also gained a certain style of its’ own. An area once characterised by litter, was transformed by the planting of trees to provide shade for outdoor terraces, popular in the summer months. Another result gained from the busy redevelopment season of 1993-94 was the structured dialogue set up between town council and commercial organisations. The aim was to find a definitive solution to the parking problem.

JUMP During the run up to the redesigning of this shopping area the atmosphere changed. This was perhaps due to personal and political shifts. First of all problems among the retailers organisation led to the election of a new board. In addition to that at the end of 1993 the Alderman in charge initiated a work conference between a select group of representatives of retailers in Delft. The topic for discussion was ‘Parking in the town centre and quality improvements’. The aim of this was on the one hand to ensure that the quality improvement process would continue and on the other hand to get the retailers and local businesses to financially contribute to the construction and exploitation of certain multi-storey car parking facilities around the town centre. At a neutral location the interested parties involved signed a declaration of intent to this end.

Trying to imagine a car-free area doesn’t help much. Putting aside the search for a solution to parking problems while working on quality improvements will only be any use for a short period of time. The problem remains of skipping over two issues.

The time gained in this way may well be usefully employed. Both the completed sub-projects will have a demonstrative effect: the improvement in quality is duly recognised and accepted by all parties. The final goal of ‘restricted car-access’ is brought to the top of the agenda by this promising step forward. No longer isolated, as a trade-off of parking places as in 1992, but regarded as a quality aspect of the town centre.

In the meantime delft has reaped the benefit of newly acquired facilities; a centre of nightlife and entertainment on the Beestenmarkt and a shopping area on the Burgwal/Brabantse Turfmarkt. After skipping along for a while things have changed a bit in the meantime in Delft.

5.1.1. CROSSING THE PARKING HUMP

1000 PARKING SPACES The declaration of intent of January 1994 between the town council and retailers and traders resulted in the instituting of a joint working party on Parking. The stated image of a town centre with ‘restricted car access’ would have to be expressed in terms of hard figures. Over a certain period the town centre would regain the space taken up by 1000 parking spaces along the side of the road. This did mean though that the same volume of parking spaces would have to be provided as an alternative on the edge of the town centre.

The investment involved in the construction of multi-storey car-parks would have to be made up over time by parking charges. It is all a question of finding the optimum

solution. Too many structurally unoccupied places would mean quite some loss of revenue to the municipal authority and they would somehow have to get over this hump.

Discontinuing the practice of postponement requires cool calculation as a basis for negotiation. While waiting for the results, the Process of Quality Improvement was tempered and no preparations were carried out for any new sub-projects.

AGREEMENTS The Chamber of Commerce chaired the working party and the municipal authority was responsible for the secretariat. The business community in Delft was represented in the declaration of intent by the commitment of the Chamber of Commerce, the Delft Business federation (i.e. all the organisations representing shopkeepers and retail traders) , the Dutch association of Hoteliers, Restaurant and Publicans and the KNOV.

They ascribed to an agreement to financial participation to make up any shortfall in operating costs. Control and operation of the parking policy remained the responsibility of the municipal authority. A formula had to be found for 'adjusting' the compulsory contribution of businesses as well as a means of collection. The business community would certainly like to know exactly what sort of "parking" product they are eventually committed to being saddled with as well as wanting a further study made of just what the parking need will be. There was also an express link between the removal of parking places on the Market and the eventual construction of a multi-storey parking facility. Finally, the business community also agreed to support the Process for Quality Improvement in the town centre.

After six months of negotiation it appeared that the further development of the principle agreements was a tough nut to crack. The "compulsory" contributions of the business sector were not exactly attuned to the stipulations of the district zoning plan. As the zoning plan allows (almost) every object in the town centre to be designated as having a business purpose combined with a residential function, then almost every object served some useful purpose. This meant that no distinction could be made between the residential function and objects used for commercial purposes in the sense that only the latter category was involved in the levy. Good advice is expensive.

CUTTING TO THE MEAT OF THE PROBLEM The local authority was faced with decisions on major investment. The parking conundrum would have to be addressed at the core in order to ensure the general success of further progress in town planning. Considering the extent of public money involved it was necessary to review all the relevant developments. By making an estimate of future parking demand not only the aforementioned factors are important but also the recent improvements in public transport. In addition to that the promotion of bicycle use by the provision of improved facilities and not least the (future) investment patterns and changing shopping facilities in the historic centre of Delft would also be significant. Without doubt the attraction of the town centre would certainly instigate greater mobility. The question remains though why and how would residents of Delft wish to visit 'their' own town centre to spend money? And what if people travel far to get to the town centre?

6. **AMBITIONS 2000 A VERY ATTRACTIVE APPEARANCE IS NOT THE ONLY REASON WHY RESIDENTS OF DELFT AND OTHERS WOULD BE ATTRACTED TO THE TOWN CENTRE. THE QUALITY OF THE SHOPPING FACILITIES AND THE RANGE OF SERVICES AVAILABLE ARE EQUALLY IMPORTANT FACTORS IN ATTRACTING VISITORS.**

7. **BY THE START OF 1992 THE TOWN COUNCIL AND ALDERMEN HAD REALISED THE NEED TO HAVE ATTRACTIVE SHOPPING FACILITIES. AT THAT POINT THE QUESTION WAS NOT ABOUT THE COMPOSITION OF THE SHOPPING FACILITIES OR THE RANGE OF SERVICES AVAILABLE IN THE TOWN CENTRE, BUT IN THE BACKGROUND WERE ALSO THE FUTURE DIRECTION OF POLICY DOCUMENTS SUCH AS “A LOOK AT DELFT” (FROM 1988) AND THE ‘DELFT ACCEPTANCE PLAN FOR TOURISM’ (1990). THESE CONTAINED SUCH KEY TERMS AS : “DELFT AS EXPERTISE AND CONVENTION CENTRE”, “ HEART OF NATIONAL CENTRE FOR TECHNOLOGICAL DEVELOPMENT”, “FROM CATERING FOR DAY TRIPPERS TO ACCOMMODATING OVERNIGHT TOURISTS”.**

The potential of the Klis area of the town centre, is sometimes indicated with the term “Latin Quarter”. These are piece by piece ambitions which fit in with the scenario up to 2000. Not too far into the future the form and content, including as a result an engaging town centre with a functional attractiveness and related mobility pattern, should be regarded as being inextricably linked.

STAGES IN A LEARNING PROCESS

From at least one point of view the situation in Delft is comparable with that of many other Dutch or European towns and cities: retailers start out as being opposed to restricted car access in the town centres. Starting with the northern Dutch city of Groningen one might be led to believe that the battle was convincingly won, but even in Groningen the retailers went through the gambit of opinions from absolute opposition to change, to conceding the merits of restricted car access, to being all for keeping cars out of the historical centre, though the example of Groningen has not proven a strong enough argument for adopting this approach elsewhere. It seems that the old adage of ‘seeing is believing’ applies as people need to have experience something personally before being convinced of the merits. The question stimulating particular interest in Delft is whether a concerted effort at communication would be able to help condense the learning process to such an extent that a qualitative leap ahead could be attained. In this final chapter a preliminary answer to that question is offered, but no definitive judgement. The process had not been running long enough at the time to allow for this. The administrative initiative in Delft consists – as set out in the introduction- of the efforts of a trio of “interactive” town panel, workshops and town forum. It may be contended that up to the time of publication these three did not have enough experience to be able to vouch for the product on offer.

FORUM IS TOO INFORMAL The town centre forum does not have the bark to match its’

Bite, as was originally intended for it. In other words it is an advisory body without real authority. This can partly be attributed to a lack of clarity about its’ role in the process and also partly due to the voluntary and non-committal nature of the discussions. Because of this there is

not a lot which can be added to that already said. On the other hand the key members were more able to influence grassroots opinion due to the informal nature of things.

Members of the forum were equally as prominent in the decisive workshops – with the exception of the politically tinged Aldermen and councillors.

WORKSHOPS WORK The orientation towards particular areas in a step by step approach works. The workshops method helps in creating a good understanding between municipal authorities, residents and the business community. It also helps ensure that the path of development is maintained, thanks to the room for manoeuvre which allows concrete decisions to be made on the spot and saves time by removing obstacles from the process of consultation. The strong emphasis placed on the importance of communication also produces time savings when carrying out work.

A few marginal notes must be added, that the workshop is not a panacea or magic wand. Where there is little choice, or where contradictions seem insurmountable, the workshop is not a solution in itself. In addition the method requires a relatively major effort on the part of officialdom, which mean that they can only be applied for a small number of projects at any one time.

The workshops have to be well prepared from an official-administrative point of view. The local authority should legislate for the degree of resistance expected and should be prepared to present the merits of the various arguments of the proposed variations of the execution. In this way experience gained in other town centres may be very useful.

GAIN FROM RESEARCH The third instrument of the trio mentioned is that of research, which is to be consciously and systematically deployed. Where possible starting point measurements should be carried out for reference and comparison purposes. Behaviour and motive have been thought of for explaining changes in behaviour. In terms of the mode of transport used by visitors to the town centre, patterns of spending and modal split have been set out, as well as the level of quality perceived for each.

Intermediate evaluation for internal official purposes has brought to the fore a significant disadvantage however: i.e. that the research results cannot be specified according to target group. The opinions of retail traders, an important player in the field concerned, were not systematically sounded out with regard to the relevant topics at issue.

The municipal made even less systematic use of the fact that most users of town centre facilities would like very much to see car access restricted – something which retailers were able to contend about the ease of parking for visitors. From recent surveys it appears that the switch from ‘litter to terrace’ is something that the population could all appreciate.

In resuming: the “interactivity” of the trio has not yet been completely realised. The thinking is that good research, workshops and discussion forum can reinforce one another.

NEGOTIATE ABOUT SPACE The next conclusion arrived at by the municipal authority was that the crucial problem of parking can only be temporarily ‘put on the back burner’.

Space is at a premium in the narrow old streets of the historical towns and cities of Europe, founded or constructed during a period of history when they were seen as fortified market centres or strategic trading locations at defensible points or along waterways. In order to maintain the original character of such town centres, provisions for cars have to be located “outside” historical centres.

In this way the original function of an old town as a trading centre for the surrounding countryside once again becomes the focus for attention. Therefore any solutions to the parking problem will have to be regarded from the perspective of a vision of those town centre functions. Such a vision of preserving the historical value and character of old towns may also be put on hold while more pressing problems of expediting improvements in town centre quality are addressed. Old towns and cities have a certain ‘quality’ which consists of much more than just footpaths and gable frontages. It is a case of dusting these treasures down so they can be enjoyed in all their glory. Each town centre has a unique quality to it.

INTEGRAL VISION It has been quite pleasant over the last two years to be able to note that many business people in Delft, including the Publicans, Hoteliers and restaurateurs on the Beestenmarkt, have become very enthusiastic about the idea of promoting Delft as a major tourist attraction.

Delft is a town with more to it than just tourism, a high quality town centre can help to exhibit and promote other dimensions too.

Other aspects include a vision of the town within which business opportunities are a central issue, while maintaining a lasting character, amenity and quality of life. Such a vision helps in a complex process such as that concerned with the town centre of Delft. It acts as the strongest binding agent which interested parties are able to identify with. It is the task of the town council and municipal apparatus to determine that vision and formulate it in real terms.

With such a vision as a basis it will be possible to work towards gaining real participation in change. An authoritative forum can be of great service in engaging informal circuits and networks, to sustain status and continuity. It is necessary to guide the process through repeated and specific market research of the target groups. From the points put forward for discussion and consideration, the municipal authority is able to derive a political consensus from which main paths can be mapped out. Within the hard limiting conditions which this produces, there is room for manoeuvre in which to iron out the finer details. The municipality will then guarantee sub-projects as a result with optimum inter-service communication and consideration. Particular attention is paid to gaining synergy between regular maintenance, building renewal and renovation and joint integral planning. Once a long-term process has been set in motion, there are always simultaneous sub-projects in preparation for the actual execution of work. The communication plan is linked to this. All activities and moments are constantly adjusted to fit in with the vision, examined for their communicative value and are subsequently exploited with publicity. Every newly gained fact, every concrete result in the process of quality improvement, includes something which may be exploited in the future. A future where a significant part of the town centre will have restricted car access which the vast majority of the population is in favour of.

A process boosted in this way makes it possible to respect the position of each interest and opinion involved and to turn opponents into proponents. Businesses and retail traders who have to operate within a busy, historical town centre are every bit as susceptible to this as their customers. Apart from that they also have history on their side.

7.1.1. FACTS AND FICTION (ABOUT MEASURES AND EFFECTS IN THE CITY OF DELFT)

Anyone who carries out research in the expectation of finding definitive answers to all questions is deluding themselves. Research can usually never live up to this pretension. There are far more factors affecting the policy process than mere researchers or research questions. More experienced researchers have much more realistic expectations. They are sufficiently satisfied when those responsible for policy making are prepared to take into consideration the results of their research activities.

Some expect that research will throw light on the causes of behaviour, but the necessary limiting conditions have to be applied to this as well.

People's behaviour is influenced by a whole complex of factors and this is certainly true of transport behaviour. It is only possible to have any effect on this behaviour over the long term. For this purpose it is necessary to have policy which covers a large range of fields. Changes in behaviour only become apparent when the research is carried out over the long term, and even then account has to be taken of the gap between what people say (reported behaviour) and what they actually do (verified behaviour).

In spite of these uncertainties it appears that in practice there are many different opinions about the behaviour of people and the supposed causes of such behaviour. Certain contentions are even put forward with such apparent conviction that it seems as if they are the gospel truth. This strength of conviction about opinions and attitudes was also present among the participants in the debate on the quality improvement process for Delft town centre.

A few of these views are discussed in this chapter. For as far as is possible there is also an examination of whether the current research would support or contradicts such opinions. Or –what is more probable- that any research of these points is unable to provide any definite answers about this. What are such views based on then? Or is it just fiction?

THE POLICY OF THE MUNICIPAL AUTHORITY IS CHASING PEOPLE AWAY FROM THE TOWN CENTRE (assumption 1)

The business community and other interested parties are afraid that a strict policy regarding access for cars to the town centre will lead to less visitors going into town centres and so also less revenue. Proponents of this policy are of the contrary opinion that by restricting car access the town centre will gain a more pleasant character, thereby also being pound for pound more attractive to visitors. Is it possible that, based on the research carried out in Delft, one of these two standpoints can be proven right?

In the first instance it must be assumed that visits to the town centre of Delft, as registered in the transport panel, have decreased over the course of the last few years. This particularly applies to people that tended to visit the town centre area by car or bicycle.

A reduction in the frequency of car visits is a policy objective, though the reduction in cyclists is not. Do both cases involve the same tendency? There are indications that this is not the case. In the case of bicycle visitors it concerns a general trend- one that also applies to bicycle usage for purposes other than trips to the town centre- though in the case of the car it is only usage for trips to the town centre which has decreased.

An investigation was made with the aid of secondary analyses into whether the decrease in visitors was in any way due to public resistance to the town centre policy of the municipality, including the policy on parking. It appears that this was not the case either. There was no difference exhibited between people that – during the study period – went to the town centre more often or people who went there less often with regard to their opinions and evaluation of the (parking)policy of the municipal authority. That also applied to people that changed their preferred mode of transport to the town centre: going less often by car and (just as) or more often by bicycle or bus or even those who travelled even more often by car and less often by bicycle or public transport.

The main question is whether the decrease in the number of Delft residents visiting their own town centre is offset by the extra attractiveness which that centre has to other visitors from outside the Delft area. Up to the time of publication there were no figures available which could support any particular contention. An earlier survey of spending patterns (D&P, 1994) suggested that for quite some time, to the residents of Delft in particular, there had been a noticeable decline in the attractiveness of the town centre. It would also appear however that since 1988 the flow of visitors (retail customers who come from outside the province) has increased by some 35%.

BUSINESSES NOTICE A DIRECT EFFECT OF TOWN CENTRE POLICY AT THE CASH REGISTER (assumption 2)

Businesses fear that the drop in the number of visitors travelling by car will mean a drastic reduction in their incomes. The increase in the number of ‘new’ visitors – not travelling by car – does not compensate for the amount lost due to the decrease in the number of visitors coming into town by car. This forecast is partly based on their own experiences – customers complaining directly to shopkeepers about the deterioration in access – and also on the findings of researchers, which suggest that car visitors are bigger spenders.

On the other hand there are also experiences gained in other towns and cities – such as Groningen for example – where no reduction in spending has been noticed which might be correlated with a policy of restricting car access to the town centre. There has however been some shift: less space for cumbersome articles and more space devoted to high quality products. This shift is comparable to that of shops which need greater amounts of space for display areas (such as furniture stores etc.) moving to the periphery. Businesses view these changes in structure as a much greater challenge to their viability than the policy of restricting car access.

Delft is also an attractive *case* in this respect. What happens to business turnover? Are there differences between different sectors? The Chamber of Commerce took the initiative of approaching all the companies with a service function to take part in a study of developments concerning turnover. Four times a year approaches were to be made to provide reports on the turnover development over the previous quarter. A total of 525 businesses were approached about involvement in the study.

Of this number only 57 businesses, a fraction of the group approached, actually took part in the study. This response of 11% is insufficient to be able to draw concrete conclusions about the whole group of businesses affected. For this reason the results were compared with those from the regular Regional Business Development Survey (ERBO). From this the following was gained:

In 1993 the development of turnover in the town centre of Delft was parallel to that in the rest of The Netherlands. In 1994 this situation was very different; the turnovers in Delft (town centre) decreased in all four quartets of the year whilst in the rest of The Netherlands they increased over the same period. This picture is borne out when the results of the study carried out by the Chamber of Commerce were compared to those of the ERBO: the differences are not as extreme and there were differences between the developments in pub, restaurant and hotel turnovers (positive) and with other companies (slightly negative). The last piece of data is in keeping with the results of research by the transport panel into the reasons for making trips to the town centre. This showed that there was a shift from 'must' motives like shopping for groceries to 'lust' motives such as going out to restaurants or for entertainment.

The willingness of shopkeepers and other businesses to take part in the study was unfortunately below expectation. Therefore it is difficult to draw any definite conclusions. It is clear however that there was some mention of dynamic development, which presented opportunities as well as threats to the businesses based in the town centre, when a restricted car access policy was applied.

COMMUNICATION CAMPAIGNS CANNOT CHANGE THE BEHAVIOUR OF PEOPLE (assumption 3)

Is it possible to change the behaviour of for example motorists by a (concerted) communication campaign? No, is the reply of some, behaviour is far too much a question of habit which produces too many direct advantages.

Some others say yes, behaviour depends among other factors on attitudes and these may be changed by providing good information.

It has become clear that the latter group are unable to furnish many concrete experiences to support this view. A more moderate standpoint is that communication behaviour can change, providing that the transmitter and the messenger are close to the eventual recipient. On this final point Delft may be used as a case in point.

The communication campaign did at least function well in reinforcing measures introduced by the municipal authority, to rearrange certain areas of the town centre designated as having restricted car access. Awareness of the measures concerned was heightened, in part due to the communication campaign. It also appeared that there is a place for the policy in town planning *in spite of the restrictive measures involved*. The campaign was probably also of some significance here too.

The number of people in Delft who changed their behaviour during the course of the research period is very small. A change did take place in the direction -desired by the transmitter- as well as in the undesired direction. The latter of these two groups is slightly larger than the former, though the differences are insignificant. Some people acted expressly in accordance with the message of the campaign and others were (slightly) less convinced.

It is noticeable upon secondary analysis that there is no relationship between these two changes. This undermines the contention of those who would like to change attitudes and behaviour by means of a campaign of information and communication. In that case it could reasonably be expected that anyone changing their behaviour must also at least have changed their attitude, either 'for the right or for the wrong reasons'.

On other points too, people looked to see how much influence the publicity campaign had on attitudes and behaviour. For example concerning the policy on town centres or the level of awareness of measures. Using this study as a basis it is not possible to draw conclusions about this. Only in one area does there seem to be any real degree of influence that can be evinced: people who are angered and frustrated by the parking policy of the municipality, show a tendency to take less notice of the message of the campaign.

3. GRONINGEN: A case for acceptability

The open planning process, step by step

INTRODUCTION

The planning process under the title 'It can be turned around', was casually introduced to the population.

Building block : Initial meeting with some Political Theatre

Objective :To help bridge the gap between the public and the local authority by providing some insight into the political decision making process

To signify the start of the 'it can be turned around' campaign a role play was presented in the office of the Groningen office of Town Planning and Economic Affairs. For this purpose the hall had been transformed into the living room of the Old-flat family, with the mayor sitting on a spacious couch. Forty five citizens acted as municipal advisors who had to argue the pros and cons of three proposals from three different social groups.

The Groningen City Club wanted to allow access to bus-lanes for traffic turning right. The Municipal Transport Company (GVB) proposed that on late shopping evenings everyone should be able to travel into the town centre by bus for one guilder and the travellers association (ROVER) proposed building cycle stalls or bike parking facilities at tram and bus stops. Experts and politicians commented on these proposals. After that the forty five citizens present submitted their advice on the matter to the Planning Committee of the Aldermen and Mayors office (B&W) after much heated discussion on the matter: agreeing with the proposal of the GVB. Subsequent to this there was a meeting of Mayor and Aldermen on the spacious living room couch where Alderman for Traffic Pieters-Stam and the Alderman for Planning Smink had then joined the group. After ten minutes of discussion the mayor and Aldermen agreed with the guilder charge for public transport and decided that the other proposals were worth instigating (this was to happen later via the 'Building Block' Test Projects).

Building block : Test projects

Objective : Residents are able to see that their advice is really acted upon

The three proposals discussed during the Political Theatre really were carried through: a test project was carried out with the guilder ticket four months later. The plan for bicycle parking facilities was also adopted, and awaits execution. The 'free right turn' proposal for vehicular traffic on bus-lanes was studied further, was deemed to be feasible and by now has already been introduced at certain locations.

Building block : Ideas box

Objective :To gain insight into public opinion and ideas prevailing in the town

: To provide a medium for the public to be able to make complaints and put forward ideas.

At the initial meeting of the open planning process an unusual type of ideas box was unveiled. The ideas box consisted of a postal box where citizens could fill-in a form whereupon they could express their ideas, complaints and wishes concerning traffic and transport matters in their town. The postal box was emptied once a week and such ideas boxes were positioned in certain public buildings. All the responses of the public were brought forward at the public meetings which were held during the planning process.

The ideas box was especially popular in the first three months, for short complaints as well as for extensive analyses and solutions for the problems of the Groningen traffic system.

Building block : Telephone campaign

Objective : To gain insight into public opinion and ideas of citizens

: Callers (all having a stake in traffic policy) vent their own opinions and are made aware of the standpoints and opinions of others

: To increase the involvement of the public in the process

One of the first actions instigated following the initial meeting was the telephone campaign. Local politicians, representatives of interest groups and public officials called 660 randomly selected residents of Groningen and the surrounding area. Those surveyed were asked about their opinions, complaints and possible solutions to traffic problems in Groningen. This also led to inevitable discussions, whereby those surveyed were regularly required to randomly test their own opinions against those of fellow residents of the town or district.

The mayor of Groningen was very enthusiastic about this instrument whereby professionals had to listen to the views of the public. The way in which that is carried out is something which has impressed me: Councillors, public officials and representatives of special interest groups who called their fellow citizens to pose the question : what do you see as being the most pressing problems”

PHASE 1:

Recognising and analysing the problem, an inventory of possible solutions

The first phase was intended to gain insight into the nature and causes of problems, to look for initial solutions and to set criteria for the later choice of solutions. Just as important in this phase was offering residents the opportunity to state grievances and vent existing frustrations. In this way the air could be cleared before the real work started.

An attempt was also made in this phase to involve as many residents of Groningen in the planning process as possible. The building blocks were aimed at these objectives. In this phase the harnessing of creativity was a greater concern than providing cohesion and structure: in the beginning it was more about brainstorming than making a detailed analysis.

- Building block** : House to house traffic survey with invitation to contribute
- Objective** : To gain a broader insight into the opinions and ideas of the public.
- : To increase public involvement in the process

As a result of the telephone campaign a list of questions appeared in two house-to house advertising newspapers in the town and surrounding area, with a request to the population to get involved in thinking about the issue of traffic problems and solutions in the town. The questions concerned the main lines: respondents were asked whether or not they had experienced problems of accessibility personally and if so where exactly, and how they would assess the facilities then available.

They were then asked through hypothetically worded questions about their vision of the future : should the municipal authority intervene to control the traffic system and if so, on which premises should the emphasis be placed. An open question offered scope for venting personal irritations and tips. Finally the residents of Groningen and the surrounding area could put themselves forward to attend meetings by means of a voucher system. They could also indicate therewith that they wished to be kept informed of the progress of the process and the results.

6000 residents reacted to the survey and 5900 indicated that they wished to be kept up-to-date on the course of the process. Looking retrospectively, most of the participants found that this traffic survey was the most important instrument of the entire process.

- Building block** : ‘It can be turned around newspaper’
- Objective** : To inform interested parties of the progress of the process
- : To keep interested parties involved

A special newsletter was published for those who had indicated a desire to be kept informed when filling-in the written survey. This “It can be turned around newspaper” was published three times in total and included the most important results of the previous phases.

The participants were satisfied with the information provided in the “it can be turned around newspaper”. The information was well-read and more than 80% of the subsequently questioned readers were reasonably well-impressed to quite positive about the content.

- Building block** : Round-table discussion sessions

Objective : To select themes from the survey material

The reactions to the telephone and written surveys were subsequently discussed at two round-table discussion sessions. Three hundred interested respondents had reacted to this invitation. They were offered a place at one of sixteen round tables, where opinions were exchanged in as structured a manner as possible and were (usually) chaired by a representative of one of the special interest organisations involved. The idea of the discussions was to put forward the various target groups and themes from the survey material. The organisers had already muted this idea as an impetus to the process.

Anyone wishing to participate in the next round of discussions could volunteer there and then.

The round-table discussions or 'get-togethers' also offered the opportunity for participants to vent their dissatisfaction at the traffic policy and this offer was keenly taken up.

Building block : Working parties

Objective : To further analyse the selected themes, problems, causes and solutions in greater detail

: to generate initial solutions to the problems

From the surveys and round-table discussions held it emerged that various interests played a part in the choice of traffic solutions. For this reason eight different users groups were distinguished, varying from commuters and school children to professionals involved in traffic engineering and shopkeepers. In addition to that four different sections of the town were identified. With the different interests in mind the participants were divided into working parties. In this way participants were able to gain experience and appreciation for the approach of other participants. The working parties were concerned with studying six themes:

- accessibility of the town
- access to the town
- alternatives to the car
- the consequences of urban expansion for traffic and the environment
- the various tasks of the municipal authority and the population, and
- traffic information and traffic control systems.

In the first series of meetings the specific problems of these themes, users groups and town districts were examined in greater detail. In the second series the causes were at the core of discussions, while concrete solutions were discussed in the third series of sessions. In this way a list was produced of the concrete problem areas and the orientation of probable solutions. The problems, the causes and the possible solutions were approached in a sort of brainstorming manner: firstly identifying as many as possible by name, considering these at home and then selecting these together in the following session.

'The vast majority of participants in the working parties found that they were able to put forward their ideas freely, and a majority of those found that the method of reporting this

was most satisfactory. The great majority of the active participants had positive things to say about the information received, though about a third of these did comment that volume of information was a lot to deal with.

Building block : Handbook on the traffic situation in Groningen

Objective : To offer general information to the participants in the get-together sessions

At the behest of the project management the engineering consultants of Heidemei

Advies submitted a 140 page report entitled “Traffic now and in the future”. The handbook contains an easy-to-read review of the developments in the traffic situation in Groningen. In addition to that, the ambitions of the municipal authority of Groningen were also included: such as growth in employment, more housing and an increased population. The consequence of these ambitions for the traffic situation were calculated, complemented by the consequences of the autonomous changes to be expected in mobility. This resulted in the production of a step by step review of the problems for which the city would have to find solutions over the next ten years. The handbook was also well-used outside of the various get-togethers. In addition the participants in the discussion sessions also received a summary of the most important origin and destination patterns in their city.

Building block : Framework for testing

Objective : To provide an objective assessment of the results of the workshops

In order to prepare the testing of the – still to be formulated- integral direction of ideas, criteria had to be set out to facilitate such testing. From the start, a large part was inextricably linked to what the requirements would be for the solutions. Another starting point was the structure plan wherein it had been established that the traffic policy would have to contribute to the urban economy and to some improvement of the general quality of life. The project organisers themselves chose to make these operational objectives by translating them into a number of criteria. Assessment of the solutions , which would come from phase 2, was put in the hands of the external consultants of Heidemij Consultants. Finally it was the task of the municipal management team to determine exactly how much importance would be given to each criteria.

Building block : Final document of phase 1

Objective : To complete the collation of results of the 1st. phase
: linking back to participants, management and society

The results of all activities in this first, exploratory stage were put together in a final document. This notice could be summarised as a completion of the first phase. With this the outside world was able to get acquainted with the progress of the open planning process. It also offered the opportunity to the participants to measure whether or not their contribution had indeed been carried through to the second phase in the correct manner.

Building block : Complaints counter

Objective : To promote dealing with traffic complaints in a prompt manner

A complaints counter was set up. This was not actually a component of the open planning process, but it was a useful instrument in the dialogue with the public. The complaints counter collected the small daily complaints of citizens, which were brought to the attention of the municipal authority in various ways. By using a flow chart the project managers were able to see what was the best way to deal with certain complaints. In addition the various existing circuits of the traffic sector were also used to this end: such as public transport companies, the working party on road safety, public performance activities, district orientated approach to traffic etc. In this way complaints counter ensures that small – though seen as equally important – difficulties were able to be solved. Though the open planning process concerned wide ranging and abstract affairs, in the meantime concrete matters at individual district level were also tackled.

PHASE 2

Consequence of the school of thought

The second phase was aimed at introducing a measure of cohesion and structure to the ideas generated in phase 1. The resulting effect was to have the character of possible policy scenarios for the city, whereby the less ambitious term ‘school of thought’ was opted for. In order to guarantee the quality of the content of the contribution, the participants had to acquire enough knowledge of the traffic situation in Groningen and if necessary get support from experts. This was occurred in this phase.

Independence high on the list of priorities

The municipality realised that independence is important in the open planning process. Therefore the municipal management and council services kept their distance, particularly in the first two phases. The necessary expertise was brought in from outside. The project management was in the hands of an external project manager and the process supervision was also carried out by an external agency. Reinforcement of content matters was tendered out to a engineering consultant – even though the municipality of Groningen had sufficient expertise available. If the consequences of selections had to be calculated then it was not done by their own internal departments. A traffic engineering consultant was brought in for this task as well. In this way any hint of premature municipal intervention was avoided. On evaluation of the process the participants stated that they appreciated the role played by the various working parties and the external experts brought in to assist them.

Building block : Selection of participants in phase 2

Objective : put together balanced and feasible representation from local residents and interest groups

In the second phase a small group was to carry out intensive work on more concrete directions for solutions. For that reason the participants had to be invited from the general population, interest groups and political parties. In order to avoid any hint of favouritism to any interest group this selection was left to IPP, the external bureau responsible for monitoring the philosophy of the planning process. IPP carried out the selection procedure in consultation with the advisory group. Some of those invited were chosen from a databank of political parties and interest groups. In addition the working parties from phase 1 were offered the opportunity to send one person from each group as a representative at the workshops or seminars of the second phase. In this way balanced representation was ensured by about eighty people, some of whom were ordinary citizens, some were representatives from special interest organisations and some were politicians.

Building block : Workshops and seminars

Objective : to work out an integral vision and generate concrete measures for four different schools of thought

On the basis of the information gained in phase 1, the project managers formulated the main outlines of four future scenarios for the development of the traffic situation in the city centre. In seven workshops these varying schools of thought were to be elaborated further into an integral vision and concrete measures. The basic material for the workshops was the as yet little coherence of the different schools or directions of thought, produced in the previous phase. The eventual choices had to be the result of considerations within the area of tension existing between the interests of planning, economy and environment.

The eighty participants were divided among four groups, each of which had a school of thought to consider. The groups were put together in such a way that every school of thought was considered by avowed proponents of the car as well as the bicycle etc. In this way all the participants were forced to pay attention to each others arguments and interests. When for example a declared bicycle user has to think about providing facility for 40% more car usage, a different consideration of interests is provided than when avid proponents of such a scenario would together put forward their standpoint and heighten the merits of such. Experts were present in all the groups to provide further explanation and advice, though they consciously kept their distance from the group process.

Most of the participants in the workshops/seminars found that they were given ample opportunity to air their opinions. Apart from that they agreed with the summarised conclusions drawn by the project organisation at the end of the workshops. The role played by the various experts was also appreciated by the participants, as was evinced by the evaluation.

Building block : rapid sketchers

Objective : to promote creativity and provide insight into proposals

During the workshops a number of techniques were employed to stimulate creativity.

For example there were experts present who could draw extremely quickly and could produce images there and then of the solutions and visions thought up. This also helped benefit communication between the participants about such ideas. Participants were also able to keep a record of their traffic experiences in a diary, and thereby test and compare their insights against the daily situation in actual practice.

Building block : Test the schools of thought

Objective : solutions

At the end of the workshops the four schools of thought underwent a preliminary qualitative test and comparison.

The four schools of thought

1. 'Trend' is no limitation of the demand for (car)mobility, so meeting the projected trend of development of a 40% growth in car use between 1996 and 2010.
2. 'Selective car use' limiting the demand for (car)mobility to a maximum growth of 20% by placing the emphasis on selective car use.
3. 'Collective transport and bicycle' strongly restricting the demand for (car)mobility – a growth of as much as 10% by placing the emphasis on the alternatives of public transport, bicycle and combinations of these.
4. 'The real alternative' a very strong restriction of the demand for (car)mobility by placing the emphasis on every possible alternative, including restrictive policy, resulting in a reduction in car usage of up to 10% between 1996 and 2010.

Building block : presentation in theatre

Objective : linking the results back to the population

: promote the involvement of the public

: test the water regarding opinions on the schools of thought

Two attractive theatre presentations were held in the Grand Theatre on the Big Market highlighting the four schools of thought. Here each group presented its scenario with the relevant accompanying arguments. A professional presenter was hired for the occasion to introduce the four presenters and Alderman for Traffic was formally handed the results. Commentary was made on the four presentations by Heidemij Consultants, who set out the strong and weak points of the four scenarios. The visitors to the theatre presentations were able to vote for one of the schools of thought.

The presentations were seen by a total of about 200 people. That was somewhat less than expected and the organisers put the low attendance down to the sunny weather which kept people otherwise engaged. Apart from that, all the information was available in the local newspaper.

The players

Project management

- project manager (B. Boersma of Boersma and Van Alteren Consultants)
- process monitoring (E. Kalk Institute for Public and Political Studies)
- external content support (R. Tatert, Heidemij Consultants)
- official support and contact person at the municipal authority (L. Huis) Planning Dept.

Management responsibility

- Alderman of Traffic and Transport, on behalf of Mayors office (J. Pieters-Stam)

Regular discussion partners

- Interest groups traffic, such as the travellers association ROVER, and the cyclists association ENFB
- Interest groups environment, such as Environment Defence and Environment Federation
- The private sector, through the Chamber of Commerce and The Businesses Associations
- Residents groups
- Neighbourhood groups
- Special interest groups, such as the elderly and the disabled

Building block : Presentation in newspapers and presentations to interested parties

Objective : linking the results back to the population
: test the water regarding opinions on the schools of thought

The most important (interim) results of the open planning process were also presented in an extensive advertisement in the free house-to-house newspaper 'De Gezinsbode'. With the aid of text, cards and illustrations the sometimes complex material was made accessible to a wider audience. In addition the citizens of Groningen were called upon in the advertisement to submit their opinions of the scenarios, or to come forward with their

own proposals if they had any ideas of their own on the subject. Besides that members of the core group made individual presentations for various interest groups in the city.

Building block : Collecting reactions to the schools of thought and their own plans

Objective : to test public opinion of the schools of thought
: to stimulate independent planning development

Building block : Discussion notice + calculation of effects

Objective : to work out the content of the proposals

The next step consisted of an external traffic engineering bureau being contracted to accurately calculate the effects of the various proposals. This was done using a matrix, wherein the four elaborated policy directions had been set against a number of indicators: the development in auto-mobility, the quality of traffic flow, the competitiveness of public transport, the quality of provisions for cyclists, traffic safety, environment, planning, economy and costs. The use of more general terms as a basis for testing, such as 'quality of life' and sustainability, was deliberately avoided.

In the meantime the project management put together a discussion notice based on the consensus points already established. The main contribution of project management was that they dealt with establishing the interchangeable cohesion and structure of the proposals made.

Building block : Two day session

Objective : to lay the administrative basis for a concept joint council proposal

Outside the main discussion session there was a two-day session of consultation between the project management, the top public officials involved and the relevant Aldermen, based on the discussion notice and the calculation of the four scenarios. This laid the foundation for the concept joint council proposal.

Building block : Concept joint council proposal

Objective : an administrative translation of the proposals from the open planning process

Following these sessions the concept-joint council proposal was written. The basis of this lay –

in an extension to the discussion notice – particularly in the consensus points which were forthcoming from the open planning process. The proposal was written following dialogue between project management and the municipal department of Planning and Economic Affairs. The City Council met three times to discuss the proposal. The Director of Planning and Economic Affairs Nick Verdonk had this to say about the contribution of

his department in the later phases : “The ingredients were there to start with but we baked the cake”.

Building block : Presentation of joint council proposal + broad based survey

Objective : to relate the results back to the populous

: opinions on the results of the surveys of opinion

By now a summer holiday had passed. The public presentation of the joint council proposal was therefore a good opportunity to stimulate renewed interest in the planning process. A meeting was once again held at the Grand Theatre, this time to present the proposal and once again there was the opportunity for participants to react and if they so-wished to submit their own proposals.

Six weeks later after the end of the allowed time for sending in reactions, there was once again a survey held of the participants and those who had expressed their interest, to gauge opinions of the proposal. In total 1900 questionnaire forms were distributed. On these forms there were a number of answer categories which also stated the results of the workshops, the council standpoint and other ideas which had been sent in. It was made clear in the questioning what the relationship was between various solutions. The survey was intended as a quality control of the planning process, the selected consensus points and also to set out in greater detail further discussion points. This list of questions was submitted instead of a so-called decision pointer, which was still being considered at the outset of the process. The decision pointer was intended to produce binding advice for the town council.

From the results of the list of questions it appeared that the reactions to the concept notice were generally positive. Not everyone was happy about the list of questions however: afterwards about a third of those questioned said that they did not see their own visions represented in the answer categories. Slightly less than half the respondents said they did recognise elements of their visions in the answer categories.

Building block : Preliminary involvement of interest groups/political parties

Objective : to test the field of interest for the joint council proposal with social organisations

Long before the survey was put together the opportunity was offered to the political parties and various special interest organisations to react to the concept joint council proposal. In this way the social debate would not have to wait until the formal procedure was started, and if desired reactions could be processed in the answer categories of the survey as well in the council standpoint to be eventually formulated.

Building block : Forum discussion evenings “Political arena”

Objective : to map out the remaining points at issue

: to increase the quality of the proposals

: to create a field of interest for the joint council proposal

: to offer insight into the political decision making process

From the results of the survey the topics were apparent over which there was no agreement. In order to clearly set out the points at issue between the various interest organisations, two forum discussion evenings were finally held, also referred to as 'Political arena'. These were public meetings, where apart from the special interest organisations the members of the council and the Aldermen concerned were also present. The official in question offered her own insight into the discussion point, after which each special interest organisation and political party was allowed to express their own standpoints. Discussions followed and then the council committee offered on the spot advice to the Alderman. The Alderman in turn offered her arguments on her less than amended vision on the topic.

The aim of the forum discussions was judged to be a reasonable success by the participants, though to them it was one of the less successful instruments. The business sector had a more negative assessment. Frank Broersma of The Chamber of Commerce said " We had some problems with the plenary sessions where an attempt was made to clearly set the various subordinate interests against one another. In such a hall one quickly becomes the victim if you ask for more latitude. Businesses were not keen to get involved in a slagging match".

THE FINAL ADMINISTRATIVE STEPS

After the Political Arena the municipal decision making was able to execute more usual steps:

- The City Council formulated the eventual joint council proposal, the participation bill
- This was made public
- Followed by an official participation procedure, and
- Finally a session of the council was held

With a formal participation procedure it appeared that investment in the open planning process paid for itself. The reactions were considerably fewer in number than with previous plans, and at the same time the quality of the arguments of the participation reactions submitted larger than normal.

TIME DURATION

The open planning process took 18 months in total from the outset to the decision decreed by the council:

In October 1995 the introduction meeting was held, the decision of the council was taken on 29 May 1997. More traditional forms of planning at the structural level usually take at least eighteen months, according to the project administrators in Groningen.

In the evaluation the participants clearly indicated that the time duration of the process became a problem. 70% of the active participants judged the process as taking a long to an extremely long time. At least 51% of the less active participants judged the time duration as long.

Realisation of traffic policy

Process and time scale

Analysis for the future	Start of regular participation	Oct. 95'
	“ the agenda”	
	Discussions.....	Jan. 96'
Identifying Scenarios	Theme groups	Feb. 96'
	relating to politics	
School of thought		
	Workshops/seminars	April 96'
	Elaboration	May 96'
	Schools of thought	
	Broad linking	June 96'
	Political public	
School of thought		
	Standpoint	Aug. 96'
	Determination of	
	Council	
Preparation		
Standpoint of council		
(mayor and Aldermen)	broad political and public	
	discussion on	
	the schools of thought	Sept. 96'
	preliminary standpoint of Council	Oct. 96'
	citizens standpoint	
	interest groups	
	political parties	
	Policy Document	
	Start of regular participation	

4. The Haarlem town centre monitor

In 1996 the initiative was taken in Haarlem to jointly deploy a town centre monitor. This was possible in spite of the conflicts in interest existing between governmental authorities and the private sector, considering that all the parties involved continue to see the necessity for constructive dialogue, and for remaining alert to developments. The private sector was keen to have a monitor employed as a means of testing agreed policy and to follow the results with a critical attitude.

DATA COLLECTED FOR THE HAARLEM MONITOR

In order to be able to monitor the three agreed functions (economic prosperity, accessibility and the quality of life) it would be sufficient to carry out a few simple measurements. However with the Haarlem monitor an extensive set of measuring instruments has been employed, in order to keep the agreed option to a more detailed analysis.

Function maps

Map images are made of the current range of shops, hotels, restaurants and pubs as well as other service orientated commercial functions available at various times in Haarlem town centre. The shops are divided according to type (grocers, fashion boutiques, household appliances and department stores) and level of quality. The development of the market share of chain stores is also set out. Particular indicators of the range of facilities on offer in the town centre are the magnitude (number of businesses and floor space) and the number of subsidiary stores. The function maps offer some insight into the development of the range on offer.

Survey of passers-by and count of passers-by

For quite some time Haarlem has carried out surveys and counts of passers-by. For the monitor this is extensive. Every year in the first week of November about 2000 specially selected visitors are questioned in a survey about how they spend their time and money and about purchasing behaviour, their point of origin and mode of transport. Subsequent questions are asked about their opinion of the range of shops (in terms of size, compactness and the atmosphere in the shopping area) and about their opinion of the access (by bicycle, public transport and car). The survey of passers-by also includes a module with questions about the town centre as an attraction for night-life and other entertainment facilities. This survey is carried out on a specific evening among people who are visiting the town centre for recreational reasons.

Measurement of purchasing orientation

In order to establish just what degree of attraction the Haarlem shopping and nightlife centre has to people living in the region, a further study of purchasing orientation is also carried out. This is done by means of a telephone questionnaire, in a different area each

year within the service radius of the town of Haarlem and the surrounding regions. Topics include: the most important purchasing places, the pros and cons of each, the choice of means of transport and the opinion of access to Haarlem town centre. In this the purchasing orientation of the residents of Haarlem itself are also studied, with two questions in the annual so-called omnibus-study: which shopping centre do you visit most and has this changed over the last year?

Parking registration, parking counts and cordon counts

In order to get some idea of the parking and traffic developments in and around the town centres various types of data are collected:

- Traffic movements with the aid of inner cordon counts;
- Data from regular registrations in multi-storey car parks;
- Parking counts carried out on the street.

Indicator of the quality of life in the town centre

Because the town centre is also a residential area, the opinions of town centre residents regarding the quality of life in their neighbourhood is also researched. For this attention is paid to:

- the nuisance experienced from loading and unloading;
- the nuisance presented by (parked) cars on the street;
- the nuisance of traffic noise in the residential neighbourhood;
- nuisance experienced from the nightlife and entertainment facilities during the day and at night.

The Haarlem town centre monitor

The Haarlem town centre monitor has been operational from November 1996. By now two rounds of measurement have taken place. What did the residents of Haarlem think of their monitor? The Haarlem town centre monitor produced an extensive and thorough report on the town centre and its' visitors. The data is variegated: how many visitors were there, which way did they enter the town centre from, what are their motives and spending patterns, how great is the parking pressure, what is the image of the access, what is seen as nuisance.

Apart from all that information the lack of financial business data can be especially noticed:

Hard figures on turnover, profit and business expenses are lacking. Both the municipal authority as well as the Chamber of Commerce regret that they have to make do with

rough indicators of the level of spending of the public surveyed. Despite that the monitor is however able to provide a reliable picture of the functioning of the town centre.

First round: marginal values are or are not being exceeded?

The monitor does then provide a good overall picture of the town centre. Besides that the intention was that the results would also lead to a better monitoring of the functioning of the town centre and to better control. For this purpose the following agreement was made. If one or more of the agree economic marginal values was exceeded (such as a certain drop in the number of visitors, the share of visitors from outside the region or the turnover), then joint discussions would be held to decide whether traffic measures would be needed.

However clear the agreements appeared, the results of the first round did not appear to be unambiguous enough.

- There were 6% less visitors. The department of Research and Statistics concluded that such difference was too small to rule out the chance of this being based on coincidence.
- The amount of visitors from the immediate surrounding area had decreased slightly, though the number of visitors from areas a bit further afield (Amsterdam etc.) has increased. Because of this it was also uncertain whether or not the second marginal value had now been exceeded.
- The most important marginal value is of course the annual turnover and profits made by businesses. It is true that the spending of visitors remained the at the same level – according to their own statements- though the monitor did not have enough of a view of the actual operating results of businesses.

The lack of any figures on turnover became a significant bone of contention in the question of whether there was adequate basis for adopting measures: the agreement was that traffic would be examined if marginal values had been exceeded in the economic sense. This latter point was not convincingly proven according to the municipal authority, especially as figures on turnover were absent. The official in charge of traffic affairs Alderman De Vries was very adamant on this point. The City Management Group also found that there was generally still too little pattern in the results to be able to draw solid conclusions from them. Many business representative had a very different view on this point. They thought that a slight drop in the number of overall visitors and a decrease in visitors from the immediately adjacent district was serious enough reason to accordingly adjust the parking policy. From the actual figures concerning parking – over-occupation of spaces during peak hours and a poorer assessment of the parking situation by visitors- the business community believed that there was sufficient cause for concern to take action on the matter. The list of possible measures to be taken seemed an obvious choice; speeding up studies on possible new multi-storey car parks and accelerating the building program for them, creating safety mechanisms for the temporary loss of parking capacity and working to improve the image of accessibility.

The municipal authority recognised that the figures were enough reason to immediately start following the trends more closely. For the present there was still nothing too disturbing in those same figures that would warrant panicking just yet. This was also the advice submitted to the city council by the City Management Group, in which the Chamber of Commerce was also involved. At such a time it appeared that it was difficult

for the direct interest representatives of the town centre businesses, City Haarlem, to accept the City Management Group as having the relevant authority.

It became clear that in the first year it was not at all easy to ratify the monitoring – and control function of such a monitor – the results and consequences of such did not appear to be beyond question.

Closer together

In spite of the contradictions of the results, it appeared that the monitor had made a contribution to the quality of consultation – which was already quite good in Haarlem. “The discussion is now definitely executed on a higher plane” according to real estate agent Joop Jansen. The discussions on the set-up of the monitor situation also helped to bring parties closer together. A concrete method needed to be worked out for measuring the developments in the town centre area and also a degree of concordance would have to be achieved on the subject. By having a clear and joint objective, the participants in discussions had less scope for clinging to their own standpoints. The setting up of the monitor system was a process which those involved agreed was progressing satisfactorily.

Somewhat less than smooth sailing was the initial publicity concerning the results, due to a few premature conclusions being leaked to the press. “At such a moment one has to be aware that these are very sensitive issues which need to be handled very carefully” stressed the head of Economic Affairs Hans van der Straaten. “On the other hand you cannot try and operate from a citadel of secrecy”.

The project management expressly invited special interest organisations and also political parties not only to react to the schools of thought but where desired also to submit their own plans. Fifteen complete plans and a few shorter outlines were collected. In this way the Chamber of Commerce had consultants Dijken & Partners put together their own plan, which was submitted during the traffic discussion as a contribution on behalf of all business (associations). These plans were partly involved in the compiling of the preliminary council standpoint.

PHASE 3

Administrative selection and decision making
In the third phase the municipal authority gradually started to reassert their administrative responsibility. The aim of this phase was to reach an administrative decision making framework. This was carried out on the basis of a council proposal which in turn was based on the four schools on thought, the accompanying commentary and the (counter) proposals submitted. In this phase – long before the formal procedure of objections – ample opportunity was given to the public and special interest groups to react.

Building block: selection of consensus points

Objective: finding proposals with which cover the widest area

The official project management distilled the joint proposals and themes from the four schools of thought. From this analysis it appeared that there was broad consensus on a wide range of topics within all of the schools of thought. There was consensus on:

- Endeavouring to attain a car-free city centre or one with restricted car access
- Introducing a strictly controlled parking policy
- Development of an integral (town – district) and high quality public transport system
- Development of transferia on the periphery of the city
- Improvement in the quality of the cycle infrastructure, through a high quality network of cycle tracks and good bicycle parking provisions
- Continuation of designing residential areas with restricted access to vehicular traffic
- Strive to maintain adequate traffic flow on the main road network: the ring-roads and the approach roads to the city centre

These results were discussed with the local authority in preparation for the compilation of a design council proposal.

On to the next round

After the first round everyone wanted to continue with the monitor, including businesses as well as municipal authorities. Estate agent Jansen puts the initial problems in perspective: “You have to start somewhere, and any result is better than no result. Once such a monitor has been set up properly, it can have a good effect for years to come.” Based on the experiences from the first monitor round, those involved proposed a few improvements. These were:

Different method of measurement.

The reference points adhered to should on the one hand be taken more from the surrounding region and on the other hand be more attuned to the typical character of the city.

For that purpose Alderman De Vries preferred to be able to compare data with other historical cities, in order to be able to prove the effectiveness of the policy carried out.

Hans van de Straaten of the municipal authority does not see the point of that. According to him, such a comparison is not all that interesting for businesses.

More political involvement – In order to bring about this the Aldermen involved were more pointedly informed in the second round and involved in the advice to be submitted to the council;

More realisation that the information concerned was sensitive in nature – In future those involved should try to avoid the premature publication of raw data;

Make clearer agreements – businesses wanted to know more about how the results would be used, and they wanted to be more closely involved as well;

Tougher measurement of turnover – It remains difficult, but a way must be found of producing more concrete financial indications;

Better presentation of the results and better advice following the results – this is mainly seen as a task for the Department of Research and Statistics, the contractor of the

monitor. At the same time business representatives believed that others should also be more actively involved in the responsibility of interpreting the material. Therefore in the second round the City Management Group took a more leading role in formulating recommendations and getting involved in the political arena;

The organised residents' interest – were also represented at the discussions in the second round, as well as municipal authorities and the private sector

The second round: better comparative material, data on turnover remains a problem

The Haarlem monitor has unmistakably already acquired a certain position and status, but even that is still not sufficiently distinctive to the business community. An alternative research option – suggested by Hans van der Straaten of the municipal authority – is a simple written study. That will have to be carried out among a small group, where a high rate of response would be expected – something that was lacking in the first round. To complement this the financial institutions in Haarlem would be able to compile a rough indicator of the turnovers and profits in the city centre from their own data.

Good news from the second round

The content produced by the monitor in the second round was good news, at least for retailers. The drop in the size of the purchasing public noted in the first round of measurement had now recovered and there was even mention of a slight increase.

The data on the development of turnover reinforced this picture: “Haarlem is doing well as a shopping city”, the accompanying press release confidently stated. In contrast, the number of visitors in the hotel, restaurant and pub sector appeared to have dropped. There are many imaginable causes for this, though no definitive answer has yet been provided.

The fact that retailers are showing a much more favourable picture than in the previous year, may be contributed to various factors:

- During the first cycle the weather was very inclement;
- Haarlem has clearly profited over the past year from the extensive publicity naming it as the best shopping city in The Netherlands;
- The increased spending power of the public over the past few years has also played a possible role

Monitor leads to concrete measures

As mentioned, after the first monitor round no decisions had yet been taken on instigating concrete action. From the favourable result of the second round it appeared that this reticence was justified. Nevertheless the information from the second round did result in measures – even though the trend in the retail sector was favourable. The monitor pointed to the fact that the pressure on multi-storey car parks had increased and that this had had a negative effect on the opinions of visitors. For this reason the City Management Group advised that new multi-storey car parks be realised as hastily as possible. In addition they advised that a carrying out further consultations and complimentary research into the causes of the drop in the number of visitors to the entertainment centre, based on the hotel, restaurant and pub sector figures. Finally, the municipal authority of Haarlem saw

enough reason from the monitor results to provide more information on the accessibility of the city for cars and other modes of transport.

For the time being most conclusions and recommendations are aimed fairly unilaterally at the quality and extent of parking provisions. “That discussion can and should be much more balanced in the fullness of time”, according to municipal economist Hans van der Straaten. Used could be made of the fact that an exceptional amount of regional visitors travel to Haarlem city centre by bus or bicycle – a figure that was gained from the monitor. The marketing policy of the city centre should be able to make clever use of this.

In brief: test, adjust, communicate

In brief, in the city centre monitor Haarlem has found an instrument whereby the results of municipal policy – and then particularly the policy concerning public spaces – may be tested, and on the basis of that the policy could be attuned and adjusted when necessary. In addition, the monitor appears to be an instrument that contributes to the businesslike discussion between market and government. Dick Hulsebosch of the Chamber of Commerce summed it up: “I have experienced it as being a instrument which fuses things together. There is now more consultation, more communication. There is more awareness, because we have set out an accurate testing framework.”

D. Parking at the company (5 cases)

Case 1

Ministry of the Environment (VROM in Holland)

The Ministry of the Environment, which includes Housing, Planning and Environmental Management, underwent an extensive moving house operation in 1992. At the core of this operation was the move to a new 'headquarters' situated at the central station in The Hague. The departments relocated to the new headquarters came from various locations in the The Hague area. The Department of Housing moved from Zoetermeer, the Department of Environmental Management from Leidschendam and the National Planning Service and the Central Sector moved from the Benoordenhout district of The Hague.

A section of the employees of the Ministry has (temporarily) been working from buildings on the Willem Witsenplein and the President Kennedylaan. Both locations have fairly poor access by public transport.

At the end of 1992 the Transport Management Plan was introduced. Objectives of the plan were among other things to attain a reduction in car mileage of at least 20%, to stimulate bicycle usage and to stimulate use of public transport in commuter traffic and business traffic. Within the Transport Management Plan the issuing of public transport travel cards has been instigated. In principle all staff members were offered the facility of being issued with a public transport travel card, for which they only had to pay a nominal amount. In addition measures were taken to promote bicycle usage, such as introducing a cycling remuneration. Company cards are available for business traffic.

Multi-storey car park

The new headquarters, which houses about 3,000 staff members, has the facility of 600 parking places. The multi-storey car park has public access. Apart from exceptions (such as medical circumstances) there is no facility for VROM staff to park there, unless they pay for it themselves. The rent for a reserved parking place is about f 1500,- per year. Visitors to the headquarters also have to pay for parking. Up to now the occupation rate of the multi-storey car park has been very low.

Choice of mode of transport

The mobility effects of the move and – in extension thereof – of the Transport Management Plan are considerable. Car use in commuter traffic has dropped from about 40% before the move to less than 5% of the staff working at the headquarters. In both the other offices (Willem Witsenplein and the President Kennedylaan) these percentages are higher, i.e. about 20 and 30% respectively. This shows the effect of a location near a railway station

Country-wide car use mounts up to 53%.

Case 2

Removal of the Insurance company 'Interpolis' in the city of Tilburg

The insurance company Interpolis, built a new office, about 1000 m². Away from the central railway-station. About 900 people were to work in the new office. Before the company used 5 locations.

Today (1996) about 1540 employees work in the office and about 320 people go out visiting clients etc. The majority of the employees (60%) lives in the city of Tilburg or in its vicinity.

The momentary mode-choice of the employees is depicted in the table below

Car	61% (48% sole car occupant, 13% carpool)
Public transport	7%
On foot / by bicycle	32%
Total	100%

In negotiations with the municipal authority company parking was discussed at length. The following parking programme was agreed.

The parking standard amounts to 1:125 m² GFA (Gross Floor Area) (excluding visitors' parking)

This means that there are about 300 parking places at the disposal of the building (30,000 m² GFA); about 240 places for employees and about 60 places for visitors.

Multiple use of parking places

A portion of the parking places was built into the building itself (120 places in a basement car park), another portion (150 places) were included in a large multi-storey car park with a total capacity of 750 places for the benefit of the entire area. These 180 places are rented from the municipality of Tilburg.

All parking places of Interpolis Tilburg are accessible to the general public outside of office hours.

Interpolis Tilburg puts together a transport plan

Because of the relatively large number of sole car occupants among the Interpolis employees, the preparations for the transport plan are in full swing at the moment – 2 years ahead of the move. A survey was carried out among employees in which sole car

occupants were asked whether they would be willing to alter their travel habits, if the office was moved to a location adjacent to the railway station. The results of the survey were encouraging. Of the approximately 600 sole car occupants almost half said they would be willing to change their mode of transport. The bicycle and car pooling were mentioned the most, with public transport in third place.

In addition discussions are ongoing at Interpolis on the future division of parking places. For the division of 120 places beneath the new building the following three categories have been suggested:

- Management (about 10)
- Visitors, that is to say guests and people from the external services (about 70)
- Car pool (about 40)

The other 180 places will be divided among the sole car occupants and others. Interpolis is busy developing a parking policy for this, which should result in concrete proposals within a year. The following actions are being considered:

- Offering individual travel advisories;
- Consultation with Dutch Railways (NS) and bus companies on contracting for bulk services;
- The appointment of a transport co-ordinator
- Stimulating car pooling (matching via the transport co-ordinator);
- The greatest emphasis is placed on stimulating bicycle usage. For example, the best place in the underground car park beneath the building is reserved for a bicycle parking facility. A capacity of 300 bicycles is planned. The bicycle parking facility will have a high level of amenities: showers, toilets, changing rooms and storage.

Case 3

AMEV – house

The AMEV house, the head office of the AMEV insurance company, is located in Rijsweerd-Noord, an office location in the city of Utrecht. In Rijsweerd-Noord there are about 35 companies established with together about 7000 to 8000 employees. The building was first used in 1975. With its' establishment AMEV was, together with the Province of Utrecht, one of the first companies to be established at this location.

The location has excellent access by car: the most important trunk roads are located nearby.

Access by public transport is good (bus services), even though it may be said that there is one direction of access, i.e. Utrecht Central Station- Rijsweerd.

Residential locations

About 2500 people work in the AMEV- house. About 405 of the employees live in the city of Utrecht or the immediately surrounding area: about 30% live elsewhere in the province of Utrecht and about another 30% live outside the province of Utrecht, see below.

City of Utrecht	40%
Province of Utrecht	30%
Elsewhere	30%

Parking situation

With a total of 2500 employees AMEV has the facility of some 1300 parking places. This total of 1300 is derived from the norm which in 1975 was maintained by the municipal authority of Utrecht, i.e. 1:40 m² gross floor area (gfa).

Of the 1300 parking places about 900 were at ground level on a large car park, while 250 places were situated in an underground (basement) car park. The remaining 150 places are located around the building close to the entrance and are intended for visitors and management.

Due to the building of a new office for a sister company of AMEV on the site of where the old car park used to be located it could be said that there is a transitional situation. To replace the parking places sacrificed for the new building, temporary parking places have been created on a green field site (next to the waters' edge on a sports field).

About 900 people will work in the new building. For the new building the municipality of Utrecht maintains a parking standard of 1:60 m² gfa.

This means that in the final situation the buildings will together have facility for 1900 parking spaces. Compared to the old situation there will then be more parking places which are favourably located in relation to the entrance doors (safety, car pooling).

Apart from the guaranteed places for car pool parking in the underground car park and close to the entrance, there is to be no regulation of the parking places. It will be a case of “first come, first served”.

Parking policy and transport management

The parking policy of AMEV is part of the transport management which AMEV introduced to the company in 1988. With this AMEV was one of the first companies in the country to adopt such an idea. One of the reasons was that up until then AMEV had maintained a demand run parking policy, i.e. the continuous expansion of the parking area, this had to change in order to maintain the access to Rijsweerd in the future. The working party charged with this task was first referred to as ‘the parking working party’; later this was changed to the ‘transport management working party’.

The objective initiated in 1988, was to reduce the amount of motorists in commuter traffic by 20%. The motive behind this was to provide a contribution in reducing the non-essential car traffic in order to be able to continue to guarantee access.

The aim of this 20% reduction was achieved in two years. The number of motorists in 1988 amounted to 56% and in 1990 this was 47%.

The instruments used to achieve this reduction were:

- the appointment of a transport co-ordinator; whose primary task was to make staff members become enthusiastic about alternative modes of transport; carpooling, cycling, public transport;
- ensuring a good alternative package: increasing the frequency of –particularly- rush hour bus services, agreeing contracts for bulk passenger transport with public transport services, matching car pool users, designating the best car parking places for car pool users (in the underground car park and on the field close to the entrance), improving cycle provisions.

Subsequently in the season 1990-1991 an area orientated approach was instigated- with the aid of the Province of Utrecht- which is also located in Rijsweerd- and the Ministry of Transport which provided the subsidies. The University complex of Utrecht was also involved in this process.

Within the framework of this area orientated approach AMEV once again determined to actuate a reduction, in this case of some 20%, of the number of car miles driven, among other ways by compiling and actuating a transport plan. The costs of this (transport plan, transport co-ordinator) were partly paid by the Ministry of Transport and partly depending on the execution and success of the plan.

The hoped for target of a 20% mileage reduction was not achieved, mainly because in the previous years a big reduction had already been realised. This does not detract from the share of staff travelling by car has decreased even further since 1991 to 40% in 1993 (see below)

Modes of transport in 1993

Bicycle	23%
Car	40%
Car pool	15%
Bus	12%
Other	10%

From 1992 the Transport plan Transport co-ordinator (VCC) for De Uithof/Rijsweer was no longer subsidised by the Ministry of Transport. The companies and institutions located in the area continued the VCC in a slimmed-down form. The necessary funding was raised by the companies associated with the scheme (one guilder per employee per year) . The most important activities include the maintenance of contacts with government institutions and transport companies, public relations and information campaigns, encouraging car pooling use of public transport and bicycles.

One of the objectives which AMEV hopes to propagate is to maintain the gains made over the last few years: accessibility, public transport (rush hour buses) and the relatively large number of people in car pools.

In addition, within the company the promotion of carpools is continuing. In 1993 a survey was carried out among sole car occupants, followed by a discussion with those who in principle have an alternative available. In the pipeline is the organising of a get-together where those who belong to this target group will be able to get acquainted with one another.

Case 4

Town Hall of the Municipality of Dordrecht

The Town Hall of the municipality of Dordrecht is located on the outer edge of the town centre. Access to the town hall is good, by public transport (train, bus) as well as by car. At the rear of the building there is a multi-storey parking facility with a capacity of about 500 parking places. The car park has access to the public as charge parking (for the first four hours the charge is Dfl. 1 – per hour, thereafter Dfl. 0.75 per hour) and for season ticket holders (a monthly subscription is Dfl. 150 – per month)

The visitors

On average about 300 people per day visit the Town Hall. Figures on the modes of transport used by these visitors are not available. Considering the high occupancy rate of the multi-storey car park it is assumed that a considerable part of the visitors arrive by car and combine a visit to the Town Hall with a visit to the town centre.

The employees

About 800 people work at the Town Hall. An estimated three quarters of the employees live within a radius of 10 km of their work (see below)

0-5 km	37%
5-10 km	37%
10-40 km	21%
>40 km	4%

Transport plan

In April 1993 the transport plan was introduced. The parking policy maintained up to that point underwent a drastic change. Before that time every employee who requested a parking pass was issued for Dfl 20 guilders per year. Now only those employees who travel a distance of 10 km or more may apply for a pass. In addition to that the parking contribution has risen considerably in the meantime. In April 1993 this was 50 guilders and from April 1994 this amount had gone up to 100 guilders per month. The plan was to raise this amount again to 150 guilders a month in 1995, an amount which would be enough to cover costs. It is estimated that due to this measure car usage among employees will be drastically reduced. Using the amount of parking passes still in circulation in the middle of 1994 car use has dropped by approximately 40% in 1992 to 20% in 1994. This decrease in car usage has particularly been to the benefit of cycle use and public transport.

New travelling expenses ruling

Apart from the parking policy the travelling expenses ruling for motorists has also been reviewed. Until a short time ago travelling expenses were given to all employees, where

the amount paid depended on the distance travelled from home to workplace. Car use is discouraged in the new travelling expenses ruling, with the aim of saving damage to the environment and to reduce the burden on the road network. The ruling was worked out as follows:

A If the journey is less than 10 kilometres

One of the following provisions may be chosen.

- A bicycle may be loaned from the employer and it becomes the property of the user after 5 years. The insurance is provided by the municipal authority. Employees opting for this facility are given 45 strip-travel tickets per year for bus and tram to be used when there is poor weather.
- A premium of Dfl 250 ,- gross per year for cyclists and pedestrians also complemented with 45 strip tickets
- A 1 or 2 star subscription for the bus for a personal contribution amounting to 20%, or a free travel card for year's rail travel on the relevant commuter route between home and work.

B The distance travelled amounts to between 10 and 40 kilometres.

One of the following provisions may be chosen.

- A bicycle premium of Dfl. 300,- per year (tax free) complemented by a maximum amount of Dfl. 200,- and Dfl.50,- per year respectively for expenses incurred for public transport and bicycle insurance.
- A travel card for a set route on public transport which is free up to about Dfl.1100,-. If the travel card costs more than this amount then the employee pays 25% extra. The municipality will reimburse a maximum of Dfl. 1526,- per year.
- For car pooling an amount of 16 cents per participant per kilometre available up to a maximum amount of Dfl. 1526,- per participant. The expense allowance only applies for the kilometres where several people have really been travelling in the car concerned and not for detours. Each car pool car is also issued with a parking pass (with an owners contribution of Dfl.20.74 per month).

Single car occupants are in principle not entitled to any travelling expenses for commuter travel.

C. The distance travelled amounts to more than 40 kilometres

The policy of the municipality of Dordrecht is not to allow employees to live more than 40 kilometres from their work. For the majority of functions this is not an absolute obligation to live within a travelling distance of 40 kilometres, but living further away is strongly discouraged by in such a case not providing any travelling expenses.

Exceptions

Certain categories of employee may obtain a remuneration for travelling by car. This concerns employees:

- that can demonstrate that they have to travel by car for special medical reasons;
- that work irregular shifts at times when there are no public transport services available;
- that have to take a baby to the day care centre on their way to work;
- that work guard duties or carry out watchman tasks.

The first category is regarded in the same way as someone who is in a carpool, with the difference that they also receive travelling expenses for travel within 10 kilometre. For the rest it applies that: only those who live more than 10 km from their work receive the amount of 16 cents per kilometre. A maximum of 20 kilometres per day is paid for each single journey. If needed a pass may be obtained for the multi-storey car park (employees contribution of Dfl. 20.74 per month)

Through this drastic change in the travelling expenses ruling money that was formerly paid to single car occupants as expenses is made available for employees that travel by public transport or who travel by bicycle or on foot.

Case 5

Medical Spectrum Enschede

The Medical Spectrum hospital is located in the heart of the town centre of Enschede. The distance to the railway station is about 700 metres.

The Spectrum consists of two buildings which are connected by a footbridge. One of the buildings is about 100 years old and the other is approximately 15 years old.

The hospital has about 1000 beds and some 2800 people work there.

The Spectrum fulfils a central function for a region which stretches to the other side of the German border (especially in traumatology and neuro-surgery).

Domicile and choice of mode of transport

Almost all employees live within a radius of 30 kilometres of the hospital. About half the staff live in Enschede and the other half lives in the surrounding area.

The chosen modes of transport are divided as follows:

Car	50%
Public transport	10%
Bicycle/on foot	40%

Parking situation

The Medical Spectrum has about 600 parking places available, divided between two car parks. The largest car park (approximately 450 places) is situated close to the newest building. On the other side, next to the old part, there is a car parking area with about space for 150 parking places.

Until recently the car parks could be used by everyone, apart from 150 places on the large car park which were intended for visitors/patients of the outpatients department. These places were cordoned off by a barrier which was manned by a parking warden.

The parking pressure on the car parks was until recently extremely high. Because the parking space at the hospital was the only parking area in the vicinity of the town centre which was charge free, many groups of motorists would use this parking facility for free when visiting the town centre (shopping), also hospital patients, visitors to the hospital and employees.

Introduction of charge parking

In order to stop this situation charge parking was introduced as of April 1994. Two categories of parking were distinguished:

1. visitors/patients
2. employees

When dividing the parking spaces between these two categories, first of all the number of places needed for visitors was examined. 350 places were designated as parking for visitors. For these places there was a charge of 1 guilder per 40 minutes: this is in accordance with the amount charged for parking in the city centre of Enschede.

The remaining 250 parking places were intended for employees. For them the charge is 1 guilder per period parked, regardless of staying time.

50 (of the 250 places) are excepted from this ruling; these are reserved for employees who may be called away several times a day (mid-wives, priests, employees who have to move back and forth between the main hospital and ancillary centres elsewhere in the city such as Oldenzaal)

The division of the 600 parking places is divided as follows:

350 places for visitors

(Dfl. 1 per 40 minute stay)

200 places for employees

(Dfl. 1 per stay)

50 places for mobile personnel (reserved)

Regulation of the parking is enabled by means of barriers at entrances and exits.

Visitors to the Medical Spectrum take a parking card at the automatic dispenser on entering the car park and they pay at a vending machine when leaving.

Employees are issued with badges; every time they pass through a barrier a guilder charge is recorded.

The cost of the system amounts to a few hundred thousand guilders. That is at least part of the reason that it was decided to charge the same for visitors as the municipal charge parking in the city centre. When worked out in this way it is enough to cover costs of operation; the system will be written off in five years.

Transport management

There was a lot of work involved in the introduction of charge parking. At first the employees were quite negative in expressing their views on the introduction of charge parking. Once they started to notice that there were also certain advantages associated with the measure (security, lighting) their attitude changed. Employees and particularly the works council have urged the management of the hospital to integrate charge parking

into a transport plan. This request has been granted; at the moment work is being carried out on developing a transport plan.