

**CiViTAS**

Cleaner and better transport in cities

**ELAN**

BRNO • GENT • LJUBLJANA • PORTO • ZAGREB

# Implementation status report on the establishment of local freight networks in all partner cities

## ELAN Deliverable 7.1-D1

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# 1. INTRODUCTION

The growing significance of urban freight transport and logistics is related to increased population and sustained economic growth in urban areas. In cities freight transport represents 10-18% of road traffic. Freight transport in cities is specific because distribution takes place at the end of the transport chain, which is characterized by small loads, frequent number of runs and many vehicle kilometres. In many European towns access to the city centres is limited due to often narrow roads, congestion and high population density, the requirements of the population in terms of their mobility as well as environmental protection.

One of the objectives of efficient urban logistics solutions is solving conflicts between different interest groups in the most capable way. For this reason, partnerships between key actors (stakeholders) are formally establishing in many European cities. The partnerships have different names such as "local freight network", "freight quality partnership", "city logistics forum", etc. but the goals are the same, i.e. to find urban freight policy measures that will satisfy the needs of all stakeholders. They aim to develop an understanding of freight distribution issues and problems and promote constructive solutions acceptable for all stakeholders.

To deal with city logistics the CIVITAS-ELAN project set up a common measure (7.1-COM Integrated freight policy development) to establish freight partnerships in all ELAN cities. The aim of the local freight partnership is to present local freight transport problems and to receive critical feedback and opinions from stakeholders.

In this common measure, Ljubljana was a leading city and according to the guidelines from the freight delivery stakeholder's partnership plan for Ljubljana, other cities should make their own partnership plans. The basis for the freight delivery stakeholder's partnership plan in Ljubljana was measure 7.2-LJU, where according to the primary plan a consolidation centre for the freight delivery to the city centre with access restriction for motorized vehicles should be established. This was to serve as a basis for knowledge exchange with other partner cities, especially those ones having less experience on sustainable freight delivery. Due to an implementation delay and afterwards change of scope of 7.2-LJU, direct impact on the objectives and the implementation of measure 7.1-COM was unavoidable.

## 2. LOCAL FREIGHT PARTNERSHIP DEVELOPMENT PLAN FOR LJUBLJANA

### 2.1. Background

Freight transport in Ljubljana has significant increased recently, particularly since Slovenia has joined the European Union. There are several distribution places and many transport operators in Ljubljana which are situated at different locations in the city, especially in the suburbs. Among them there is a lack of cooperation which causes a large number of transport operations and predictably lower load factors than could be possible with coordinated logistics.

With the implementation of a restrict area (pedestrian zone) in the city centre in 2008, the freight delivery times were shortened from 6:00 to 9:30. During this time period freight delivery vehicles are congesting the city centre. The establishment of a stakeholder partnership was therefore strongly connected to the implementation of this local measure.

### 2.2. Main goal and objectives

The main goal of partnership establishment was a formation of a long term co-operation with all stakeholders dealing with freight transport in Ljubljana.

The most important objectives were:

- to reach consensus and solving freight transport problems;
- to find better solutions in freight transport;

- to provide better information about freight transport policy in the city;
- to increase awareness and communication.

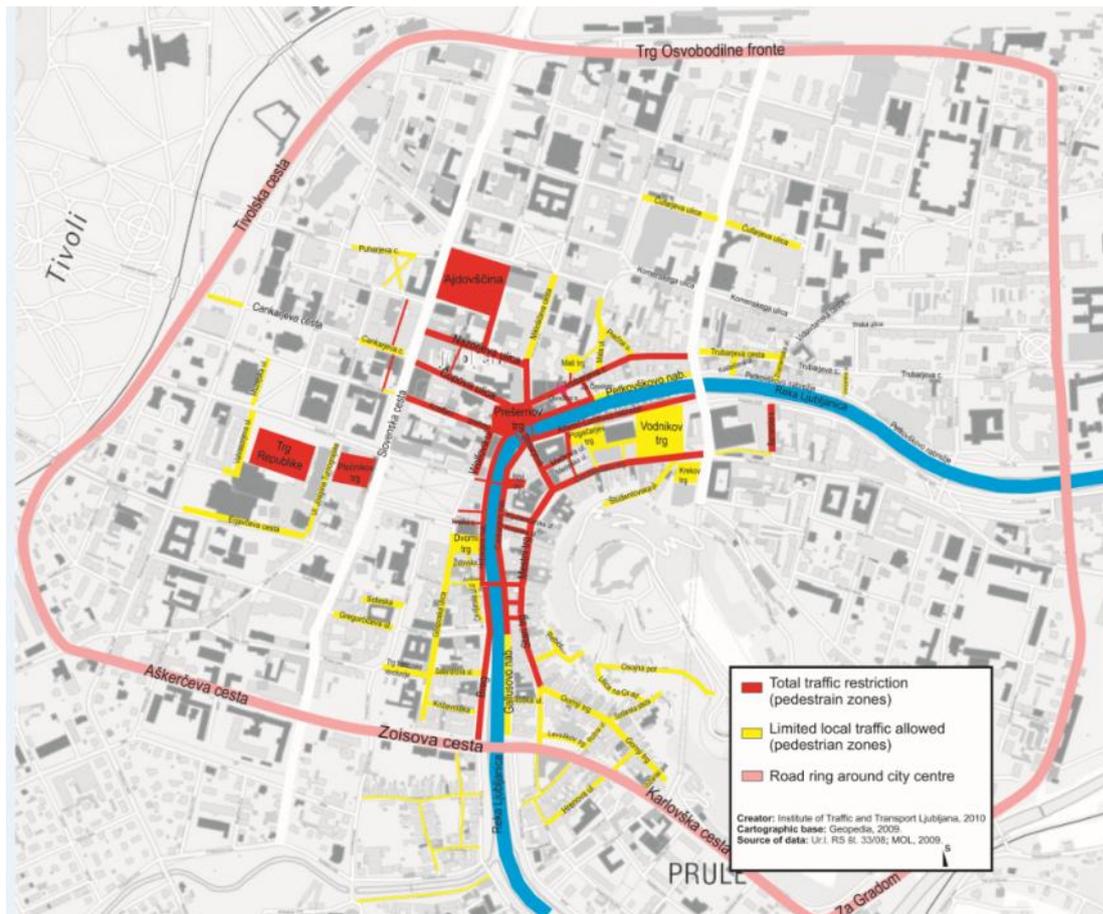
As regards stakeholder participation the level of “deciding together” was chosen as the most suitable way for the implementation of the measure.

### 2.3. Participating stakeholders

- Local authority (City/ municipality) (1 partner)
- Research institutions (1 partner)
- Freight transport service providers (up to 6 partners)
- Distribution and logistics centres (1 partner)
- Chamber of commerce (1 partner)
- Local business sector (manufacturers, retailers, shop owners) (up to 8 partners)
- Police, local surveillance and other (2 partners)

Total: 10-20 actively involved partners

### 2.4. Restricted traffic zones in Ljubljana



# 3. LOCAL FREIGHT PARTNERSHIP DEVELOPMENT PLAN FOR GENT

## 3.1. Background

In 1997 the city of Gent established a new general mobility plan. The biggest change was the demarcation of a traffic free pedestrian area in the historic city centre. Since the start of this mobility plan there is more attention for accessibility and liveability of the city. This includes an extra emphasis on city distribution, loading and unloading goods and timeframes regulating the access for vehicles in the pedestrian area.

In 2004/ 2005 the city of Gent held a survey investigating the feasibility of the creation of a city distribution centre. This study demonstrated that a city distribution centre is a good alternative to lower the amount of freight movements and to organise distribution. Meanwhile the biggest disadvantage is the extra link in the supply chain entailing extra costs and efforts. Therefore, the City noticed that there is no basis among the store owners in Gent to use or cooperate with a city distribution centre.

Due to the resistance of store owners against the city distribution centre and the top-down approach used in the survey the City Council has decided to apply another approach. A bottom-up approach with a focus on practical solutions and an open dialogue with all relevant actors are desired.

In 2006/ 2007 the City Council decided in a management agreement that despite the lack of a basis for the installation of a city distribution centre policy-makers should continue to support the philosophy of organised distribution. In the future there should be a focus on communication between actors on alternatives and workable solutions.

In 2008 this bottom-up approach was translated into practice by the cooperation with CIVITAS-ELAN. In addition a partnership in the project 'D-via - demand driven clustering of supplies/ freight' with the organisation VIM (Flemish Institute of Mobility) was elaborated in 2009.

## 3.2. Main goal and objectives

The main goal of the CIVITAS-ELAN activities regarding the platform of city distribution was to start a long term open dialogue with all stakeholders concerning city distribution.

### Objectives

- Creating a platform of city distribution with all stakeholders by applying a bottom-up approach
- Initiating and maintaining an open dialogue between stakeholders concerning city distribution and loading and unloading activities in the city centre

### Tasks

- Creating a basis among stakeholders – with a focus on store owners – to improve city distribution and to lower the nuisance caused by this type of traffic
- Increasing the dissemination of knowledge concerning city distribution and searching for win-win solutions
- A sound board for studies, surveys, projects, new initiatives, etc.
- Discussing all possible solutions towards:
  - Organisation of loading and unloading activities in the inner city
  - New sustainable concepts of loading spots
  - Cooperation among store owners and their suppliers
  - Implementation – if feasible – of alternative concept like freight on water and on trams
  - Collecting of good and supplies at the source

Practical organisation

Generally the platform would gather four times a year, indicating a secretary and a chairman. The reports of the meetings would be consultable on a website and policy-makers would be notified.

### 3.3. Restricted traffic zones in Gent

The platform focuses on the distribution of goods in the city centre. A specific part of the city centre is demarcated. Additionally, some specific streets are selected and added to this geographical demarcation.



## 4. LOCAL FREIGHT PARTNERSHIP DEVELOPMENT PLAN FOR ZAGREB

### 4.1. Background

Freight delivery in Zagreb is controlled by means of a regulation where different areas have different rules: i.e. 5t delivery trucks have been permitted only between 22:00 and 6:00, and for 2,8t trucks on specially marked parking places from 9:00 to 12:00; at other times these delivery parking spaces can be used by all other users.

When the City municipality realised that the rules for the usage of the delivery spots wasn't respected by delivery vans as well as other users, the municipality declared the delivery spots to become usual parking places. A large city area was foreseen for night delivery from 22:00 to 7:00, and a smaller area in the city centre from 0:00 to 7:00; delivery vans were restricted up to 5 tonnes. However, this regulation was not sufficiently respected and implemented, and delivery trucks further increase daytime congestion. Furthermore, the strong presence of the lorries on streets and pavements is clearly discouraging non-motorised modes (walking and cycling) and has a negative impact on the quality of urban space.

In means of increasing the compatibility of regulation acceptance from shippers' and recipients' view, their direct communication at a partnership meeting seemed to be logical choice. CIVITAS-ELAN is the first project fostering the possibilities of solving complex urban freight delivery problems in the City of Zagreb.

#### **4.2. Plan of CIVITAS-ELAN activities**

- Conducting a survey on freight delivery in the city centre of Zagreb
- Collection of freight delivery data in the city centre of Zagreb
- Detection of bottlenecks (lack of desired effects) in current freight delivery regulation
- Definition of proposals for possible modification of freight delivery regulation
- Establishing a freight delivery partnership to provide supporting activities on citizens' acceptance of modified freight delivery regulation
- Implementation of modified freight delivery regulation
- Further development of existing freight network partnership (10-20 partners)

#### **4.3. Main goal and objectives**

- Long term co-operation among all stakeholders working on freight delivery in the City of Zagreb
- increasing awareness of freight delivery difficulties among freight recipients
- increasing willingness for communication among freight delivery providers
- providing more accurate freight delivery data for City administration and traffic planning units
- reaching an agreement on better freight delivery solutions, acceptable for all stakeholders
- facilitating the acceptance of the solution among stakeholders
- providing better dissemination of information on the City's freight transport policy
- reaching consensus on freight delivery solutions among stakeholders and citizens

#### **4.4. Geographical location of stakeholders**

- Wide area: wider city centre area
- Narrow area – measure 7.4-ZAG demonstration area: city centre, streets surrounding the pedestrian zone (Masarykova, Teslina, Zrinjevac, Amruševa, Stara Vlaška, Bakačeva, Cesarčeva)

## 5. PROMOTION PLAN AND CIVITAS-ELAN ACTIVITIES IN BRNO AND PORTO

Within the CIVITAS-ELAN and Brno and Porto do not have a local freight delivery measures – apart from this common measure. Therefore, the planning and establishment of local freight delivery partnerships have proven to be too ambitious and could only be achieved with local support. In Brno and Porto more informational and promotional activities are needed at the local level before such a local partnership can be established.

## 6. ACTIVITIES RELATED TO FREIGHT DELIVERY IN BRNO

After the reconstruction of public space and the streets in the historical city centre and Joštova Street between 2008 and 2011 new guidelines for traffic were established in the pedestrian zone and neighbouring areas. This helped to establish new rules for freight delivery as well.

The historical centre of the city of Brno is a pedestrian zone with limited access. Freight delivery is possible for cars with maximum weight up to 3,5 tons only from 17:00 to 9:00; and for special food also from 11:00 to 13:00. All vehicles have to have a special permission from the Transport Department of the Brno City Municipality.

The conditions for transport operation in the pedestrian zone are available at City of Brno website:

[http://www.brno.cz/fileadmin/user\\_upload/sprava\\_mesta/magistrat\\_mesta\\_brna/OD/verejna\\_doprava/07-rezim\\_CENT2008.pdf](http://www.brno.cz/fileadmin/user_upload/sprava_mesta/magistrat_mesta_brna/OD/verejna_doprava/07-rezim_CENT2008.pdf)

Within measure 7.1-COM Brno planned to organise promotional activities that emphasise the importance of sustainable freight delivery.

## 7. ACTIVITIES RELATED TO FREIGHT DELIVERY IN PORTO

Within measure 7.1-COM Porto has planned promotional activities through its Mobility Centre but unfortunately all activities related to this measure had to be cancelled because CMP had contacted several potential partners in the Asprela area to present and discuss a proposal to develop and implement a local freight plan but unfortunately only one partner responded positively.

## 8. INTERNATIONAL EVENT: THE ROLE OF LOCAL FREIGHT PARTNERSHIP, Ljubljana 24 February 2010

### 8.1. Objectives of the event

The primary objective of common measure 7.1-COM is to emphasise the importance of clean and sustainable distribution of goods in ELAN cities. Furthermore, the objective of this common measure is to set up stable local freight partnership of stakeholders in all participating cities. The local freight partnerships are seen as a crucial prerequisite for the successful implementation of all planned activities. The aims of the international event were:

- to increase knowledge on freight issues (presentation by Tim Hapgood)
- to exchange best practice and know-how (presentation by Tim Hapgood, Blaž Jemenšek)
- to compare local practices (moderated debate by Sabina Popit).

## 8.2. Urban Freight Consolidation by Tim Hapgood JMP Consultants Ltd

JMP is a leading, independent Transport Planning and Engineering Consultancy; one of a handful of consultancies who actively work on freight projects and promote the need for greater understanding of freight. Also active in European projects in terms of being both a project partner and also as project managers. 11 offices across the UK including London, Bristol, Birmingham, Manchester, Leeds, Newcastle and Edinburgh and Glasgow in Scotland. Approximately 250 staff.

### 8.2.1. Presentation overview

Part 1 – Overview UK Freight Policy

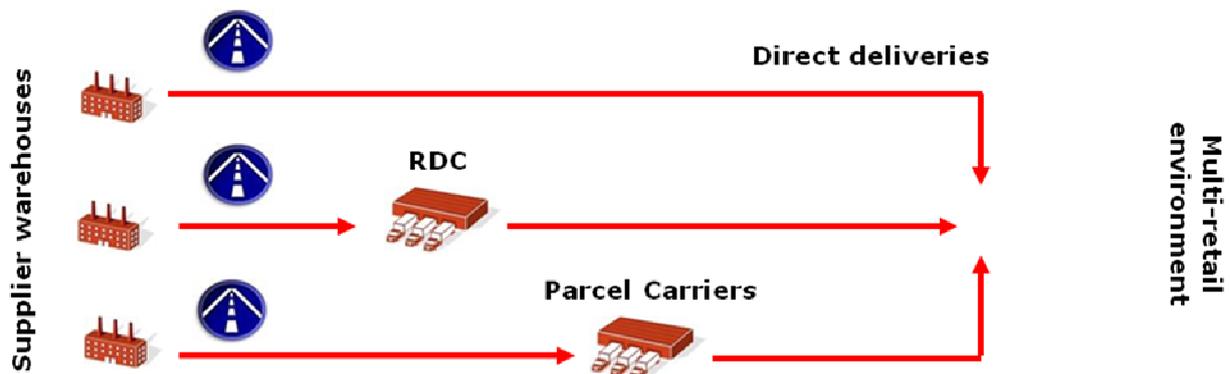
Part 2 – What is freight consolidation? Concept and process

Part 3 – UK Freight Consolidation Examples, Benefit and lessons learnt

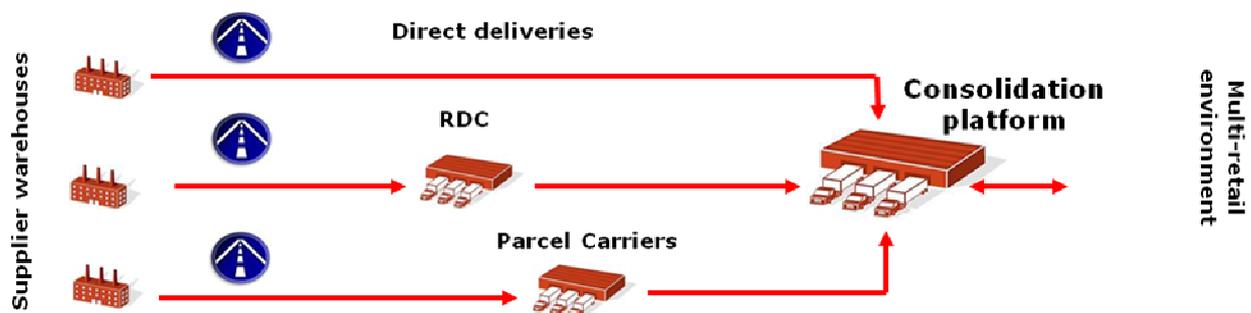
Part 4 – Delivery and Servicing Plans (DSPs) and Construction Logistics Plans (CLPs)

### 8.2.2. Consolidation Concept

Before: Supplier deliveries are made direct into the target area unmanaged, contributing to problems such as congestion, pollution and conflict between road users.



After: Supplier deliveries are made to a consolidation centre, where deliveries are grouped onto fewer and fuller dedicated vehicles for onward delivery.



Misconception: consolidation complicates deliveries. It actually simplifies and improves delivery service.

(Source: University of Westminster, *Urban Freight Consolidation Centres Final Report*, November 2005)

The geographical area served may range from a small district such as a narrow, historic centre of an urban area, a specific retail area, or a larger, more diverse geographical area up to an entire town/ city. The operator of the scheme may be a single company or several companies working together.

### **8.2.3. Minutes of the debate**

Moderator: Sabina Popit

Rapporteur: Vita Kontić, SDM, City of Ljubljana

The group discussed about freight policy in general and about public opinion, and came to the following conclusions:

- people have to understand why changes (in freight policy and logistics) are necessary
- if they disagree with the changes, they have to get something in return (carrot-stick approach)
- another potential problem was detected: If we reduce the existing number of deliveries by implementing sustainable freight logistics and a consolidation of deliveries, this means that some operators (delivery-vehicle drivers) will lose their jobs. Will CIVITAS-ELAN be counted responsible for a higher rate of unemployment?

## **8.3. Freight transport planning in Ljubljana by Blaz Jemenšek, Prometni Inštitut Ljubljana**

### **8.3.1. Presentation overview**

Part 1 – City of Ljubljana – basic facts

Part 2 – Transport in Ljubljana

Part 3 – Transport in Ljubljana – access restrictions

Part 4 – Problems and possible solutions

### **8.3.2. Problems**

- Delivery time in pick-hours (pedestrian zones)
- Lack of free delivery places in the city centre and not suitable location of existing places
- Insufficient control of access restrictions
- No databases about meeting the traffic regulations and breaking the rules
- Incomplete data collection of goods flows and road traffic
- Uncoordinated delivery
- Insufficient use of existing technology (physical barriers)

### **8.3.3. Planned activities**

For setting up a more efficient urban goods distribution scheme in a demonstration area within the CIVITAS corridor the implementation of a freight consolidation centre and adjusted access restrictions and incentives for cleaner vehicles were suggested to be implemented as well as the determination of pilot project measures for more efficient distributions of goods using the START project recommendations of March 2009 as an input. The suggested possible location of the consolidation centre would be BTC since there is already a large logistic centre and most warehouses, the location is next to the highway. The possible locations for a consolidation delivery would be: the market place, Nama, Maxi-market and Čopova Street.

## **9. RESULTS**

### **9.1. LOCAL PARTNERHIP ESTABLISHMENT AND PROMOTION ACTIVITIES**

#### **9.1.1. Ljubljana**

##### **9.1.1.1. Promotion and national event involving citizens**

On 2 September 2010 during the European Mobility Week, a survey on local freight delivery took place in the pedestrian zone in the centre of Ljubljana. At the end of the survey, the consolidation scheme was introduced to the public.

The survey was completed by 21 respondents who had stopped at the information point of CIVITAS-ELAN at Stritarjeva Street. None of the respondents were familiar to the idea of the consolidation of goods. Most proposals for improving the delivery (in terms of more sustainable and being more environmentally acceptable) referred to the proposals for delivery by bicycles.

After introducing the consolidation scheme citizens agreed that this could be a solution suitable for the pedestrian zone and that it could be implemented well outside it.

##### **9.1.1.2. Establishment of the partnership**

Since the establishment of the partnership was too strongly connected to the idea of a local freight consolidation scheme which faced too many problems during the planning and implementation phase, also the establishment of the partnership was not possible as originally planned.

The establishment of the partnership thereby had to be adjusted and it was suggested to establish the partnership through the web portal [www.dostave.si](http://www.dostave.si). The web portal for supporting and promoting sustainable city logistics was established in measure 7.2-LJU. The portal includes the following: general information on sustainable freight logistics, examples of good practices from various cities, online surveys and questionnaires (important information will be collected from stakeholders as well as opinions and suggestions about delivery policies), an interactive map which calculates delivery routes to the city centre (online routing tool), an online forum where important issues are discussed, a members' area for submission of ideas and new projects which promote sustainable city logistics. The online routing tool includes online calculation of optimal routes to the city centre, calculation of optimal routes in the pedestrian zones and help delivery companies to optimise deliveries.

The target groups of this web portal are: freight transport service providers, distribution and logistics centres, the local business sector (manufacturers, retailers, shop owners), the Chamber of Commerce, local authorities – cities/ municipalities, universities, research institutions, and all other stakeholders and individuals that are interested in sustainable city logistics. The website encourages also participation from outside sources, e.g. social networks (Facebook, Twitter) and other that further improve the accessibility and promotion of sustainable city logistics practices.

Soon after the announcement of the portal, two events were introduced to the target group through the portal (April 2012: Eco-driving for freight delivery drivers in Ljubljana – 23 participants; June 2012: National conference for freight delivery – 50 participants).

Discussions have already shown that the web portal spreads awareness on the importance of sustainable city logistics not only in Ljubljana but in the whole country, being a novelty in Slovenia. The web portal provides a very good starting point for the formalisation of the partnership between different stakeholders in the near future.

Stakeholders' involvement and partnership development proceeded through other activities as well. The four main target groups were:

#### **Target group 1 – Eco-driving training participants**

At the local level of freight delivery improvements in Ljubljana (measure 7.2-LJU), a training for eco-driving was organized. A presentation with the introduction of the web portal was given to participants, encouraging them to join the discussions and social networking.

Stakeholders: drivers of goods delivery to the pedestrian zone in the City of Ljubljana.

#### **Target group 2 – Head of freight delivery logistics, researcher, traffic experts and consultants**

A conference on sustainable deliveries was held where delivery stakeholders were invited (municipalities, transport and logistics companies, trading companies, research institutions).

Presentations by experts in the field of logistics and workshops on the problem took place in Ljubljana, June 2012.

A brochure with different scientific papers and results of the implementation was prepared afterwards.

#### **Target group 3 – Citizens**

Three Mobility Shops were recently implemented in Ljubljana (within measure 4.1-LJU). One of the purposes of the Mobility Shops is an improvement of direct communication with citizens. Delivery of goods for residents within core pedestrian zone is limited. In the Mobility Shops residents can get instructions on possibilities of accessing the area and since many of the residents are older and not very familiar to computer skills, information from the website on access permits ([www.ljubljana.si/si/zivljenje-v-ljubljani/promet-infrastruktura/promet-v-centru-mesta](http://www.ljubljana.si/si/zivljenje-v-ljubljani/promet-infrastruktura/promet-v-centru-mesta)) is offered as well.

Citizens can also give their opinion, ideas and suggestion regarding the delivery of goods and accessibility issues in the core pedestrian area.

#### **Target group 4 – City Sustainable Urban Traffic Policy**

Partners from CIVITAS ELAN have and will continue to cooperate with experts and decision makers during the process of the implementation of the SUTP measure with a special focus on sustainable freight delivery goals and measures.

### **9.1.2. Gent**

Several meetings with the platform of city distribution were organised.

#### **Members of the platform:**

City of Gent (4)	Permanent members <ul style="list-style-type: none"> <li>• Economic department + policy-makers</li> <li>• Mobility service + policy-makers</li> </ul> Additional members <ul style="list-style-type: none"> <li>• Environmental service</li> <li>• Public parking company</li> <li>• Community work &amp; management</li> </ul>
Retail and catering industry (8)	Selection of retailers and catering industry
Interest groups (1-2)	<ul style="list-style-type: none"> <li>• Unizo (Union of independent entrepreneurs)</li> <li>• VOKA (Chamber of commerce)</li> </ul>

Professional association of transporters (2)	<ul style="list-style-type: none"> <li>• SAV (Flemish transporters federation)</li> <li>• FEBRETA (Belgian transporter federation)</li> </ul>
Transport company (2)	<ul style="list-style-type: none"> <li>• Patrick Catry 3P-logistics</li> <li>• Dirk Raes logistics</li> <li>• ...</li> </ul>
Public transport company (1)	<ul style="list-style-type: none"> <li>• De Lijn</li> </ul>
Administration of waterways (1)	<ul style="list-style-type: none"> <li>• W&amp;Z</li> </ul>
Experts in distribution/ delivery/ transport (2)	<ul style="list-style-type: none"> <li>• Traject mobility management</li> <li>• University of Gent – Department of Economic Geography</li> </ul>

### 9.1.3. Zagreb

#### 9.1.3.1. Stakeholder involvement and partnership development action plan

Zagreb faced unexpected demonstrations within its CIVITAS demonstration area and hence it was not possible to implement the local freight delivery measure (7.4-ZAG) within the lifetime of the ELAN project. The establishment of a local freight partnership was not possible since stakeholders were not interested in any meetings, events and co-operational activities with the city administration on this subject.

In April 2011 a second version of the plan for the establishment of a local freight partnership, containing updated time tables and participant lists, was prepared which also included a detailed action plan for stakeholder involvement and on promotion activities.

#### 9.1.3.2. Stakeholders involvement – meetings with representatives of retailers

In January 2012 a series of interviews with representatives of retailers and conducted preparations for the Freight Partnership Meeting took place.

- 13.1.2012: Interview with Retailers – Milk and Dairy products (situated in the pedestrian zone)
- 19.1.2012: Interview with fast food restaurant owner – Fast food and Bakery products (situated in the pedestrian zone at Cvjetni trg and in Varšavska Street)
- 27.1.2012: Local Freight Partnership Meeting at ZFOT (Freight Transport Service Providers – 5 representatives: Alca, Kuehne&Nagel, Ledo, LA Log, Roto dinamic; NGO – 2 representatives: ODRAZ, Moj Bicikl; Associations – 1 representative: HCP)
- 9.2.2012: Interview with Retailers – Clothing, Men's wear (situated in the pedestrian zone in Gajeva Street)
- 16.2.2012: Interview with Retailers – Footwear, Shoes (situated in the pedestrian zone in Margaretska Street)
- 15.3.2012: Interview with Coffee and Pastry Shop owner (situated in the pedestrian zone on Ilica Street)

#### 9.1.3.3. Promotion and national event involving citizens

A national event involving citizens was planned to be held in the last week of May 2011. With the aim to promote the proposed solutions to citizens a campaign was planned to be held at two locations in the pedestrian zone, a week before the temporary implementation of new solutions (establishing two delivery corridors with several delivery spots with different time-windows). Several leaflets were designed to describe possible side effects of different solutions, but just as it became clear that the implementation of the local freight delivery measure 7.4-ZAG cannot be realised due to the aforementioned difficulties in the demonstration area, as there was no implementation, no promotion material was printed.

The national event was firstly postponed but later cancelled since the implementation of measure 7.4-ZAG became impossible. As an alternative to the national event, the City of Zagreb was preparing a public panel discussion about freight delivery to be held at Zagreb Forum, the City Municipality's meeting point for citizens. At last, a round table discussion with citizens on mobility management focused on car sharing and freight delivery solutions took place at Zagreb Forum. To this event a member of NGO "Zelena akcija" whose primary interests are traffic and mobility issues and the president of HCP (Road Hauliers Association) were involved as panellists.

#### **9.1.4. Brno**

The city of Brno plans to publish an information leaflet about freight delivery which would include information on this topic from all ELAN cities. The City is planning to distribute the leaflets at the Integrated Mobility Centre, the information point at Joštova Street. Information on freight delivery will also be distributed during the local final project conference planned for 18-19 September 2012.

#### **9.1.5. Porto**

Porto had planned promotion activities through its Mobility Centre but unfortunately all activities related to measure 7.1-COM had to be cancelled because CMP had contacted several potential partners in the Asprela area to present and discuss a proposal to develop and implement a local freight plan but unfortunately only one partner responded positively.

## **10. EVALUATION OF THE OUTPUT OF THE COMMON MEASURE 7.1-COM**

### ***10.1. Measure description and implementation process***

During the course of the project it became evident that common measure 7.1-COM proved to be a bit too ambitious, especially in the cities with no accompanying local freight delivery measure within the ELAN project. In the cities where local freight delivery partnerships were (planned to be) established the establishment of the partnerships went in parallel with the implementation and changes of these accompanying measures. In the cities with no local freight delivery measure the establishment of local freight partnerships was not feasible due to a lack of interest by the stakeholders. It was realised that the first step for sustainable freight logistics measures is increasing the knowledge on sustainable freight delivery possibilities, raising awareness among stakeholders, citizens and politicians and the promotion of sustainable freight delivery.

#### **Facts (key backgrounds):**

- 3 cities (Ljubljana, Zagreb, Gent) had local freight delivery measure, where implementing sustainable freight delivery
- 2 cities (Porto, Brno) had no local measures in freight delivery in the implementation plan
- Partnership in each city should be established by know-how transfer from Ljubljana's model (Project START)
- Cities should learn from each other

#### **Deviations from plan:**

##### **Deviation 1**

Since the establishment of the freight delivery centre in Ljubljana was facing too many obstacles, the establishment of a partnership was consequently in a delay. Or rather, those were two parallel and equivalent processes that for the same reason could not move forward. Stakeholders, mainly shopkeepers (small traders, bar owners) and independent deliverers were upset and unwilling to participate after the implementation of the access restriction to the city centre in the year 2008. Also residents were firstly dissatisfied, since the city centre was closed for motorized vehicles, but the near underground garage Kongresni trg hadn't been finished yet.

As local measure 7.2-LJU changed, the establishment of the partnership needed to be adapted. Since it was clear that there is going to be no consolidation centre established, the partnership stakeholders list had to be reviewed. The local measure after being changed, established a web portal for freight delivery, which had a recognizable positive impact on networking with stakeholders.

At the same time Zagreb was facing a similar problem of unavailability of the stakeholders and unwillingness to participate actively in the partnership establishment, since there was a high level of distrust and other issues that stakeholders were occupied with. There were demonstrations of local residents against the construction of a new business complex in the city centre; shopkeepers were also not satisfied with the situation.

- The freight delivery measures in Ljubljana and Zagreb were not implemented; for different local reasons, the implementation of local freight delivery failed in the cities (as initially planned), consequently key stakeholders changed, therefore also the partnership development plan changed.

### **Deviation 2**

Two cities had no local measure (Brno, Porto) for freight delivery implementation and very soon expressed a lack of interest from stakeholders; being the freight delivery sector and shopkeepers, and a low level of awareness of the importance of the sustainable freight delivery in general (freight delivery companies, decision makers, shopkeepers, citizens, etc.). More promotion was suggested to overcome these issues. Partnership – promotional plans were introduced into the measure description instead of partnership development plans.

### **Deviation 3**

Due to very weak response and actually no interest from the freight delivery sector and local shopkeepers, the plan on networking and promotion in Porto failed.

Résumé on the deviation reasons:

At first glance deviations in those four cities may have different reasons, but actually there is one common reason: a lack of the interest from stakeholders to participate. In Gent, where involvement of stakeholders has a tradition and is being part of the culture, this factor did not affect the process of establishing a network.

*Lesson learned at the common level:*

*Already in the planning stage it is important to recognize and for good timing almost necessary to determine whether the environment (city, region) in a participatory culture is well developed, or not and accordingly levied the time of establishment of the partnership: in cities with a long tradition of stakeholder involvement this time should be shorter, on the other hand the cities in transition, where the participatory culture is still developing, could need more time to build trust or motivated stakeholders. On the other hand it can be seen – like in the case of Ljubljana and Zagreb – that with the adaptations and usage of the various tools somehow the process can be quite a success story and the network gradually can be built up, being a good basis for the following projects and evolving participatory culture.*

## **10.2. Process evaluation**

After 5 cities have been trying to establish partnerships for sustainable freight delivery in the same project for almost 4 year, the results are very diverse. Since there was no comparable/ measurable implementation in all cities for this measure the focus was on process evaluation. Within the evaluation we have tried to analyse factors that influenced the development of the events in each city.

**Barriers:**

- **Low level of awareness and knowledge on possibilities about sustainable freight delivery in the different sectors** (decision makers, administration, freight delivery companies, and shopkeepers; remarked by the representatives from: Ljubljana)

- **Fear from losing a job** (expressed by individuals in the freight delivery sector), if consolidation centre (probably would only big company be able to overtake such a project) is introduced (remarked by the representatives from: Zagreb)
- **Fear from economic inadequacy of consolidated delivery**; hence public subsidies are needed (remarked by the representatives from: Ljubljana)
- **Fear from economic inadequacy of different stakeholders** (current delivery restrictions, in most cases, are not respected in Zagreb; this *status quo* suits business subjects, because they suffer no consequences, while freight delivery companies face consequences in form of penalties almost on a daily basis. Another fear of **inadequacy in delivery priority** exists between independent shippers and delivery companies owned by trade companies with shops in the demonstration zone, hence meetings or workshop with these stakeholders can fail; remarked by the representatives from: Zagreb).
- **Changes to the rules, parallel processes and events in the society:**
  - Ljubljana – **disagreements** with freight delivery rules that were introduced with the closure of the city centre in 2008; stakeholders (freight delivery companies and shopkeepers were upset and unwilling to discuss in a constructive way at the beginning).
  - Zagreb: **Political situation** (long lasting demonstrations in Zagreb's city centre at the demonstration area; not due to the ELAN project, but they caused a big delay in local freight delivery measure implementation; demonstrations prevented the negotiations with shopkeepers and the establishment of a network, at the end it was cancelled).
  - Brno: **lack of motivation** among the potential stakeholders, since there is no local freight delivery measure to be implemented; if when addressed to collaborate, question is put aside, being not important at the moment; lack of motivation can possibly refer to the low level of awareness about the importance of the sustainable urban freight delivery issues as well.
- **Administration procedure** Porto: too many contracts with suppliers; difficulty with identifying transversal good suppliers, different interests combined: The several institutions invited to participate have different suppliers for the same merchandise. The respective contracts have different terms and different periods of development. Also, most of the institutions are public. The hiring procedures in Portugal have many restrictions and obey to a large number of constraints. This condition blocked any chance of coordination between the several administration boards.

#### Comments on barriers:

After a more detail analysis of the barriers the "hidden" reason for the deviations in the measure implementation (**lack of interest of stakeholders to participate**) can be explained either by the **low level of social responsibility**, where the private sector is taking care only on a direct economic basis (where the only benchmarks are low direct cost and high profit) or the **lack of knowledge on possibilities and benefits** from sustainable freight delivery at the city administration and especially decision making level.

The public sector will not over take costs of social responsibility without a stick; therefore some decision (responsibility) on measure implementation **must be** taken by the politicians, possibly also through the EU agenda.

Ideas on *How to overcome the general lack of interest on sustainable urban freight delivery by public authorities* where collected:

- Some politicians, mayors etc. like awards, several awards can be opened for urban freight delivery;
- Manual for journalists in the transport field should include questions on urban freight delivery (with remark: Do not forget to ask Mayor on sustainable freight delivery measure as it is *the* issue in sustainable cities)!

#### Drivers:

- Ljubljana:
  - Local shopkeepers with specific requirements (e.g. delivery of fresh fishes in the afternoon found their own way for delivery in the afternoon)
  - Local initiatives (active groups of citizens and shopkeepers that found public space nicer without car and are car independent)
  - Bicycle network of Ljubljana (with constant promotion of cargos and other possibilities in freight delivery)

- Other individuals and companies, which in presented solutions saw their (new) business opportunities
- Brno: main (biggest) institutions are ELAN partners; CIVITAS presents a good social image on local area (this should help with integration)
- Zagreb:
  - Although freight delivery companies are acting as competitive players, they were willing to cooperate among themselves in negotiations with other stakeholders
  - Freight delivery companies actively participated in discussions about the new regulations with several solution proposals
  - Some shopkeepers were willing to cooperate in their common field (footwear, shoes)

**Comments on drivers:**

Most of the recognised drivers are from the private sector. More effort should be put to motivating political authorities at EU and local levels, city administration staff, etc.

### 10.3. Lessons learned

**City level Brno:**

- Originally, Brno didn't plan to implement the local freight delivery plan within this common (soft) measure, but only learn from other partners' experiences. This aim was fulfilled. However the challenge to find the best solution for the freight delivery will be solved in the next years and the lessons learned from 7.1-COM will be used. Especially in the field of citizens engagement and stakeholders involvement.

**City level Ljubljana:**

- Opportunities for raising awareness, distribution of "teaching material" and searching for solutions are much more diverse than previously estimated. (Ljubljana, Bicycle network)
- After introduction of more sustainable freight delivery measures (open delivery window in Ljubljana, introduced just before CIVITAS ELAN), some of the stakeholders simply didn't want to adapt (=abandon thoughts on the use of the delivery truck), but new ideas and new people fulfilled the shortcut. The biggest home food delivery company simply cut the closed city from its distribution area centre, since their delivery is done by car; several smaller companies overtake their market share with "pizza" delivery by bicycles and Vespas.
- It can take quite some time (it took about two or three years in Ljubljana), where some smaller companies or individuals overtake the job of bigger suppliers, but is worth to monitor these small steps and support them (delivery of the hot soup to your door).
- Sometimes it can last for some longer – Ljubljana; just at the end of the CIVITAS ELAN project the City formally supported the private intension for cargo bike delivery with a warehouse at the edge of the pedestrian zone. The DPD company with their know-how and international experiences will hopefully be a good example for other freight delivery companies.
- The website established in measure 7.2-LJU ([www.dostave.si](http://www.dostave.si)) nowadays is a basis – from the experiences made in Ljubljana, the use of such a web portal can be recommended sooner for the case of sustainable freight delivery promotion and measure implementation. The website cannot be simply translated to other languages, because the information and tools are related to legislations and conditions in Ljubljana.
- The evaluators suggested to Prometni inštitut to translate the website to English, so it would be useful for other cities that are implementing sustainable transport measures like access restrictions to implement it before the implementation of other measures.
- Other cities in Slovenia with access restriction measures are invited to join the portal. Soon after the announcement of the portal, two events were held for the target group through the portal (April 2012: Eco-driving for freight delivery drivers in Ljubljana – 23 participants; June 2012: National conference on freight delivery – 50 participants).
- Discussions have already shown that the web portal spreads awareness on the importance of sustainable city logistics not only in Ljubljana but in the whole country, being a novelty in Slovenia. The web portal provides a very good starting point for the formalisation of the partnership between different stakeholders in the near future.

### **City level Zagreb:**

- Before new solutions are being proposed, different stakeholder groups' motivation (and lack of motivation) had to be analysed, to prevent their rejection (like opposing behaviour of shippers and retailers in Zagreb).
- Future development plans of cities have to be taken into consideration to avoid contrariness of existing plans and new proposals (like the construction of business and residential facility Cvjetni Centar in Zagreb).

### **City level Porto:**

- The consolidation scheme introduced at the workshop in Ljubljana and prepared through ELAN Working Documents cannot simply be transferred to Porto due to the local framework conditions (no local freight delivery measure). The motivation to overcome barriers for partnership establishment or execution of the promotion events (lack of interest, time consuming procedures) would possibly have been higher if there would have been a local measure as a basis).

### **Common measure level comments:**

It is obvious that cities without direct local measure implementation (in our case urban freight delivery) cannot equally participate in a discussion. *Therefore it is suggested that all cities should implement measures at the local level or a common measure should be chosen as a proper subject.*

The budget for travel costs is always a problem, so a workshop for participants from a field of freight delivery or traffic department (city experts and consultants) is usually not possible and at the workshops and meetings just some representatives from city administration were available, sometimes without proper information from all specific fields. Differences between cities are sometimes so big, that without seeing the problems on site they cannot be understood. After the workshop held in Zagreb in January 2011 it was much easier to take on issues since they were presented on field. *It is therefore suggested, that (at least for the Measure Leader of the common measure) extra budget is available and eligible for travelling.*

Most of the work on common measure 7.1-COM was done during meetings in Ljubljana and Zagreb, where proper time for workshops, site visits and process evaluation was provided. Even if representatives from all cities met at other occasions, discussions were not that qualitative. A solution with a corresponding process evaluation at the end of the project was the only way forward, but not the best one. *Therefore, we suggest at least one section (parallel workshop) in each city in the next CIVITAS project where all aspects of the common measure can be discussed and analysed (local measure presentation, knowledge update, know-how transfer, good practice presentations, "not to do" lessons, evaluation, site visits, etc.), otherwise it is better to cancel the idea of common measures since it can look like a boring paper work with no effect, but it is not – common measures should rather be given more importance.*