Interreg Europe Policy Learning Platform
Peer Review for the City of Warsaw
29-30 of September 2020

Framing the urban logistics strategy
Final report

1. Introductory

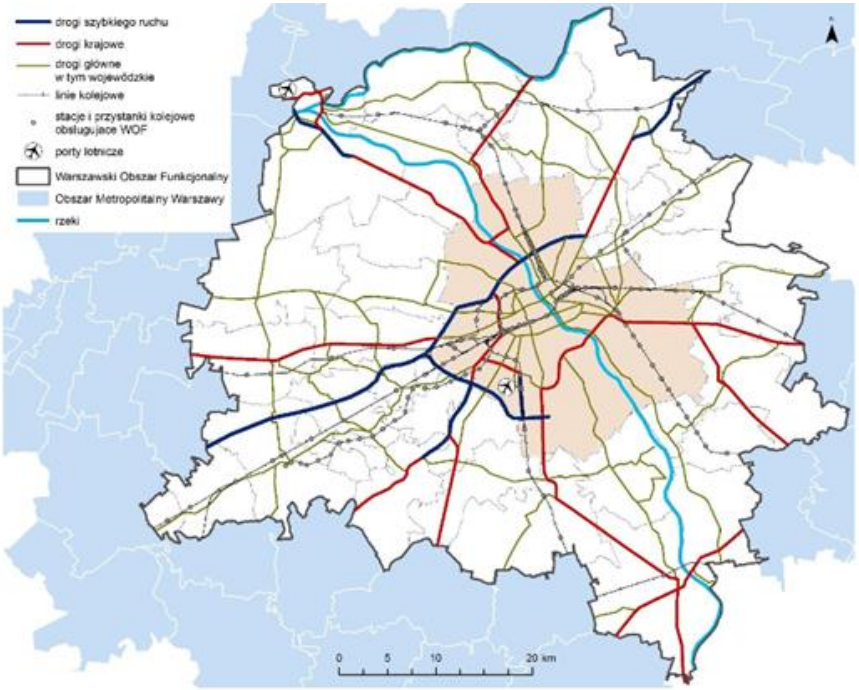
At the end of September 2020, the City of Warsaw hosted an on-line peer review meeting which was organized in collaboration with Interreg Europe Policy Learning Platform. The main goal was to discuss the issues regarding the urban logistics strategy and possible good practices to be implemented in Warsaw. Peers from Utrecht, Barcelona, Vilnius, Greece and Portugal were invited to share their experience as well as to advise Warsaw in two urgent questions: how to develop the strategy document and how to manage the pilot project.

There were about 40 attendees taking part in this two-days meeting, mainly the Warsaw officials, officers and stakeholders. Thanks to the online mode, some sessions were made open for a wider public. There was also a session of debate and discussion among participants.

This report present the outputs of the meeting. The meeting, despite the on-line format was very intense and packed with knowledge. Thanks to the engagement of the peers, Warsaw had a great opportunity to take a great insight into urban logistics issues.

2. Basic data about Warsaw Functional Area

The Warsaw Functional Area (WFA) is not only the largest, but also the most dynamically developing metropolis in Poland. It currently has over 2.7 million inhabitants and the number is still growing. Only in the years 2009-2015 the increase in the number of inhabitants amounted to over 85 thousand, of which almost 70 thousand were external migrations, while almost 20 thousand were due to a positive natural growth.



Picture 1 Warsaw Functional Area - Road and Railway Network

The overall mobility rate within the Warsaw City residents is 1.99 trips. This means that Warsaw residents perform nearly 3.35 million trips (3 348 336) every day.

Walked routes are less than one-fifth of all trips performed by Warsaw residents. Nearly half of displacements (46.8%) is performed with the use of public transport, less than one in three trips (31.7%) is done by car, and almost one in five (17.9%) on foot. 3.1% of travels are performed on bicycles.

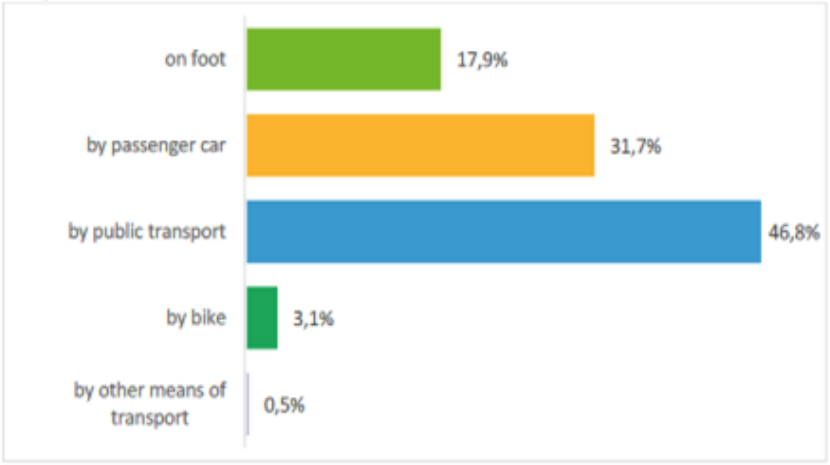
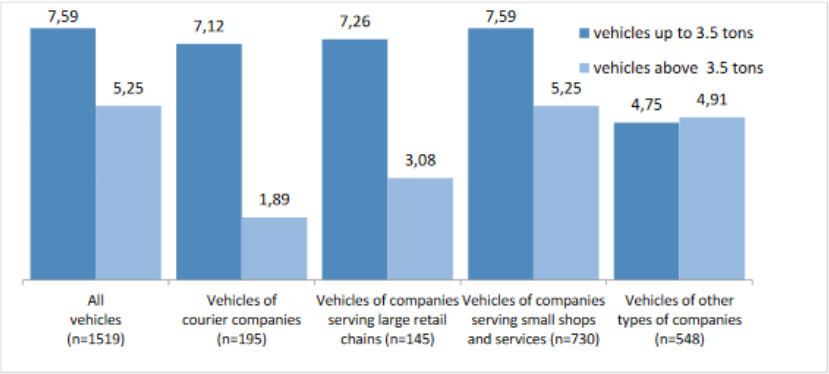


Figure 1 Basis for the percentage split. All travels.

2.1 Freight Traffic Study

Freight Traffic Study in the agglomeration was conducted from 9 May to 27 June, 2015. The study involved 1,519 freight car drivers, who in their daily routes travel through the area of the Warsaw Agglomeration, or at least begin or end their routes in this area. The average number of travels made by one vehicle was 7.59 for vehicles of the gross vehicle weight rating (GVWR) up to 3.5 t and 5.25 for the heavier vehicles. The below graph provides information on the mobility of types of vehicles, depending on the industry to which the tested vehicles belong.

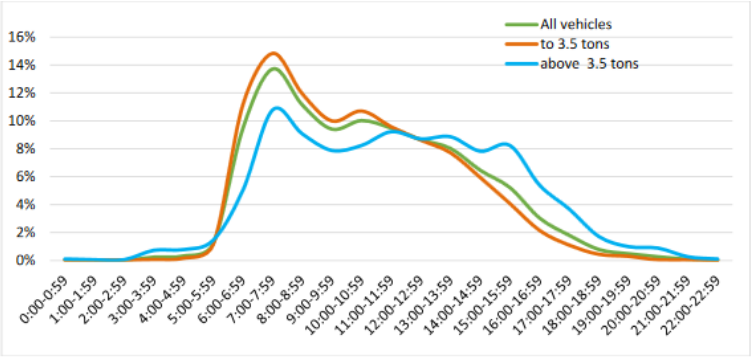
Mobility rate for the types of vehicles (division: all vehicles; up to 3.5t, above 3.5t).



Basis for the percentage split: All tested vehicles in freight traffic module n=1519

For lighter vehicles, the most frequent destinations were shopping and service destination, apart from major

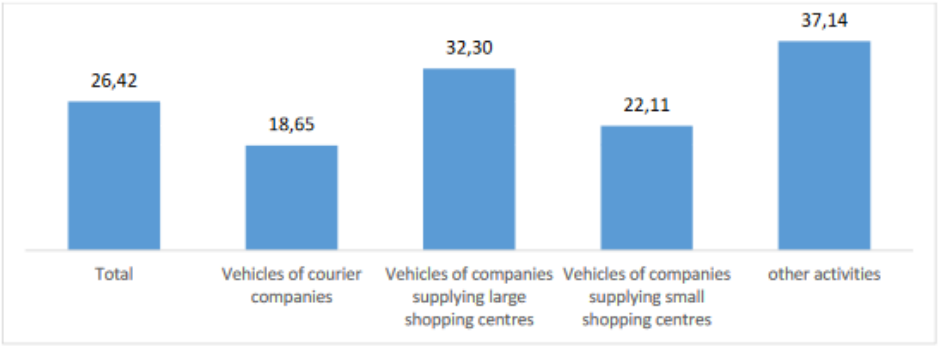
shopping centres. Almost half of the travels performed by lighter vehicles was performed for these purposes. The aim of every third trip of the vehicles with a gross vehicle weight rating exceeding 3.5 tons was a construction site, which was also the most frequent destination for travels performed by vehicles from the group of over 3.5 tons. Heavier vehicles more often than lighter vehicles perform journeys whose destination is an industrial plant, storage place or a warehouse.



Basis for the percentage split: All travels undertaken by the surveyed drivers n=6952

Figure Travel start time.

Basis for the percentage split: All travels undertaken by the surveyed drivers n=6952. The most travels begin between 7:00-7:59. In vehicles with a gross vehicle weight rating above 3.5 tons from 9:00 to 17:00 it oscillates between 8 and 10%. For lighter vehicles, the greater part of the travels takes place in the morning, and over time the percentage of travels drops.



Sample: Travels, for which it was possible to determine the distance of n=6502

The average length of journeys in kilometres, broken down by activity.

2.2 Existing solutions

Vehicles with a maximum permissible weight of over 16 tonnes are banned from 7:00 a.m. to 10:00 a.m. and 4:00 p.m. to 8:00 p.m. Vehicles subject to a traffic ban are then detouring along national roads. C16 badges authorising entry into the banned zone are issued:

- to entities providing distribution and courier services (including post office) and carrying out construction works on the premises of the Capital City of Warsaw for the transport of building materials;
- other entities in situations justified by the need to maintain technological processes.

Moreover, int the area of an historic area of Warsaw, there is a traffic ban and deliveries can be made only with unloading time up to 30 minutes and only between 6:30 and 11:00 a.m. There is also a tonnage restriction area for vehicles with a maximum permissible weight of over 5 and 10 tonnes, entry to which requires a separate badge issued by the Municipal Roads Administration. The control of correctness of using C16 identifier is carried out by appropriate authorities authorized to control road traffic (Police, Road Transport Inspection). In case of detecting any irregularities in use, the C16 badge is collected and handed over to the Road Administration. The C16 badge is issued for a period of 3 to 12 months and entitles to enter the restricted zone of vehicles with a maximum permissible weight of more than 5 or 10 tonnes and the zone of local restrictions where separate badges are required. Despite the restrictions and actions taken by the relevant services, information is still being received that drivers are disregarding the existing marking. The solution is a pre-selective vehicle weighing system. Currently in Warsaw there are five scales in places specially adapted to control overloaded vehicles

The City Roads Authority in Warsaw has introduced a first parking spaces dedicated to cars delivering to service points in several locations in the city. Research was also conducted to assess the effectiveness of this solution.

More spaces for deliveries are planned to introduced, usually on a street where the general reconstruction or repairs are planned.

Designated place dedicated to light commercial vehicles

2.3 Relevant policies and actors

There are two the most important documents which refers to urban logistics: #Warsaw2030 Strategy and Warsaw Mobility Policy.

The #Warsaw2030 Strategy defines the City's development policy until 2030. Its primary focus is on these spheres of life that are likely to have the strongest development impact. However, other activities oriented toward the ongoing functioning of the City and the statutory duties of the local government will not be neglected, as they provide grounds for further development.

The Strategy is a general document which outlines a vision of Warsaw in the year 2030, and the objectives that will lead to fulfilling that vision. Specific solutions and tasks are defined in programmes which function as executive documents for the strategy.

The practical fulfilment of the vision of Warsaw will be achieved through four strategic objectives, along with thirteen specific operational objectives. These correspond to the integrated approach shaping Warsaw's development policy in the social, economic, as well as spatial and functional dimensions. While reflecting the sustainable development and smart city concepts, the objectives take into account key assumptions of the national and regional policies, and the priorities identified in the international agendas.

The strategic objectives arise directly from the City's vision. Their contribution to fulfilling the vision is differential.

The operational objectives, in turn, specify in greater detail the mode of accomplishing each of the strategic objectives. However, they do not provide for any specific tasks or projects. Specific solutions and projects are defined in programmes which function as executive documents for the strategy.

In order to strategically aim for a functional space. Operational objective 3.3 - "We use a friendly transport system" refers to the supply chain and needs for tackling the problem: The degree of road network hierarchisation will increase, and the parking, freight transport, delivery and tourist traffic service regulations will become more structured.

English version of the strategy:
http://2030.um.warszawa.pl/wp-content/uploads/2019/03/Warsaw2030Strategy_FINAL-1.pdf

Mobility Policy and Transport Department is a responsible body to frame the executive document of Operational objective 3.3 - "We use a friendly transport system".

Public Road Authority is a budgetary unit of the Capital City of Warsaw, whose main task is to maintain the existing county, provincial and national roads, except for expressways and motorways. Public Road Authority is in charge of over 800 km of roads. These are not all roads in the city. A large part of them are municipal

streets, which are the responsibility of district offices, while express roads are managed by the General Directorate for National Roads and Motorways. The unit takes part in the works on the executive document of Operational objective 3.3.

3. Challenges

3.1 Systematic approach

We see lack of a coherent city policy regarding the urban logistics. The city of Warsaw conducted few surveys and has a basic overview but no specific and more advanced actions were made. No systematic solutions were introduced.

The biggest challenge for Warsaw is to start building a Warsaw logistics policy. The question to answer is, what should be taken into account. How to start working on a strategy? Who should be involved? What are the key parts of the strategy? How to formulate the goal of the strategy?

The City of Warsaw is now working on the Warsaw Mobility Policy and this is a right moment to improve it by framing the urban logistics policy.

3.2 Pilot project

Currently, many construction projects are being developed in the centre of Warsaw. It is hard to find a similar scale of construction in the past. The development of the market, which causes increased traffic of building materials supply to construction sites, has a huge negative impact on the road traffic. Construction sites are often located in the narrow downtown streets which are not adapted to handle this kind of traffic.

Nowadays, when obtaining permission to build a building, it is not required to present the impact of increased truck traffic on the investment area and the city of Warsaw has no influence and no control on the traffic flow.

At the moment, the construction of a large building of the Museum of Modern Art in the very centre of Warsaw is underway. Acting in consultation with the investor, which is the city of Warsaw, we would like to designate a parking space for the trucks that serve the construction and gain a data about the traffic flow of the construction sites. The question we need to answer is: what kind of data should we collect and how to evaluate the effects of the pilot project.

4. Recommendations

There is lack of a coherent city policy regarding urban logistics. The city of Warsaw conducted few surveys and has a basic overview but no specific and more advanced actions were made. No systematic solutions were introduced.

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the key parts of the strategy? How to formulate the goal of the strategy? The City of Warsaw is now working on the Warsaw Mobility Policy and this is a right moment to improve it by framing the urban logistics policy.

Experts showed a few methods of building the policy documents. The basis of the strategy should be a clear and well defined goal, easy to quantify. During the session the poll was conducted. It shows that the most important goal is unquestionably the road safety – it received almost 100 % of votes.

At present, many construction projects are being developed in the centre of Warsaw. It is hard to find a similar scale of construction in the past. The development of the market, which causes increased traffic of building materials supply to construction sites, has a huge negative impact on the road traffic. Construction sites are often located in the narrow downtown streets which are not adapted to handle this kind of traffic. Nowadays, when obtaining permission to build a building, it is not required to present the impact of increased truck traffic on the investment area and the city of Warsaw has no influence and no control on the traffic flow.

Experts proposed step-by-step solutions. Warsaw may start from changing the public procurement process and to award procedures which will take into account the carbon-intensity of the construction work. Next step is to choose open-minded and ready to innovate actors willing to work together with the city. The specific methods should be developed in close cooperation with them.

The detailed recommendations are presented below:

4.1 Systematic approach

An integrated approach to urban logistics is required as opposed to a set of disconnected measures. A SUMP is a good start to insert some logistics chapters, but in the mid-term, a SULP **is needed, which is altogether a different plan**. The logistics strategy is a strategy on its own, aligned with the overall SUMP. Logistics is a business area, and solutions must be developed with all stakeholders and must be communicated in a way understandable for business. Geographically limited pilots or sectorally limited pilots are a good way to start implementing a logistics strategy however, a construction pilot cannot simply be scaled up into a SULP, which needs to consider all sectors and all the functional area of the city.

There is no plan for creating a SULP as a separate strategic document but some of the points of SULP might be included in the updating Warsaw Transport Strategy. Some of the points specified below might be implemented as an aside task (e.g. improvement of the public procurement process or a system of the incentives and disincentives).

What specifically should be taken into account in the process of developing the SULP:

1. Formulate clear and ambitious city goal possible to quantify. The goal should be an effect of a consensus worked out with the wide range of stakeholders;
2. Create a core team responsible for the success of implementing the SULP. The team should be assigned to the project with clear KPI’s to achieve.
3. Process of building the SULP:

The process should include:

a) Set up working structures which also contains creating the core team responsible for the process;
b) Define the development process and step by step actions;
c) Analyse the current situation and status-quo by gaining the data and analyse existing data;
d) Build the jointly assess scenarios which will take into account the budgetary situation. To measure the effect, set targets and indicators;
e) Develop a vision and objectives with stakeholders;
f) Select measure package with stakeholders;
g) Agree actions and responsibilities.

4. Collaborative business model. The effective and transparent communication to all stakeholders is crucial.
5. Show a good practices and approach by public projects (e.g. city utilities). It might me achieve my improvement of public procurement process and by defining the requirements regarding the logistics in the Terms of References.
6. Implement a system of incentives and disincentives for business. This action needs a creating the sets of tools with the detailed description of the expected results and possible consequences. It may contains simple action such as: creating a dedicated parking spots for deliveries which will be combined with area traffic restrictions.
7. Monitor the effect of the SULP by measures created with stakeholders

4.2 Construction logistics pilot project

First of all, the defining of the pilot project area is a must as it is easier to focus firstly on a specific area rather than included separated construction sites into the project. Then the existing data might be gathered, e.g. the timeframe of each construction sites within the area, the prediction of the traffic flow, etc.

Moreover, the liaison with the construction managers is essential. It is important to plan the infrastructure works in the line with private sector. It will make gathering the data possible and sufficient. The cooperation should be bilateral: private sector should know about the effects of the project. The targets should be defined with the private sector and should contain substantive aims. There are three main groups of indicators to use:

a) Result indicators. E.g. implementation of a new rule, new project etc.
b) Impact indicators: the impact on a behaviour, habits or the volume of sth
c) Effect indicators: e.g. impact on an environment, air quality, etc.

Base data to collect may include:

a) Traffic flow;
b) The peaks identification;
c) The number, type, size of vehicles and what do they carry;
d) Ratio of volume to capacity calculation.
e) Include construction logistics requirements in the public procurements: award procedure which take

into account the carbon-intensity of the construction works.

The is a wide range of solution to mitigate the negative effect of construction logistics:

a) Consolidation hub – the most advance tool. Needs a high involvement of the Public Body to create and to maintain it.
b) Combination of incoming and outgoing transport;
c) Time spreading of transport to minimise the peak;
d) Carpooling of workers.

5. Follow-up actions

Challenge	Action	Responsible body	Timeframe	Included in the updating Transport Strategy (yes/no/ possible)	Possibility to implement (low/average/high)
Systematic approach	Setting-up a core team responsible for creating the SULP	Biuro Polityki Mobilności i Transportu (BPMiT)	Mid 2021	Yes	Average
	Develop a vision	BPMiT	Mid 2021	Yes	High
	Define the development process	BPMiT	Mid 2021	Possible	Low
	Analyse the current situation	BPMiT/ ZDM	Mid 2021	Yes	High
	Build the scenarios of implementing the SULP and set targets and inficators	BPMiT	2021	Possible	Low
	Create a stakeholders working group	BPMiT	2021	No	Low
	Improvement of the public procurement process	ZDM	2021	No	High
	System of the incentives and disincentives	ZDM	2021	Yes	High
Pilot project	Define an area	ZDM	2020/2021	No	High
	Invite the construction managers to cooperate	ZDM	2021	No	High
	Develop a consolidation hub	ZDM/ BPMiT	2022+	possible	Low

	Time spread of transport	ZDM	2021	No	Average
	Carpooling of workers	ZDM	2021	No	Average

#LowCarbon #Mobility

#Urban #Transport #Logistics #SULP

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