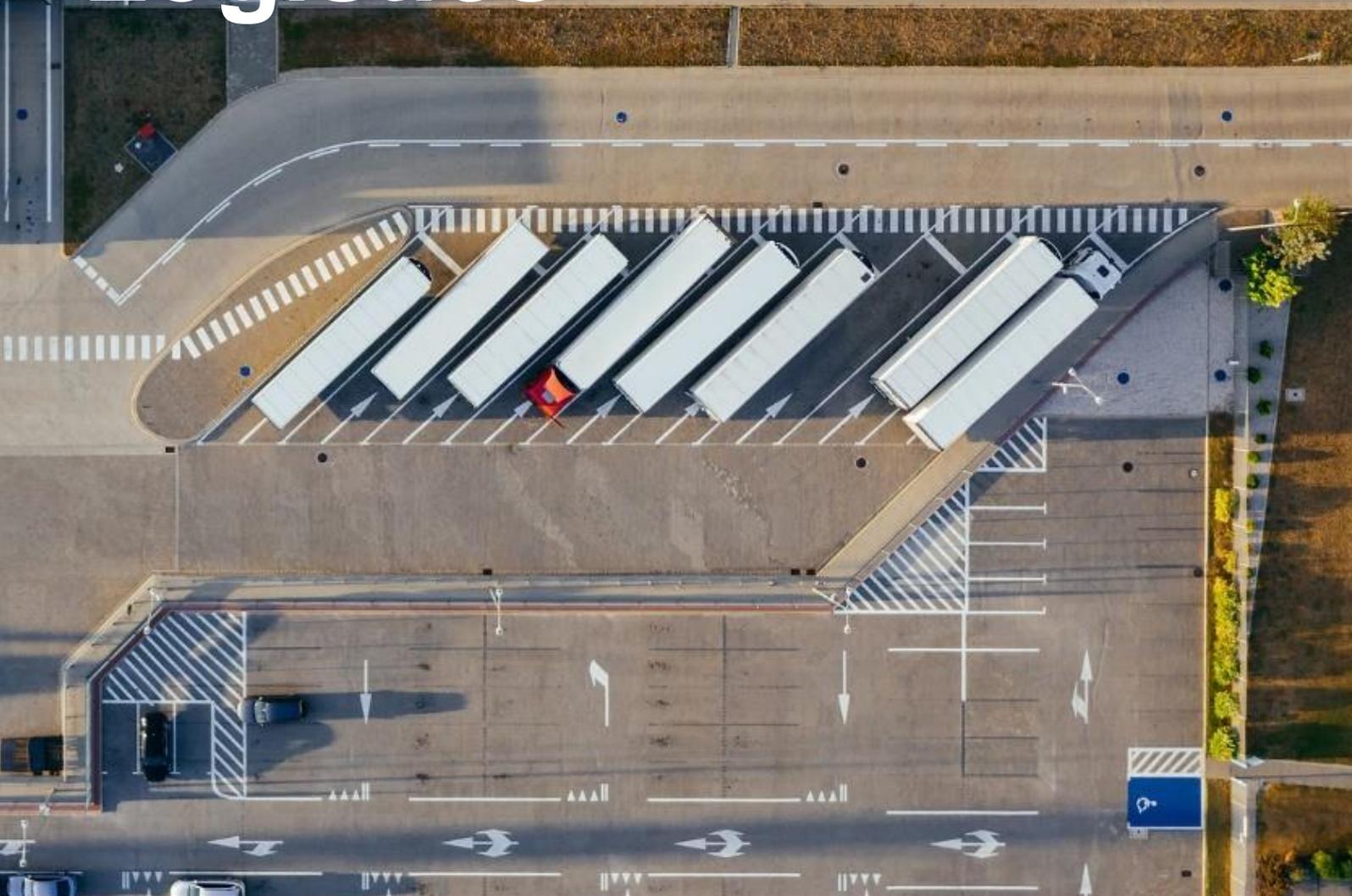


# Sustainable Urban Logistics



A Policy Brief from the Policy Learning Platform on  
Low-carbon economy

December 2020



**Interreg  
Europe**



European Union | European Regional Development Fund



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## Summary

Whilst cities have begun considering how to make their transport and mobility systems more sustainable, particularly through the development of Sustainable Urban Mobility Plans (SUMPs), logistics and freight vehicles remain a challenge as a result of the sector's wide complexity of actors, and a traditionally hands-off public sector. However, with urban logistics being responsible for significant carbon emissions, air pollutants, urban noise, traffic congestion and safety risks, urban authorities are realising that clean urban logistics need to become mainstream to support continued sustainable economic growth. This is becoming even more prominent as urban logistics activities surge with the increase of e-commerce, resulting in myriads of additional deliveries to both private people and businesses. Therefore, some cities have begun to implement policies to regulate non-passenger vehicles, with the leaders developing Sustainable Urban Logistics Plans (SULPs), adapting from the SUMP methodology. Still, public authorities need guidance and inspiration in tackling urban logistics, which is highly complex, requiring co-ordination with the private sector which best knows the issues to be tackled, but is highly fragmented, with different and conflicting visions and goals.

This policy brief will introduce the topic of urban logistics, and the challenges that public authorities face, as well as available European and expert support offers, successful case studies from across Europe, achievements from Interreg Europe projects and activities tackling the issue and recommendations for urban authorities.

## What are urban logistics?

Urban logistics is a wide field, comprising both business-to-business (B2B) and business-to-customer (B2C) interactions, and involving a very large number of stakeholders and economic operators. It is essential for the operation of modern cities, delivering post and parcels, taking stock to retailers, collecting waste and refuse, transporting construction materials and machinery, and connecting value chains.

'Urban logistics' and 'urban freight' can be viewed in comparison to passenger transport, which makes up the other main component of urban transport and is comprised of private vehicles, public transport, and, increasingly, shared modes of transport such as rental cars and bikes. Improving the running of logistics can help to improve economic performance, increase efficiency, improve air quality and reduce carbon emission, whilst also enabling smoother operation of passenger vehicles and improving safety on the road for all.

The European Technology Platform on Logistics (ETP Logistics) uses the term 'Urban Freight Transport' (UFT) to describe such transport, and defines it as "all movements of goods in to, out from, through or within the urban area made by light or heavy vehicles, including also service transport, construction material transport and demolition traffic, shopping trips made by private households and reverse logistics for waste removal and also for returns management thus excluding all personal movements with the exception of shopping trips." It additionally notes the importance of considering, "other traffic movements related to freight movements, such as maintenance and service vans for the supply and removal of parts."<sup>1</sup>

*For the purpose of this policy brief, however, we will exclude private shopping trips from our definition, due to the distinctly different policy interventions required to influence and change personal mobility.*

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<sup>1</sup> ETP ALICE – Urban Freight Research Roadmap, p.16



## Sectors and stakeholders

One of the factors that adds to the complexity of urban logistics is the wide number of industries and sectors involved. These include:

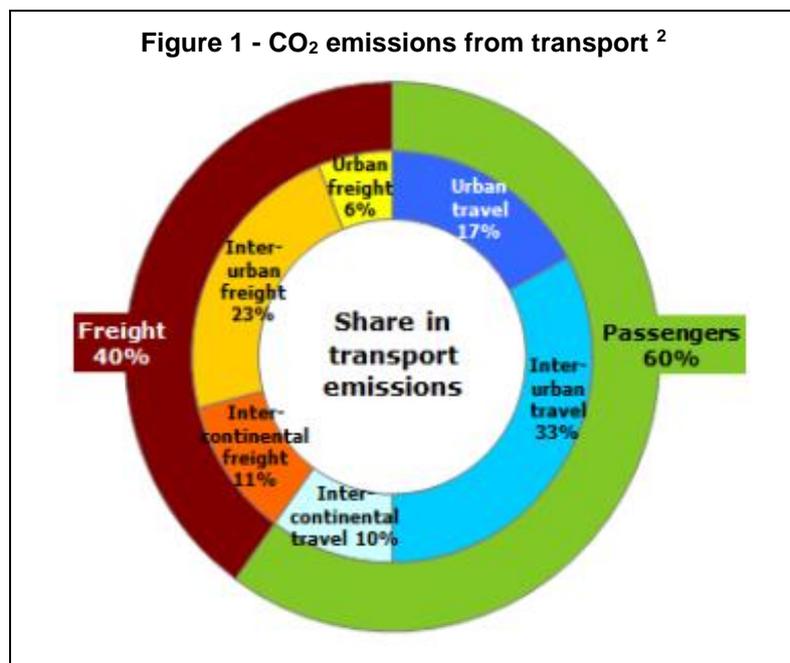
- **Retail**, which must consider distribution of goods, including perishable and non-perishable goods and their corresponding storage and transport requirements (including refrigeration, freezing, damage prevention)
- **HoReCa** (hotels, restaurants and catering), requiring food and beverage delivery to the venue, home delivery of prepared meals, as well as laundry and cleaning services;
- **Postal and courier services**, pick up from warehouses and delivery to homes and businesses, pallet deliveries, high-security deliveries and transport;
- **Construction and maintenance services**, including material and equipment deliveries, waste collection and disposal, road maintenance (including route disruption and re-routing), other services (public space maintenance);
- **Waste** collection and management, including separate collection of recyclable wastes.

Each sector is further complicated by the prevalence of stakeholders along the logistics value chain, from shippers (manufacturers, wholesalers), logistics providers (postal services, third party delivery providers, storage companies) and receivers (retail units, businesses, manufacturers, citizens/homes). On the side of public administration, there is also the need to involve all administrative levels to build a coherent framework: national, regional and city.

## Why intervene in urban logistics?

With around three-quarters of Europeans living in an urban area, a figure that is expected to grow, cities are the economic heart of the continent. As well as growing demographics, freight companies are responding to new urban economies, shopping and distribution behaviours, including e-commerce. But high population densities and increased urban freight lead to a number of challenges, including high emissions and pollutants from congestion, costing the European economy some 100 billion EUR per year.<sup>3</sup>

Urban logistics vehicles account for up to 15% of traffic only, but they contribute around 25% of all urban transport related CO<sub>2</sub> emissions, and between 30 and 50% of particulate matter (PM) and Nitrogen Oxides (NO<sub>x</sub>) in city air.<sup>4</sup> Additionally, logistics vehicles are disproportionally involved in fatal collisions. A Transport for London (TfL) analysis revealed



<sup>2</sup> European Commission, Staff Working Document – A call to action on urban logistics

<sup>3</sup> ETP ALICE – Urban Freight Research Roadmap, p.14

<sup>4</sup> Foresight Climate & Energy, '[Transforming urban deliveries for zero-emission cities](#)'



that whilst Heavy Goods Vehicles (HGVs), just one component of urban logistics, account for only 4% of London traffic, they are involved in 53% of cycling deaths, with cyclists 78 times more likely to be killed in an accident involving an HGV than a car.<sup>5</sup>

As HGVs have been increasingly regulated, a TfL study notes that there has been a corresponding increase in use of smaller vans to make deliveries.<sup>6</sup> However, the study also notes that these are highly inefficient, with 39% of van journeys having a load factor of less than a quarter and an average payload of just 300kg. This switch to smaller vehicles has also led to a boom in numbers, with the European Technology Platform on Logistics (ETP-ALICE) estimating that around 35% of these, Europe-wide, are operating in the *informal economy* (operating unregulated and untaxed), making the sector difficult to influence and manage.<sup>7</sup>

It is clear, then, the goals that cities should be aiming for in their logistics systems and plans are:

- Decarbonisation – Cities should focus on reducing the carbon intensity of logistics, by minimising the number of journeys and promoting and encouraging the use of clean vehicles;
- Improved health and safety – Reduced motor vehicle use will improve air quality (PM and NO<sub>x</sub>), reduce noise (from both engines and loading/unloading noise), limit injuries and fatalities, especially for vulnerable road users, and improve liveability in cities by reducing congestion and travel times;
- Better reliability and efficiency – As well as improving the lives of citizens, policy-makers can also help businesses to run more efficiently, reducing time spent in congestion or looking for parking and supporting infrastructure and ICT creation that will prevent thefts or spoilage and improve efficiency of delivery.

## Regional Challenges

So what stops regions from intervening? Regions face a number of challenges in trying to counteract these negative impacts. The main one, simply, is a lack of experience in managing logistics. **Building new governance structures** is the first major challenge, needing to create ways to engage stakeholders and manage competing interests. As already outlined, the variety and number of the stakeholders involved, makes logistics management complex, with public authorities lacking awareness of the needs of such actors, as well as lacking access to data and statistics on logistics.

In most cities, data collected via traffic surveys for city planning relates only to passenger transport. As logistics are complex, data must come from many companies with different interests who are often reluctant to share information that may be sensitive, hampering co-operation between potential competitors. As well as the complexity of collecting the data, making sure that it remains consistently up-to-date is a major hurdle to effective policy-making, requiring new collection methods and platforms to be developed, with incentives for private sector involvement. The lack of data and awareness of business activities and concerns makes logistics planning especially difficult to manage.

An additional challenge relates to the significant differences in the flow of goods inside and outside of the city, requiring different levels of governance. Looking at the number of kilometres travelled by trucks involved in logistics, freight coming into cities represents up to 50%, freight leaving cities is around 25%, and the remaining 25% remains within city limits (cross-city travel).<sup>8</sup>

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<sup>5</sup> British Cycling, 'HGVs and cycling: Why the two are uneasy bedfellows'

<sup>6</sup> Transport for London, Roads Task Force – [Technical Note 5](#)

<sup>7</sup> ETP ALICE – Urban Freight Research Roadmap

<sup>8</sup> ETP ALICE – Urban Freight Research Roadmap, p.13



Every city's needs are different, as a result of different urban configurations and population factors such as age, prevalence of commuting, e-commerce and land-use density. As a result, different cities and regions will have different legislation and regulation, as well as different infrastructure and policy frameworks (for example, different licenses and costs to enter low-emissions zones). Public authorities therefore need to co-operate but also ensure that interventions are easy to understand and not overly burdensome.

Finally, the emergence of new technologies, driven by the private sector, can be especially challenging to remain ahead of. Regulation and intervention should not only be reactive. Instead, policy-makers need to expend considerable effort to understand changing business requirements from ever more integrated value chains, new transport technologies and their suitability for different applications, and complex ICT and data set-ups.

### European policy framework

Issues surrounding urban freight and logistics have been on the EU's radar since the early 2000s, with the 2011 White Paper, '[Roadmap to a Single European Transport Area](#)', setting up a strategy for 'essentially CO<sub>2</sub>-free city logistics in major urban centres by 2030', through electrification, low-carbon fuels, shift to rail and water, and modern IT systems and infrastructure.

The next step came with the Urban Mobility Package (UMP) of 2013, wherein Urban Logistics was one of the four focus topics. The UMP Communication, '[Together towards competitive and resource-efficient urban mobility](#)', set out that Member States should consider logistics in their urban mobility approaches, particularly in SUMP, and establish platforms for co-operations, data exchange, and training for all actors. The Communication was accompanied by the Staff Working Document, '[A call to action on urban logistics](#)', which set out four key areas for improvement: managing urban logistics demand, shifting transport modes, improving efficiency, and improving cleanliness of vehicles and fuels.

The UMP was further supported by the publication of '[A European Strategy for Low Emissions](#)' (2016), which stressed the importance of digital mobility solutions for integrated logistics, with a special focus on Intelligent Transport Systems (ITS), particularly for managing urban nodes, connecting long-distance transport with last mile distribution. This, itself, is supported by the earlier ITS Directive (2010) and later [delegated acts](#), including on real-time traffic information, road-safety information, and safe parking of trucks and commercial vehicles. The ITS Directive is expected to be updated in 2021.

### Support for sustainable urban logistics planning

It is expected that the ITS Directive update will be informed by both its [ex-post evaluation](#) (2019) and the 2018 study, '[The Integrated Perspective](#)'. This study, [accessible from the Commission](#), provides guidance documents, technical reports and best practices, targeting local and regional administrations, on six aspects of urban logistics:

- 1) 'Use of Information and Communication Technologies'
- 2) 'Treatment of logistics activities in Urban Vehicle Access Regulation Schemes'
- 3) 'Engagement of stakeholders when implementing urban freight transport policies'
- 4) 'Logistics schemes for E-commerce'
- 5) 'The use of Environmentally Friendly Freight'
- 6) 'Indicators and data collection methods for urban freight distribution'



Figure 2 – Eltis SULP Development Steps <sup>9</sup>



As well as this guidance, additional support for regions is offered via a number of resources and programmes, including:

- **Structural Funds:** The European Regional Development Fund (ERDF) and Cohesion Fund (CF) are the main tools of regional policy for investing in projects that can achieve Union goals and targets. For 2014-2020, the ERDF has supported development of low-carbon transport, and the CF has supported energy and transport projects that can bring environmental benefits, including supporting multimodality and clean transport modes. For the next programming period (2021-2027), the funds will support five priorities, including, 'A greener, low carbon Europe', 'A more connected Europe', and 'A Europe closer to its citizens' (including sustainable urban development). More details regarding the programme are expected in early 2021;
- **Framework Programmes:** The current **Horizon 2020**, and upcoming **Horizon Europe** research and innovation programmes, also support the development of sustainable urban logistics through research projects that can fill knowledge and technology gaps and develop new toolkits and methodologies. These include NOVELOG, CityLab, U-TURN and SUCCESS, all under Horizon 2020. For Horizon Europe (2021-2027) logistics are featured throughout the draft Work Programme for Cluster 5, 'Climate, Energy and Mobility,' particularly under heading, 'Multimodal and sustainable transport systems for passengers and goods'.<sup>10</sup>
- **Advisory and networking platforms:** Under Horizon 2020, the EU funded the **European Technology Platform – Alliance for Logistics Innovation through Collaboration in Europe**

<sup>9</sup> ELTIS Topic Guide – Sustainable Urban Logistics Planning, p.32

<sup>10</sup> Draft Work Programmes can be requested from Horizon Europe National Contact Points; all are subject to change and only the final approved publications (expected April 2021) are binding.



(ETP-ALICE), which has established a ‘Roadmap towards zero emissions logistics 2050’, to guide future research and policy. The Eltis platform, funded by European Commission DG Mobility and Transport, also provides access to networking opportunities, guidance and good practices for urban logistics, including guidelines on establishing Sustainable Urban Logistics Plans (SULPs).

In 2013, the Eltis platform released the Sustainable Urban Mobility Plan (SUMP) Guidelines to guide cities on how to develop and support low-carbon transport options. Building upon this framework, the platform, with the NOVELOG project, has also developed a topic guide for developing Sustainable Urban Logistics Plans, guiding cities through the necessary stages and identifying good practices for replication. The guidelines closely follow the SUMP structure, but emphasise that whilst the two plans are linked, they are distinctly different. The topic guidelines establish eight steps for elaborating a Sulp (Figure 2), each of which is elaborated further in the checklist (Figure 3).

**Figure 3 - Eltis Sulp Development Checklist <sup>11</sup>**

Step 1	Step 2	Step 3
<ul style="list-style-type: none"> <li>• The inter-departmental team formulated City’s UFT stakeholders identified</li> <li>• Multi-Stakeholder Platform/Freight Quality Partnership created</li> <li>• Capacity of resources defined and available</li> <li>• Tools availability ensured</li> <li>• Legal framework and interrelation to the SUMP defined</li> <li>• MOU/ Partnership agreement among the MSPs participants has been signed.</li> </ul>	<ul style="list-style-type: none"> <li>• Geographic scope defined</li> <li>• Relevant policy linkages identified (synergies and conflicts).</li> <li>• Initial options for policy integration assessed.</li> <li>• Initial prioritisation of integration options decided.</li> <li>• Consensus building activities implemented</li> <li>• Work plan and time plan agreed</li> </ul>	<ul style="list-style-type: none"> <li>• City’s minimum UFT dataset formulated</li> <li>• Data collected</li> <li>• City’s UFT characteristics &amp; Influencing Factors defined</li> <li>• UFT problems and opportunities defined</li> </ul>
Step 4	Step 5	Step 6
<ul style="list-style-type: none"> <li>• Future UFT scenarios co-created with stakeholders</li> <li>• Scenarios validated by MSP’s participants</li> </ul>	<ul style="list-style-type: none"> <li>• Sulp objectives defined and agreed with stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>• Measurable targets and assessment indicators defined</li> <li>• Evaluation Frameworks defined</li> </ul>
Step 7		Step 8
<ul style="list-style-type: none"> <li>• Relevant past experiences considered</li> <li>• Supporting tools for potential UFT measures identification available and used</li> <li>• Package of measures defined &amp; agreed with the MSPs stakeholders</li> <li>• Suitable set of measure indicators selected.</li> <li>• Monitoring and evaluation arrangements for all indicators developed.</li> </ul>		<ul style="list-style-type: none"> <li>• Responsibilities and budget for monitoring and evaluation agreed on.</li> <li>• All actions identified, defined, and described.</li> <li>• Relationships between actions identified.</li> <li>• Financial analysis and financial resources secured</li> <li>• Timeline defined</li> <li>• Political support ensured</li> </ul>

## Policy interventions for urban logistics

The CIVITAS NOVELOG project looked into freight distribution and service trips, to provide guidelines on effective policies and measures for urban areas. The project explored the results of more than fifteen other research projects on urban logistics to define a typology of proven policy measures for improving

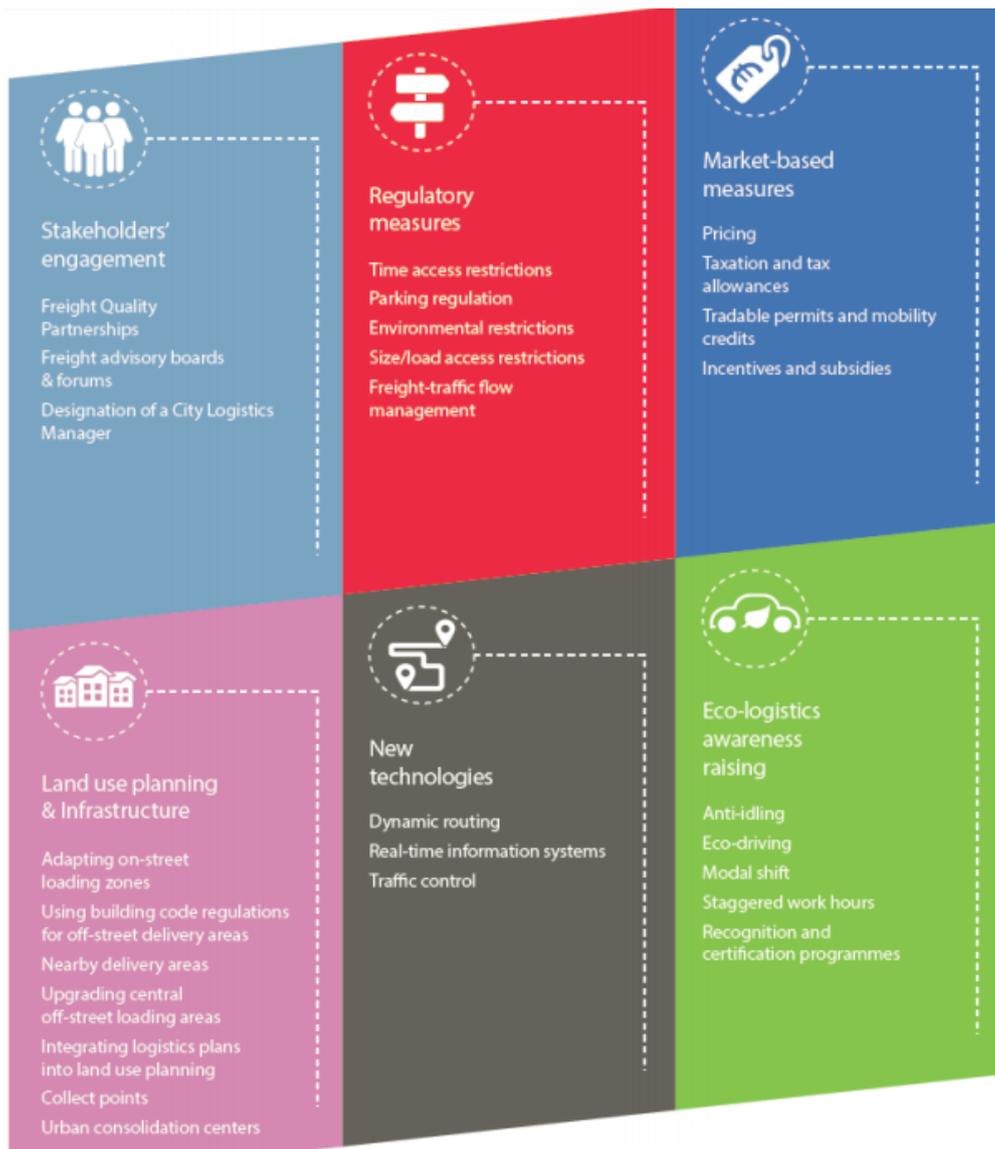
<sup>11</sup> ELTIS Topic Guide – Sustainable Urban Logistics Planning, p. 32



urban logistics.<sup>12</sup> In line with the CIVITAS initiative’s categorisations, the project allocated the measures into categories, as presented in Figure 4.

Whilst the typology presents a strong overview of intervention types, it must be noted that successful strategies will involve a mixture of policy types, targeting different sectors and audiences at different stages of strategy development, with many case studies demonstrating aspects pulled from across the typology; e.g., market-based measures supported by new technologies, or regulatory measures with new infrastructure.

**Figure 4 – CIVITAS UFT Intervention Typology**



### Stakeholder Engagement (& Governance)

Improving city logistics requires engagement of all relevant actors, both public and private. Freight Quality Partnerships are a method used throughout the United Kingdom, bringing together groups of

<sup>12</sup> NOVELOG Project, Integrated inventory of urban freight policies and measures, typologies and impacts (2016)



transport operators and public authorities to provide a framework for discussion and co-operation for environmental, economic, safe and efficient freight transport.<sup>13</sup> (For example, see the New West End Company of *Good Practice 1*)

A number of other such practices, such as freight fora and freight advisory groups are used, but what is important is that the structure provides a mechanism for co-operation that can result in action. Co-operation should result in a common recognition of logistics challenges and potential actions, to feed regional planning. The private sector involvement should ensure it comes forward with own ideas for tackling issues, helping public authorities to better understand the impact of regulation on industry.

On the side of the public authority, a City Logistics Manager should be appointed who can both co-ordinate actions internally and across departments, but also lead collaboration with stakeholders.



### **GOOD PRACTICE 1: New West End Company – Harmonised Waste Collection**

Bond Street is one of London's most famous and iconic streets; a home to luxury retail in the heart of the West End. But the focus on retail brings with it a number of challenges related to congestion and air quality as logistics vehicles, making deliveries and collections, compete with passenger vehicles and pedestrians for space. To tackle the problem, the New West End Company was established as a partnership of 600 retailers and businesses, working with the local authority of Westminster Council and the Mayor of London. Together they developed a new 2020 Strategy which included **reducing vehicle access and carbon emissions**, with a starting point of rationalising and harmonising waste management procedures around Bond Street, Oxford Street and Regent Street. After taking stock of the situation a pilot was launched in Bond Street, with two companies selected as preferred suppliers (from an initial 47 companies servicing the street), and by 2015, 75% of companies had switched to one of these two providers, enabling harmonised waste pick-up. This reduced the number of waste management vehicles from 144 to 9 per day and resulted in a 72% reduction in was collection related CO<sub>2</sub>. The initiative is expected to be rolled out in other streets in the West End in 2021.

For more information, visit the [RESOLVE website](#).

## **Regulatory Measures**

Many cities are now implementing schemes to limit access to city centres for goods and freight vehicles, with restrictions related to time, purpose, or weight and size. They can also be related to emissions, with low-emission vehicles only allowed into a Low-Emission Zone (LEZ). Such restrictions encourage freight companies to reconfigure their fleets and actions, with lower emissions vehicles, or off-peak deliveries, for example. Parking regulations can be used to prevent parking on pavements outside shops, require parking in specific stops only, or time restrictions on how long a vehicle can stop. Enforcement requires

<sup>13</sup> UK Department for Transport – A guide on how to set up and run freight quality partnerships



personnel (wardens or enforcement officers), cameras and surveillance solutions, or a mixture of the two.



### GOOD PRACTICE 2: Graftschafter Cargo Bike

The County of Bentheim (Grafschaft Bentheim) in Lower Saxony, Germany, sought to increase the use of low-carbon transport solutions, especially cycling. Having established more than 1,000km of cycle paths, the region has established a cycling traffic share of 33% and is recognised as, '[the most bicycle-friendly district in Lower Saxony](#)'. However, after making such headway with personal journeys, the County turned its focus to commercial transport, targeting employers and employees with new measures. One such measure was the 'Graftschafter Lastenrad (cargo bike)' scheme, supporting the purchase of a cargo bike with a 500 EUR subsidy, so long as the bike is used for a minimum of four years in the commercial sector. As well as enabling the purchase of around ten bikes per year, higher visibility of cargo bikes is also achieved.

For more information, visit the [PE4Trans website](#).



### GOOD PRACTICE 3: Pilot of free parking places for city logistics

In Helsinki, 40% of light lorry drivers reported difficulties in finding place for loading and unloading goods, leading to congestion, carbon emissions and reduction of air quality, as well as risks for pedestrians as lorries often park on pavements if they cannot find space to stop. Indeed, finding a parking space can consume a significant amount of time for a driver and cause delays in deliveries, impacting also on business profitability. In response, the City, Forum Virium, and ten logistics companies jointly developed an app for locating available parking spaces in the city centre. Spaces are monitored by cameras to provide real-time information. Stops of more than three minutes were recorded, with drivers able to provide additional information on why they have stopped, providing information to the City on traffic flows to assist in future planning. The pilot enables parking spots to be reserved, and logistics companies have been able to save money through reduced fuel costs, emissions had reduced, and air quality has improved.

For more information, visit the [SMART-MR website](#).



## Market-based measures

Market-based measures place a financial cost on activities to encourage change. These can include access charges for logistics vehicles (often linked with regulatory measures, such as establishing a LEZ) or tradeable permits with allocations to companies who can sell their unused permits, thus encouraging optimisation and increased efficiency of deliveries. Road pricing should be adapted to reflect on the impact of vehicles, being less-expensive, or free, for low-emissions vehicles and higher for high polluting vehicles, applying the 'polluter pays' principle.<sup>14</sup> Public authorities can also provide incentives or subsidies for companies to make the transition to low-carbon transport options (see *Good Practice 2*)

## Land use planning & Infrastructure

Investments in new infrastructure and new land-use planning can help to ease traffic patterns, with dedicated logistics parking spaces in shopping streets, loading and unloading bays, dedicated parking centres for use by logistics vehicles only but with close proximity to shops and commercial centres, and construction of urban consolidation centres (UCCs) away from city centres (see *Good Practice 3*). UCCs can act as a single delivery point for many companies, wherein deliveries can be bundled and delivered by common last-mile carriers, via electric and low-emission vehicles (see *Good Practice 4*). Multi-modal approaches can be supported with dedicated loading/unloading units at train stations and by water ways for easy transfer to minimise time spent on roads.



### GOOD PRACTICE 4: CityPorto

Many European cities face the challenge of narrow and congested historic city centres, making the delivery of goods via heavy vehicles a particularly disruptive proposition. Padua, in Italy, has sought to tackle this issue by developing the CityPorto freight distribution service. CityPorto operates an urban consolidation centre on the outskirts of the city, and a fleet of low-polluting vehicles for making the last-mile delivery to city centre businesses. Noting that the city centre was suffering from congestion and poor air quality, Padua introduced a low-carbon zone in the city, restricting access for polluting vehicles. However, a solution needed to be found for logistics vehicles, to avoid negative impact on economic performance. The City and its Chamber of Commerce initiated the CityPorto platform with freight transport operators. The CityPorto transit point is located two miles from the city centre, near major highways, for easy drop-off by freight transport vehicles. Here, an IT system optimises deliveries, and freight intended for multiple shops is loaded into low-carbon vehicles to complete the last mile. A public financial contribution of 360,000 EUR was needed in the first four years of the scheme, but it has run without subsidies since 2007. By 2015, CityPorto was managing 100,000 deliveries annually.

For more information, visit the [RESOLVE website](#).

<sup>14</sup> European Commission – [Road charging](#)



## New technologies

All of the above approaches can also be supported with new technologies, particularly related to information and communication technologies and internet connectivity. Real-time information systems can be used, with data and dashboards for use by companies, to highlight the best routes that can avoid congestion, with dynamic routing systems that can also determine the best time to make deliveries to avoid peak times and also optimise deliveries by maximising vehicle load factors. IT systems can be used to book and manage delivery slots to avoid congestion (as in *Good Practice 3*). As well as ICT, new vehicles using alternative fuels and clean energy sources should, of course, be encouraged.

## Eco-logistics awareness raising

City authorities can also encourage behaviour change amongst drivers and companies with campaigns and signage to reduce idling (waiting with the engine turned on), training for eco-driving, communications efforts to encourage modal shift to lower emission modes including water, rail and cargo bikes.

## Exchanging experiences in Interreg Europe

Urban logistics are a challenge for cities across Europe, and Interreg Europe projects have been identifying good practices and developing action plans to improve regional frameworks, resulting in transferable lessons for other regions.

### Improving city frameworks with RESOLVE

The RESOLVE project (Sustainable mobility and the transition to a low-carbon retailing economy) has explored the issues of reviving declining city centres and retail hubs whilst also tackling carbon emissions from logistics vehicles. The eight partner regions have developed action plans as a result of their co-operation and are making positive changes to their policy frameworks as a result. The action plans and resulting policy improvement reveal a number of trends:

- Both Manchester (UK) and Maribor (SI) have seen promise in ‘parklets’ – small roadside space reclaimed for use by citizens, as used in Roermond (NL). Such land reclamation limits space for roadside parking and drop-off, making space for leisure activities. These are relatively small interventions that can improve liveability and comfort, whilst also increasing citizen safety. Both regions are implementing pilot actions to develop parklets;
- Urban consolidation centres (UCC) were recognised as being of high potential, with Reggio-Emilia (IT) and Almada (PT) looking to replicate the successful cases from Roermond ([CityHub](#)) and Padua ([CityPorto](#), *Good Practice 4*). Reggio-Emilia is currently performing a feasibility study for its UCC, whilst Roermond is starting a new pilot with CityHub to further improve its performance by bundling deliveries to reduce the number of journeys (which currently cover the last mile with electric vehicles, but are one-to-one).
- Manchester is implementing a waste consolidation project, drawing lessons from London’s Bond Street Strategy (see *Good Practice 1*). The city has so far collected data from businesses to identify a potential pilot area and to communicate with companies, has launched a tender to identify the single best waste operator to deliver the scheme, and will soon begin implementation.
- Maribor is supporting more sustainable delivery of goods to retail in the pedestrianised city centre, with last mile deliveries made by e-vehicles and cargo bikes. The City Council has adopted a new ordinance (October 2019) to limit deliveries in the day time, except for electric and CNG vehicles, with a transition period for businesses to adapt to the new requirements.



For more information, see the [RESOLVE project website](#) and the story, '[Reducing the carbon intensity of retail.](#)'

Additionally, initiatives led by the Policy Learning Platform have resulted in the development of recommendations that can be transferred between regions and inform strategy development.

### **Framing the Warsaw Urban Logistics Strategy**

In September 2020, the Interreg Europe Policy Learning Platform organised a peer review for the City of Warsaw and Warsaw Public Road Authority, which was looking to improve its city logistics to increase road safety and reduce carbon emissions. The peer review brought together experts from five experienced regions, with the city's public authorities and stakeholders to discuss the necessary elements of a strategy and how to develop a pilot project for construction logistics. The review resulted in a number of recommendations and planned actions for the City of Warsaw to implement throughout 2021 and, building on the Sulp guidelines, set out recommendations for developing a logistics plan:

#### **1) Set up working structures**

Create an inter-departmental core team for developing the strategy, enforced with external expertise if required. Involve politicians, institutional actors and citizens to secure ownership of the process, and establish a multi-stakeholder platform to institutionalise co-operation between public authorities, supply chain stakeholders, industry, commerce and citizen associations, and research organisations.

#### **2) Analyse the current urban freight situation**

Perform a SWOT analysis and have discussions with stakeholders before getting lost in data. Discuss what information is needed to assess the current and future status and set-up co-operation with data owners (stakeholders). Data should include public data, such as air emissions data, congestion and traffic data, road safety incidents, age of vehicles, timing of movement for different vehicle types, and private data, like energy usage by vehicles, number of deliveries, load factors and delivery duration.

#### **3) Develop a vision and objectives with stakeholders**

Agree on a common terminology using consensus building tools such as the [NOVELOG UCT](#). Involve all stakeholders in defining future scenarios after discussing with them the various issues involved. Identify the main drivers of change and main barriers to that change to determine where intervention is needed.

#### **4) Set targets and indicators**

Formulate an ambitious city/area goal and quantify the objectives. Define KPIs that are relevant for businesses, set targets and find a clear slogan for communication and consensus building. Ensure KPIs can be measured by checking businesses will be able to provide the required data.

#### **5) Select the package of measure with stakeholders**

Based on the scenarios and targets, work with the stakeholders and experts to define the actions to be implemented, and by when, in order to meet the goals set. Pair actions with the goals to demonstrate how they contribute.

#### **6) Agree actors and responsibilities**

Prioritise actions that are proven in full scale in other cities over promising pilots which have not yet demonstrated long-term viability. Map the implications of each proposed action,



estimate costs and identify funding sources (ESIFs, public budgets, etc.). Consider the benefits of each action for businesses and what type of co-operation is needed. Ex-ante impact assessments for each measure are useful. Use partnership agreements to bring stakeholders on board and fix responsibilities. Collaborative business models are highly recommended – for example, for a UCC, the city provides the land, and the private sector builds the facilities. Define a timeline for action and how to monitor implementation.

Find out more in the [Peer Review Final Report](#).

*Are you interested in hosting a peer review to improve your regional policy frameworks? Find out more at the [Policy Learning Platform](#).*

## Recommendations

- Methodologies exist for **defining SULPs** which can be followed by regions looking to develop strategies for the first time. Follow the guidelines set out in the Warsaw Peer Review and the Eltis guidelines. Look for good practices via Eltis, CIVITAS, Horizon 2020 and Horizon Europe projects, and the Interreg Europe Policy Learning Platform to help define your interventions;
- An **integrated approach to urban logistics** is required as opposed to a set of disconnected measures. A good mixture of interventions ensure that all goals can be reached and all sectors are tackled;
- As in Bentheim (Good Practice 2), small measures can build upon a successful SUMP and low-carbon mobility initiatives. In the short term, logistics chapters can be integrated into SUMPs, but mid- to long-term, **a dedicated SULP is essential**, with its own governance structures, closely linked to the SUMP.
- The most essential activity is **setting up the governance structure and stakeholder engagement methods**, as well as **data collection** – take time to truly understand your local business interests and determine what interventions are needed. Logistics is a business area, and solutions must be developed with all stakeholders and must be communicated in a way that is understandable for businesses. The West End Company (Good Practice 1) demonstrates the impact of strong and institutionalised collaboration;
- Businesses have legitimate concerns regarding interventions and their trust must be earned by being open; a good first step is to emphasise that **greater efficiency can also lead to economic growth**, and to build a common vision of values and targets;
- **Measures can be phased in** to avoid disruption, as with Maribor's new ordinance for its city centre, where retailers will have a few years to adapt to the new rules of requiring low-carbon vehicles;
- Parklets proved to be a popular measure in the RESOLVE project, which are relatively easy to implement, wherein public space is reclaimed from motor vehicles for use by citizens, improving safety and limiting curb-side vehicles stops. Small measures like this can contribute to a **change in culture and new recognition of the impact of vehicles**;
- Urban consolidation centres also emerged as a popular measure, working with the private sector to develop **new collaborative business models**. As with CityPorto (Good Practice 4) collaborative business models between public and private sectors are especially promising, with the public sector stimulating private investment;
- Pilot projects, as in Helsinki (Good Practice 3), should be implemented by cities just getting used to urban logistics management to evaluate feasibility of roll-out, costs and impacts. **Geographic or sector limited pilots** are a good way to start, and can be funded using ESIFs and EU funding;



- Innovative initiatives and technologies will be supported under Horizon Europe; keep an eye out for opportunities and new resources deriving from funded projects.

### Sources and further information

- ALICE – Urban Freight Research & Innovation Roadmap (2015)
- ALICE – Roadmap Towards Zero Emissions Logistics 2050 (2019)
- CLECAT – Logistics Best Practice Guide (2009)
- ELTIS – Topic Guide: Sustainable Urban Logistics Planning (2019)
- European Commission, DG Transport – Use of information and communication technologies: Non-binding guidance documents on urban logistics (2018)
- European Commission, Staff Working Document – A call to action on urban logistics (2013)
- NOVELOG Project – Integrated inventory of urban freight policies and measures, typologies and impacts (2016)
- UK Department for Transport – Freight Best practice: A guide on how to set up and run freight quality partnerships (2010)

*#lowcarbon #urban  
#logistics #delivery #strategy*



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December 2020



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