

Focus on Urban Freight Transport and REGULATION & ENFORCEMENT

Freight TAILS is an URBACT project network of 10 European cities focussed on addressing urban freight transport issues together. The network is led by Cross River Partnership (CRP), a public-private regeneration delivery agency based in London, UK.



Cities in the Freight TAILS network.

'Freight TAILS Focus on ...' is a series of interim reports sharing the experiences of these 10 European cities in urban freight transport (UFT) organised around six key themes. The six key themes are:

1. Stakeholders
2. Data
3. Integration
4. Regulation & Enforcement
5. Voluntary Behaviour Change
6. Procurement

This fourth interim report is focused on urban freight transport and REGULATION & ENFORCEMENT. The report is structured around the following five questions:

Why are regulations adopted?

What types of regulation are used in UFT management? And do they work?

How do we ensure that regulations are respected and enforced?

Who should be involved in designing the regulation framework?

When is it most appropriate to use regulation to achieve change, or are there alternatives?

Finally, some recommendations and a step by step process are provided to help assist in the consideration of the role of REGULATION & ENFORCEMENT of urban freight transport.



Freight TAILS partner Region of Brussels has a road charging system, where vehicles over 3.5 tonnes are charged per km. The VIAPASS system of road charging covers the whole of Belgium and charges are based on three weight categories, with regional charging variations. The regulation is operated with the use of a special on-board system, along with roadside camera enforcement. Image courtesy of Brussels Mobility.



Freight TAILS partner city Gdynia currently has few freight-specific regulations in place. This restriction limits vehicles of 3.5 tonnes and over from traveling through the main city centre retail streets.

Why are regulations adopted?

Urban freight transport is increasing, due to globalisation and changes in the demands and supply patterns for goods and services. With cities prospering and growing this demand is increased, and public authorities often turn to regulations as a way to manage the negative impacts of urban freight trips on the city (traffic congestion, road safety, air pollution, impacts on the attractiveness of place).

Regulation is commonly perceived as an easy and effective way of delivering good practice. It can be applied to resolve specific issues and place-based objectives i.e. to preserve the quality of particular urban areas, or to channel certain operational practices to follow a desired scenario.

“Achieving sustainable, integrated and inclusive urban development goals in relation to urban freight transport activity implies changing established (long-standing, entrenched) behaviour patterns. Regulation is one of the tools at hand which can help to encourage change for the better improvement of distribution patterns”. *Lead Expert, Freight TAILS network.*

Shared road space in Freight TAILS partner city Umeå.



Kerbside restrictions in central London, Freight TAILS partner city.



What types of regulation are used in UFT management? And do they work?

EU-wide regulations are focused on the construction and use of vehicles in terms of safety and air quality, and on drivers' hours. Regulations are often applied at different levels, national, regional or local, but at the urban level, city and municipal authorities are responsible for most urban freight regulation.

Freight TAILS partner cities have experienced regulation of urban freight transport through mobility management, infrastructure provision and control, access restriction and land-use/building regulation. Their experiences demonstrate that a wide range of regulatory measures are available, to direct and control urban freight transport. Such regulations operate at different levels, and are adapted to specific localities: needs, problems and challenges. They include:

- **Access restrictions** are generally enforced by imposing financial penalties, by setting of physical barriers, by granting of permits. Different access restrictions include:
 - environmental standards through environmental or low emission zones – based on engine, fuel consumption performance etc.
 - vehicle characteristics based on size, weight, axle pressure, etc. or
 - specific locations (e.g. pedestrian zones).
- **Road charging** systems and **parking charge** systems to discourage problematic or extreme (intensity, nuisance level) delivery patterns.
- Imposition of **time windows** including permission for, or obligation to make, night-time and non-peak deliveries.
- **Engineering**: One way systems, public space design, establishment of dedicated loading zones and limitations.
- **Safety standards** on vehicles and drivers.
- Introduction of **planning conditions and specific building regulations** (off street loading, provision of storage areas linked to planning permission etc.).

CASE STUDY: London's Ultra-Low Emission Zone is a new regulation, due to be implemented by September 2020. It applies to an area within which all cars, motorcycles, vans, minibuses, buses, coaches and lorries will need to meet exhaust emission standards (ULEZ standards) or pay a daily charge to travel. The ULEZ standards are in addition to the central London Congestion Charge (CC) and the London-wide Low Emission Zone (LEZ) requirements.

The area covered by the ULEZ is the same area as the Congestion Charging Zone and will be clearly signposted with road signs showing where it applies. There will be no barriers or toll booths. Cameras will read vehicle number plates as they are driven within the zone to check against Transport for London's database. The ULEZ will operate 24 hours a day, every day of the year. If the vehicle does not meet the ULEZ emissions standards and the daily charge is not paid, a Penalty Charge Notice (PCN) will be issued to the registered keeper.

The introduction of the ULEZ will reduce exhaust NOx and PM emissions, making central London a less-polluted and more pleasant place to live, work and visit.

<https://tfl.gov.uk/modes/driving/ultra-low-emission-zone>

Regulation undoubtedly works if it is understood and accepted and viewed as being fairly applied, and if enforcement systems are in place and well administered. However, experiences from the Freight TAILS partner cities indicate that unforeseen difficulties are still encountered, including key stakeholders not respecting the regulation.

This results in the regulation activity not achieving the desired goals, and sometimes creating other problems. For example, anecdotal evidence from one international freight operator suggests that in London, to enable deliveries to be made to meet their customers' requirements, logistics operators build the cost of Penalty Charge Notices (issued when enforcement is taken against regulatory non-compliance), into their business models. This is significant when we know that in London in 2013, PCNs cost the 15 logistics operators surveyed over £1.8 million ([Freight Transport Association PCN Survey 2013](#)- London).

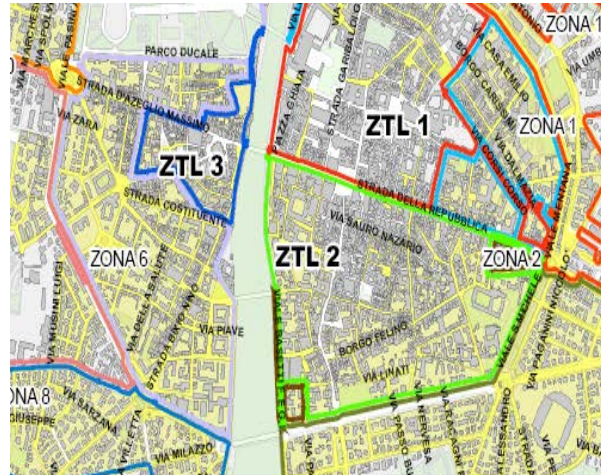
Evidence is also available that tight time restrictions for deliveries and restrictions on the use of large HGVs (trucks?) leads to operators delivering in several smaller vehicles, or even a number of vans. This could cause safety issues as van drivers are not governed by the same drivers hours regulations.



Freight TAILS



Freight TAILS partner city Parma restricted city centre zones with access organized by permit system. The number of permit exemptions granted over the years has seriously reduced the impact of regulation in Parma.



Freight TAILS partner city Maastricht has several regulations affecting the movement of urban freight, including a pedestrian zone in the city centre, which allows freight traffic between 07:00 – 11:00, bicycles permitted from 18:30 – 09:00 (on late night shopping from 21:00), mopeds and scooters forbidden.



Time windows adjusted to lunch time allowing on street delivery in quiet traffic period and freeing up of pavement space for shoppers Avenue Louise, Brussels, Freight TAILS partner city.

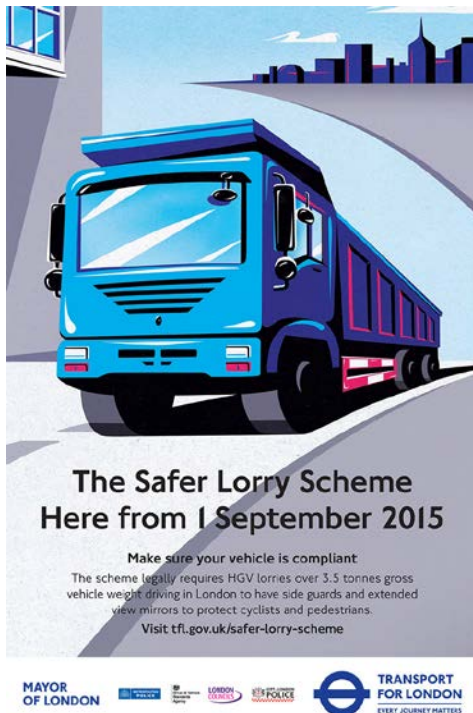
How do we ensure that regulations are respected and enforced?

The complexity of distribution activity and number of different actors involved in city logistics make regulation and enforcement challenging, especially emerging from a situation where many stakeholders haven't considered urban freight transport as a problem.

If regulation is to be successful it requires ongoing administration, monitoring and review, and ongoing enforcement. Any agencies or authorities responsible for this, must therefore have appropriate capacity (number of staff, level of knowledge and training), need to ensure well-functioning communication between controlling agencies, and must be committed to the regulation task.

However, many other factors can determine whether or not regulations are respected and enforced:

- Over-regulation on different issues or multiple exemptions to regulations can make directives difficult to follow or virtually impossible to comply with.
- Changes in, or lack of, political will can weaken enforcement over time.
- Heavy financial penalties can be unexpectedly internalised if the benefits of delivery as usual, outweigh the disadvantage of the charge or fine imposed.
- Inconsistency of regulations over different or neighbouring geographical areas can lead to real difficulties amongst logistics operators in training their drivers, and ultimately in meeting the required regulations.
- Generating acceptance and understanding of regulations amongst key stakeholders is important in achieving compliance.
- Cultural differences between Freight TAILS cities demonstrates that appetite for, and respect of, municipal regulation is not constant across Europe.
- The regulation itself can act to incentivise behaviour change in key stakeholders, meaning there will be little need for enforcement activity. (See the Freight TAILS [‘Focus on Urban Freight Transport and ‘VOLUNTARY’ BEHAVIOUR CHANGE’.](#))



London's Safer Lorry Scheme ensures that only lorries with basic safety equipment fitted are allowed on all roads across London. The scheme is enforced by the city's policy authorities and the national Driver and Vehicle Standards Agency.

Who should be involved in designing the regulation framework?

There are many stakeholders involved in urban freight transport (see Freight TAILS Focus on Urban Freight Transport and STAKEHOLDERS). When considering regulation, the public authority (at the appropriate level: EU, national, regional, or local) will normally be the initiator. Ideally different authorities will cooperate to coordinate a package of regulatory measures which complement each other and offering a coherent approach to guide sustainable distribution activity.

It is primarily the freight sector, private operators and receivers, whose change of behaviour is targeted through regulation. This means that, at the very minimum, consultation with these stakeholders is increasingly recognised as indispensable.

By involving and engaging with a wide range of stakeholders it might also be possible to discover ways of avoiding what can often be the heavy burden of designing and administering regulation (police, environmental officers, vehicle standards agency...) both in terms of human resources and cost.

CASE STUDY: The West End Partnership Delivery & Servicing Group brings together the public sector, business improvement districts, businesses, freight operators, residents, and Transport for London to investigate ways that freight can be better managed in London's West End. The group is made up of those that are already implementing local projects that change the way deliveries are made, which makes for considered, experience-based discussions about the range of solutions and where and when they might work.

These discussions enable freight operators to proactively suggest improvements that regulators can make that could ease traffic congestion including: reviewing loading/unloading times at kerbside to reduce the necessity for vehicles to move location to complete a delivery and spreading deliveries to 'shoulder' hours (outside the times of the morning and evening traffic peaks).

It has also given valuable opportunities for residents to share their experience of how freight impacts upon them. This helps the organisations that control and manage freight understand the small differences that can be made to reduce the negative, visible impacts of freight in the city. This also raises the awareness of the necessity to back up regulation with well-resourced enforcement, to ensure that the regulation is having the desired effect."



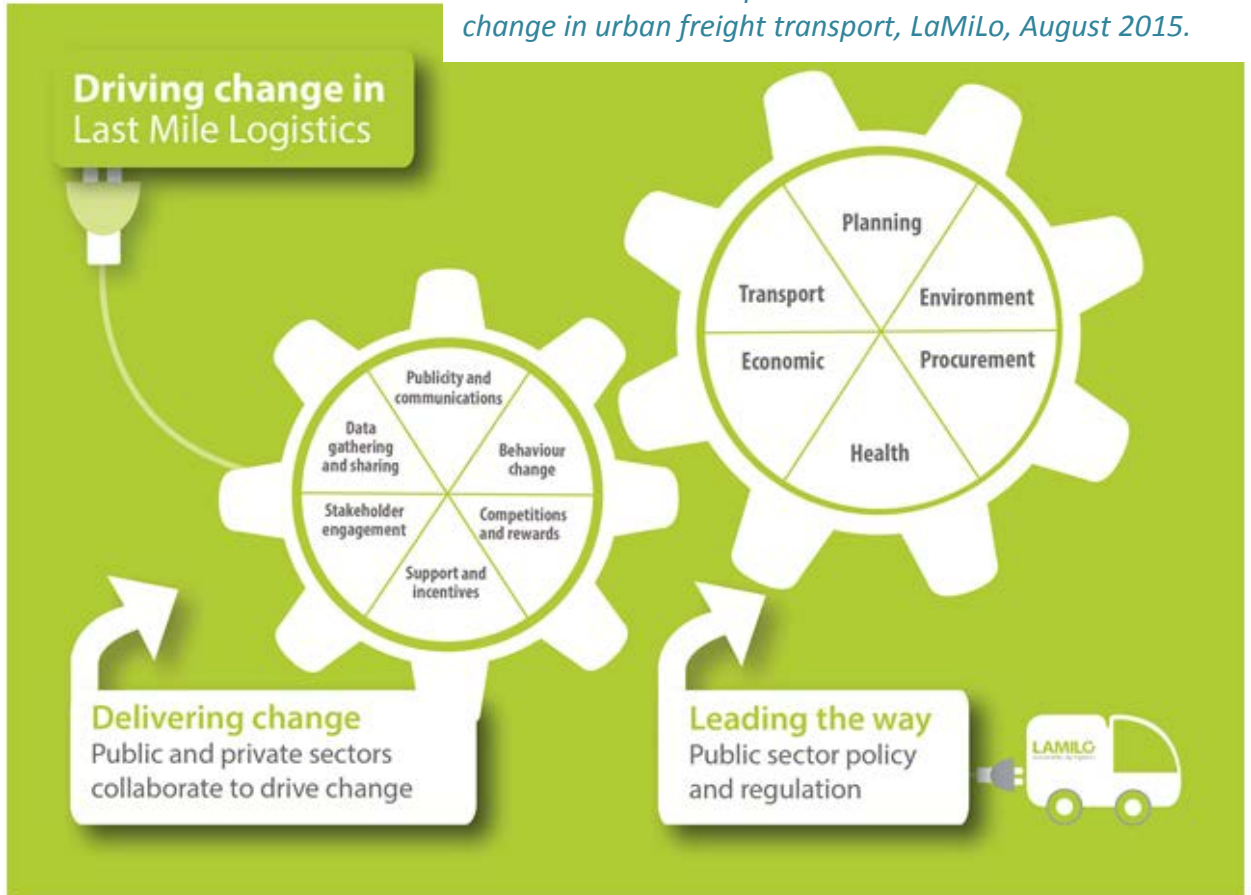
When is it most appropriate to use regulation to achieve change, or are there alternatives?

Many local authorities have neither a policy tradition in urban freight transport, nor a developed urban freight transport strategy. Often, local authority departments with a link to freight, such as transport, economic development, environment etc. do not traditionally work together. As such, interventions to address the impacts of freight transport in our cities, including the design and introduction of regulations, can be piecemeal and ultimately of limited success. Regulations can be effective if introduced as part of a wider set of integrated measures to address urban freight transport. This means that local authority departments will need to stop working in silos, but work together to achieve a common goal e.g. the public health department will have an interest in air quality, and could work alongside other departments to reduce the harmful emissions from freight traffic.

There are ways to incentivise change to address urban freight transport impacts. For example, through procurement, organisations can require their goods and services to be delivered using more sustainable vehicles (as seen in London's [West End Buyers Club](#) - a preferred supplier scheme working across London's West End to save businesses money and improve London's air quality). Regulations themselves can also incentivise change. For example, the congestion charge operating in central London, with exemptions built in for cleaner vehicles, has incentivised the uptake of electric vehicles operating in the area.

There are a series of other measures that local authorities can take to encourage more voluntary behaviour change focussed on awareness raising of key stakeholders, promoting and encourage best practice, educating and training key stakeholders, effectively communicating and engaging key stakeholders using relevant information, gathering and sharing key data on the real costs and benefits of different logistics solutions. These elements were identified in Cross River Partnership's report [LaMiLo City Policy Review](#), August 2015, and are summarised on the diagram below:

Cross River Partnership's measures to achieve stakeholder change in urban freight transport, LaMiLo, August 2015.



Variable physical access restrictions in Freight TAILS partner city, La Rochelle.

Recommendations

- a. Understand all the freight related issues and potential impacts on air quality, health and the economy before designing regulations to ensure action is being applied to the source of the problem, as well as managing the problems created.
- b. Consider how a new regulation will impact the full range of stakeholders.
- c. Keep the regulations streamlined to help in their effectiveness. Do not build in too many exemptions.
- d. Communicate new regulations clearly, with transparent explanations to all affected stakeholders, including information on possible effective alternatives.
- e. Monitor and review regulations once introduced, to understand whether any unforeseen behaviours have been stimulated and to see if the regulations are still valid in light of physical changes to urban areas or behaviour patterns over time.
- f. Design the enforcement early in the regulation planning process.
- g. Identify the stakeholders responsible for enforcement; this may be the police authority, parking authority, local government officers, third party. Include them in the regulation design to ensure the plans are achievable.
- h. Engage with enforcement stakeholders to help them take ownership of the regulation and maintain their conviction to enforce it.
- i. Ensure the costs of any enforcement action are not reliant on the public purse. Enforcement should be as efficient as possible, and new technology (camera, remote sensing) provides innovative opportunities for automatic control.
- j. Monitor the enforcement, and adjust where necessary to counter enforcement fatigue, increasing non-compliance or weakening of resolve.
- k. Create public places as spaces which communicate how to behave, for example the placing of trees in the street will demarcate a pedestrian zone, and bollards / barriers on the pavements will remove the opportunity for illegal parking.
- l. Combine restriction & regulation with encouragement & incentives to achieve a balanced set of hard and soft measures for achieving behaviour changes.
- m. Develop an integrated strategy to achieve change, which includes supporting actions from across local government departments.



Physical access restrictions in Freight TAILS partner city, Tallinn.

The Freight TAILS Process: Urban Freight Transport and REGULATION & ENFORCEMENT



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