

Focus on Urban Freight Transport and VOLUNTARY BEHAVIOUR CHANGE

Freight TAILS is a 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 fifth interim report is focused on addressing urban freight transport through VOLUNTARY BEHAVIOUR CHANGE measures. The report is structured around the following five questions:

- *What types of change can be achieved through voluntary behaviour change measures and what barriers can block this?*
- *Why should cities use voluntary behaviour change measures to address urban freight transport, rather than concentrating on other measures i.e. regulation?*
- *How can voluntary behaviour change be achieved?*
- *Who are the key stakeholders, who have enough influence to ensure change?*
- *When do you know voluntary behaviour change has worked (what are the success factors)?*

Finally, some recommendations and a step by step process are provided to help in the consideration of VOLUNTARY BEHAVIOUR CHANGE in urban freight transport.

This report relays the practical experiences of the Freight TAILS partner cities, who are seeking to develop ‘integrated’ action plans focused on reducing the impacts of freight transport in their cities.

Background to voluntary behaviour change and urban freight

In the context of urban freight transport, “voluntary” behaviour change means that some, or all, of the relevant stakeholders choose to take action to reduce the impact of urban freight transport. In reality, change is often not exactly “voluntary”, but the result of some form of encouragement, persuasion or even penalty (through [regulation and enforcement](#)) from the city authority or others. Voluntary behaviour change has the potential for real impact across all levels and components of urban supply chains.

What types of change can be achieved through ‘voluntary behaviour change’ and what barriers can block this?

Voluntary behaviour change (VBC) is one of a number of measures that can help deliver the Freight TAILS goal of sustainable urban logistics. Other measures include planning, infrastructure, regulation and procurement. In particular, VBC is about changing mind-sets and behaviour patterns, and focusing on what cities and communities can do at a local level to deliver change.

VBC can be effective at addressing a range of urban freight transport concerns including:

- improving air quality, public health and road safety
- reducing urban freight carbon emissions and noise pollution
- managing congestion and land-use/land-take
- creating quality of life and quality of place for communities.

“Behaviour can both facilitate or restrict achievement of desired objectives and this is still especially relevant when attempting to influence environmental impacts” Freight TAILS partner city.

More specifically, Freight TAILS partner experience shows that by working in partnership or engaging directly with key stakeholders, VBC measures can be taken to:

- reduce numbers of delivery trips or using clean fleets to reduce polluting emissions
- introduce additional vehicle equipment (blind spot mirrors) and advanced driver training
- avoid deliveries at school entry or leaving times to make roads safer
- re-route or re-time deliveries to reduce impact on congestion

- use consolidation to facilitate last-mile and “when needed” delivery and rationalise land-use requirements
- encourage a respect of urban mobility plans and self-discipline to use delivery infrastructure provision as intended, etc.
- encourage collective or preferred supplier tendering,
- encourage acceptance of alternative delivery regimes by shopkeepers etc.

Barriers which can reduce the effectiveness of voluntary behaviour change measures in achieving change in urban freight movements include:

- Lack of understanding and knowledge among stakeholders about the status of urban freight transport. E.g many consumers think ‘free delivery’ means there is no costs for them, but this does not factor in the consumer’s time waiting for delivery, nor the wider social and environmental costs associated with deliveries, nor the actual often hidden costs associated with delivery. If a customer can see the cost of the delivery they often change their behaviour, perhaps changing delivering destination to a delivery locker or alternate pick-up drop-off point.



**CLICK. COLLECT.
CLEAN AIR.**

No one likes missing a delivery at home, but having online shopping sent to your work address adds to traffic congestion and air pollution.

By using a ‘click & collect’ service you can help reduce the number of vans on our streets, making central London a nicer, safer and healthier place to visit, shop and work. It’s convenient, easy and affordable.

CORNER SHOP
Click & Collect - Last Mile

Simply choose a local collection point when shopping online or use the collection point’s address as your own

DISCOUNTED DELIVERY

Many options are free and we have negotiated fantastic deals for some of the paid-for services

From the dry cleaners or corner shop near your home to the train station on your commute, there are parcel collection points all over London

Find your most convenient collection point, and receive discounted deliveries online at
www.clickcollect.london

CLEAN AIR BETTER BUSINESS **CROSS RIVER PARTNERSHIP** **SUPPORTED BY MAYOR OF LONDON**

Cross River Partnership’s ‘Click. Collect. Clean Air.’ behaviour change campaign encourages Londoners to redirect personal deliveries away from workplaces to reduce congestion and air pollution in central London. 40% of online shoppers have had purchases delivered to their workplace, with 8% of people receiving daily deliveries. This is contributing to the growing number of vehicles on central London streets and the associated air pollution.

The campaign centres around a website www.clickcollect.london which enables shoppers to find a convenient parcel collection point close to their home or on their commute. The site is unique in that it displays parcel collection points from several ‘click and collect’ service providers on one map and provides free trials for some of the premium services.

The site, which is supported by videos, leaflets, posters and social media images is supporting behaviour change campaigns within a number of businesses. www.clickcollect.london

- Lack of will among stakeholders and/or perceived lack of support for change from organisational leaders. For example, business customers, especially shopkeepers, are often resistant to changes the city is proposing to make (e.g. pedestrian streets, parking regulation, delivery times, low emission zones, etc). However, if they are convinced of the merits, retailers can be leaders and prime motivators in reducing the impacts of delivery activity by using alternative supply models (i.e. single or preferred supplier, common agreement on delivery times, acceptance of night-time deliveries, stock solutions rather than just-in-time delivery, return waste collection etc.)



In the LaMilo project Brussels Mobility and the consolidation/delivery company CityDepot attempted to offer value added services to shopkeepers, such as off-site storage, assistance in launching an e-commerce activity, take back of packaging waste etc. But even when it was explained that the price was very low and retailers could actually save money, this was not sufficient to change behaviours. The time and effort needed to convince retailers proved prohibitive in comparison with the possible extra earning and so this initiative was not continued. This indicates that you can have a good solution but that doesn't in itself necessarily guarantee change in behaviour. "It is essential to understand the psychology of the shopkeeper where price isn't the only determining factor – it's really important to understand the viewpoint of the people you want to change." Mr.Layachi (President of the local retailers association, Brussels URBACT Local Group).

- Lack of stakeholder awareness of possible urban freight transport alternatives their business cases and benefits; as well as the negative impacts of business-as-usual approaches to urban freight transport. Freight TAILS cities have seen that many companies are changing their operational behaviour to align with clean, green and smart principles delivering both reputational and financial benefits. For example, making the transition to sustainable transport modes such as cargo-bikes.
- Lack of, or inadequate, infrastructure provision such as warehousing / storage facilities, bicycle friendly street design, and delivery bays to avoid double parking (or lack of systems or controls around the effective use of this infrastructure).

- Existing organisational systems; for example, the inability to change suppliers or deliveries at the local level if procurement decisions are made at head office.
- Actual or perceived cost of urban freight transport alternatives
- Legal barriers; including the range and complexity of existing legislation and contractual or administrative conditions.

“when I started my cargo bike service even the application to the Chamber of Commerce was complicated – they did not know in which category of activity to put me” Andrea Saccon, La Sajetta Cargo Bike Company, Freight TAILS city Parma (Italy).

Why should cities use voluntary behaviour change measures to address urban freight transport, rather than concentrating on other measures i.e. regulation?

Public policy makers have a raft of tools at their disposal which can be used to influence or change behaviour associated with urban freight transport, including legislation, taxation, procurement processes, grants and regulation. However, imposing strict rules to steer behaviour is generally seen as constraining personal choice. In the cases of Freight TAILS cities Parma (Italy) and Tallinn (Estonia), where city centre access restriction regulations have been imposed, they are no longer respected; so these regulatory measures are not currently effective. In many cases achieving ‘voluntary behaviour change’ needs some form of stimulation or promotion. Even when change is achieved, a combination of measures (including regulation, and certainly self-regulation) may still be required and be needed to consolidate or push wider behaviour change.

The Freight TAILS network report a number of reasons why cities should use voluntary behaviour change measures to stimulate a change in urban freight transport:

- a. VBC measures can be easier, quicker and cheaper to take, and therefore support the development and introduction of innovative actions.

“Innovation comes from a place of freedom rather than being forced through regulation” Freight TAILS network city, Westminster (UK), Cross River Partnership Business Improvement District member.

- b. VBC measures encourage action based on informed and considered decision making (rather than simply following the existing rules), which is likely to produce better and more efficient outcomes in the longer term.
- c. Regulatory measures can seem simple to introduce, but can have unintended unforeseen consequences; take a long time and be expensive to introduce; stifle the creation of innovative actions; and require a period of adaptation or adjustment by stakeholders.
- d. VBC measures that are based on understanding stakeholder needs can ensure ownership and engagement from stakeholders. However, this understanding of needs must be monitored and kept up to date, since attitudes can change over time.

How can we achieve voluntary behaviour change?

City authorities cannot solve all the complex problems of urban freight transport on their own/key stakeholders, such as businesses, shippers, employees, and consumers; should be involved and encouraged to take corporate and personal responsibility to co-construct sustainable urban distribution systems. There are some key steps that will help this:

STEP 1: UNDERSTANDING is a pre-condition. City authorities need to understand what determines the relevant stakeholder’s current behaviour patterns. Stakeholders need to be at least made aware of, but ideally convinced of, the negative impacts of their current behaviour patterns, what this means for urban freight transport in the city, and what the consequences are for society. A key

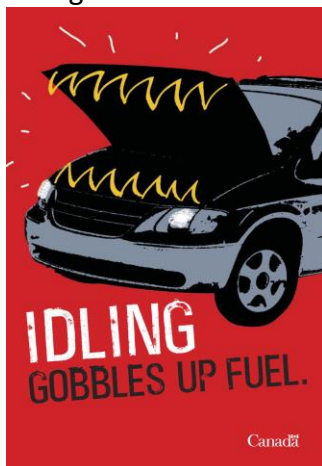
element of this includes being able to map different stakeholder needs and introduce sustainable behaviour patterns capable of meeting expectations.



In Freight TAILS city Parma (Italy) many shopkeepers still use their own vehicles for small deliveries, often after closing time. The cargo bike service La Sajetta (pictured) had to convince potential clients to give a value to their free time – their own deliveries are not without cost, as it is time they could use in other ways and the use of private cars in the historic centre is expensive and slow.

“You have to explain first. Once people understand and are aware, they don’t mind the change” Municipal Transport official, Freight TAILS partner city Parma (Italy).

STEP 2: PROVISION OF GOOD INFORMATION. The acceptance of change by stakeholders, can be helped by providing good information: data, analysis, case studies, experience, and descriptions showing what has worked, or not worked before. This information must be actively communicated through a variety of ways including social media, using existing relevant networks and representative bodies. However, information campaigns are unlikely to be sufficient in themselves to change the behaviour of all groups or individuals on a sustained basis.



“[Turn it Off](#)” is a Canadian initiative designed to help reduce greenhouse gas emissions. The project encouraged drivers to turn off their engines if they were going to be idling for more than 10 seconds. “Turn it Off” signs were located at strategic sites, such as schools where children are dropped off and picked up. Drivers at such locations were asked to give commitments to “turn it off” and those agreeing were given widow stickers that said “For our air: I turn my engine off when parked”. As a result, idling was reduced by 32% and idling duration by 73% compared to control sites.

STEP 3: DEMONSTRATE ALTERNATIVES. Demonstrating successful approaches, presenting proven alternatives, and demonstrating that alternative options are not more expensive; are all key elements of introducing successful voluntary behaviour change measures. This can be more powerful if peer to peer demonstration and examples are used, rather than messages coming from the city authority.



In Freight TAILS partner city Umeå (Sweden) the “Heroes of the Air”(Luftens Hjältar) initiative is focussed on turning drivers into cyclists during winter months when air quality in the city is most threatened. Six ordinary people who cycle to work (the ‘heroes’) are part of a promotional campaign to encourage more winter cyclists. In a second step, new winter bikers are offered free winter tyres and other bicycle accessories. Over 200 applications have been received and 30 individuals have signed the contract to commit to cycling to and from work.

STEP 4: INTRODUCE INCENTIVES. Introducing incentives and rewards also present effective alternative ways to stimulate voluntary behaviour change (e.g. privileged access, provision of infrastructure, or financial rebates). These measures should be both promoted to raise awareness of the opportunities within relevant business communities; as well as constantly measured, to ensure budgets are not drained, the desired impacts are being achieved, and the target stakeholders are being fairly reached. Softer controlling measures can also have effect, for example banning private deliveries to the workplace.

STEP 5: INVOLVE APPROPRIATE STAKEHOLDERS. The involvement of a variety of appropriate stakeholders in the development of new ways of working is proving successful in ensuring both commitment to and sustainability of change. In London both the London “Business Improvement Districts” and Freight Quality Partnerships, have proven successful.



Lowering Emissions
from Commercial Vehicles

In 2016 Transport for London launched the LoCITY programme to encourage uptake of low emission commercial vehicles. LoCITY is a 5-year industry-led collaborative programme that has brought together fleet operators, central and local government, other public sector organisations, vehicle manufacturers, and refuelling and recharging suppliers to improve air quality. This is the third large behaviour change project that TfL has developed, and stakeholder engagement and interaction is considered critical to the success of such programmes. Nearly 1,000 individuals from over 600 organisations are involved. Four working groups have been set up to provide expert advice and guidance on LoCITY and its outputs, each covering a particular part of the commercial vehicle market: vans; waste and construction; heavy goods vehicles; and policy, planning and procurement. www.locity.org.uk

Who are the key stakeholders who have enough influence to ensure change?

Key stakeholders will vary based on the intervention to be achieved and the type of behaviour to be changed – both scale and scope - but generally, in urban freight transport the main [stakeholders](#) are:

- Levels of authority (central and local government, politicians, policy makers and officers)
- Transport agencies
- Suppliers
- Freight operators and delivery companies
- Business associations
- Customers/Receivers - businesses, offices, public services
- Retailers and shopkeepers
- Online consumers
- Police
- Citizens in general

These stakeholders can be approached collectively, such as a freight transport forum or by forming partnerships (e.g. freight quality partnerships), or by working with specific segments of the supply chain to better match their real needs with alternative distribution models. Establishing dialogue and collaborating directly with retailers in particular shopping streets or districts can help turn resistance into asset (as has happened in the Wyck area of Freight TAILS city Maastricht (The Netherlands)).

Behaviour change, and particularly voluntary behaviour change, results from being exposed to and accepting a new mind-set, which is not always simple to achieve. Therefore, in the early stages, it may be most effective to customise messages to specific target groups or organisations, building on those who already have an understanding of the issue and their potential role. In this way, effort and resources can usefully be focussed on those most likely to change rather than those least likely to do so - the 'low-hanging fruit' principle.

Well-known people or social/cultural leaders in a community can be important champions of new approaches and companies can be encouraged to copy or cooperate in alternative operational models.



Faced with obstruction of public space (and delivery activity) by unlimited parking of bicycles, Freight TAILS city partner Municipality of Umeå (Sweden) approached various target groups including cyclists, pedestrians, delivery van drivers, wheelchair bound people and property owners. Change of behaviour focussed on 5 actions: more and improved bicycle parking infrastructure; bicycle parking symbols in pedestrian streets; cycle hosts, to inform cyclists of parking facilities and to tag bikes parked irresponsibly; working with property owners (dialogue to encourage owners to install bike racks within premises); and removing abandoned bicycles.

When do you know voluntary behaviour change has worked (what are the success factors)?

Knowing when voluntary behaviour change has had real impact is not an exact science in every case. Determining who has benefited and if all the stakeholders' needs have been satisfied, involves assessing success levels using both quantitative and qualitative [data](#), as with many evaluations.

Compiling relevant datasets linked to **quantitative** indicators, and measuring before (during) and after intervention, will provide useful insight on the impact of initiatives. We also have tools to inform us if real improvement in air quality or reduction in emissions and traffic congestion are achieved, however, we may not be able to confirm the actual role of voluntary behaviour change in the process.

Qualitative data can be gained through questionnaires and case studies in order to establish satisfaction levels (before and after) or to present inspirational case studies. The level of stakeholder participation or cooperation in VBC measures can provide important evidence of behaviour change i.e. the relative participation of businesses from one intervention to the next.

The implementation and acceptance by organisations and individuals of more sustainable practices (such as the adoption of a preferred supplier, shared stockholding, moving to click-and-collect, or the introduction or expansion of pedestrian areas), tells us that behaviour change has been achieved. Replication and/or the transfer of good practice, where one company or organisation copies the sustainable options of a competitor or another sector, also provide a very strong indication of successful behaviour change.

“We know when voluntary behaviour change methods have worked when things that were considered “add-ons”, become business-as-usual” Freight TAILS partner city.

Recommendations

- Develop alternative approaches to influence UFT behaviour change (engage directly with stakeholders, build partnerships, look at responsible incentive possibilities...), rather than by continuing to focus on traditional policy tools and regulatory systems.
- Replace or supplement existing and familiar policy tools by encouraging voluntary behaviour change and by engaging in cooperative behaviour change.
- Maximise communication opportunity. Information campaigns aimed at changing mind-sets may be a necessary pre-condition to generate commitment and achieve behaviour change.
- Apply approaches which are traditionally associated with the private sector. Economic actors and sophisticated PR agencies have been quick to understand the potential of influencing behaviour change, to increase sales and profits. This knowledge and rapid uptake by the private sector should be matched by government and policy makers in the steps they take to achieve societal goals.
- Recognise that opinion is more often influenced by peers, and in some cases popular “celebrities”, than by advice from policy makers.
- Use ‘prompt’, ‘nudge’, ‘push’ and ‘fun’ techniques that encourage a small but effective change of behaviour. All can be powerful ways to help fix attention, gain support and stimulate behaviour change.
- Establish a carefully planned comprehensive long term approach that identifies actions to be taken on a range of fronts, this will help build an integrated strategy to maximise behaviour change which is responsive to evolving conditions.
- Target stakeholders or groups who are most likely to change their behaviour, this can build momentum which will help address those less likely to change.
- Lead by example, public procurement behaviour can play an important role in voluntary behaviour change. The public sector can show that certain actions are feasible, effective, desirable and inexpensive.
- Strike a balance between regulation and incentives which allows stakeholders to make change in a positive way, from a positive experience.

The Freight TAILS Process: Urban Freight Transport and VOLUNTARY BEHAVIOUR CHANGE



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