

# Barriers to Urban Freight Policy Implementation: The Case of UCC in Oslo

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Workshop

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# Background

- Two demonstrations planned in the Green Urban Distribution project
  - Electric distribution vehicles (finished in 2012)
  - Urban Consolidation Center (planned for spring 2014)
- Plans for UCC in Nedre Slottsgate in the city center
- Last-mile transport by electric cars or cargo bikes
- Several obstacles to the implementation process -> failure to establish UCC within the project period
- Two questions to prepare for successful implementation of UCC in Oslo:
  - What kind of barriers did the implementation meet?
  - How can these be overcome?



# Urban Consolidation Center (UCC)

- Not a new idea – many UCCs have been implemented
- UCC may respond to several political aims:
  - Reduced emissions from last-mile transport
  - Alleviate problems of congestion, parking and maneuvering
  - Better road safety in inner city streets
  - Contribute to more attractive city centers for people and businesses
- Not straightforward to implement

# Implementation of transport policy measures

- Implementing measures is "more easily said than done" (May et al. 2006)
- The consensus that is present during policy formation often shifts to conflict upon realization
- In the Green Urban Distribution project, most partners agreed on UCC as a second demonstration
- Still – not carried through

# Theoretical framework

- Useful as a guide to potential factors
- Increase general relevance of specific cases
- Implementation theory in political sciences – top-down and bottom-up perspectives
- No comprehensive theory of policy implementation
- Transport policy implementation – mostly concerned with support systems for designing policies
- Less focus on frameworks for evaluating barriers to implementation

# A framework for barrier evaluation in urban freight policy

		<i>Dimensions</i>				
		<b>Description</b>	<b>Timeline</b>	<b>Significance</b>	<b>Actor</b>	<b>Action</b>
<b>Barriers</b>	<b>Financial and practical barriers</b> (availability of personnel, finances and equipment)	How is this particular barrier described?	What is the plausible timeframe for overcoming the barrier? <i>Short-term (&lt;1 year), medium-term (2-5 years) or long-term (5-10 years or more)</i>	Is the barrier likely to pose an important obstacle to implementation? Distinguished between <i>Not important, Quite important</i> and <i>Highly important</i>	Who is the appropriate institutional actor(s) to take relevant action?	What actions must take place in order to achieve implementation?
	<b>Social and cultural barriers</b> (acceptability among stakeholders)					
	<b>Institutional barriers</b> (issues of coordination between administrative and policy entities)					
	<b>Legal barriers</b> (requirements or constraints in laws and regulations)					

*Based on D. Browne et al. (2012)*

# Data material

- The analysis is based on research activities and findings in the Green Urban Distribution project:
  - Literature studies
  - Stakeholder surveys
  - Focus group seminars
  - Project meetings with involved stakeholders

# Identified barriers

1/2

- Financial and practical barriers:
  - A UCC requires both investments and operational costs
  - Lack of a business model for how costs would be financed
    - The City of Oslo would not subsidize operating costs
    - No carrier motivated to operate without volume guarantees
- Social and cultural barriers:
  - Carriers and end-receivers not motivated to change a distribution system that they have invested in
  - Present situation "works well enough"
  - Expecting increased costs, increased delivery time and reduced security for goods
  - Not perceived as "fair" that private actors should pay more for contributing to a living city that we all want



# Identified barriers

2/2

- Institutional barriers:
  - Many public bodies involved in the process within the city administration and the police
  - All bodies have their own priorities and targets
  - The City procurement office would not allow deliveries of goods to City offices to pass through a UCC
  - The Police used several months to process an application of new sign regulations where the UCC would be placed
- Legal barriers:
  - Procurement regulations
  - Road sign regulations

# Barrier matrix

1/2

Barrier	Description	Timeline	Significance	Actor	Action
<b>Financial and practical</b>	Lack of business model	Medium-term	Highly important	City and private stakeholders	Agree upon business model (proposed model is ready at present)
	Coverage of initial and operative costs	Medium-term	Highly important	City	Make possible sources of income visible Find a private actor who can take the responsibility for implementation and operation
	Finding an appropriate localization	Short-term	Quite important	City	Traffic analysis, search of available consolidation and storage room
<b>Social and cultural</b>	Private stakeholders unwilling to pay for freight externalities	Long-term	Quite important	City and private stakeholders	Enhanced focus on collaboration for greener urban freight through establishment of formalized network of stakeholders
	Perceived negative impacts from UCC on carrier economy and delivery predictability	Medium-term	Quite important	City and carriers	Integration of carrier concerns in plans for UCC
	End-receivers have low problem perception, satisfied with present arrangements	Medium-term	Quite important	City and end-receivers	Advantages with UCC (e.g. predictability and added value services) must be made visible to end-receivers

# Barrier matrix

2/2

Barrier	Description	Timeline	Significance	Actor	Action
<b>Institutional</b>	Conflicts of interest between different governmental bodies	Long-term	Quite important	City	Environmental concern must be lifted and prioritized by higher political levels
<b>Legal</b>	Procurement legislation	Short-term	Quite important	City	Procurement contracts for deliveries to City entities must be changed to route deliveries via UCC
	Road sign legislation	Short-term	Not important	City	Application for new regulation must be filed in good time

# Conclusions

- What have we learned?
  - Establishing a UCC takes time!
  - Many issues that need to be solved
  - The most important barriers:
    - Unclear business terms
    - Low acceptability among private actors
- The study unites approaches to urban freight with implementation theory and research on acceptability from passenger transport

Thank you for your attention!

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