Co-ordination Action
Priority 1.6.2 Sustainable Surface Transport

D 1.3 BESTUFS Policy and Research Recommendations III
Port cities and innovative urban freight solutions
Managing urban freight transport by companies and local authorities

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<td>CO</td>
<td>Confidential, only for members of the consortium (including the Commission Services)</td>
</tr>
</tbody>
</table>
# Table of content

1 INTRODUCTION BESTUFS 3

2 PORT CITIES AND INNOVATIVE URBAN FREIGHT SOLUTIONS 4

2.1 Introduction 4

2.2 Definitions 4

2.3 Impacts of a port 6

2.4 Developments in ports and port cities in Europe 7

2.5 Examples of port cities and innovative urban freight solutions 9

2.6 Projects and associations related to ports and port cities 10

2.7 Recommendations 13

3 MANAGING URBAN FREIGHT TRANSPORT 16

3.1 Introduction 16

3.2 Definition 16

3.3 Policy approaches concerning urban freight transport 16

3.4 Efficiency problems in urban freight transport 18

3.5 Approaches to urban freight transport initiatives 19

3.6 Joint working between policy makers and companies 20

3.7 Recommendations 24

ANNEX 27
1 Introduction BESTUFES

The EC established the Co-ordination action (CA) on BEST Urban Freight Solutions II (BESTUFES) as the follow up initiative to the Thematic Network (TN) BEST Urban Freight Solutions carried out from the year 2000 to 2003. BESTUFES started in 2004 with a duration of 4 years. BESTUFES aims to maintain and expand an open European network between urban freight experts, user groups/associations, ongoing projects, the relevant European Commission Directorates and representatives of national, regional and local transport administrations and transport operators in order to identify, describe and disseminate best practices, success criteria and bottlenecks of City Logistics solutions. The concept of a Co-ordination Action thereby seeks to obtain the co-operation of experts and projects with already existing or just emerging experiences and expertise, and the collection and raw analysis of existing project results from national and European projects - rather than starting new research activities.

To reach the above objective, the results of national, European and international projects and investigations about the urban transportation of goods are considered, and the expertise and knowledge of the different stakeholders in urban goods transportation is obtained. The main sources for this deliverable focus on the expertise and knowledge of CA participants by collecting and working up the views and contributions of the different individuals or groups in the BESTUFES workshops and from the material collections in work package 2 (Best Practice).

For the duration of the BESTUFES Co-ordination Action recommendations will be described each year as a public deliverable.

Thematic focus

The thematic workshops organised in BESTUFES in year 3 focused on the following themes

- "Port cities and innovative urban freight solutions" (addressed in a workshop on 22/23 March 2007 in Gothenburg, Sweden).
- “Managing urban freight transport by companies and local authorities” (addressed in a workshop on 21/22 September 2006, Wirtschaftskammer, Vienna, Austria - including a site visit to either the Austrian Post Mail Hub or BILLA Retail Primary Distribution Centre).

These themes are addressed in sections 2 and 3 of this report.
2 Port cities and innovative urban freight solutions

2.1 Introduction

A workshop entitled “Port cities and innovative urban freight solutions” took place in Gothenburg, Sweden on 22-23 March 2007. This subject had not been previously addressed in BESTUFs workshops or in the rest of the BESTUFs thematic network. Main reasons for organising such a workshop were that the specific issues of port cities have not been considered yet although many European cities at rivers and the coast have problems due to their ports.

Nine presentations about freight transport in port cities were held during the workshop and within the technical visit the port of Gothenburg was visited. The workshop was attended by 30 participants from all over Europe.

The topic “Port Cites” has not been treated within a BESTUFs Best Practice Handbook. Therefore the findings and results of the workshop in Gothenburg are presented in summary within this document and information from other projects and initiatives is given as well leading to recommendations for city authorities, companies and joint working between political stakeholders and companies.

2.2 Definitions

In this report the term “port cities” refers to ports, inland ports and freight villages which are linked to a specific urban area. The following pictures show different examples within an urban context:

![Figure 1: Port of Hamburg, Germany (source: port of Hamburg)](image)
Figure 2: Inland port of Basel, Switzerland (source: Rheinschifffahrtsdirektion Basel)

Figure 3: Inland port of Berlin, Germany (source: PTV)

Figure 4: Port of Nuremberg, Germany (source: Hafen Nürnberg-Roth GmbH)
A port is a facility for receiving ships and transferring cargo to and from them. They are usually situated at the edge of an ocean or sea, river, or lake. Ports often have cargo-handling equipment such as cranes (operated by stevedores) and forklifts for use in loading/unloading of ships, which may be provided by private interests or public bodies. Often, canneries or other processing facilities will be located very close by. Harbour pilots, barges and tugboats are often used to safely manoeuvre large ships in tight quarters as they approach and leave the docks. Ports which handle international traffic will have customs facilities. (Source: wikipedia)

A freight village is a defined area within which all activities relating to transport, logistics and the distribution of goods, both for national and international transit, are carried out by various operators. These operators can either be owners or tenants of buildings and facilities (warehouses, break-bulk centres, storage areas, offices, car parks, etc.) which have been built there. Also, in order to comply with free competition rules, a freight village must allow access to all companies involved in the activities set out above. A freight village must also be equipped with all the public facilities to carry out the above mentioned operations. If possible, it should also include public services for the staff and equipment of the users. In order to encourage intermodal transport for the handling of goods, a freight village must preferably be served by a multiplicity of transport modes (road, rail, deep sea, inland waterway, air). Finally, it is imperative that a freight village be run by a single body, either public or private”. (Source: www.freight-village.com)

2.3 Impacts of a port

For the urban area that is linked to a coastal port, inland port or freight village both positive and negative impacts can be observed.

On one hand the port is in many cases an important economic factor in the region and guarantees employment for the inhabitants of the city and often for the whole region. Furthermore, the goods supply of the urban area is often partly done directly via the port, e.g. via an urban distribution centre, leading to an excellent good supply e.g. with fresh goods.

On the other hand the port’s activities result in a whole range of problems and negative impacts such as:

- Noise disturbances and air pollution due to the hinterland transports (rail and road) which often travel through the suburbs of the city.
- Safety risks if dangerous goods are transported within the urban area.
- Noise disturbances from the port activities like loading and unloading, transhipment which affect the nearby urban areas.
- Air pollution from ships, transhipment equipment, etc. which affects the nearby urban areas.
- A high amount of big vehicles and trains within the urban area.
- Commuter traffic leading to congestion and additional noise and air pollution.
- Quality problems like e.g. delays for the transport operators due to congestion.

“A harbour is a city in or beside the city itself with very own rules and characteristics. But: Even if most of the goods leave the city, still the city is affected in a strong way. It seems that the harbours and the city get closer to each other and in order to deal with future increase of traffic it should be guaranteed that transports on landside are done in an efficient and environmental friendly way.” (BESTUFS workshop Gothenburg, 22nd and 23rd March 2007)
The problems shown above are often seen within port cities but up-to now, figures and facts about the actual traffic that is due to port activities is often very weak within the cities and also within the ports and their companies. In the following, figures and facts of a limited number of examples are given which intend to give an insight in the current situation:

- 25% of the goods which are distributed via the Interporto Bologna (Freight Village) are distributed within the Bologna metropolitan area, 8% (estimated) thereof within the Historical City Centre. 75% of the goods go to the rest of Italy and Europe.
- Within the port of Brussels the modal split is currently 78% on road, 20% on water and 2% on rail and as a result of the port master plan for the future a modal split of 65% on road, 27% on water and 8% on rail is expected.
- Within the city centre of Gdynia 11% of the whole traffic is due to port activities and on main road links 20% of the traffic is due to port activities.

2.4 Developments in ports and port cities in Europe

**Example city and port of Gothenburg**

“The city of Gothenburg was founded in 1621 for military reasons. The seaport has always been important for the city. Around 1900, the textile industry and the technical revolution made the shipyards very profitable. Nowadays, the shipyards are not as important for the city as they used to be. Nowadays, there are more people working in the service industry in these old areas then there were in the past in the shipyards. The railway system is a key factor in the development of the container industry.” (Lord Mayor Jörgen Linder, BESTUFS workshop Gothenburg, 22nd March 2007)

The importance of inland ports has been decreasing heavily during the last 10 years. One reason is that due to the recession within the building industry construction materials are one of the main categories of goods to be shipped decreased severely. The sorting and shipping of waste materials as another main business field could only partly fill the gap. As a result the total number of goods shipped is no longer sufficient to offer all services and also the related activities like storage or packaging (very land-consuming) have been reduced. The port activities are bundled and free space is used for other purposes like offices and housing. As a result the space for (intermodal) transport activities is lost and the dependency on road transport increases.

For smaller coastal ports the increase of the importance of short sea shipping is an important growth factor for the future. Short sea shipping can be seen as a backbone which links industrial hubs.

On the other hand, a substantial increase in the volume of goods transport to and from coastal ports can be seen to be leading to growing competition between the bigger and especially large ports. The winners usually face severe capacity problems in hinterland transport which will be aggravated in the near future if the expected increase of goods volumes as shown in the following figures occurs. The figures below show the forecast change in the modal split as well as the expected growth in freight transport from 2000 to 2020.
Evolution of modal split in freight transport 2000 - 2020

Figure 5: Evolution of modal split in freight transport 2000 – 2020 in the European Union (source: European Commission, Directorate-General for Energy and Transport, Memo June 2006)

Expected growth in freight transport activity by mode (2000 – 100)


Freight villages try to offer differentiated services and excellent infrastructure in order to attract companies to locate in the freight village. Substantial goods volumes are often required for a freight village to be viable and successful. Due to high infrastructure cost and the priority of road transport the competition is quite difficult. Freight villages that are owned by a city authority are often less successful than those that are privately-owned due to lack of investment. Intermodal terminals are due to historical
reasons quite often situated near to railway stations, leading to interferences with, and disturbance to, the local inhabitants and also resulting in traffic problems.

2.5 Examples of port cities and innovative urban freight solutions

Two examples of port cities and their innovative solutions related to urban freight transport are provided below for Bologna and Bremen.

City of Bologna / Interporto Bologna (freight village)

The main objectives followed are:

- No heavy goods vehicle traffic inside the urban areas (i.e. reduce congestion)
- Strategic construction of logistics infrastructures
- Increase the competitiveness of the transport and logistics companies in order to provide the production system with more efficient services (i.e. increase the productivity)
- Promote the rail transport (i.e. increasing in intermodality)

The Bologna municipality policy supports the freight village in terms of implementing an Urban Distribution Platform. The following impacts are expected:

- Reduce CO₂ impact and acoustic pollution levels
- Support alternative transport vehicle and alternatively-fuelled vehicle use
- Reduce delivery time
- Reduce city congestion through integrated solutions of transport system and infrastructures able to support a better organization of territory and urban systems

Furthermore, the Bologna City logistics project – VAN SHARING has been implemented which has included the following measures:

- Favour synergies among operators already involved in urban distributions (Consortium)
- Provide approximately 15 low emission vehicles
- Create an IT Platform supporting Route Planning, Loading Optimisation, Park Booking for dedicated stop areas

For freight villages the following lessons can be learnt from the Bologna example:

- The integrated model of a freight village is preferable to the non-integrated one.
- The concentration of transport and logistic activities in a single large facility is more economic and efficient than several smaller intermodal terminals scattered over the territory.
- Coordinated planning and funding is necessary to develop freight villages and intermodality.

Freight transportation planning especially in relation to the ports of Bremen

Instruments used and measures implemented in the ports of Bremen include:
• GVZ (freight village) as a platform to transship goods (railway <-> lorry and lorry <-> lorry) in a network in Germany
• City Logistic in order to transport different types of freight in one goods vehicle to customers in the city (from the GVZ or other points)
• Bremen Truck Routing System which increases the use of main roads in the city by lorry and truck traffic (by a system of recommended routes)
• A Traffic Management System operating in the real-time traffic situation to help avoid road congestion
• Development of infrastructure including measures to optimize the traffic system (roads, railways, port expansion in Bremerhaven)
• Monitoring the traffic system in order to control the efficiency of measures and succeed of the prognosis (including use of a traffic model)

Further innovative examples have been presented within the framework of the BESTUF S workshop about “Port cities and innovative urban freight solutions” in Gothenburg, March 2007 and can be found at the BESTU FS homepage at [http://www.bestufs.net/workshops/2007-03-22_goteborg.html](http://www.bestufs.net/workshops/2007-03-22_goteborg.html).

In addition, a wide range of examples of all kinds of solutions within port cities can be found in the framework of the CITYPORTS-project at [http://www.cityports.net/](http://www.cityports.net/).

### 2.6 Projects and associations related to ports and port cities

A number of projects and associations are dealing with ports, ports cities and the related freight transport in the urban areas. In the following section relevant projects and associations and their remits and achievements are summarised:

**International Association Cities and Ports**

The IACP was created in 1988 as an initiative between cities, ports and their institutional and economic partners to create a permanent structure for the exchange of information and contacts in order to monitor projects in the best possible manner. The IACP is an international network of economic and political bodies representing port cities. The IACP is the only organisation which exchanges information and contacts between cities and the ports. The IACP is a network for benchmarking and promoting the city-port, and is recognised by public authorities and international institutions. The IACP has an international Board of Directors with 33 elected members, a network of experts and researchers, and a General Management which is responsible for implementing the programme of activities decided upon at the General Assembly and for managing the functioning of the network. The headquarters of the IACP are in Le Havre (France).

A charter for Sustainable Development of Port Cities has been set up in Sydney in 2006 including the following main issues:

**Chapter 1: To ensure coherence of projects on the scale of port cities and regions**

- Article 1.1 Drawing institutions together
- Article 1.2 Establishing consultation as a principle of governance
- Article 1.3 Maintaining ongoing dialogue with the population
- Article 1.4 Working on a metropolitan scale
Chapter 2 To deal with port interfaces from the viewpoint of mixity
   Article 2.1 Respecting site identity
   Article 2.2 Establishing new principles of city/port cohabitation
   Article 2.3 Managing the differing paces of port and urban life

Chapter 3 To respect the equilibriums between port cities and their natural environment
   Article 3.1 Ensuring protection of the natural environment
   Article 3.2 Guaranteeing clean maritime and river transport
   Article 3.3 Developing renewable energy

Chapter 4 To strengthen social cohesion and stimulate employment
   Article 4.1 Opening city/port spaces to all
   Article 4.2 Diversifying the housing mix
   Article 4.3 Emphasising knowledge and training
   Article 4.4 Integrating fair trade

Chapter 5 To promote innovative port and urban economic development
   Article 5.1 Boosting economic activity
   Article 5.2 Promoting and supporting intermodal transport
   Article 5.3 Ensuring safety and security in port facilities
   Article 5.4 Establishing a privileged relationship with global maritime operators
   Article 5.5 Taking full advantage of new technologies
   Article 5.6 Implementing an original tourist strategy

Chapter 6 To foster cooperation among port cities
   Article 6.1 Working together to achieve more sustainable development
   Article 6.2 Setting an example
   Article 6.3 Supporting IACP actions

The whole charter can be found as ANNEX to this report. More information can be found at http://www.aivp.org

DIPCITY (Interreg IIB project)

DIPCITY is a cooperative project between four major inland ports in North-West Europe, of which two are situated in Belgium (Brussels and Liège) and two in France (Paris and Lille). The project partners believe this project will further develop the inland ports as sustainable tools for the city. DIPCITY is an acronym for ‘Development of Inland Ports as Sustainable Tools for the CITY’.

The project partners will work around five specific themes the general objective of which is to strengthen the link between city and port. For each of these themes a teacher has been nominated who will lead the round tables and the exchange of experiences.

These five themes are in short:
- Transport of waste and recyclables on inland waterways.
- The attractiveness of port zones and city-port relations.
Overview about the five themes

1. Transport of waste and recyclables on inland waterways. Transport of waste is a new market with high potential for inland waterways. The existing transfer systems in Lille and Liège will serve as a basis for exchange. It will be examined how the existing systems can be adopted and used by the other DIPCITY partners. The Port of Brussels wants to examine the application of the different systems in the Region of Brussels-Capital. Also the Port of Paris is looking into possible developments in the field of waste transport. The transport of waste along the waterways has major benefits in decongesting the cities (avoiding movements of waste lorries on the road) and at an environmental level (air pollution, noise). The Port de Lille will lead this theme.

2. The attractiveness of port zones and city-port relations. The relation between cities and ports are a very important theme. Many port cities have recently launched projects to revitalise their ancient waterfront. To safeguard the future of port activities in an urban context, the ports are obliged to raise the attractiveness of their port zones, notably by planting greenery, by creating space for pedestrians, by the organisation of events for a large public, etc. These actions are part of the strategy for ‘urban integration’, which the Port of Brussels adopted a few years ago. The Port of Brussels will lead this theme.

3. The development of multimodal transport. The inland ports are essentially trimodal platforms where goods are transhipped from road to rail and waterway (and vice versa). A strengthening and modernisation of this multimodal character is necessary to assure the further development of port activities. The emphasis will be put on a stimulation of sustainable transport modes (waterway and rail). The Port de Paris will lead this theme.

4. The role of ports in the distribution of goods to the city. Next to transhipment of goods, the inland ports are also locations where goods are stored before distribution toward the city. Before this distribution takes place, the goods can undergo treatments, such as palletisation, packaging, labelling, etc. In the inland ports, the distribution function is becoming increasingly important, because goods can be stored at a short distance from the consumption centres, which allows to react quickly to market demands. The goods are delivered to the city in smaller goods vehicles, to minimise nuisances. The Port de Paris, situated in one of the largest consumption centres in Europe, will lead this theme.

5. Port safety and security and environmental aspects. Security measures have to be taken in the framework of the so-called ISPS code and a new regulation on port security which is expected in the near future. The project partners will examine the role that inland ports can play in this respect, to support the private port companies. Finally, solutions will be examined to environmental problems of port activities. The Port de Liège will lead the round tables on this theme.


Plan the City with the Port (PCP) project

The PCP project “Plan the City with the Port” is a European project that brings together the port cities of Amsterdam, Bremerhaven, Delfzijl, Gdansk, Le Havre (project leader), Riga, the International Association Cities and Ports, as the scientific coordinator, and Mr J. Charlier as external expert.
The project partners compare their unique planning situation, dealing with the interests of urban and port authorities. In general, new large-scale port expansions in European countries are unlikely because of growing environmental constraints. Ports must therefore know how to rebuild on their existing facilities and nevertheless achieve good acceptance from the cities. At the same time, the urban authorities are eager to increase the quality of life of their inhabitants and ensure new socio-economic development with the aim of creating new jobs. Ports and cities should therefore implement a new dialogue and collaborate in the smooth integration of their respective expansion schemes and redevelopment strategies.

By visiting, discussing and analysing several cases of ports and cities, the project will result in the drawing up of a guide containing good practices and recommendations with the objective of successfully mixing port and urban functions in the connecting spaces between the city and the port.

http://www.freeportofriga.lv/eng/projekti.asp

Port-Net - Promoting interregional co-operation of ports and multi-modal transport structures in the EU

Port-Net’s objective is to identify and tackle the main challenges faced by European ports in order to create better operational structures and capacities and achieve the best possible regional integration of ports. These targets will be achieved through workshops, lectures and best practice tours at the locations of the partners as well as through external expertise and studies.

There are three major components to the project. The first component deals mainly with the application and further development of EU-policies. The second deals mainly with improvements of the multi-modal transport structure, while the final component focuses on tourism and urban development from a port perspective.

http://www.port-net.net

PROMIT – Promoting Innovative Intermodal Freight Transport

PROMIT is a Coordination Action funded by the European Commission, under the 6th Framework Programme, with main objectives to contribute to a faster improvement and implementation of intermodal freight transport technologies and procedures, and to help Promoting Innovative Intermodal Freight Transport and modal shift by creating awareness on innovations, best practices and intermodal transport opportunities for potential users as well as politicians and research community.

http://www.promit-project.net/

2.7 Recommendations

Recommendations for an integrative planning

Port cities are important players in the process of globalisation. They need to integrate this global dimension in their strategic plans in order to be competitive on an international stage. The city authority and the port have to work closely together to develop a suitable strategic plan. The city – port interface constitutes an essential element of this. To succeed with the city - port interface, a precise analysis of the needs of the city and those of the port have to be carried out. It also requires a shared knowledge of each other's requirements.

The ownership of the port determines the extent to which a city authority can either directly influence the port activities or should actively contribute in the port authority’s plans. Port master plans on one hand and, on the other hand, an integrative planning approach from the city authority that considers the port within land use, traffic and development plans are required for successful collaboration and
outcomes. A good knowledge of the current situation is required in order to develop these plans. In addition, a good analysis of future developments (e.g. the types and quantities of goods expected to be handled) is very important.

For a successfully mixing of port and urban functions in the connecting spaces between the city and the port the following main issues should be considered:

- Attractiveness of port zones and city-port relations
- Development of multimodal transport
- Role of ports in the distribution of goods to and from the city
- Port safety and security and environmental aspects

Furthermore, within integrative planning it is extremely important that the attractiveness of the port and related facilities for the transport operators has to be kept in mind. The following criteria are of high relevance: Total service, cargo base, rail/road infrastructure, land for logistics, productivity, cost efficiency, 24/7 operations and “low” bureaucracy.

**Recommended measures for port cities:**

The following measures and issues should be considered within planning:

- Development of new infrastructure
- Improvement of port service levels
- Guidance and routing of HGVs
- Cooperation / connection of ports and freight villages
- Traffic analysis in the area surrounding the port
- Development of rail centres
- Incentives for higher load factors
- Environmental zones
- Set up of a port master plan
- Sharing experiences
- Changing location
- Environmental friendly vehicles
- Electric power supply for the ships during their stay at the port
- Low-noise equipment/vehicles (e.g. low-noise rail wagons)
- Better use of existing infrastructure
- Integrative planning
- Legal framework conditions
- Promotion campaigns

**Summary recommendations for policy makers**

- BESTUFS recommends that aspects related to the hinterland transport to and from ports and terminals are broadly considered within integrative transport and land-use planning at national,
regional and city levels of government in order to avoid bottlenecks and reduce negative impacts within the urban areas.

- BESTUFS recommends the collection of detailed information about the transport flows related to ports and terminals and the need to make a realistic estimation of the future port developments in order to have a good basis for transport planning related to the ports.
- BESTUFS recommends that plans to convert transport infrastructure (like inland ports) within and nearby urban areas into office buildings, housings, parks, etc. are carefully evaluated. It is important to take into account that closing down intermodal facilities in and nearby urban areas increases the dependency on road freight transport. Once the use of such land has been changed from ports and terminals to other uses it will never again be available for intermodal logistics.
- BESTUFS recommends that within transport and land use planning new industrial areas should be better linked to ports and terminals. Existing infrastructure should be used as efficiently and effectively as possible.
- BESTUFS recommends the following as suitable accompanying measures in the efficient management of transport in the city: the implementation of guidance and preference networks for HGVs, incentives for higher load factors, environmental zones, development of rail centres, urban distribution centres and new infrastructure.
- BESTUFS recommends the provision of legal framework conditions (e.g. noise limits) which encourage the use of environmental friendly equipment and vehicles.

Summary recommendations for companies

- BESTUFS recommends that ports and freight villages cooperate with each other in order to offer good service quality to their customers.
- BESTUFS recommends that forwarders and transport operators take into consideration the (intermodal) services offered by ports and terminals more as an alternative to road freight transport.
- BESTUFS recommends that the transport companies make use of environmentally-friendly equipment and vehicles in order to reduce the environmental impacts of road freight transport and to increase acceptance of these activities by city authorities and inhabitants.

Summary recommendations for joint working between policy makers and companies

- Successful joint working between the public and private sector is likely to be an important determinant of the success of freight initiatives in European urban areas. BESTUFS recommends that policy makers with responsibility for urban freight transport should seek to establish good working relationships with companies involved in freight transport and logistics located and working in the port areas. A port master plan can be the outcome of this work together.
- A joint promotion of knowledge about the services offered by the ports and terminals can be a good accompanying measure, increasing the acceptance of all parties involved.

“The future of the ports is on land.”

(Eric Nilsson, Port of Gothenburg, BESTUFS workshop on 22/23 March 2007 in Gothenburg, Sweden)
3 Managing Urban Freight Transport

3.1 Introduction

A workshop entitled “Managing urban freight transport by companies and local authorities” was held on 21/22 September 2006 in Vienna. The workshop addressed the issues of the efficiency of urban freight transport operations. It considered the problems experienced by freight transport operators due to regulations and policy measures in towns and cities, initiatives taken by urban authorities to improve the working environment for the freight transport sector, and working relationships between urban authorities and freight transport operators. A total of nine presentations were made on research and initiatives taking place in Vienna, Padova, London, and various Dutch and French cities, as well as projects involving operators including Schenker and TLN. A Roundtable discussion of the related issues and potential initiatives also took place. The workshop was attended by 53 participants from across Europe.

The main conclusions of the workshop were that more consideration of the impact of urban transport initiatives on freight transport was needed in European towns and cities. While such work currently takes place for passenger transport it is far less common for freight transport. Better understanding of the negative effects of policy initiatives on freight transport together with efforts to avoid such impacts where possible would help to maintain or even improve the efficiency of urban freight operations. It was also felt that further efforts were required to educate the urban authorities and the general public about the importance of freight transport in the availability and cost of goods and services in urban areas.

3.2 Definition

Around 80% of European citizens live in an urban environment. They share in their daily life the same space, and for their mobility the same infrastructure. Their mobility accounts for 40% of all CO₂ emissions of road transport and up to 70% of other pollutants from transport (European Commission, Background paper for the Technical Workshop for the Green Paper on urban transport, January 2007).

Urban freight transport and logistics involves the delivery and collection of goods in towns and cities centres. It also includes activities such as handling and storage of goods, the management of inventory, waste handling and removal and home delivery services.

Due to their large populations and extensive commercial establishments, urban areas require large quantities of goods and services for commercial and domestic use. The growing importance of urban freight transport is related to increases in urban populations and continued economic growth in urban areas. This results in increasing levels of demand for freight transport services.

This tension between demand for transport and space limitations in urban areas has resulted in major problems in providing urban freight transport services. This can reduce the efficiency of urban freight transport operations and also impact on the well-being of urban dwellers and workers.

3.3 Policy approaches concerning urban freight transport

It would be expected that, because of its importance to the urban economy and urban lifestyles, that the topic of urban freight transport would have received much attention from local, regional, and national governments as well as at an EU-level. However, despite its importance relatively little attention has been paid to urban freight by researchers and policy makers until relatively recently. This situation is summarised below.
Most policy making decisions concerning urban freight transport in European towns and cities has been taken by urban or regional authorities over the last few decades. Some of these authorities have been relatively active in terms of freight policy making but, until recently, did relatively little in terms of developing strategies and taking policy action. Instead, most of the transport efforts of urban and regional authorities have been focussed on passenger transport rather than freight. Where freight-related action has been taken by urban and regional authorities, most of it has been concerned with limiting the negative impacts of urban freight operations, rather than considering the economic and social importance of these activities and identifying methods by which to improve its efficiency.

Despite the importance of urban freight transport in supporting businesses through the provision of goods and services, and the role it plays in providing for the needs of urban inhabitants and workers, the topic has not been addressed by governments at a national or EU-level.

There are few examples of efforts to develop urban freight strategy and transport policies at a national level in European countries. National level authorities have mainly had an indirect impact on urban freight transport through actions including transport infrastructure expenditure, guidance concerning transport and land use policies, promotion of environmentally-friendly transport modes, and support for research activities.

Similarly, the EU White Paper on Transport published in 2001 made little reference to urban freight transport. The document noted the rapid increase in traffic in urban areas, and the impact this is having on urban congestion together with worsening air and noise pollution and accident rates. This document went on to note that although “the subsidiarity principle dictates that responsibility for urban transport lies mainly with the national and local authorities, the ills besetting transport in urban areas and spoiling the quality of life cannot be ignored”. The private car was singled out as particularly problematic in this rise in congestion, and the concepts of promoting clean vehicles and developing good quality public transport services were discussed. No specific reference was made in the 2001 White Paper to urban freight transport.

EU policies, such as environment, internal market and public procurement, regional policy or research have developed actions relevant to and which impinge on urban transport on the basis of their objectives. But this has resulted in the situation that there is no coherent urban transport policy at the European level. This is something that the EC now feels needs to be corrected, fully respecting the subsidiary principle.

As part of the mid-term review of the Transport White Paper, the European Commission has announced that it will produce a Green Paper on Urban Transport during the latter part of 2007. Matthias Rute (Director General of DG TREN in the European Commission) has stated that, “the EU can add value to actions at local level. In partnership with you (the cities), we want to identify barriers to successful Urban Transport Policies and, for specific actions, propose joint solutions” (European Commission, Stakeholder Conference for the Preparation of a Green Paper on Urban Transport, January 2007). The Green Paper and its follow-up activities will form the basis for a European Policy on Urban Transport as part of the European transport policy. As well as covering private cars, walking and cycling in urban areas, the Green Paper will also cover urban freight transport and logistics. It will address issues including: better understanding the impact of technological and demographic changes on urban transport, how best to ensure attractive and effective future public transport systems, consideration of the need for a general framework and support measures to facilitate the introduction traffic demand management systems in sensitive inner-urban locations, the integration of urban and inter-urban transport systems, and how to implement integrated policy approaches and remove barriers towards implementation.

A technical workshop (on integrated urban transport approaches for successful and attractive cities) held in May 2007 to help develop the Green Paper resulted in the following thoughts about its potential coverage of urban freight transport (European Commission, Stakeholder Conference for the Preparation of a Green Paper on Urban Transport, June 2007):

- Freight should be part of the urban agenda
Urban freight: environmentally friendly, safe and efficient

Commerce needs accessibility for goods and passengers

Build long-lasting synergies with all stakeholders

Support new technologies in a pragmatic way

Internet consultation carried out as part of these activities to develop the Green Paper showed that “only one of five respondents indicates that local authorities do enough to improve urban freight, logistics and deliveries” (European Commission, Stakeholder Conference for the Preparation of a Green Paper on Urban Transport, June 2007).

The annotated agenda for the Logistics Action Plan Conference held by the Commission in May 2007 noted that, “A holistic vision at the local level would be needed to consider all urban logistics together as a single logistics network that covers passenger and freight transport, and that pays attention to the aspects of land use planning, environmental considerations, traffic management and a number of other factors. The Commission services could function as a catalyst to change by bringing urban areas together towards a general framework consisting of a set of recommendations, indicators or standards for urban logistics, including freight deliveries and delivery vehicles, which could be adapted locally for different circumstances” (European Commission, Annotated Agenda for the Logistics Action Plan Discussions, May 2007).

3.4 Efficiency problems in urban freight transport

Urban freight transport operations are responsible for a range of negative social and environmental impacts. These are relatively well understood and include fossil fuel consumption, greenhouse gas emissions, air pollution, noise, visual intrusion, physical intimidation (of pedestrians and cyclists), road safety and accidents, and road traffic congestion/disruption.

The problems experienced by those performing freight transport and logistics operations in urban areas are far less well understood. These include:

- Traffic flow/congestion issues caused by traffic levels, traffic incidents, inadequate road infrastructure, narrow street layouts, and poor driver behaviour.

- Transport policy-related problems including neglect of freight transport issues in town and traffic planning, and other policy issues such as vehicle access restrictions based on time and/or size/weight of vehicle and bus lanes.

- Parking and loading/unloading problems including loading/unloading regulations, fines, lack of unloading space, and handling problems.

- Customer/receiver-related problems including queuing to make deliveries and collections, difficulty in finding the receiver, collection and delivery times requested by customers and receivers.

It is important to distinguish between the two different groups who are capable of implementing changes to the urban freight system, namely:

- **Public policy makers (especially urban authorities)** who make changes to urban freight transport operations through the introduction of policy measures that force or encourage companies to alter their behaviour.

- **Freight transport companies** who implement initiatives that reduce the impact of their freight operations because they derive some internal benefit from this change in behaviour. These benefits can be internal economic advantages from operating in a more environmentally or socially efficient manner, either through improved economic efficiency or through being able to enhance market share as a result of their environmental stance. Instances of company-led initiatives include increasing the vehicle load factor through the consolidation of urban freight, making deliveries
before or after normal freight delivery hours, the implementation of IT for communications or planning purposes, improvements in the fuel efficiency of vehicles, and improvements in collection and delivery systems. Some of these initiatives are technology-related, some are concerned with freight transport companies reorganising their operations, and some involve change in the supply chain organisation.

Inefficiencies in urban freight transport can occur as a result of existing road layouts or traffic levels. They can also come about due to non-freight urban transport policies of policy makers that have unintended consequences on freight transport operations (e.g. the introduction of bus lanes). Another cause of inefficiency in urban freight transport can result from variations in urban freight transport policy measures in different urban areas or different parts of a single urban area. For example, different access or loading time restrictions or vehicle emissions requirements within different parts of a city can be problematic to companies serving these locations with a single vehicle. It can result in the need for additional goods vehicles and goods vehicle trips. Such inefficiencies can have both financial and environmental impacts and are therefore best avoided from both the perspective of companies and the wider society. This suggests the need for collaboration between public policy makers with responsibility for freight transport regulations in urban areas as well as consideration of the benefits of harmonizing such regulations in order to avoid causing operational inefficiency.

3.5 Approaches to urban freight transport initiatives

Improving the efficiency of urban freight transport can also help to reduce its impact (by, for instance, reducing the number of goods vehicle trips and total distance travelled). In this way, efficiency improvements can benefit both companies and the wider society. Urban freight transport initiatives can be categorised under five themes (as used in the City Freight project). These are listed below together with the type of improvements each initiative can aim to achieve.

- Operations – efforts to improve aspects of operational efficiency including speed and reliability of deliveries, reduction of costs, convenience and customer service, and operational safety.
- Land use and Infrastructure – efforts to reduce the demand for freight transport by through reorganising the land use patterns in an urban area (retail, commercial, industrial, freight transport operations, residential).
- Environment – efforts to reduce or minimise the environmental impacts of urban freight transport.
- Regulations – efforts to influence urban transport behaviour and patterns through the implementation of traffic and transport policies
- Technology – efforts to improve operational performance of equipment and facilities, or reduce environmental impact through the application of technological initiatives.

The table below provides examples of urban freight initiatives related to each of the themes. As would be expected, most of the urban freight transport measures and initiatives could be categorised under more than one theme. Companies tend to be most interested in operational and market initiatives, while urban authorities and regional/national government tend to be most interested in land use and infrastructure, and regulations. Environmental and technological initiatives are often of importance to the private and public sectors.

<table>
<thead>
<tr>
<th>Theme</th>
<th>Examples of urban freight initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Operations</td>
<td>• Out-of-hours deliveries and evening / night deliveries</td>
</tr>
<tr>
<td></td>
<td>• IT tools (real-time traffic information, routeing and scheduling, telematics)</td>
</tr>
<tr>
<td></td>
<td>• Consolidation of deliveries</td>
</tr>
</tbody>
</table>
3.6 Joint working between policy makers and companies

Logistics activities are primarily performed by private companies. However, government (urban, regional and national) is expected to play a responsible role for many reasons – for example:

- coping with negative externalities such as road congestion and air pollution;
- necessary co-ordination with other public purposes such as city planning, regional economic development, environmental management, etc.;
- cross-border administrative issues with relation to international Supply Chain Management.

In recent years various types of public-private partnerships (PPP) have been introduced in urban freight transport. PPP can involve a range of interactions between public and private actors. In the field of urban freight transport PPP can take a variety of forms – for example:

- private sector development of public infrastructure projects.
- operational agreements between parties (e.g. vehicle routeings, delivery times, etc.).
- consultation based on one party requesting the others views in written form (i.e. not a conversation but feedback to ideas, comments on a proposal etc.).
- two-way open conversation and dialogue about existing and future policies.

National, regional and urban governments do not have a very good track record in involving urban freight transport actors in decision-making in recent decades. Instead participation of such groups in policy-making has been often kept to a limited consultation exercise at best. However, this has begun to change in the last few years as interest in urban freight has grown among policymakers and some have decided that a more inclusive approach is likely to result in more efficient and sustainable outcomes.

An early example of such partnerships were the city logistics schemes that were heavily promoted by the public sector in some countries in the early 1990s. However, most of these city logistics schemes have since failed. The main reasons for these “failures” were that the profitability of such approaches were overestimated and the critical mass on consignments to be bundled for city distribution was never reached. Hence, most projects vanished or the activities were taken over by one private operator. The lesson learned from these city logistics experiences was that PPP which do not provide sufficient commercial benefits are not sustainable over time.
More recent efforts to establish working relationships between the public and private sector to address urban freight issues have proved more successful – the example of Freight Quality Partnerships in the UK is provided below.

Obviously, the initiation and maintenance of a PPP is a complex task. However, bringing both sides together can result in mutual benefits, large synergy effects and efficiency gains especially for tasks which are not core duties of the public sector.

Within a co-operative partnership the government (local and national) is expected to play a responsible role for many reasons including:

- Coping with negative externalities (e.g. road congestion and air pollution)
- Co-ordination with other public purposes such as city planning, regional economic development and environmental management
- Cross-border administration

Private companies (retail, wholesale or transport companies) carry out urban freight transport operations. The public sector is responsible for regulating and facilitating urban freight transport. Therefore a distinction has to be made between private and public strategies or measures. Table 1 shows a classification of strategies or measures. Public measures are actions taken by public authorities and are intended to bring about behavioural changes in the private sector. The public sector can involve the private sector in the creation and development of these measures through consultation and dialogue. Private strategies, such as voluntary co-operation between companies, are initiated by the private sector without public sector involvement. Some strategies and measures involve the direct participation of both the public and private sectors. Technology improvement in fields such as road and traffic information, and the development of new vehicle standards are examples of public-private measures and strategies.

Currently, national governments and urban authorities do not tend to have a good track record in involving urban freight transport actors in decision-making. Participation in policy-making has been often kept to a limited consultation exercise.

An example of a PPP approach that attempts to be inclusive, referred to as Freight Quality Partnerships (FQPs), has been established in the UK. After approximately twenty years of receiving little research or policy consideration in the UK, urban freight transport begun to be recognised as an important activity by policy makers in the late 1990s. During this 20-year period the UK national government published or said little about freight transport in general, and in particular about urban freight transport.

Renewed interest in urban freight transport issues among policy makers in the UK was generated by the establishment of a Freight Distribution and Logistics Unit in the Department for Transport, and the publication in 1998 of the Transport White Paper “A New Deal for Transport: Better for Everyone” and the daughter document to the White Paper entitled “Sustainable Distribution” in 1999. These documents outlined the UK government's determination to recognise and address the problems both faced and caused by distribution activity including those specifically concerned with urban freight transport.

The urban freight transport considerations of local authorities in the UK traditionally tended to take place as a reaction to problems, usually arising from complaints made by residents and other road users. Most local authorities with an urban remit tended not to develop freight transport policies to the same extent that they have their public transport policies. However, local authorities are now being encouraged by national government to focus greater attention on freight transport and to include consideration of urban freight transport in developing their transport plans and to establish Freight Quality Partnerships (FQPs).

FQPs are a means for UK urban authorities, businesses, freight operators, environmental groups, the local community and other interested stakeholders to work together to address specific freight transport problems. They provide a forum to achieve best practices in environmentally sensitive, economic, safe
and efficient freight transport. FQP partners exchange information, experiences and initiate projects regarding urban freight transport. FQPs have been formed by many local authorities in the UK.
Table 1: Classification of public and private measures (examples)

<table>
<thead>
<tr>
<th>Policy measures and instruments</th>
<th>Public</th>
<th>Private</th>
<th>Public and private</th>
</tr>
</thead>
<tbody>
<tr>
<td>Applied on</td>
<td>Licensing and regulations</td>
<td>Pricing</td>
<td>Financial support</td>
</tr>
<tr>
<td>↓</td>
<td></td>
<td>Land use pricing</td>
<td>Subsidies for land use prices</td>
</tr>
<tr>
<td>Land use</td>
<td>Zoning for logistics activities or transport intensive retail</td>
<td>Land use pricing</td>
<td>Subsidising intermodal transport</td>
</tr>
<tr>
<td>Logistics operation</td>
<td>Minimal load-factor</td>
<td>--</td>
<td>Subsidising intermodal transport</td>
</tr>
<tr>
<td>Networks</td>
<td>Truck routes, vehicle and time restrictions</td>
<td>Road pricing</td>
<td>New infrastructures for freight</td>
</tr>
<tr>
<td>Terminals</td>
<td>Urban distribution centre</td>
<td>--</td>
<td>Terminal exploitation</td>
</tr>
<tr>
<td>Loading/unloading</td>
<td>Loading time</td>
<td>Differentiated parking charges</td>
<td>Facility support</td>
</tr>
<tr>
<td>Vehicles</td>
<td>Emission standards</td>
<td>Fuel taxes</td>
<td>Subsidies for low emission trucks</td>
</tr>
</tbody>
</table>

Source: Visser, Binsbergen and Nemoto (1999)
In addition to FQPs in the UK, the “Paris Distribution Partnership” was recently established. Similarly, during the last decade in the Netherlands, governments have become aware that cooperation of the private sector is very important in order to implement public policies. Government now seeks co-operation with the private sector and develops policies in full consultation with the private sector, in order to create win-win situations. This has meant that instead of regulation, local, regional and national governments now sign covenants with organisations representing business or directly with businesses. In these covenants the private sector agrees to behave in a particular way, while the public sector either provides facilities, finance, or reassesses and alters regulations.

The complexity of urban freight transport can make it difficult to develop PPPs based on high levels of participation between the public and private sectors. It has been argued that the urban freight system is far more complex and heterogeneous than urban passenger transport. This complexity and heterogeneity are driven by certain key features of urban goods movement, one of which is the range of participants involved in urban freight and the range of perceptions they hold of the “urban freight problem”. Some are concerned with demand and most with some aspect of supply, they include numerous shippers, receivers, forwarders, freight and logistics companies, truck drivers, service companies, terminal operators, road and traffic authorities, government, and those living and working in urban areas who are affected by freight transport.

Such complexity makes successful participation difficult to achieve. It requires sufficient time and effort to establish successful working relationships between the public and private sector in urban freight transport.

In addition, many commercial organisations have some concerns about the position traditionally taken by national, regional and urban government in relation to freight transport operations in urban areas. They tend to be sceptical about the extent to which all tiers of government understand the role, importance and operations of goods flows in urban areas and the vehicle activity that supports this. They also often worry about the relative importance placed on goods transport in comparison with other forms of transport in urban areas, such as pedestrians, cyclists, cars, buses and taxis. In initiating joint working relationships with companies involved in urban freight operations, policy makers need to overcome these concerns and demonstrate that they are able to understand the issues and generate solutions that improve the efficiency and sustainability of these operations.

3.7 Recommendations

Recommendations for policy makers

- BESTUFS recommends that consideration is given to how best the different tiers of government (urban, regional, national and EU) can work together to improve the efficiency and reduce the negative impacts of urban freight transport.

- BESTUFS recommends that, in thinking about urban freight transport problems and possible solutions, public policy makers in all tiers of government should be aware of the importance of freight transport in the functioning of the urban economy and society. By doing this it is then possible to determine the importance of urban freight in relation to other transport needs in terms of funding priorities and initiatives. They should also review whether urban freight transport considerations are prioritised sufficiently highly at present.

- BESTUFS recommends that policy makers with responsibility for urban freight transport should review their existing data collection work to determine if this provides them with adequate insight into the role and pattern of freight transport, the issues it faces and the impacts it imposes. Data collected in existing and new survey efforts should be used to enhance understanding of the importance of freight transport and to assist in determining policy priorities in urban areas. In drawing up urban freight transport strategies and objectives, and the specific policies and initiatives that it is deemed will lead to these objectives, BESTUFS recommends that
consideration is given to assessment of whether these objectives have been achieved. Evaluation work before and after the implementation of policies and initiatives are likely to be required in order to determine if objectives have been met and whether urban freight transport is more sustainable as a result.

- **BESTUFS** recommends that public policy makers at all tiers of government need to ensure that freight transport planning is incorporated more fully into urban planning considerations. Sharing of information between policy makers about the outcomes of urban freight policy and planning initiatives should be encouraged at an EU and national level to ensure that there is scope to learn from work already taking place.

- In order to make best use of existing knowledge and resources, **BESTUFS** recommends that greater co-operation take place among policy makers concerned with urban freight transport issues. This will help to avoid pitfalls and mistakes and will help to ensure that compatible strategies are developed for dealing with similar problems and issues.

- **BESTUFS** recommends that urban policy makers with responsibility for freight transport should ensure that the goods vehicles operated by and on behalf of their own organisations provide a good example to other operators in terms of issues including fuel consumption, pollutant emissions, vehicle utilisation, driver training, routeing and scheduling.

**Recommendations for companies**

- **BESTUFS** recommends that users and providers of urban freight transport services should focus on ensuring that these services take place as efficiently and with as few negative impacts as possible. This should include consideration of a range of initiatives including fleet selection and maintenance, fuel consumption, driver training, and opportunities for consolidation, out-of-hours operations and use of non-road modes. Such opportunities may involve close working arrangements and co-operation between operators.

- There is concern among freight transport operators and vehicle manufacturers that if town and city authorities implement differing local measures these may be efficient at a local level but inefficient at a regional or national level. For example different types of vehicle requirements and restrictions in different towns and cities may increase total fleet requirements and trip numbers. **BESTUFS** recommends that vehicle manufacturers, operators and users engage in dialogue with public policy makers to help ensure that there is co-ordination in policy-making. There is an especially important role to be played at the national and European level.

**Recommendations for joint working between policy makers and companies**

- Successful joint working between the public and private sector is likely to be an important determinant of the success of freight initiatives in European urban areas. **BESTUFS** recommends that policy makers with responsibility for urban freight transport should seek to establish good working relationships with companies involved in freight transport and logistics located and working in their areas. This is likely to require the formation of joint public and private sector working groups, some examples of which have been discussed in this document.

- Close working relationships between the public and private sectors can take a lot of time to build. **BESTUFS** recommends that policy makers are clear about the issues they want to engage the private sector in consultation and joint working on, and to decide how best to use the time and efforts of the private sector in these initiatives. Focusing on the key issues and outcomes will help to engage and retain the private sector’s involvement in such initiatives. Given the wide range of stakeholders involved in freight transport considerations in urban areas (including retailers, wholesaler, carriers, warehousing, residents, shoppers and workers) it will undoubtedly prove difficult to both engage and please everyone. However, **BESTUFS** recommends that the focus should be placed on ensuring that the delivery and collection of goods in urban areas takes place in an efficient manner, while imposing as few social and environmental impacts as possible.
ANNEX

Charter for Sustainable Development of Port Cities
To promote innovative port and urban economic development

ARTICLE 5.1
Boosting economic activity
As entry points of goods to the continent, port cities hold a strategic position, and their performance directly affects the national economy. They will participate in the deployment of transport networks, spurring local and regional economic growth in new areas offering job creation potential.

ARTICLE 5.2
Promoting and supporting intermodal transport
To reinforce sustainable services inland, local and regional authorities will help ports and businesses develop multimodal logistics platforms. Financially and otherwise, they will support initiatives encouraging wider use of rail and river transport, especially over short distances where these modes are considered less economical.

ARTICLE 5.3
Ensuring safety and security in port facilities
Since 2001, security in maritime transport, in ports and along the logistics chain has weighed heavily on industrial activity. Port cities are major stakeholders in that industrial environment. This crucial issue must be examined by authorities and institutions at local, regional and national level, by port cities and the port themselves, by maritime industries and by every other participant along the logistics chain. They need to join forces in order to enhance security and recapture the economic benefits.

ARTICLE 5.4
Establishing a privileged relationship with global maritime operators
As global maritime operators compete in a race for ever huger ships, this directly and concretely affects the development strategies of port cities, which have to face difficult economic, environmental and social choices. By pooling knowledge, they can begin to build a new economic offering that is coherent, coordinated and respectful of future generations.

ARTICLE 5.5
Taking full advantage of new technologies
The new technologies enable institutional and economic players to exchange information swiftly and effectively. By applying innovative technology and implementing such new information systems, port cities can optimise transport management and limit transport-related impacts on the natural and urban environment.

ARTICLE 5.6
Implementing an original tourist strategy
Over and above their function in trade, port cities, most of which are on the seaside, need to envision an original tourist positioning capable of generating spin-off for the city, the port and the citizenry. Industrial tourism, the yachting and cruise-ship markets, heritage on the seaboard, need to envision an original tourist positioning.

To foster cooperation among port cities

ARTICLE 6.1
Working together to achieve more sustainable development
Implementing more sustainable development calls for port communities to cooperate closely with each other in promoting transfers of the necessary technology and skills. To that end, irrespective of their relative level of development, port cities and especially those belonging to the iACP network will seek to multiply opportunities for sharing experience and practices.

ARTICLE 6.2
Setting an example
The port cities in the International Association of Cities and Ports will focus on building city/Port projects that, to paraphrase the 1987 Brundtland Report, "meet their needs without compromising the ability of future generations to meet their own needs". They will act as forerunners and innovators in applying this fundamental principle of sustainable development. They will set an example that the international community of cities and ports as a whole can follow.

ARTICLE 6.3
Supporting IACP actions
The Cities and the Ports, signatories of this Charter, undertake to broaden the network established by the International Association of Cities and Ports, to participate actively in pooling the experience of port cities and to convey the IACP’s messages to the international organisations.

We, members of the International Association Cities and Ports, have gathered in Sydney for the 10th International Conference Cities and Ports. We hereby mutually undertake to respect and promote the….

Charter for Sustainable Development of Port Cities

Steadily growing international trade in goods and services plays a major role in shaping the economic and social face of the world. The strategies of alliance and competition among countries, regions or cities to turn economic flows to profit are increasingly determined and complex. Decision-makers, whose job it is to formulate policies capable, in the medium or long run, of satisfying collective needs, have more and more difficulty understanding and anticipating these strategies.

Many decision-makers feel a profound unease, compounded by their growing realisation that our natural resources are mismanaged, limited and subject to natural regulatory mechanisms whose complexity we are only just beginning to grasp.

They are at once aware of the global challenges involved in development and the protection of environmental resources and powerless before individual and collective self-interests; the solution is to join forces to better manage our resources and needs. As part of that effort to improve resource management, we must seek new social equilibriums capable of bringing everyone a better quality of life and of creating jobs. This entails adopting international standards and setting up effective organizations that can make themselves heard and exert influence on the global players.

Port cities are the advanced posts of globalisation. Worldwide economic movements transit through those cities, alternately benefiting and destabilising them. They are beginning to organise, both individually and jointly, in local, national or international networks so that they can more effectively and durably manage the impacts of the global economic players’ strategies on their communities and on their economic and social development.

Though no doubt witnesses, port cities are also responsible stakeholders in globalisation and obviously have a particularly legitimate right to make their voice heard and to weigh on collective decision-making. Conscious of their place in regional development strategies and in economic circuits, stakeholders in port cities – the cities, the ports and all their economic and institutional partners – firmly intend to:

• work together to find solutions for the sustainable development of each and of all;
• cooperate with the national and international organisations seeking to devise rules to protect the earth’s natural resources and at the same time improve its populations’ quality of life;
• become initiators of proposals to promote a new political, economic, social and environmental approach to global economic trade and to the management of port cities, growing at an ever faster pace.
• establish a privileged relationship with global maritime operators competing in the race for ever huger ships.

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PREAMBLE

We hereby mutually undertake to respect and promote the….

We hereby mutually undertake to respect and promote the….
United and accountable for their choices to future generations, the port cities meeting in Sydney on the occasion of the 10th International Conference of Cities and Ports, thirteen years after the Montreal Charter, confirm their determination to pursue their action for sustainable development in implementing their projects. To do so, the port cities undertake:

**CHAPTER 1**

**To ensure coherence of projects on the scale of port cities and regions**

**ARTICLE 1.1**

**Drawing institutions together**

Dialogue based on transparency among local stakeholders is essential to port cities in implementing sustainable development projects. To associate the partners in mutual decision-making processes, consistently with national legislation, each one, city and port, will foster the other’s representation within its main decision-making bodies.

**ARTICLE 1.2**

**Establishing consultation as a principle of governance**

Consultation among the city, port and socio-economic stakeholders to promote sustainable projects in port cities is considered by all an absolute necessity. To reach a definition of projects of common interest, every feasible consultation process will be used.

**ARTICLE 1.3**

**Maintaining ongoing dialogue with the population**

The population’s commitment to sustainable development issues must be secured at each stage in the life of projects carried out by the port/city community. This implies prior action to raise citizen awareness and standing procedures in place for information and assessment of the project and its objectives.

**ARTICLE 1.4**

**Working on a metropolitan scale**

Reception of steadily growing maritime traffic in port cities now goes beyond the issues involved in the development of historic port cities. For integrated port and urban development scenarios and for the consistency of projects with regional transport modes and organisation, the metropolitan area will need to become the spatial scale of reference. Particular emphasis will be placed on the redevelopment of former port and urban sites in order to avoid consuming new space.

**CHAPTER 2**

**To deal with port interfaces from the viewpoint of mixity**

**ARTICLE 2.1**

**Respecting site identity**

Spaces at the city/port interface have a strong historical, economic and social identity. The memory of places provides one of the fundamental bases in considering processes of urban reclamation of former port spaces. Particular attention will be paid to the quality of projects and to efforts to integrate urban and port functions. An additional asset will be to keep dock areas alive by maintaining compatible port activities.

**ARTICLE 2.2**

**Establishing new principles of city/port cohabitation**

In contact and interface zones, city/port mixity will be encouraged by adopting new cohabitation principles in such fields as urban construction standards, the organisation of traffic, control over nuisances arising from port activities and the organisation of work at terminals.

**ARTICLE 2.3**

**Managing the differing paces of port and urban life**

The pace of port life and that of urban life are different. The responsiveness that users expect of ports and the land reserves that this entails come up against the cautious approach of cities in charge of long-term planning. To keep wastelands from developing, stakeholders will see that a policy of temporary planning of intermediate spaces is implemented pending future developments. On the most strategic sites, cities and ports will give preference to reversible projects offering possibilities of alternating port and urban activities in the medium and long term.

**CHAPTER 3**

**To respect the equilibriums between port cities and their natural environment**

**ARTICLE 3.1**

**Ensuring protection of the natural environment**

Accurate and continually updated knowledge about maritime, estuary and river environments is the primary condition for assessing the impact of city/port projects on the natural environment. This will make it possible to identify areas of outstanding ecological value and to take steps to protect them from industrial risks. Should projects have negative impacts on the natural environment, suitable mitigation measures will be implemented.

**ARTICLE 3.2**

**Guaranteeing clean maritime and river transport**

Sustainable use of maritime and river transport is an economic and ecological alternative to the expansion of road transport. All stakeholders should capitalise on this alternative, which is an asset of port cities. In that respect, ports and maritime and rivers authorities will ensure that pollutant emissions from vessels are controlled and that the disposal and treatment of their wastes is organised. Local and regional authorities will strive to integrate waterways into the organisation of certain urban services.

**ARTICLE 3.3**

**Developing renewable energy**

Industrial and port activities are heavy energy consumers. Bordering between continental and maritime environments, port cities have significant geographic assets for the development of renewable energy. Accordingly, the cities, the ports and their economic partners will work jointly to develop those sources of renewable energy by taking part in their production and by gradually spreading their use throughout city/port spaces and at terminals.

**CHAPTER 4**

**To strengthen social cohesion and stimulate employment**

**ARTICLE 4.1**

**Opening city/port spaces to all**

Docks and other bodies of water are at the heart of life in port cities. Cities and ports will endeavour to develop public spaces on the waterfront to give citizens rightful access to the water. They will also organise public access to non-sensitive port spaces and develop pathways, promenades and other observation points on the port.

**ARTICLE 4.2**

**Diversifying the housing mix**

Drawing on over thirty years of experience in operations to transform city/port interfaces, port cities will ensure mixity of resident populations and newcomers in these city/port spaces. They will manage the gentrification processes in these spaces. These measures will ensure an appropriate, diversified housing mix.

**ARTICLE 4.3**

**Emphasising knowledge and training**

International trade sets the fast pace at which port cities live. They always have a window on the world, techniques and skills there progress constantly. Cooperative efforts in research and training alike will be stepped up, linking local and regional authorities, ports, universities and the business community to foster the emergence of new fields of knowledge and new competences.

**ARTICLE 4.4**

**Integrating fair trade**

Fair trade comes into play in the implementation of sustainable development. Participants in fair trade not only generate economic activity but also call attention to the need for change in social and environmental behaviour. Port cities, strategic players in this new North/South solidarity, will see that fair trade is integrated into local social cohesion policies, giving the city/port collectively a more meaningful mission.
United and accountable for their choices to future generations, the port cities meeting in Sydney on the occasion of the 10th International Conference of Cities and Ports, thirteen years after the Montreal Charter, confirm their determination to pursue their action for sustainable development in implementing their projects. To do so, the port cities undertake:

**CHAPTER 1**

To ensure coherence of projects on the scale of port cities and regions

**ARTICLE 1.1**

**Drawing institutions together**

Dialogue based on transparency among local stakeholders is essential to port cities in implementing sustainable development projects. To associate the partners in mutual decision-making processes, consistently with national legislation, each new city and port will foster the other’s representation within its main decision-making bodies.

**ARTICLE 1.2**

**Establishing consultation as a principle of governance**

Consultation among the city, port and socio-economic stakeholders to promote sustainable projects in port cities is considered by all an absolute necessity. To reach a definition of projects of common interest, every feasible consultation process will be used.

**ARTICLE 1.3**

**Maintaining ongoing dialogue with the population**

The population’s commitment to sustainable development issues must be secured at each stage in the life of projects carried out by the port-city community. This implies prior action to raise citizen awareness and standing procedures in place for information and assessment of the project and its objectives.

**ARTICLE 1.4**

**Working on a metropolitan scale**

Reception of steadily growing maritime traffic in port cities now goes beyond the issues involved in the development of historic port cities. For integrated port and urban development scenarios and for the consistency of projects with regional transport modes and organisation, the metropolitan area will need to become the spatial scale of reference. Particular emphasis will be placed on the redevelopment of former port and urban sites in order to avoid consuming new space.

**CHAPTER 2**

To deal with port interfaces from the viewpoint of mixity

**ARTICLE 2.1**

**Respecting site identity**

Spaces at the city/port interface have a strong historical, economic and social identity. The memory of places provides one of the fundamental bases in considering processes of urban reclamation of former port spaces. Particular attention will be paid to the quality of projects and to efforts to integrate urban and port functions. An additional asset will be to keep dock areas alive by maintaining compatible port activities.

**ARTICLE 2.2**

**Establishing new principles of city/port cohabitation**

In contact and interface zones, city/port mixity will be encouraged by adopting new cohabitation principles in such fields as urban construction standards, the organisation of traffic, control over nuisances arising from port activities and the organisation of work at terminals.

**ARTICLE 2.3**

**Managing the differing paces of port and urban life**

The pace of port life and that of urban life are different. The responsiveness that users expect of ports and the land reserves that this entails come up against the cautious approach of cities in charge of long-term planning. To keep wastelands from developing, stakeholders will see that a policy of temporary planning of intermediate spaces is implemented pending future developments. On the most strategic sites, cities and ports will give preference to reversible projects offering possibilities of alternating port and urban activities in the medium and long term.

**CHAPTER 3**

To respect the equilibriums between port cities and their natural environment

**ARTICLE 3.1**

**Ensuring protection of the natural environment**

Accurate and continually updated knowledge about maritime, estuary and river environments is the primary condition for assessing the impact of city/port projects on the natural environment. This will make it possible to identify areas of outstanding ecological value and to take steps to protect them from industrial risks. Should projects have negative impacts on the natural environment, suitable mitigation measures will be implemented.

**ARTICLE 3.2**

**Guaranteeing clean maritime and river transport**

Sustainable use of maritime and river transport is an economic and ecological alternative to the expansion of road transport. All stakeholders should capitalise on this alternative, which is an asset of port cities. In that respect, ports and maritime and rivers authorities will ensure that pollutant emissions from vessels are controlled and that the disposal and treatment of their wastes is organised. Local and regional authorities will strive to integrate waterways into the organisation of certain urban services.

**ARTICLE 3.3**

**Developing renewable energy**

Industrial and port activities are heavy energy consumers. Bordering between continental and maritime environments, port cities have significant geographic assets for the development of renewable energy. Accordingly, the cities, the ports and their economic partners will work jointly to develop those sources of renewable energy by taking part in their production and by gradually spreading their use throughout city/port spaces and at terminals.

**CHAPTER 4**

To strengthen social cohesion and stimulate employment

**ARTICLE 4.1**

**Opening city/port spaces to all**

Docks and other bodies of water are at the heart of life in port cities. Cities and ports will endeavour to develop public spaces on the waterfront to give citizens rightful access to the water. They will also organise public access to non-sensitive port spaces and develop pathways, promenades and other observation points on the port.

**ARTICLE 4.2**

**Diversifying the housing mix**

Drawing on over thirty years of experience in operations to transform city/port interfaces, port cities will ensure mixity of resident populations and newcomers in these city/port spaces. They will manage the gentrification processes in those spaces. These measures will ensure an appropriate, diversified housing mix.

**ARTICLE 4.3**

**Emphasising knowledge and training**

International trade sets the fast pace at which port cities live. They always have a window on the world, techniques and skills that progress constantly. Cooperative efforts in research and training alike will be stepped up, linking local and regional authorities, ports, universities and the business community to foster the emergence of new fields of knowledge and new competences.

**ARTICLE 4.4**

**Integrating fair trade**

Fair trade comes into play in the implementation of sustainable development. Participants in fair trade not only generate economic activity but also call attention to the need for change in social and environmental behaviour. Port cities, strategic players in this new North/South solidarity, will see that fair trade is integrated into local social cohesion policies, giving the city/port collectively a more meaningful mission.
ARTICLE 5.4
Establishing a privileged relationship with global maritime operators
As global maritime operators compete in a race for ever huger ships, this directly and concretely affects the development strategies of port cities, which have to face difficult economic, environmental and social choices. By pooling knowledge, they can begin to build a new economic offering that is coherent, coordinated and respectful of future generations.

ARTICLE 5.5
Taking full advantage of new technologies
The new technologies enable institutional and economic players to exchange information swiftly and effectively. By applying innovative technology and implementing such new information systems, port cities can optimise transport management and limit transport-related impacts on the natural and urban environment.

ARTICLE 5.6
Implementing an original tourist strategy
Over and above their function in trade, port cities, most of which are on the seaboard, need to envision an original tourist positioning capable of generating spin-off for the city, the port and the citizenry. They need to join forces in order to enhance security and recapture the economic benefits.

ARTICLE 5.7
Ensuring safety and security in port facilities
Since 2001, security in maritime transport, in ports and along the logistics chain has weighed heavily on industrial activity. Port cities are major stakeholders in that industrial environment. This crucial issue must be examined by authorities and institutions at local, regional and national level, by port cities and the port themselves, by maritime industries and by every other participant along the logistics chain. They will participate in the deployment of transport networks, spur economic development and the protection of environmental resources and powerless bearers to better manage our resources and needs. As part of that effort to improve resource management, we must seek new social equilibriums capable of bringing everyone a better quality of life and of creating jobs. This entails adopting international standards and setting up effective organizations that can make themselves heard and exert influence on the global players.

We, members of the International Association Cities and Ports, have gathered in Sydney for the 10th International Conference Cities and Ports. We hereby mutually undertake to respect and promote the…. Charter for Sustainable Development of Port Cities

Steadily growing international trade in goods and services plays a major role in shaping the economic and social face of the world. The strategies of alliance and competition among countries, regions or cities to turn economic flows to profit are increasingly determined and complex. Decision-makers, whose job it is to formulate policies capable, in the medium or long run, of satisfying collective needs, have more and more difficulty understanding and anticipating these strategies.

Many decision-makers feel a profound unease, compounded by their growing realisation that our natural resources are mismanaged, limited and subject to natural regulatory mechanisms whose complexity we are only just beginning to grasp. They are at once aware of the global challenges involved in developing and the protection of environmental resources and powerless before individual and collective self-interest; the solution is to join forces to better manage our resources and needs. As part of that effort to improve resource management, we must seek new social equilibriums capable of bringing everyone a better quality of life and of creating jobs. This entails adopting international standards and setting up effective organizations that can make themselves heard and exert influence on the global players.

Port cities are the advanced posts of globalisation. Worldwide economic movements transit through those cities, alternately benefiting and destabilising them. They are beginning to organise, both individually and jointly, in local, national or international networks so that they can more effectively and durably manage the impacts of the global economic players’ strategies on their communities and on their economic and social development.

Though no doubt witnesses, port cities are also responsible stakeholders in globalisation and obviously have a particularly legitimate right to make their voice heard and to weigh on collective decision-making. Conscious of their place in regional development strategies and in economic circuits, stakeholders in port cities – the cities, the ports and all their economic and institutional partners – firmly intend to:

• work together to find solutions for the sustainable development of each and of all,
• cooperate with the national and international organisations seeking to devise rules to protect the earth’s natural resources and at the same time improve its populations’ quality of life,
• become initiators of proposals to promote a new political, economic, social and environmental approach to global economic trade and to the management of port cities, growing at an ever faster pace,
• establish a privileged relationship with global maritime operators competing in the race for ever huger ships.