



Freight TAILS

Tailored Approaches Implementing Lasting Solutions

Freight TAILS – Brussels URBACT IAP

AN ACTION PLAN FOR GOODS TRANSPORT SERVING THE
STALINGRAD-LEMONNIER NEIGHBOURHOOD - SUMMARY
APRIL 2018

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Introduction – the why

Brussels Mobility, a Freight TAILS project partner, is the Regional administration responsible for traffic and transport policy and planning, managing flows of both passengers and goods. In the latter case, specific objectives and actions are set out in a Strategic Plan for Goods Transport¹ adopted in July 2013. The general purpose of this Strategic Plan was to ensure efficient supply of goods and services to the city while minimising the negative effects caused by freight transport. Freight transport within the Brussels Capital Region operates within a broader context shaped by measures focusing either on freight, such as the road charging scheme for all HGVs above 3.5t, or on transport in general such as the Low Emission Zone² for cars, vans and coaches.

CASE STUDIES: the road charging scheme for trucks above 3.5t is implemented by the three Belgian regions, including Brussels. More information on the scheme and its impact can be found on <http://urbact.eu/freight-tails-case-studies>

Freight (and passenger) transport demand is a derived demand, there is in essence no need for transport itself, it is a product of its association with other activities (travel to work, shopping, sale and supply etc.). As a consequence, though stakeholders directly involved in freight transport demand are obviously fewer many people—citizens, commuters, children... – are indirectly impacted by it.

Urban freight transport has an undeniable impact on quality of life of inhabitants linked to issues of air quality, noise, road safety, use of public space etc. This also has important consequences for city businesses, particularly in the retail and HORECA³ sectors. However, often stakeholders tend either not to be aware of these externalities, or have little experience and motivation to improve practices or change existing behaviour patterns. Lack of knowledge and information is partly responsible for inaction in both cases.

What is more, and conversely, the broad diversity of stakeholders involved in the distribution of goods and services, does not foster cooperation. Private businesses from independent shop keepers to multinational chains, local and regional administrations responsible for mobility, commerce, environmental policies, researchers and universities, suppliers and carriers for instance, are not necessarily used to working together to solve common problems.

Freight TAILS in Brussels focuses on a specific neighbourhood, in the city centre, which was chosen for two reasons. First of all its similarity with other neighbourhoods across the Region, and the lack of attention paid to this area when compared to the newly extended pedestrian zone close-by, so providing a potentially valuable case

¹ <https://mobilite-mobiliteit.brussels/fr/plan-transport-de-marchandises>

² <http://www.lez.brussels/en>

³ Hotel, restaurant and café

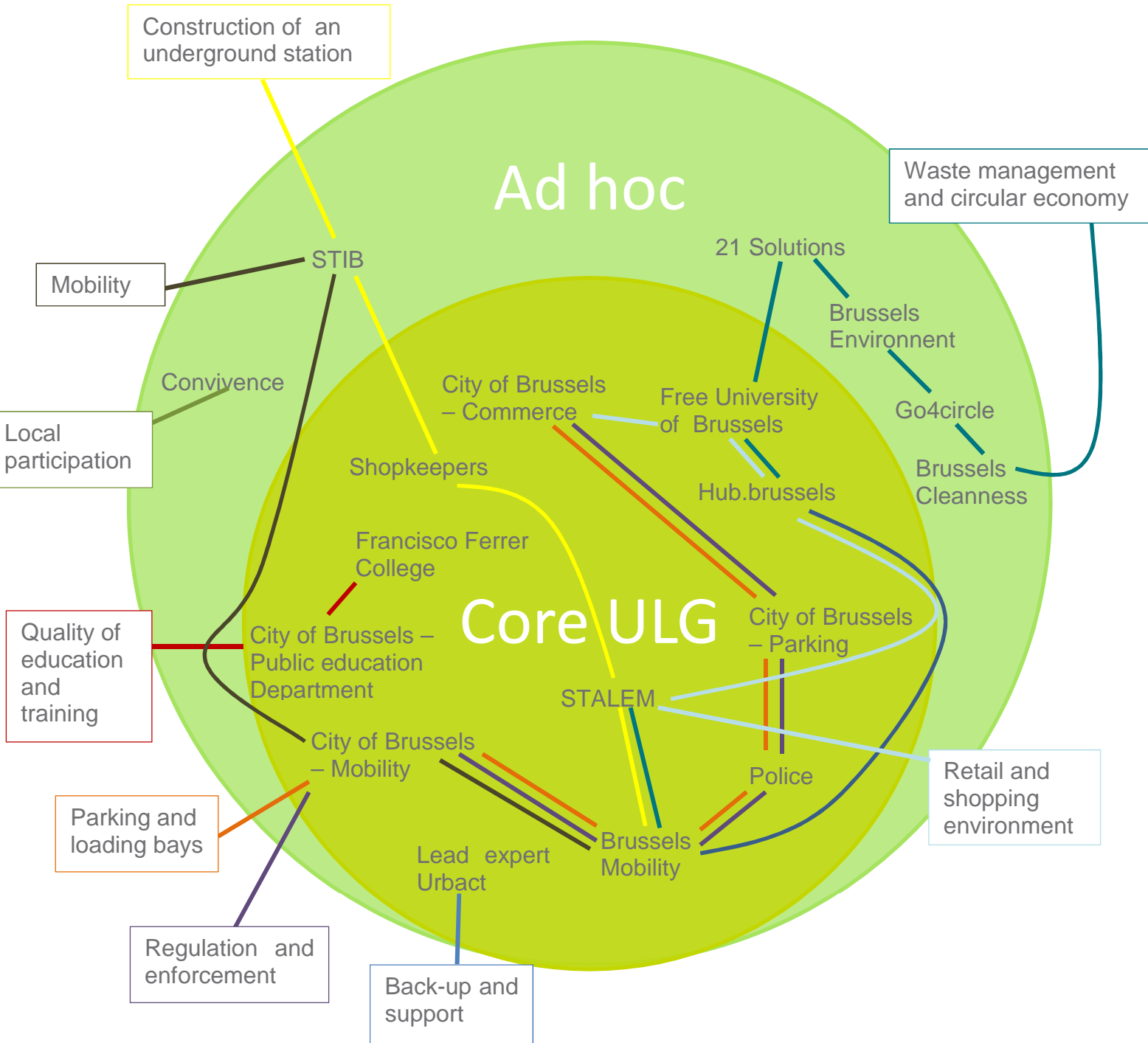
example. Secondly, the motivation of local stakeholders emerged as a key determining element.

With this Integrated Action Plan, Brussels Mobility and the concerned stakeholders have joined forces to try and answer this question: “How can we use urban freight transport management to have a broader positive impact on the city?”



stakeholders in the beginning was essential to seriously initiate the project, while flexibility and emphasizing motivation was also important in building the group dynamic.

Mapping Action Plan Stakeholders



Contacts with the other side of the supply chain (for instance MABRU, the wholesale market for fruit and vegetables, and waste collectors) occurred, but did not lead to an active involvement in the ULG. The high share of own account transport in the neighbourhood context is one of the reasons. The other reason is that engagement with transport companies seemed mostly relevant to form a good understanding of the situation rather than as the principal actors with capacity to take actions to change the situation.

With this wide range of stakeholders, Brussels Mobility progressively aimed at gathering a cross-section of motivated, relevant actors, seeking to cover all potential interactions with other policy areas.

“This includes taking account of social, economic and environmental considerations when making decisions; developing more relevant, accountable and sustainable governance models which encourage the participation of multiple types of stakeholders; and having a better understanding of how local visions operate within the bigger picture, regionally, nationally and cross-border.” Freight TAILS interim report n°3 “Focus on Integration”

In this respect, the shopkeepers’ association and its president played a special role. Getting shopkeepers on board to participate in such a plan is a challenge, notably because they tend to have a short/mid-term perspective, which does not always match the timing of such a project. Being actively involved is also time-consuming, and not easily affordable for small family-owned businesses. STALEM’s president is not a shopkeeper but a property owner with a deep knowledge of the area, the business and local community, as well as having a real motivation to improve the situation. This helped in resolving these mobilisation issues and ensured that stakeholder contribution to developing a diagnostic of the neighbourhood was not a problem. When it comes to implementing concrete actions however, lack of direct contact with local shopkeepers may prove to be more challenging and necessitate adaptation of the participative model.

Travel agencies are another marker of the area. Historically these agencies principally organised travel between Brussels and the origin countries of inhabitants, notably in the Maghreb. However, with the development of low cost airline travel, passengers have tended to abandon coaches, which now fill the gap by also delivering luggage and local products, becoming in this way an additional unexpected component of freight transport. Travel agencies become temporary stock depots for luggage or small volumes of bulk goods, which generates specific localised problems at the time of unloading and loading of coaches.

Schools and training colleges represent another important activity in the neighbourhood, particularly accommodated within the “Palais du Midi” complex, a huge building originally built as covered market/shopping centre in the late 19th century. This “Palais” is the property of the City of Brussels and still today has many shops located on the ground floor.

The Stalingrad Avenue and the Lemonnier Boulevard form two principle entry routes to the city centre (“Pentagone”) from the south. This traffic function is often hindered by deliveries which regularly happen on street because of insufficient or occupied delivery bays (but most of the time avoiding the use of the bike lanes thanks to enforcement by the police).



Lemonnier Boulevard



Stalingrad Avenue

In addition to field observation, certain data was already available within Brussels Mobility, such as a map of loading bays, inventorised with Mobigis⁴, a Regional website where mobility data is recorded and mapped. Information collected from a study carried out to identify road accident hotspots in Brussels, was incorporated in the analysis, indicating the (limited) impact of deliveries on road accident locations in this neighbourhood.

In discussions with shopkeepers, waste collection was identified as a problematic issue. Interviews with relevant stakeholders, such as Clean Brussels (Regional waste treatment agency), Go4circle, Brussels Environment and BECI, the Chamber of Commerce and Industry - all involved in the Brussels Waste Treatment Network - fed

⁴ <http://data-mobility.irisnet.be/mobigis/>

the regulatory framework into the existing picture together with information on local organisation and particularities.

In order to establish a more comprehensive view of the behaviour of businesses in the area, in respect of their deliveries and transport management, a survey was carried out by the Free University of Brussels, on behalf of Brussels Mobility. All businesses located in the Action Plan area were visited and 74 agreed to answer. This survey focused on transport needs and habits.

CASE STUDIES: this survey was the second phase of a survey focusing on the city centre and its pedestrian area. More information on the methodology and the results can be found on <http://urbact.eu/freight-tails-case-studies>

Out of the 74 businesses who answered, knowing that only three are franchised is important in understanding the real margins of manoeuvre to change practices. Transport for hire for example represents around 26% of deliveries compared to almost 40% in the adjacent historic city centre. In both areas shippers are responsible for the majority of deliveries (more than 40%). Own account transport carried out by Stalingrad-Lemonnier businesses is good for around 25% of deliveries and is more commonly used by non-food businesses.

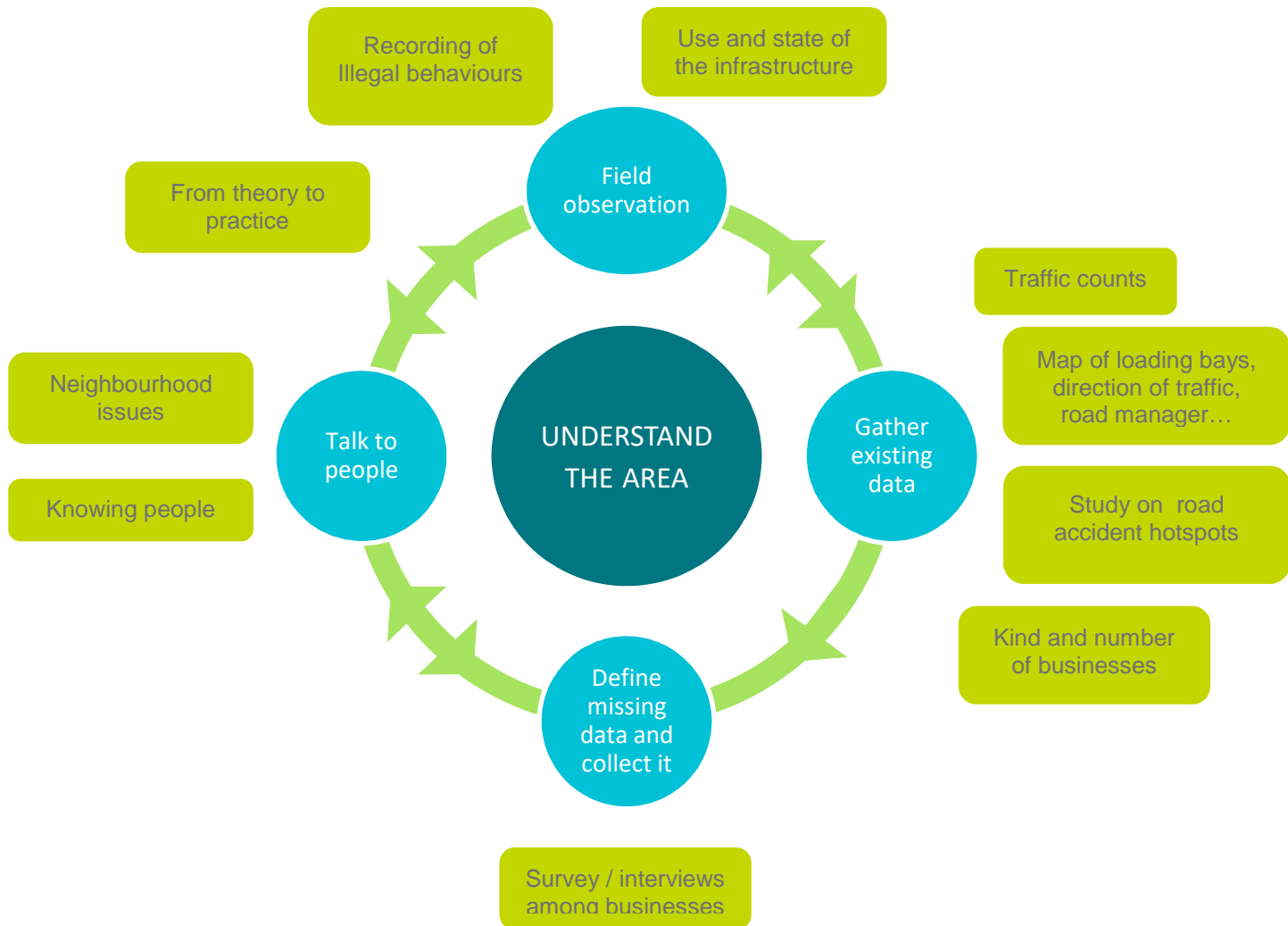
An important distinction between food and non-food businesses is that food related businesses tend not to ship or return anything, which is a more common practice among non-food businesses.

The high share of HORECA and independent businesses has another consequence: deliveries are much more spread in time than in the historic city centre because of longer opening times and the more developed use of own account transport.

Almost half of the businesses receive deliveries by car, compared to around 20% in the historic city centre.

Finally, the foreseen construction of an underground metro station under the Stalingrad Avenue will put a real strain on the retailers of this neighbourhood. This works site is part of the expansion programme of the Brussels subway network towards the north of the Region, which is supposed to be finalised for 2028 and will need to be taken into account both in designing future logistics solutions but also in continuing stakeholder dialogue .

How we got data, information and knowledge



From the shared diagnostic to the co-creation of actions

Based on the data collected and the field experience of ULG members, the diagnostic of the area led to the identification of four critical themes in urban freight transport management terms. These reflect real priority concerns for the neighbourhood, business community and authorities - where action can potentially have a strong positive impact beyond the confines of simply re-organising urban freight transport, i.e. environmental outcomes, circular economy bonus...:

- Loading bays
- Consolidation of deliveries
- Waste management
- International coaches

“Measures that impact urban freight activity patterns need to achieve positive outcomes for the wider local community, and not contribute to negative outcomes.” Freight TAILS interim report n°3 “Focus on Integration”

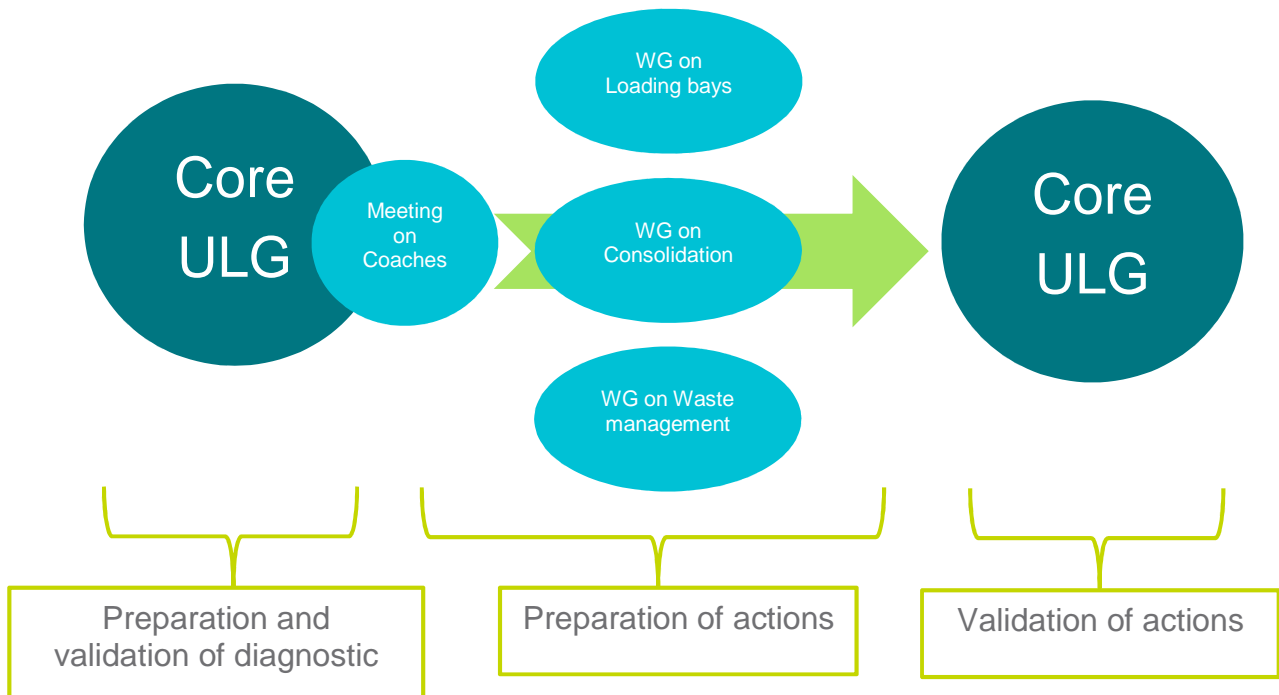
Common agreement on the problems to be resolved is essential to ensure ownership of the actions to be implemented. This aspect is extremely important for decision-making on allocation of available resources, and maintaining efficiency of approach.

With this plan, the ULG does not aim at revolutionizing all local practices but instead at focusing on resolving the critical issues raised which also represent best value in terms of investing time and money. The action plan is not targeting a neighbourhood full of international brands with corporate social responsibility managers but is directed at small family owned shops. Such businesses do not have huge resources to dedicate to “innovation” and they are less aware of potential alternatives and benefits. Being able to engage them with quick wins and themes that are relevant in their eyes, is thus a key element, keeping in mind that actually there are few regulatory measures that can oblige them to change their behaviours.

“Demonstrating successful approaches, presenting proven alternatives, and demonstrating that alternative options are not more expensive; are all key elements of introducing successful voluntary behaviour change measures. This can be more powerful if peer to peer demonstration and examples are used, rather than messages coming from the city authority.” Freight TAILS interim report n°5 “Focus on Voluntary Behaviour Change”

From this point, the core ULG split into thematic working groups focusing on each key topic, in order to come back with concrete proposals to share with the whole group. Working in smaller groups was important to facilitate meetings and allowed some stakeholders with more specific interests, to focus on one priority challenge rather than on the whole approach.

Organisation of the work within the ULG



Actions – the how

The Freight TAILS inspired action plan translates the double objective of the Strategic Plan for Goods Transport at the local level: reducing nuisances associated with urban freight transport while ensuring continued and effective supply of goods and services to the city. The local action plan aims to adapt physical elements influencing distribution activity (infrastructure, vehicles...) and to change logistics practices in order to work toward a sustainable city, despite growing constraints in this respect.

In the Stalingrad-Lemonnier neighbourhood, this need for change is emphasized by the imminence of a major infrastructure project and reconstruction works site within the framework of the expansion of the subway network.

Actions will mainly aim at giving shopkeepers tools to adapt their practices in order to make them more economically resilient and to improve quality of life in the area for everybody. The analysis of the current situation showed indeed that there are very few regulatory means to influence their habits, which is why actions will mainly focus on voluntary approaches.

The evaluation of each theme will be carried out taking into account the interests of each category of stakeholders. It is recognised that the motivation for public and private stakeholders to act or change practices will not be triggered by the same elements.













Loading bays

Through field observation and talking with stakeholders, it quickly appeared that double parking was a common practice, making other road users' life more difficult and contributing to a disruptive situation on different levels – blocked traffic flows, inefficient delivery, environmental impact etc.

Enough loading bays, of sufficient size, and an efficient control are essential to allow deliveries to take place without infringement (on-street or double parked). By making the deliverer's life easier, fluidity of traffic flows and road safety are improved. This topic is mainly concerned with ensuring adequate provision and establishing clear and appropriate regulation and enforcement mechanisms.

Four main actions have been identified in relation to loading bays.

Theme 1: Loading Bays

Action 1	Analysis of the need for loading bays		
	 done	 Brussels Mobility and the Police	 ★
Action 2	Improvement of enforcement		
	 2018	 City of Brussels	 ★ € ★★
Action 3	Adaptation of loading bays – quantity, location, dimension		
	 2018	 City of Brussels	 ★ € ★
Action 4	Communication		
	 2018	 City of Brussels  STALEM	 ★ € ★

Evaluation

Actions on loading bays will be deemed satisfactorily implemented if the surveyed need of loading bays is met and changes in provision are implemented. This entails the creation of three loading bays on the Lemonnier Boulevard and depenalisation of loading bays, which allows the control function to be carried out by municipal urban stewards rather than the police.

Reduction of double parking can be used as an indicator but its eradication is difficult in peak moments. That is why this phenomenon must also be tackled through an optimisation of the delivery flows (see below).

Consolidation of deliveries















Both the survey on transport and logistics of businesses and the database of hub.brussels showed a high proportion of food related businesses (around one in two) in the shopping streets, characterised primarily by HORECA or grocery stores. This means many businesses have similar flows of goods. A trial of collective purchase of oranges led by STALEM in 2014 was initially successful but ultimately stopped because of lack of resources (neither a dedicated person in charge of management of the system nor a binding agreement between beneficiaries was available). If some purchases could be consolidated again, there would be financial and mobility gains.

Since this represents an important change in the current practices and habits, a progressive approach is favoured. First actions will focus on flows where quick wins can be achieved in order to convince people to continue and to expand the scheme.

This theme can be developed only through voluntary behaviour change.

Three main actions have been identified in relation to consolidation of deliveries.

Theme 2: Consolidation of deliveries

	Identification of the flows and needs of businesses and organisation of a tailored logistic system		
Action 5	 May 2018	 Brussels Mobility, the ULB, the Francisco Ferrer College, STALEM, hub.brussels and the City of Brussels	 ★ ★ ★ 
	Implementation of a trial to be determined on basis of action 5		
Action 6	 Autumn 2018	 STALEM  Brussels Mobility, the ULB, the F. Ferrer College, hub.brussels and the City of Brussels	 ★ ★ ★ ★  ★
	Roll out of the trial		
Action 7	 2019	 STALEM  Brussels Mobility, the ULB, the F. Ferrer College, hub.brussels and the City of Brussels	 ★ ★ ★ ★  ★

Evaluation

The evaluation will focus on the amount of businesses which change their habits and, if possible, the economic impact on their functioning.

The evaluation will also estimate the reduction of deliveries in the area.

However, economic impact, even if more difficult to estimate, is the key to roll out the trial and maximise the impact of the action on mobility and air quality. Businesses will be more convinced by this element rather on the impact on mobility and air quality, mainly interesting for public authorities.

Waste management













While the only way to reduce the number of deliveries is to optimise the organisation of delivery activity, this is also the case for waste management - by creating a better waste collection system for instance limiting the roundtrips needed, but also by encouraging reduction in the volumes coupled with adoption of better sorting of waste segments.

However, better waste sorting can also result in additional waste collection flows and thus placing a new burden on mobility as reverse of the medal. A good organisation of waste logistics is therefore essential to allow the sorting of waste to happen in an efficient and sustainable way.

Actions will thus focus on two aspects of waste management: waste collection and waste sorting (aka reduction of waste).

Two actions have been identified in relation to waste management.

Theme 3: Waste Management

Theme 3: Waste Management			
	Understand the existing situation (research phase)		
Action 9	🕒 2018	 Brussels Mobility and the ULB  hub.brussels and STALEM	 ★ ★ ★ ★ 
	Explore the possibilities (innovation phase)		
Action 10	🕒 2018	 Brussels Mobility, the ULB  STALEM, hub.brussels	 ★ ★ ★ ★  ★
	Towards the implantation (support phase)		
Action 11	🕒 2018	 Brussels Mobility, the ULB  STALEM, hub.brussels	 ★ ★ ★ ★  ★

Evaluation

As for consolidation of deliveries, the evaluation will focus on the economic impact for businesses.

Based on the number of businesses who change their practices, and on the changes introduced, an estimation of the impact on mobility will be made (number of waste collection roundtrips and vehicles used to collect waste).

The contribution of these actions to more sustainable habits will be measured through the amount of residual waste.

Finally, an estimation of the economic impact for businesses will be made to emphasize the costs or savings of such measures. It is indeed this aspect which will be the yardstick, allowing more businesses to be convinced to replicate best practices.




International coaches

This topic is very particular at the scale of the Region of Brussels and within the coaches sector. This is an important issue for the neighbourhood, and some other similar areas.

However, this is a very difficult topic because of the reserves of land required to solve the situation and because of legal aspects involved.

One action has been identified in relation to international coaches.

Theme 4: International Coaches

Share the knowledge			
Action 12	 done	 Brussels Mobility	 ★
			€

Conclusion

Through participation in the Freight TAILS project and with the development of this Integrated Action Plan, Brussels has taken a step forward in the field of sustainable urban freight transport management. Fully in line with the objective of the Regional Strategic Plan for Goods Transport, this IAP aims at positively influencing other aspects in the targeted area, such as resilience of shopkeepers, image and attractiveness of the neighbourhood and dialogue between local stakeholders. As a necessary component of many activities, urban freight transport is particularly adapted to the application of an integrated approach. This Integrated Action Plan goes even further than the Regional Strategic Plan in terms of aspects tackled (waste, circular economy for instance) and in terms of stakeholders involved (the Francisco Ferrer College for instance). In this way, it links in well with recent evolutions in Regional policies, such as the Regional Programme on Circular Economy. This positive local experience can have significant influence on the Brussels regional freight transport strategy, leading towards even more integration between policies.

Quality and relevance of stakeholders involved in the co-creation process was essential, especially in terms of ensuring the implementation of actions in the next phase, even if getting shopkeepers on board will remain a challenge.

With 4 themes and 11 actions, this IAP defines a vision to improve quality of life and attractiveness of the Stalingrad-Lemonnier neighbourhood despite the foreseen construction of the underground metro station which will bring considerable disruption and stress for the local and wider community. The actions make use of all the levers identified, and explored during the Freight TAILS project: regulation and enforcement in relation with the review of loading bays, voluntary behaviour change linked to improved waste management practices, and procurement as mechanism to encourage consolidation activity.

