Multi-level and multi-modal interaction: interaction between different levels of administration and modes of transportation

The French case

from the point of view of a local authority

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Greater Lyon Authority
Administrative divisions in France

- 22 regions
- 96 departments
- 36,569 municipalities
- 2,585 intermunicipal structures grouping 34,077 communes
  - 16 large Urban Communities
  - 167 Agglomeration Communities
  - 2,397 Local Communities

Urban freight policy = spatial planning + transport + economic development

Mandatory and non-mandatory powers

Overlapping of local authorities administrative systems
Two kinds of competences for public authorities

1) The conferred specific competences
2) The general competence clause

Regarding freight:

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The overlapping of administrative competences generates loss of efficiency in freight policies

Who feels responsible for the freight issue?
Main argument for “urban freight” = jobs
Logistics is likely to employ people from all qualifications

Cooperation and trade-offs needed:
- Between administrative and spatial layers (formal or informal)
  And
- Between public and private stakeholders

Examples....
Four key drivers

From a local authority point of view

4 key drivers for improving freight transport in urban areas:

- I) Technology
- II) Organization and regulation of freight transport
- III) Spatial planning
- IV) Decision-making system

All four need, in various “dosage”, to bring together private and public stakeholders.
I) **Technology**: which is the relevant public/private cooperation?

This item is generally out of the scope of public authorities. However local and national governments can help implementing the most advanced technologies by:

- **subsidizing** new vehicles
- **taking part into experiments** (alongside private companies) or bringing them about,
- **public procurement grouping** (such as the pool of electricity buyers initiated by the French state)
- new **regulation patterns** allowing a **competitive advantage** to the “best-in-class” (from an environmental point of view) firms

*Examples:*  
PIEK Night-delivery experiments in Paris  
CityLog project in Lyon and the Lyon Urban Truck and Bus partnership
Night delivery experiments in Paris: a best practice for cooperation between public and private stakeholders

**Public parts**: Ile-de-France Region and City of Paris

**Private parts**: Club Demeter (association of supply chain decision makers) and Cemafroid (certifying organization)

1st step: funding voted by Region to support study and experiment (90 000 €)

2nd step: state of the art study about off-hour deliveries

3rd step: discussions with Club Demeter and Cemafroid

4th step: Experiments during 6 weeks (LR Services and Casino), partially with PIEK vehicles and loading/unloading material

Measurement of noise emissions

5th step: Assessment (use of public space, noise and greenhouse gas emission).
Night delivery experiments in Paris: a best practice for cooperation between public and private stakeholders

The experiments are now permanent services (excepting for one shop). The private partners have been much more flexible and interested by the night deliveries than expected, despite the increased cost. Now it is up to the public partners to offer a competitive advantage through specific local regulations (« time windows » for ex.)

The certification Certibruit may be a piece of solution.

Developing night delivery services needs consultation with public authorities and also directly with the residents.
LUTB competitiveness cluster for transport

160 members

5 research programs

1 experimental program

110 projects approved (210 M€ of which 79M€ of public support) since 2006

The Greater Lyon Authority finances LUTB: subsidy for functioning 70 000 euros / years and fundings for projects

Volvo group (through Renault Trucks) is a main partner
Public partners involved in European projects: experiments

CityLog
4 local partners

- Volvo Technology
- Interface Transport
- TNT Express
- Greater Lyon Authority

2 solutions have been tested in Greater Lyon

- Freightbus / van on Vaulx en Velin/Villeurbanne
- Bentobox - Part Dieu Shopping Mall
II) Organization and regulation

Playing a role in supply chain organization patterns is justified under certain circumstances, for example for creating a logistic service in order to fill a gap when:

- the private players do not spontaneously organize it

and

- it seems important to fulfill general interest objectives

Local (traffic and parking) regulations are public competences.

Examples

Project of “construction materials consolidation center” (CCC) in Lyon:

- a service for construction and civil engineering firm building the “Part Dieu project” (a broad development urban project including offices, housing, commercial space, hotels and the renovation of a railway station used by 500,000 persons every day.)

New regulation for deliveries in Peninsula area (Lyon)
New Urban Logistics Terminal in Lyon (operated by Deret)
Part-Dieu project program:

650 000 m² offices
100 000 m² de housing
et 200 000 m² public facilities/services/hotels
Construction Materials Consolidation Center

An unique logistic provider:

- coordinates and consolidates the flow of goods to and from the works sites
- plans all deliveries rounds of the works sites: the vehicles arrive at the right moment (a “buffer” area is located near the CCC not near the works site)

- mainly for “second oeuvre” not for “gros oeuvre” (concrete mixer continue to arrive directly on the works site without passing by the CCC).
- Storage inside the CCC, repackaging if needed
- Service center (equipment, tools ...)

![Diagram of the construction materials consolidation center](image-url)
Challenge : being ready in 2014
Necessity of consultation with private partners : developpers and constructors

• Part-Dieu. 2014, a main turning point !
  – Des opérations de grande ampleur (IGH), des calendriers de réalisation qui se superposent :
    • Hotels hub (25 000 m² demolition, 100 000 m² new constructions) Beginning 2014
    • Multimodal Transport Hub : works on the railway station and car parking Beginning 2014
    • Office building Silex (11 000 m² + 40 000 m²) Beginning 2013/2014
    • Office building Sky 56 (30 000 m²) Beginning 2013/2014
    • Restructuration of the mall (30 000 m²) Beginning Démarrage 2014
    • Desaix sector (housing) Beginning 2014

• Main partners identified : constructors Eiffage, GFC Bouygues et Vinci
New regulation for deliveries – Peninsula area Lyon

Decision has been taken in 2007 to test a new regulation for delivery vehicles in the Peninsula area (Presqu'île) of Lyon. Illegal stops, second lane
The regulation

The restriction consists:

- **In terms of circulation:**
  - Creation in 2007 of a Low emission zone: forbidden access to vehicles that do not comply with EURO norms with a progressive planning defined. **CONTROL ?**
  - Forbidden access (day-time period) for vehicles with a surface over **29m²**.

- **In terms of delivery zones:**
  - Access limited to 30 minutes,
  - Obligatory use of a “delivery disk”
  - Delivery zones access allowed only for professional vehicles (carriage for hire and transport for own account).

- The perimeter will be extended in November 2012 to other areas of Lyon and Villeurbanne.
- A trial to “professionalise” *de facto* the delivery bays.

Demand for public policies vs constrain
Urban logistics terminal: Cordeliers

- parking LPA des Cordeliers, located at 11bis rue Antoine Sallès
- 300 m²
- Operator Deret
- more than 30 clients (Séphora, Lush, Lafuma, Dior Couture, Shiseido and Beauté Prestige International....)
- 250 palets & 1,500 parcels / months
Projet of urban logistics terminal – the « Halles »

Lyon Parc Auto
Ground floor + first basement floor
Réaménagement de la rue Garibaldi
Negociations in progress
Project of harmonisation of traffic and parking regulations: public-private & inter-administrative layers cooperation

Example of Urban Community of Bordeaux

Urban community of Bordeaux:
- 27 municipalities
- 720 000 inhabitants

The concept: définition of routes for trucks based on the Ranked Road Network (Réseau hiérarchisé de voirie).

Negociations with 27 municipalities.

Negociations with associations of carriers.

Work in progress.
Contradictions in local trucks traffic regulation

Differences between accepted tonnage limits within one municipality

Differences between accepted tonnage limits in neighbouring municipalities

Differences between accepted tonnage limits within one municipality and in neighbouring municipalities

A few municipalities already implemented the idea of harmonization
III) Spatial Planning

Among the broad range of fields in which to act, spatial planning is a main issue for public authorities through:

- land use documents
- construction regulations (ex: space for deliveries of street)
- collaborative financial and technical packages for real estate

Examples:

Land Use Masterplan of Paris
Transportation Masterplan of Ile-de-France

Public-private collaboration for real estate issue: collaborative financial and technical packages? (innovative buildings for urban logistics, operations of demolition and reconstruction....)
Land Use Masterplan of Paris
Urban freight and land use masterplans

For example:

- Reserve m² off-street (inside building operations)

- Help developing «freight villages»: benefit from the positive effects of grouping

- Find the adequate location and real estate tools for small and medium sized firms producing urban flows («own account») of vehicles and who need close to the city centers
Phenomenon of « logistisation » of business or light industrial parks?

Parc des Guillaumes Noisy-le-Sec Ile-de-France

A 4,5 kilomètres de Paris, en façade de l’A86, près de la jonction avec l’A3. Une localisation, une typologie de locaux d’activités et une capacité en parkings destinent le parc à l’accueil des activités logistiques légères ou à des PME de services techniques (réparation-maintenance) ayant besoin d’espace de stockage. Le Parc des Guillaumes se place en relais des zones à dominante logistique comme la Garenne (Rosny-sous-Bois) ou Péripôle (Fontenay-sous-Bois).

Occupants : 3 bâtiments dans lesquels se sont installés Coliposte (centre de tri) précédemment installé à Fontenay-sous-bois, Générale Frigorifique France (installations d’équipements de réfrigération et de congélation) en provenance de Bagnolet et ETDE (Vente-installation de matériel d’aération et de ventilation) et Bowe Systec (tri du courrier, l'impression et l'envoi de documents, cartes plastiques, technologie de tri)

Programme locatif de 19 000m²
16 500 m² activités + 2 500 m² bureaux accompagnement.
Lots de 800 à 4 500 m² pour les activités/stockage
Lots de 250 à 1 400 m² pour les bureaux
Hauteur sous plafond : 7 m
Parking de 320 places en extérieur

Source : IAU Idf 2011
Phenomenon of « logistisation » of business or light industrial parks?

TechniParc à Genneviliers (92) (Sirius)

Les Carrouges Bondy (93) (Caprim)

3 bâtiments d’environ 3500 m² chacun
¾ activités, ¼ bureau d’accompagnement

Clés en main locatifs
Accès direct aux quais de Seine, desserte par RER C
Site clos, gardienné. Aménagement paysager.
Hauteur sous-plafond : 4,2 m
Accès gros porteurs, accès bureaux et activités dissociés
119 emplacements de parkings extérieurs

Occupants :

**HP Turbo** (distributeur de compresseurs)

**Klytea** (Importateur et négociant en thés, fruits secs et épices), **Anapurna** (commerce de fontaines à eau et autres appareils à boissons chaudes)

**GTD** (déménagement d’entreprises, stockage et montage de mobilier de bureaux)

**Labrenne** (activités de nettoyage d’entreprises).

Programme de 7 000 m² dont 5 000m² pour les activités et 2 000m² pour les bureaux d’accompagnement.

12 lots, d'une superficie pour chacun comprise entre 380 et 730m².
Hauteur sous plafond : 6,5m
Innovespace (Alsei) – a « foretaste » of urban logistics

Description :
- Light industrial building + offices
- 4,5 à 7,5 m height
- 1 level access of 4x4,5 m per cell
- 1 or 2 loading/unloading docks for cells >1 000 m²
- Very close to the belt road A8 and the highway A1
- Direct access to the subway (line 13 – Carrefour Pleyel)
- On the market since mid-2011
Real estate issue – urban insertion and prior consultation

Consulation with real estate partners (including investors)
Often absent from the consultation processes
Tax on warehouses 2011 – measure against city logistics ? (lack of consultation?)

Consultation with inhabitants and firms is required : in France it is very easy to make a project stop by instituting legal proceedings against building permits. Building “crisis”.

Measures to prevent the abuse of such proceedings are very poor in France. So previous consultation and negotiations are important.
Real estate issue and public-private financial engineering

- alternative to subsidizing
- public and private partners → venture investment funds
  - aiming at recoverable acquisitions of share holdings
  - dedicated to the realization of innovative renting logistics buildings in urban areas (Operating costs would be offset and the pre-marketing efforts would be guaranteed.) A matter of (shared) risk!

- Result = increasement in profitability together with the acceptance of a limited rate of return in the expectation of a healthy operation, would allow these projects to get started.

- When the rate of return became acceptable for private investors, mainly through the depreciation of the building and an increase in income from rents over time, the public partners can sell their shares and place the fundings on other projects.

(Diziain / Dablanc / Ripert 2011)
IV) Decision-making system

As public and private stakeholder are both involved in the urban logistics issue, dialogue, negotiations, trade-offs between them are essential.

Examples of public consultations
- The Consultative Committee for Urban Transport of Goods – Lyon
- CERTA (Bordeaux-Aquitaine)
- Other examples: Greater Toulouse, Paris City and Ile-de-France Region
- “Peer-to-peer” network of civil servants in charge of freight in public authorities
- Upstream communication with the inhabitants ?? (relevant in some cases).

Consultation can be conducted on various scales depending on the local institutional context regarding urban freight policy.
Lyon - The consultative committee for Urban Transport of Goods

**Metropolitan scale**

It gathers:

- **Public authorities**: French government, Greater Lyon Authority, City of Lyon, City of Villeurbanne, Rhône-Alpes Region, ...

- **Private sector**: professional transport organizations (FNTR, TLF), carriers (ASTRE) chambers of trade and craft, Rhône-Alpes logistic Cluster, historical transport operators (SNCF Fret, la Poste), shopkeepers association (Tendance Presqu’île) large store carrier (Casino Easydis), Competitiveness cluster LUTB, ...

- **Research centre**: Laboratory of Transport Economics (CNRS)

- **3 working groups**
  - GT1: Improving urban deliveries conditions (manager: Greater Lyon Authority)
  - GT2: Creating appropriate conditions for truck parking (manager: chamber of trade)
  - GT3: Urban platforms (manager: Greater Lyon Authority)

**Example**: the regulation in Peninsula area of Lyon

About 6 meetings per year and permanent exchange between partners depending on projects in progress.
The association for economy in Aquitaine region (Bordeaux) : CERTA

The CERTA is a Transport Observatory which goes beyond an observation mission and tries to play the role of a consultation committee.

*Regional Scale*

Partners : national government, French Environment and Energy Management Agency, Aquitaine Region, chambers of commerce and industry and craft associations, Bank of France, training institutions in transport field, hauliers' organisations and federations, important carriers, ports of Bordeaux and Bayonne, Bordeaux airport ….

This organization is an interesting place where studies are discussed, however it is not (yet) a « space of negociation ». 
CONCLUSION

Public policies in urban freight - still in a “trial” period

Experiments, pieces of solution – ingredients for an “overall recipee” ?
How to create a global system ?

Need to adapt to each specific city

Use the planning tools : preserve logistic sites, “logistic villages” with services …

Social acceptability – urban&landscape insertion solutions

Simplify the overlapping of local authorities systems

Continue cooperation public – private - academia