

Summary

Barriers and drivers for UCC establishment

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Various trials of urban consolidation centres (UCC) in European cities report reductions of kilometers driven, number of trips, emissions, noise and land use. In Norway, the cities Stavanger and Drammen among others have attempted establishment of UCCs, without success. There have been identified several factors that affect establishment, which concern risks with regards to profitability, effects on city life and emissions, and municipal roles and use of instruments. Additionally, it seems that a common problem understanding, common purpose and goals, access to relevant expertise and knowledge, as well as predictable and steady access to resources, will help promote the establishment of UCCs.

Purpose

Various trials of urban consolidation centres (UCC) in European cities report reductions of kilometers driven, number of trips, emissions, noise and land use. In Norway, Stavanger and Drammen among others, have attempted establishment of UCCs, without success. This report is meant to help Norwegian municipalities learning about barriers and drivers that have characterised previous attempts to establish UCCs. Based on two Norwegian processes, we have identified various reasons why a UCC has not yet been established (barriers), and attempted to extract various process elements that have been positive contributions (drivers). These two processes have taken place in Stavanger and Drammen in the period 2016-2019.

Method

A case study has been carried out of the processes for establishing UCCs in Stavanger and Drammen, respectively. Both cases are examined in depth separately by use of process-tracing as a survey method. Based on empirical data, we identify general traits that can contribute to explain what has driven the processes to establish a UCC in Norwegian municipalities, and why a UCC is still not established. The data consists of interviews, observations and documents.

Main results and conclusions

In Drammen and Stavanger there are several factors identified that may have contributed to promote or inhibit UCC establishment. For the two processes we have looked at, we have made assumptions (hypotheses) about what have been barriers and drivers. Some of these, to varying degrees, are prominent in both cases, while others are only found in one of the cities. Most of the factors identified are barriers. This is probably related to the fact

that neither in Stavanger nor Drammen has a UCC been established, which indicates that the barriers have been more dominant than the drivers.

The identified factors are:

- Uncertainty about the profitability potential and demand for UCCs. A UCC for a city centre is a service that is not present in Norway.
- A lack of anchoring of the business model among the relevant logistics service providers.
- Competition in the logistics industry. Established logistics players apparently have few incentives for a UCC to be established.
- Uncertainty about the degree to which UCCs will contribute to reduced emissions and better city life. Even though a number of surveys show there's a great potential for this, the realisation of this potential will depend on several local factors.
- Uncertainties associated with the role of the municipality and its use of instruments.
- (A lack of) a common problem understanding and common purpose and goals.
- Access to relevant competence and knowledge.
- A lack of predictable and steady access to resources.

A characteristic of several of the factors is that they concern uncertainties. Are UCCs profitable? What and how great is the effect of UCCs on city life and emissions? What should the role of the municipality be, and which instruments could or should the municipality utilise?

Some of the factors are not specific for UCC establishment processes, but are general prerequisites for the implementation of efficient and targeted processes, with progress and quality. Several of these factors are concentrated in the categories "collaboration and competition" and "framework for project work", see Figure S1.

Some of the factors are specific for UCCs, and several of these are concentrated in the categories "UCC concept" and "public sector's roles and instrument use", see Figure S1.

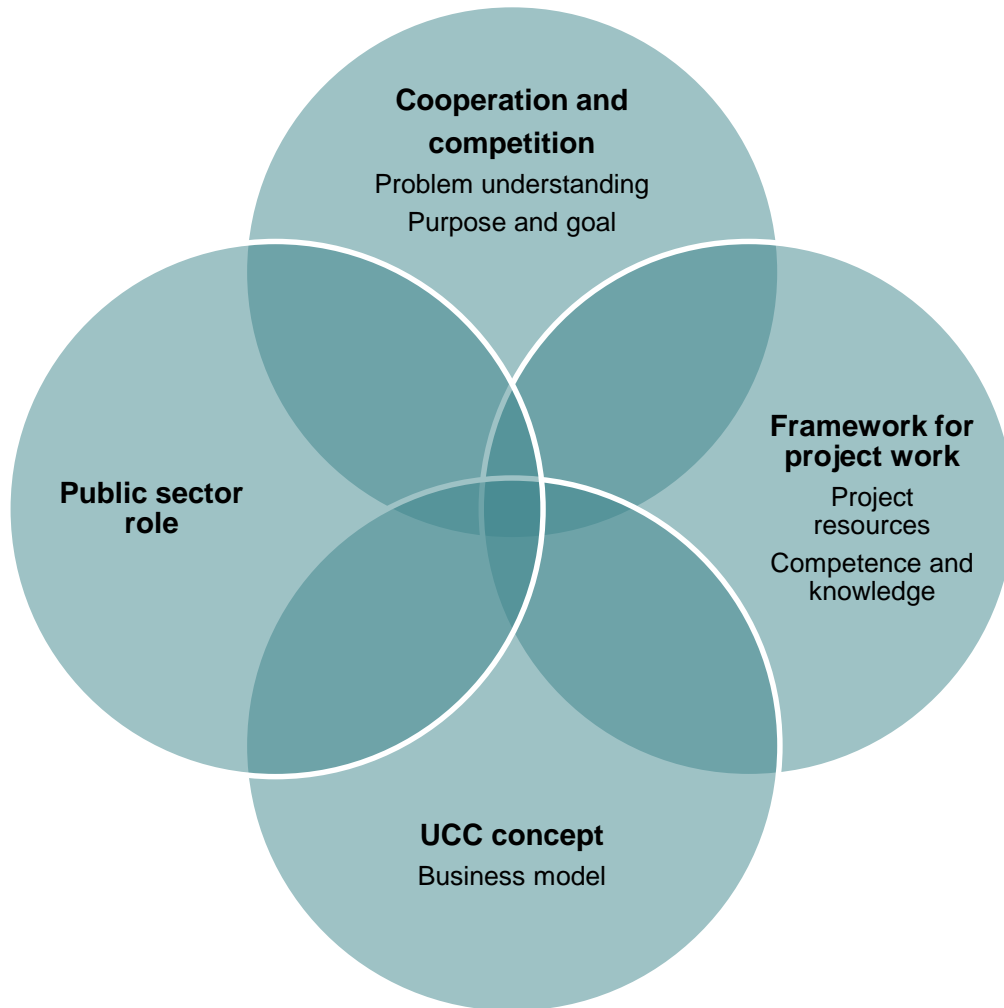


Figure S1: Overview of categories and factors for barriers and drivers for UCC establishment in Stavanger and Drammen.

Reservations

Which barriers and drivers are identified depends on which data have been available to us. Emphasis has been placed on themes that are frequently mentioned in the data, that many actors have mentioned, and that individual actors have emphasised and/or have been described explicitly as a barrier or driver. This means the information will likely be characterised by involved actors' views and interests. There has been access to a greater body of data in the process of Drammen than in that of Stavanger, which means the results likely are more marked by relevant issues in Drammen.

The results from the surveys of the processes in Drammen and Stavanger are not necessarily representative or generalisable to other Norwegian municipalities