

1    **Locating urban freight micro-consolidation centres: a practical methodology**

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# 1 Locating urban freight micro-consolidation centres: a practical methodology

2 Micro-consolidation centres (MCCs) can offer sustainable freight logistics solutions in  
3 urban areas. This paper presents a novel methodology for Local Government Authorities  
4 (LGAs) to promote the future development and use of MCCs by freight logistics  
5 companies through identifying suitable sites for such facilities in urban areas within their  
6 districts. The methodology is practical for LGAs to use within the constraints of limited  
7 financial and human resources, and is based on a distillation of previous research, showing  
8 how a simple, structured methodology can work with imperfect real-world data. The  
9 methodology was trialled in practice in Portsmouth, UK, where two preferred MCC sites  
10 were successfully identified for progressing to real-world trials. The methodology was  
11 designed to be transferrable, and the case study application to Portsmouth identified  
12 insights into the challenges affecting its utility in other urban areas, such as maintaining  
13 equity between stakeholders and engaging personnel whose time resources are scarce.

14 Keywords: site selection criteria, urban planning, micro-consolidation, Local Government  
15 Authority, parcel delivery.

## 16 1. Introduction

17 Freight Micro-Consolidation Centres (MCCs) in urban areas facilitate the transhipment,  
18 temporary storage, and last mile delivery of goods to homes and businesses, typically using zero  
19 or low emission vehicles such as cargo bicycles or electric vans, and enable load consolidation,  
20 whereby suppliers or logistics service providers agree for their goods to be combined and  
21 delivered by a third party. They can also offer added value for the local community if used as  
22 parcel pick up and drop off (PUDO) points (Katsela *et al.*, 2022). MCCs can offer an alternative,  
23 more sustainable logistics solution in urban areas for business-to-business (B2B) or business-to-  
24 customer (B2C) deliveries that ordinarily depend on diesel vans traveling between depots, sub-  
25 depots, and delivery destinations, often with the less-than-full-loads that are known to reduce the

1 efficiency of road freight movements (Grote *et al.*, 2021).

2         Although micro-consolidation initiatives are usually industry led, LGAs can take a more  
3 proactive role in promoting or supporting such initiatives, as they do with other LGA-led  
4 sustainable freight initiatives. For example, provision of centrally located spaces for shared-use  
5 distribution (Rosenberg *et al.*, 2021; Buldeo Rai *et al.*, 2022; BEHALA, 2024) and funding  
6 schemes for the use of cargo cycles or other low emission vehicles (Lenz and Gruber, 2021;  
7 GOV.UK, 2022). However, identifying suitable locations for MCCs can be difficult, especially  
8 in densely populated and ever-changing urban environments where land uses and the demands  
9 upon them are diverse, and particularly for LGAs with the limited human and financial resources  
10 they can dedicate to the task. The aim of this research was to develop a practical methodology  
11 for use by LGAs in identifying suitable sites for MCCs in urban areas within their districts.

12         The methodology was developed (building on prior work), and then tested by application  
13 to a case study of the city of Portsmouth, UK in collaboration with the relevant LGA, Portsmouth  
14 City Council (PCC), who is actively engaged in investigating MCC options, alongside other  
15 goods delivery models (e.g., macro-consolidation and use of drones), as part of the UK central  
16 government funded Solent Transport Future Transport Zone (FTZ) project. A practical and  
17 systematic methodology was developed to identify potential sites for MCCs and to compare the  
18 sites, evaluating them across a range of criteria drawn from the related literature on micro-  
19 consolidation and decision-making methodologies (Section 2), to produce a shortlist of preferred  
20 sites. The research was thus a distillation and application of known methods. The research also  
21 aimed to help PCC decide whether the MCC concept would be appropriate for Portsmouth and,  
22 if so, what the most appropriate business model would be for a specific area within the city, and

1 which areas or specific sites within the city would be best suited for implementation as a pilot  
2 project.

3 The research has wider relevance beyond Portsmouth because the case study area (i.e.,  
4 Portsmouth) is an urban area reasonably typical of those found in developed nations around the  
5 world, and because the methodology was designed to be transferable to other similar urban areas  
6 (e.g., similar local government structures, transport infrastructure, and parcel delivery systems),  
7 helping to promote the future development and use of MCCs.

## 8 **2. Selecting locations for urban MCCs: a review**

9 The concern of this paper was the development and application of a practice-oriented  
10 methodology, and therefore literature addressing theoretical optimisation techniques to determine  
11 ideal numbers and locations of MCCs was deemed to be out of scope.

### 12 **2.1. Benefits of MCCs**

13 MCCs located in urban areas are widely regarded as an emerging solution to help mitigate the  
14 detrimental effects associated with the last-mile delivery process (e.g., greenhouse gas emissions,  
15 air pollution, road traffic congestion), offering an important opportunity to improve the  
16 efficiency and sustainability of freight logistics, to reduce costs, and to promote collaboration  
17 within the sector (e.g., consolidating vehicle loads through sharing vehicle capacity) (Katsela *et*  
18 *al.*, 2022; Novotná *et al.*, 2022; Mpogas *et al.*, 2020; Grote *et al.*, 2021; Paddeu, 2025).

19 However, an important question for municipal LGAs wanting to adopt a policy of implementing  
20 MCCs is where such facilities would be best located within their districts (Novotná *et al.*, 2022),  
21 which is a difficult question for LGAs to answer, given their limited human resources and

1 publicly funded finances.

2 **2.2. Locating MCCs**

3 Useful advice for municipal LGAs when considering MCCs was given by Assmann *et al.* (2019)  
4 in their planning guide for cargo bike transhipment hubs. Recommendations included:  
5 specification of the intended effects (e.g., improving air quality) and the planning horizon;  
6 planning of the rough concept and associated requirements; analysis of which stakeholders  
7 should be involved and their roles; analysis of freight volumes involved and related hub  
8 requirements (e.g., space needed); development of standardised and scalable solutions. Stated  
9 characteristics of an ‘ideal’ transhipment hub included: good access for vans and bikes; location  
10 in a dense, mixed-use area, close to main roads and the city centre but unobtrusive; minimum  
11 two-year availability; good cycling infrastructure (e.g., paths wide enough for cargo bikes);  
12 electrical power; safe overnight loading and storage facilities. Other stated site requirements or  
13 preferences for a MCC in central London included avoidance of one-way road systems, floor  
14 space between 90-185 m<sup>2</sup>, a minimum height access of 2m, access from 6am to 8pm, short leases  
15 with a high level of flexibility, and CCTV (Cross-River Partnership and Steer, 2020).

16 Obtaining affordable spaces to buy or rent in city centres for storage and distribution use  
17 can be difficult. Land prices have been a dominant factor in the trend of ‘logistics sprawl’  
18 (distribution centres moving further away from city centres), a long-lasting trend that has been  
19 observed worldwide (Dablanc and Browne, 2020), and only partially countered in recent years  
20 due to increasing demand for just-in-time delivery, which requires more centrally located hubs  
21 (Fried and Goodchild, 2023). As logistics sprawl results in increased freight vehicle stem  
22 mileage to serve cities, MCCs have the potential to reduce these distances and associated

1 negative environmental impacts (Katsela *et al.*, 2022), and are a form of ‘proximity logistics’, a  
2 term adopted by Buldeo Rai *et al.* (2022) to refer to more centrally located logistics facilities.

3 The financial viability of any freight consolidation initiative is a concern, as many urban  
4 consolidation centres (UCCs) have failed due to lack of profitability, sometimes related to  
5 insufficient demand (Janjevic and Ndiaye, 2017). A MCC differs from a traditional UCC in  
6 being smaller in scale, both in terms of size of building and size of delivery area, and in being  
7 closer to the delivery area. Whereas a traditional UCC may be located on the outskirts of a city, a  
8 MCC will tend to be within the city, although it is suggested they should be on the periphery of  
9 any local market area to avoid issues of freight vehicle congestion (Katsela *et al.*, 2022). Whilst  
10 at a smaller scale, the introduction of a MCC still involves increased building, vehicle, labour,  
11 and operating costs that may compromise financial sustainability. Katsela *et al.* (2022) observed  
12 that some companies were willing to bear increased costs to support green deliveries and  
13 proposed that the costs of externalities should be accounted for in any financial scheme  
14 evaluation.

### 15 **2.3. Site selection criteria and analysis methods**

16 A key challenge in the development of a MCC, whether publicly or privately developed and/or  
17 owned, is how to design transparent and quantifiable site selection criteria to guide the location  
18 decision. Three broad criteria proposed by Janjevic and Ndiaye (2014) were: ‘relevance’ relating  
19 to market demand, with density of deliveries in the surrounding area often being a key factor;  
20 ‘suitability’ relating to operational usability of the site; and ‘feasibility’ relating to levels of  
21 support from relevant stakeholders. Many multi-criteria decision-making analysis (MCDMA)  
22 methods and hybrid variations have been developed, with a comprehensive review provided by

1 Sahoo and Goswami (2023). The general approach, also adopted in this paper, is to identify  
2 specific site selection criteria of interest, then weight each criterion according to its perceived  
3 importance and produce an aggregated overall score for each site to rank them. It is outside the  
4 scope of this paper to describe the attributes and merits of specific MCDMA methods. However,  
5 for reference, MCDMA methods that have been used in the context of urban freight  
6 consolidation site selection include the Analytic Hierarchy Process (AHP), the Best-Worst  
7 Method (BWM), Criteria Importance Through Intercriteria Correlation (CRITIC), Preference  
8 Ranking Organization Method for Enrichment of Evaluations (PROMETHEE), the Technique  
9 for Order Preference by Similarity to Ideal Solution (TOPSIS), Data Envelopment Analysis  
10 (DEA), and Weighted Aggregated Sum Product Assessment (WASPAS) (Aljohani and  
11 Thompson, 2020; Rudolph *et al.*, 2022; Novotná *et al.*, 2022; Bajec *et al.*, 2023).

12 The use of geographic information system (GIS) software has also been proposed to  
13 incorporate spatial aspects such as proximity to road networks or to delivery areas, where the  
14 latter may be defined with reference to carrier delivery data or population data (Rudolph *et al.*,  
15 2022).

16 Site selection criteria would ideally be identified in consultation with urban freight  
17 stakeholder groups such as shippers, receivers, carriers, citizens, landowners, and municipal  
18 LGAs (Ringsberg *et al.*, 2023). However, effective engagement with and communication  
19 between appropriate stakeholders can be highly challenging to achieve (DiMoG, 2023). Each  
20 stakeholder group, and individual people or organisations within them, can have differing and  
21 sometimes conflicting objectives. A proposed method for considering these equitably is ‘multi-  
22 actor, multi-criteria analysis’ (MAMCA) (Macharis *et al.*, 2012). Another approach is the so-  
23 called ‘living lab’, whereby stakeholders are directly involved in the co-creation, design,

1 development, and implementation of a specific thing or concept (Garus *et al.*, 2023). For  
2 example, the living lab approach was used to develop a pilot MCC in Seattle, USA, where the  
3 participating stakeholders were the landowner, a supplier of cargo bike infrastructure (storage  
4 and towing), a cargo bike manufacturer, a logistics startup (vehicle routing and scheduling), the  
5 local transport authority, and a university research team (Gunes *et al.*, 2024).

6 ***2.4. Policy, regulations and guidelines***

7 It has been reported that, in many countries, LGAs are not particularly welcoming of logistics  
8 facilities development in urban areas for various reasons, including the associated negative  
9 externalities, relatively small tax contributions, relatively few jobs per land space, and perhaps  
10 due to insufficient engagement by the authorities with industrial stakeholders (Buldeo Rai *et al.*,  
11 2022). This may be less of an issue for the development of a relatively small MCC but,  
12 nevertheless, LGAs can promote more sustainable freight operations by, for example, adopting  
13 more freight-friendly policies and regulations, as well as offering financial subsidies, local  
14 publicity campaigns, and networking opportunities. As an example, the Paris zoning ordinance  
15 of 2016 included MCCs as “public services or activities of general interest”, giving certain  
16 derogations and exemptions for construction of logistics buildings in dense urban areas, and  
17 identified 61 areas of land which would require a logistics hub to be integrated into any new  
18 development projects (Dablanc, 2023).

19 Municipal LGAs in the UK, Europe and much of the western world have obligations to  
20 consider all relevant stakeholders when making any decisions about public land use and  
21 associated transport-related issues such as access and parking. The provision of a MCC by a  
22 public authority requires an open and transparent method of offering it for use by one or more

1 operators. From a municipal LGA perspective, it will likely be important that the development is  
2 compatible with surrounding land uses (e.g., industrial, commercial, residential) (Rudolph *et al.*,  
3 2022). However, there appear to be no fundamental policy or regulatory barriers to development  
4 of a MCC, although larger sites will likely need planning permissions if a change of use is  
5 involved.

6 In general, there are currently no guidelines to assist LGAs in the UK with their policies  
7 and planning related to urban freight, with local transport planning tending to prioritise  
8 movement of people over goods. Given the expected increases in e-commerce (Statista forecasts  
9 a doubling of 2019 levels by 2029<sup>1</sup>) and freight volumes and the detrimental effects of last-mile  
10 deliveries, there is an urgent requirement to support LGA policymakers in developing local plans  
11 and making informed decisions aimed at implementing interventions that mitigate these effects  
12 (Paddeu, 2025).

### 13 **2.5. Review summary**

14 MCCs are one option, among numerous possible freight interventions (e.g., low emission zones,  
15 delivery time windows, traffic restrictions, financial subsidies, local publicity campaigns), that  
16 municipal LGAs should consider as a way to improve freight logistics operations in urban areas.  
17 However, site selection for MCCs is difficult, especially in densely populated urban  
18 environments where land is scarce, and particularly for LGAs within the constraints of their  
19 limited human and financial resources.

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<sup>1</sup> Statista United Kingdom (UK): retail e-commerce revenue forecast from 2017 to 2029  
<https://www.statista.com/forecasts/477091/e-commerce-revenue-forecast-in-the-united-kingdom>

1 The novel contribution of this paper is to distil and combine the relevant findings from  
2 previous literature to produce a novel methodology that is practical for municipal LGAs to use,  
3 and to test that methodology through application in a case study urban area, providing insights  
4 into the challenges and barriers that could be encountered as a result.

5 **3. Methodology**

6 ***3.1. Overview of methodology***

7 The MCC site selection methodology developed in this research is summarised in Figure 1, with  
8 further details provided in subsequent sections. A brief overview of the methodology is as  
9 follows. The first step is to create a working group of experts to oversee, manage, and perform  
10 the application of the methodology (Section 3.2), which is followed by identification and  
11 organisation of the site selection criteria (Section 3.3). A ‘long list’ of sites for potential  
12 consideration is drafted collaboratively based on the expert local knowledge available from  
13 members of the working group (Section 3.4), which is then filtered down to a ‘short list’ via a  
14 RAG (red/amber/green) rating process (Section 3.5). The final step is to assign a rank value to  
15 each site using the newly developed site selection software tool (Section 3.6).

16 ***3.2. Creation of working group***

17 The initial step in the methodology is to create a ‘micro-consolidation working group’ to  
18 oversee, manage, and perform all the activities involved. The working group should consist of  
19 the necessary personnel such as project managers, freight logistics industry consultants,  
20 academic researchers, and LGA officers from transport, planning, economic development,  
21 communications, and legal departments. From the perspective of an equity obligation, LGAs

1 cannot be seen to be favouring one freight operator or user group over another. For this reason,  
2 LGAs may require a neutral intermediary (e.g., university research team) to engage with  
3 potential users of a MCC.

4 ***3.3. Site selection criteria identification***

5 Based on the professional expertise within the working group and insights gained from a review  
6 of the relevant literature, site selection criteria are identified and organised into groups. The  
7 proposed site selection criteria should then be presented to LGA officers, providing the  
8 opportunity to raise any concerns or questions about the criteria or about any other criteria they  
9 think might also be relevant. Some examples of site selection criteria are shown in Table 1.

10 ***3.4. Long-listing exercise***

11 Local knowledge of the study area from within the working group (in particular from LGA  
12 officers) is used to draft a ‘long list’ of sites for potential consideration as a MCC. At this stage,  
13 sites are identified regardless of their status with respect to normally critical issues such as  
14 ownership, availability, leasing terms, and costs. The exercise is not intended to be fully  
15 objective or comprehensive but, rather, a ‘first pass’ to obtain a list of sites having a wide range  
16 of locations, conditions, and land uses. The exercise is designed to raise important questions  
17 about site feasibility through selecting sites that are likely to vary in how well they would meet  
18 the criteria.

19 ***3.5. Short-listing process***

20 To reduce the number of sites further, a ‘RAG (red/amber/green) rating’ process is conducted by

1 the LGA officers in the working group. ‘Red’ (rejected) sites are considered to be unsuitable for  
2 a particular reason (e.g., subject to ongoing or soon-to-be-submitted planning applications for  
3 major redevelopment, being a car park that is well used, or being a car park where parking passes  
4 have already been purchased). It might be questioned why a site would have made the long list  
5 only to be immediately rejected, however, it is only the exercise of making the long list that  
6 prompts site investigations in the necessary detail.

7 ‘Amber’ sites are considered to require more time for internal discussions across LGA  
8 departments before confirming the likely suitability for short-listing (e.g., due to the need to  
9 await other planning decisions for sites). These sites are only revisited should there not be  
10 sufficient site potential drawn from the ‘green’ sites. ‘Green’ sites are those that the LGA  
11 officers have most confidence in as being potentially suitable for MCCs, and are subject to  
12 further assessment through site visits by members of the working group.

13 ***3.6. Development of a site selection software tool***

14 After a review of MCDMA methods (Section 2.3), a site selection software tool was developed  
15 based on criteria scoring, ranking, and weighting methods. The tool allows users readily to  
16 compare different sites based on their opinions about the suitability of each site, when scored for  
17 each sub-criterion, and allows them to assign weights to the sub-criteria, according to perceived  
18 importance, and priority rankings to the criteria groups. Specifically, the tool enables the user to  
19 assign:

20 (1) a score,  $S_{[site, sub]}$  to each site for each sub-criterion using a scaled rating from 0 to 1;  
21 (2) a weight,  $W_{sub}$ , from 1 (least important) to 5 (most important), to each sub-criterion;  
22 (3) a rank,  $R_{group}$ , from 1 (highest priority) to 5 (lowest priority), to each criteria group.

1 Some illustrative examples of what might be considered when deciding how to score a  
2 site for different sub-criteria are shown in Table 2. Such a table could be provided for user  
3 guidance, if desired, but was not available to users (LGA officers) in this study. If weighting of  
4 sub-criteria or ranking of criteria groups is not desired by the user, then the tool uses a default  
5 value of 1 for the weights or ranks. The tool allows the same rank value to be given to two or  
6 more criteria groups and not all rank values need be used.

7 The tool calculates a score out of 10 for each site,  $S_{[site]}$ , using equation (1):

$$S_{[site]} = 10 \times \frac{\sum_{group} \frac{(6 - R_{group})}{N_{group}} \sum_{sub \in group} S_{[site,sub]} W_{sub}}{\sum_{group} \frac{(6 - R_{group})}{N_{group}} \sum_{sub \in group} W_{sub}} \quad (1)$$

8 where  $N_{group}$  is the number of sub-criteria within a criteria group, 'sub' refers to sub-criteria, and  
9 'group' refers to criteria groups. This calculation involves:

- 10 (1) Multiplying by  $(6 - R_{[group]})$  to convert ranks to weights (e.g., rank 1 has weight 5).
- 11 (2) Dividing by  $N_{group}$  to ensure that the number of sub-criteria within a group does not  
12 influence the score.
- 13 (3) Comparing the site-related values (in the numerator) with those of a 'perfect site' (in the  
14 denominator) where the  $S_{[site,sub]}$  values are replaced with maximum scores of 1 across all  
15 the sub-criteria.
- 16 (4) Multiplying by 10 to convert to a score in the range 0 to 10.

1      **4. Results**

2      ***4.1. Description of case study area***

3      Selection of the case study urban area for testing the new methodology (Portsmouth) was  
4      dictated by the availability of a municipal LGA willing to provide the cooperation necessary to  
5      complete the research. PCC was one of the LGAs collaborating in the Solent Transport FTZ  
6      project and were therefore offering this cooperation. Portsmouth may be particularly well-suited  
7      to micro-consolidation as it is one of the UK's most densely populated cities, with a mid-2022  
8      estimated population of 208,400 people living in a 40 km<sup>2</sup> area (PCC, 2024). An estimated  
9      42,000 parcels are delivered each day into Portsmouth using over 650 delivery personnel, based  
10     on a projection of parcel delivery data obtained from a major carrier, so there would appear to be  
11     great scope and potential benefit from implementing one or more MCCs in the city.

12        PCC's interest in micro-consolidation relates to the significant growth in e-commerce and  
13     its associated challenges in making deliveries more efficiently. Related issues include high first-  
14     time delivery failure rates, high proportions of single-parcel deliveries, frequent product returns,  
15     and express deliveries. In common with the rest of the UK, van traffic is the fastest growing area  
16     of traffic demand. Portsmouth also has some locally unique delivery conditions relating to its  
17     geography, with its city centre effectively being on an island with only three road connections to  
18     the mainland (Figure 2).

19        Portsmouth has increasingly decentralised and polycentric land use patterns with  
20     significant development in edge-of-city areas, exacerbated by a recent history of such  
21     development being designed predominantly around driving (though the emphasis in development  
22     design is now shifting more towards ensuring accessibility to active and public transport in many

1 cases). This results in significant traffic congestion, economic impacts, low productivity, and air  
2 quality issues. With the proposed implementation of an MCC, PCC aims to provide stakeholders  
3 with an opportunity to explore and demonstrate new ways of making urban logistics more  
4 sustainable, and to provide practical evidence of the extent to which MCCs can reduce the  
5 transport footprint of last-mile parcel delivery if widely adopted

6 ***4.2. Creation of working group***

7 The working group created for the application of the novel methodology to Portsmouth consisted  
8 of representatives from the different fields of expertise necessary (Section 3.2), and was active  
9 between July 2022 and February 2023, with an overview of the group activities shown in Figure  
10 3. To avoid any appearance of PCC favouring one freight operator over another, the academic  
11 researchers (rather than LGA officers) on the working group had informal meetings with  
12 potential MCC users such as national parcel carriers and local independent couriers located in  
13 different areas of the UK, including those using cargo cycles, to gauge their level of interest in  
14 and requirements for a MCC.

15 ***4.3. Site selection criteria identification***

16 Site selection criteria for Portsmouth were identified and grouped, before being presented to PCC  
17 officers for review and the addition of any other criteria thought relevant. On this occasion, no  
18 additional criteria were suggested by the PCC officers. Portsmouth is densely populated, and  
19 therefore all candidate MCC locations would be close to residential delivery areas, so proximity  
20 to delivery area is likely not a key concern, but was included for completeness, along with  
21 proximity to industry. The selected criteria groups and sub-criteria within each group for  
22 Portsmouth were those shown in Table 1.

1      **4.4. Long-listing exercise**

2      A ‘long list’ of sites for potential consideration as a MCC in Portsmouth was drafted. The  
3      identified sites included kerbside locations, car parks, community buildings, retail units,  
4      shopping centres, and business centres. Upon reviews by the working group, some sites  
5      originally included in the long list were removed where they were known by PCC to have  
6      development plans in progress, while other sites not previously suggested, were added. The final  
7      long list included 32 potential sites. Figure 4 shows the long list prepared by the academic  
8      researchers, which was presented to PCC and informed the collaboratively generated official  
9      long list of 32 sites.

10     **4.5. Short-listing process**

11     The ‘RAG (red/amber/green) rating’ short-listing process was conducted for the 32 sites (Figure  
12     5). This produced 18 ‘red’ (rejected) sites, which included vacant department stores and high  
13     street retail units, active multi-storey and surface level public car parks, business centres, and  
14     closed amenity sites such as a former public swimming pool and a fire station.

15       Six ‘amber’ sites were identified, along with eight ‘green’ sites. Site visits were made to  
16     the eight ‘green’ sites (Figure 5) by ten members of the working group, including LGA officers  
17     from the transport and planning departments. The assessment of each site included careful  
18     consideration of the full list of site selection criteria (Table 1) for a fair and objective comparison  
19     across the sites. A summary of the site visit findings is given in Table 3.

20       The tour of sites also provided an opportunity to identify any other sites along the way  
21     that were not previously considered. Four such sites were observed and added to the ‘green’ list,  
22     including vacant retail units and a car park which had shipping containers on site but appeared to

1 have unoccupied space and good site access. Two of the ‘amber’ sites (Tipner Park & Ride and  
2 Bridge Shopping Centre) were also subsequently moved to the ‘green’ list after further  
3 consideration following the site tour, due to a change in their status. The Tipner Park & Ride site  
4 move to ‘green’ was partly due to a milestone being achieved in a separate PCC project which  
5 now made the site more suitable for a MCC. Meanwhile, the Bridge Shopping Centre became a  
6 beneficiary of national government funding (GOV.UK, 2023) which enabled the council to  
7 purchase the site and begin work on its regeneration. Between 2010 and 2019, most retail units  
8 had been vacant, with an increase in occupancy from 2020. The funding came with a  
9 requirement to fill the vacant retail units with occupants that would increase footfall, provide  
10 diversity and innovation in the range of activities available. With these additions, the ‘green’ list  
11 comprised 14 sites.

#### 12 ***4.6. Application of the site selection software tool***

13 These ‘green’ sites were compared using the MCDMA site selection software tool (Figure 6),  
14 which identified two preferred (i.e., highest ranked) locations.

15 The input scores in the site selection tool assigned to each site for each sub-criterion were  
16 decided by the academic researchers based on the site visits and discussions with the working  
17 group. Criteria group priority rankings (Table 4) were provided by LGA planning officers, where  
18 site availability, social impacts, and environmental impacts were their main priorities. Default  
19 weight values of 1 were used for the sub-criteria as the LGA officers had limited time available  
20 or preferred not to consider this level of detail. Based on these inputs, the two highest scoring  
21 and thus preferred sites were ‘Cascades Shopping Centre’ (score of 8.8) and ‘Bridge Shopping  
22 Centre’ (score of 8.4).

1        Brief details of the final preferred sites are as follows. The Cascades Shopping Centre is a

2        privately owned indoor mall located within the city's central commercial area, and is typical of

3        many malls in the UK in being conveniently accessible from the road network and in having

4        vacant retail and storage units available. The Bridge Shopping Centre is also in the central

5        commercial area, about 1km east of the Cascades Shopping Centre, with good accessibility for

6        road vehicles, and is currently owned by the LGA. A summary comparison of the two preferred

7        sites is shown in Table 5.

8        **5. Discussion**

9        This paper has developed and demonstrated a systematic methodology to identify preferred sites

10        for locating MCCs within urban areas. The proposed methodology is likely to be practical for

11        municipal LGAs to use within their constrained resources in promoting or supporting the

12        implementation of MCCs within their districts as one way to address the detrimental effects of

13        urban freight operations. The methodology has been tested through being employed by an LGA

14        in the real-world, where it successfully identified two preferred sites in the case study urban area

15        of Portsmouth. The two sites were confirmed as being good options for locating MCCs in the

16        opinions of LGA officers with expert knowledge of, and familiarity with, the requirements and

17        characteristics of the case study area. The development of the methodology contributes to

18        providing LGAs with guidance to assist with policies and planning related to urban freight, and

19        with support in making informed decisions; areas within the sector identified as currently lacking

20        and urgently needed in the UK.

21        Through using the methodology, LGA officers were successfully able to present the two

22        preferred site options to cabinet members (i.e., elected LGA decision makers) for information

1 and approval. Cabinet approval to proceed was given, including allowing delegated authority for  
2 the selection of which site to move forward. This indicated that the LGA decision makers (i.e.,  
3 cabinet members) had confidence in the methodology, judging it to have been suitably informed  
4 and trustworthy. The decision to proceed has allowed the next steps to be taken towards real-  
5 world MCC pilot trials in Portsmouth, and assessing the effects of siting a MCC in a particular  
6 location is suggested as an area for future research, involving investigation, both pre- and post-  
7 intervention, of factors such as road traffic congestion, air quality issues, greenhouse gas  
8 emissions, costs, noise pollution, and accidents. For the Solent FTZ, this will be undertaken  
9 through analyses including routing optimisation and calculating potential economic, social and  
10 environmental cost savings resulting from the trials.

11 The results of applying the methodology to the case study urban area are necessarily  
12 Portsmouth-specific. However, the experience of applying the methodology offers valuable  
13 insights of interest to a broad audience (e.g., other LGAs or researchers), with the methodology  
14 designed to be transferable to other urban areas with similar local government structures,  
15 transport infrastructure, and parcel delivery systems. Key insights from the Portsmouth  
16 application included: the practical challenges inherent in setting-up and running a working group  
17 consisting of a disparate assembly of busy people with multiple demands on their limited time  
18 resources; and the need to balance competing stakeholder interests equitably, including the  
19 requirement for the LGA not to be seen to be favouring any particular freight operators as  
20 prospective MCC users. The transferability of the methodology needs to be confirmed through  
21 further research assessing the application of the novel methodology to other case study urban  
22 areas, particularly as Portsmouth has several atypical characteristics related to its geography  
23 (Section 4.1).

1           Another area suggested for further research is performing sensitivity testing on the  
2   methodology to ensure robust solutions are produced, including application to other case study  
3   areas both within and outside the UK. In addition, refinement of the site selection software tool  
4   could be undertaken to check for and remove any unintended effects when comparing sites. This  
5   would help identify the best solution and other good alternatives amongst the site options. It  
6   would also be useful to gain the involvement of more stakeholders than was possible in this  
7   study, especially from potential site users (e.g., commercial parcel carriers), who are likely to  
8   have different views and priorities regarding MCCs than those of LGA officers. This could  
9   reveal if the same or different sites would have emerged as preferred sites, according to the  
10   different ranking and weights applied to the criteria groups and sub-criteria.

11           Some of the key issues and challenges of using the new methodology from the  
12   perspective of the intended users (i.e., LGAs) were captured through informal interviews with  
13   LGA officers (n=2) post application of the site selection methodology to the case study area. In  
14   general, applying the methodology was seen as an important factor in allowing the LGA to act as  
15   an enabler to incentivise freight transport operators to use MCC facilities by undertaking much  
16   of the work involved with identifying suitable sites, and then obtaining a site and preparing it for  
17   development. In this way, sites that would otherwise be considered unattractive by a freight  
18   operator (e.g., involving too much work to implement) become more desirable. For example, a  
19   freight operator would likely opt for a site that is already viable for logistics (e.g., easily  
20   accessible for logistics vehicles) and has planning permission in-place for development. Support  
21   from dedicated LGA officers, who effectively acted as champions for micro-consolidation, was  
22   found to be important in the successful application of the methodology, keeping the necessary  
23   momentum going by reminding others when actions were needed.

1           The main barriers to the successful application of the methodology were identified by the

2   LGA officers' feedback, which included the following:

3       1) reluctance from LGA decision-makers about permitting the use of LGA-owned sites for

4           MCCs in case a more attractive use opportunity were to arise in the future;

5       2) multiple LGA departments needed to be involved, and they do not necessarily

6           communicate effectively with each other;

7       3) LGA officers tended to be busy, overstretched, and meeting averse. This was especially

8           the case for the legal department, and obtaining necessary procurement documents was

9           particularly challenging (e.g., delays in progressing the signing of a lease contributed to a

10           site owner leasing their available space to another user);

11       4) freight operators needed to be convinced of the merits of switching from their BAU

12           operations to using MCCs instead.

13       Regarding the last barrier in the list, freight operators' specific concerns included issues such as:

14       does their delivery density in the area warrant micro-consolidation; what would be the impacts

15       on their overall supply chain; is there sufficient local workforce available; and is there a Clean

16       Air Zone (Low Emissions Zone) in the vicinity. However, taking the first step (i.e., a shift in

17       mind-set to engage with the possibility of using MCCs) was seen by the LGA officers as perhaps

18       being the biggest challenge for freight operators to overcome, and use of the methodology by the

19       LGA to identify preferred sites that are attractive to prospective freight operators was seen as a

20       good way to incentivise taking that first step.

21       Input from prospective freight operators who might use particular MCC sites was seen as

22       beneficial in determining the finer details of what would be required and what was less important

1 (e.g., entry points, access through doors, height restrictions). However, in obtaining this input, it  
2 was important for the LGA to find the difficult balance between obtaining the input, whilst not  
3 being seen to favour particular operators.

4 **6. Conclusions**

5 LGAs can act as enablers to incentivise and promote the use of MCCs by commercial freight  
6 operators through identifying preferred sites that are attractive. To that end, the research  
7 presented here has developed a practical, systematic methodology for MCC site selection in  
8 urban areas. The methodology has been demonstrated through application in practice by a  
9 municipal LGA (PCC) to identify two preferred sites from an initial long list of 32 potential  
10 sites. With these preferred sites identified, LGA officers were armed with an informed,  
11 collaborative assessment to present to senior managers and cabinet members (i.e., elected LGA  
12 decision makers) for approval, providing the basis for the LGA to proceed with real-world  
13 micro-consolidation trials.

14 The research contributes to the existing literature through distilling and combining  
15 findings from previous research in the domain to show how a structured methodology can work  
16 with imperfect real-world data, offering a practical approach for LGAs to identify preferred sites  
17 for MCCs. Beyond Portsmouth, the methodology was designed to be transferrable to other urban  
18 areas both within and outside the UK, and can contribute to providing municipal LGAs in these  
19 areas with guidance to assist with policies and planning, and with support to make informed  
20 decisions. Application of the methodology to the case study area has identified insights into the  
21 challenges and barriers affecting its utility in other urban areas, such as maintaining equity  
22 between the varied stakeholders and engaging a working group consisting of personnel whose

1 time resources are scarce. The transferability of the methodology has not been tested yet, though,  
2 which is an area for future research that would enable the methodology to be applied with  
3 confidence more widely, contributing to the mitigation of the detrimental effects of urban freight.

4 **Disclosure statement**

5 No potential conflict of interest was reported by the authors.

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## 1 Tables

### 2 Table 1. Micro-consolidation site selection criteria.

Criteria group	Sub-criteria
Availability	1) Likely short-term availability (1-2yrs) 2) Likely medium-term availability (3-5yrs) 3) Ability to expand operation in future (more space/land available in the site to extend larger operation on)
Social/environmental impacts	1) Social impact (local residents, labour, local infrastructure etc.) 2) Environmental impact (air pollution, water pollution, noise pollution)
Parking	1) Parking spaces (peak utilisation)
External access	1) Existing site access conditions 2) Height barrier 3) Step-free site access for vehicles
Highway capacity	1) Surrounding road network (congestion) 2) Surrounding cycle infrastructure
Payment/hours	1) Payment system 2) Opening hours
Internal operations	1) Working or storage space availability, 2) Shelter 3) Internal working height 4) Bare min 8m x 4m available for internal space for cargo bike storage 5) Turning circles access for vehicles (e.g. for vans), unobstructed internal turning circles (pillars), building access (cycles min. 0.7m x 2.94m, turning corners can be an issue), step-free building access for bikes/people
Utilities	5) Lighting supply 6) Water supply 7) Electricity supply
Security	1) CCTV 2) Site perimeter (gates and fencing) 3) Building (doors/windows) 4) Secure cycle storage (assume 'yes' if building existing space) 5) Multi-user site
Visibility	1) Visibility to public (for marketing/awareness)
Proximity	1) Proximity to deliveries, proximity to industry/suppliers

1 Table 2. Examples of scoring considerations for different sub-criteria.

Sub-criteria	Score			
	0	0.33	0.66	1
Short-term availability	About to be purchased and occupied for other use	Planning permission for another use given, start date to be confirmed	Undergoing review, may be advertised for sale/planning but unconfirmed	Available for the next 2 years
Social impact	Vans need to enter quiet residential roads to reach the site	Brief use of residential roads	Close to but not entering residential roads	Only main roads need to be entered to reach the site - not close to residential areas
	No available local labour	Some available local labour	Good local labour availability	Good local labour availability
	Unsuitable roads and other infrastructure	Roads and other infrastructure may need minor improvements	Roads and other infrastructure already adequate	Good local roads and infrastructure
Peak parking utilisation	100% full	Only a few parking spaces available in the busiest times	Several spaces always available	Many spaces always available
Height barrier	Barrier in place and too low for van clearance	Barrier in place and low enough to restrict vans but possible to open	Barrier in place but high enough for vans/rarely in use	No barrier in place, no restrictions for van access
Surrounding road network	Heavily congested at peak times and across the day	Some congestion at peak times but not across the day	Congestion is rare	Free of congestion
Opening hours	Open for access sporadically with no set pattern	Limited to a small time period during the day	Open across the week for traditional working hours	Open for access 24/7
Shelter	No shelter	Shelter in parts but temporary and much of site exposed to outside	Most of site under permanent shelter	Permanent shelter in place across all of site
Electricity supply	No infrastructure in place	Infrastructure in place but not been used for a number of years	Infrastructure in place and used by last occupant in the last year	Infrastructure in place and in use currently

Multi-user site	No other users to support surveillance/securit y of site	Multiple users but high turnover and no interaction	Multiple users but little interaction	Multiple users and cooperative in nature
Visibility to public	In a location not seen by anyone whether business or public	Location away from businesses and residents but occasionally passed by either	In industrial estate generally away from the public but within sight of nearby businesses	In location that is well observed by businesses and the local public

1 Table 3. Site visit findings summary in relation to the MCC criteria.

	1000 Lakeside car park	Cascades 1st Floor Car Park	Clarence Street	Landport View	Pye Street	Sainsbury Car Park	Technopole car park	Tipner Firing Range
<b>Availability</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>Social / Env impacts</b>	Low	Low	Low	Low	Low	Low	Low	Low
<b>Parking Spaces</b>	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
<b>External Access</b>	Good	Good	Good	Good	Good	Good	Good	Good
<b>Highway capacity</b>	Good	Fair	Fair	Fair	Fair	Fair	Good	Good
<b>Payment/ Hours</b>	Good	Good	Fair	Good	Good	Good	Good	Good
<b>Internal Operations</b>	Good	Good	Fair	Fair	Fair	Good	Good	Good
<b>Utilities</b>	Good	Good	Good	Poor	Poor	Poor	Good	Good
<b>Security</b>	Good	Good	Fair	Poor	Poor	Good	Fair	Good
<b>Visibility</b>	Fair	Good	Good	Good	Good	Fair	Fair	Low
<b>Density</b>	Fair	Good	Good	Good	Good	Good	Good	Fair

2

1 Table 4. Local authority planning officers' criteria priority ranking.

<b>Criteria</b>	<b>Priority Rank</b>
Availability	1
Social / Environmental impacts	1
Parking Spaces	3
External Access	3
Highway capacity	3
Payment/ Hours	4
Internal Operations	4
Utilities	4
Security	5
Visibility	4
Density	4

2

1 Table 5. Preferred sites profile comparisons.

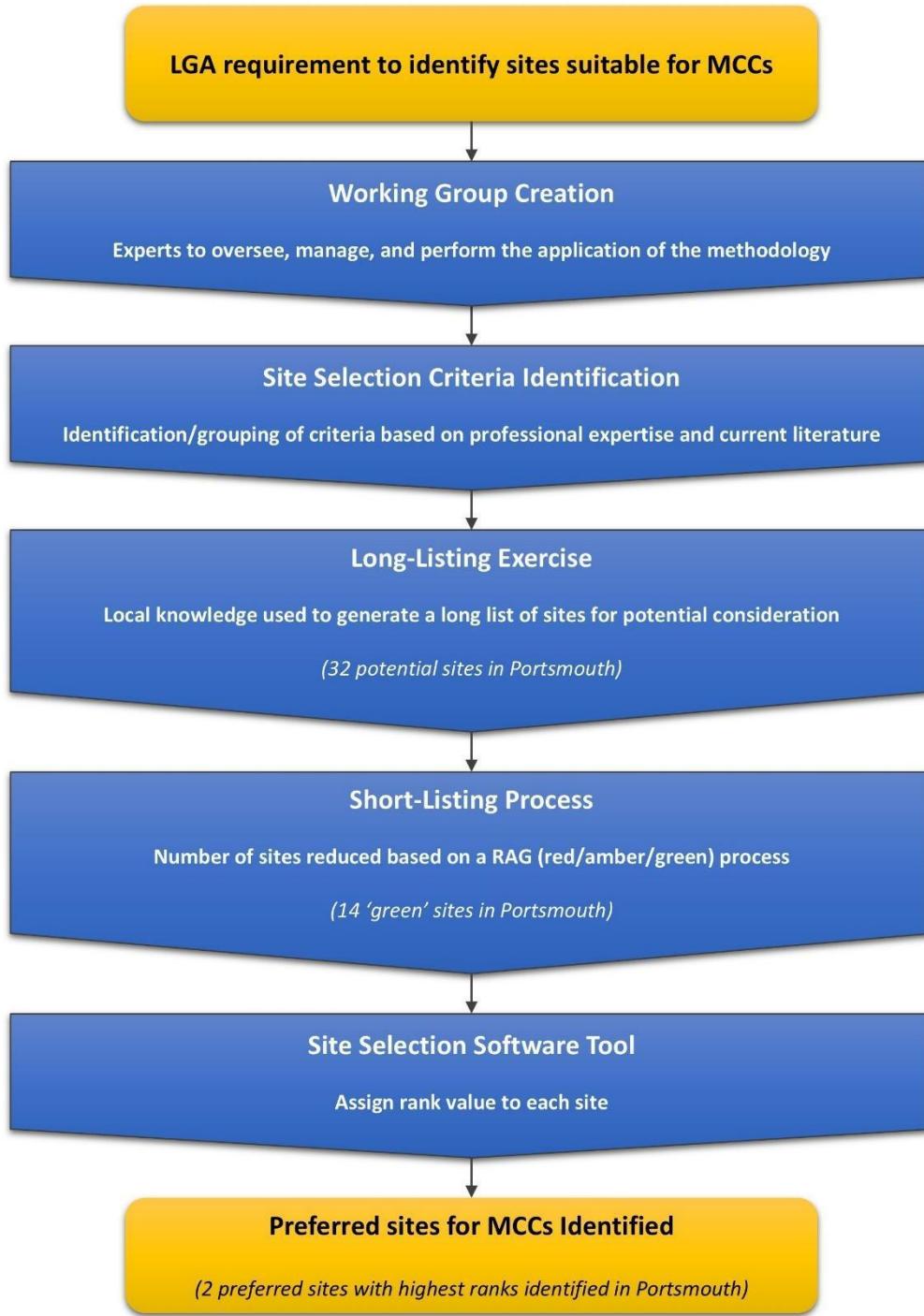
Name	Cascades	Bridge Centre
Type of facility	Shopping centre	Shopping centre
Ownership	Private	Public
Clean Air Zone (CAZ)	Inside	On the boundary but with direct freight vehicle access on one side of the site available without entering CAZ boundary (see note)
Area	City's main commercial area with some residential land use in the vicinity	Dense mixed-use area including retail and residential
Availability	A number of unoccupied units available at varying sizes and rates	Limited spaces available with increasing interest from potential occupants
External access	Dedicated freight access point with sufficient space for turning	Dedicated freight access point with sufficient space for turning
Internal access	Door access to internal buildings slightly restrictive	Door access to internal buildings slightly restrictive

2

3 Note: As of August 2024, the Portsmouth CAZ only applies to older Heavy Goods Vehicles (including some larger motorhomes), buses and coaches, taxis and private hire vehicles.

4

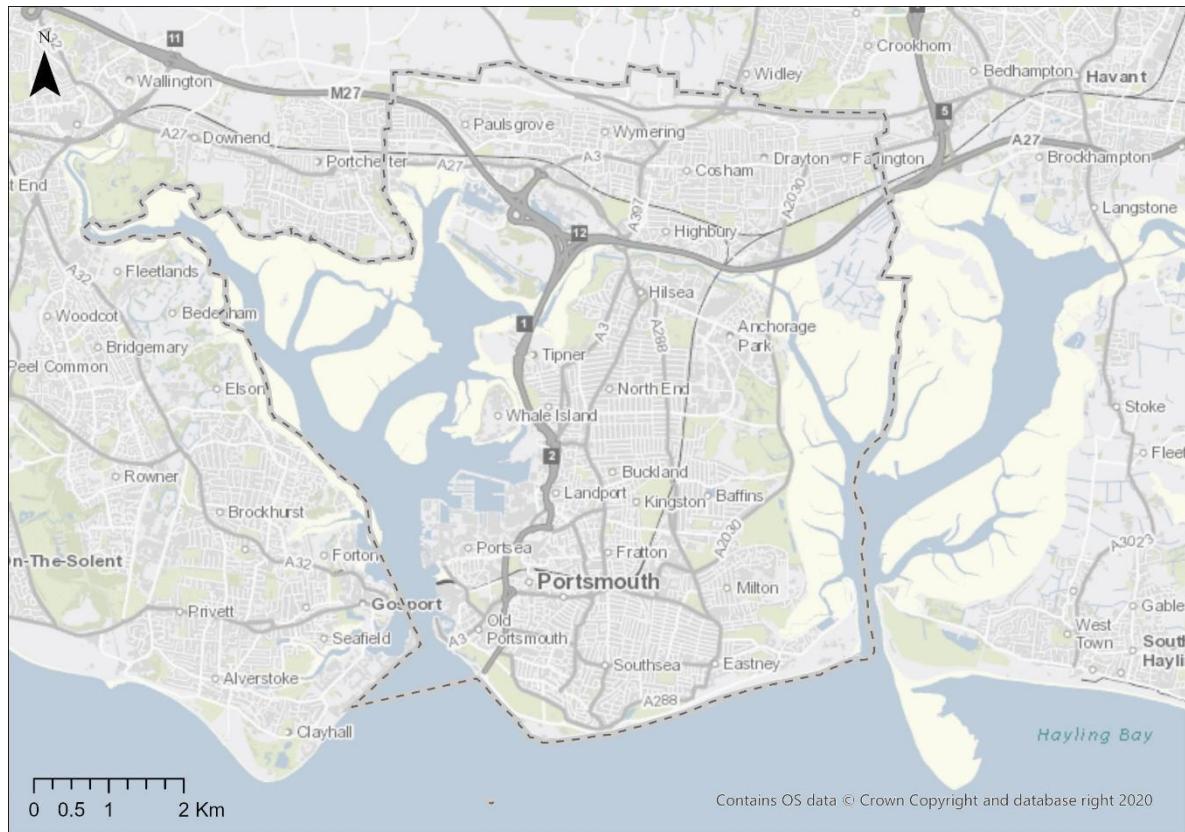
## 1 Figures



2

3 Figure 1. Flowchart of the methodology used to identify locations for MCCs.

4



2 Figure 2. Map of the case study urban area. Dashed line indicates extent of Portsmouth City  
3 Council district.

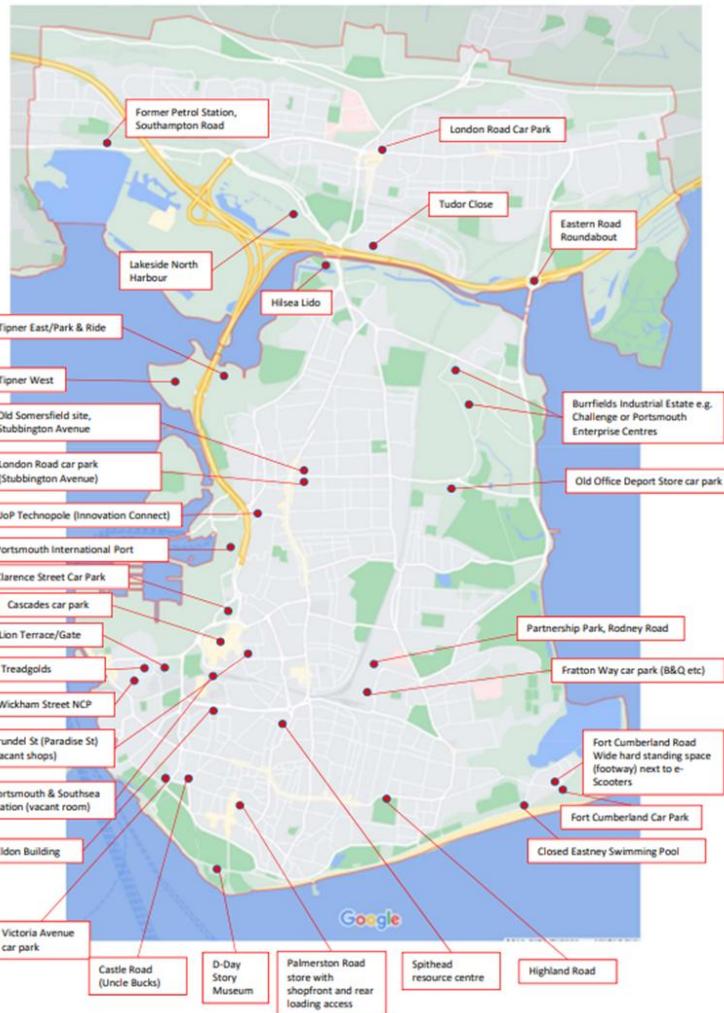


Stage 1: Scoping	Stage 2: Introductions	Stage 3: Site review	Stage 4: Site tours	Stage 5: Board presentation	Stage 6: Final site selection
<p><b>Objective:</b> Initial review of existing projects to consider criteria</p> <p><b>Attending:</b> Solent Transport: Urban logistics consultant, Programme Manager University: Project Manager, University Data Analyst, Professor,</p>	<p><b>Objective:</b> Present micro-consolidation as a concept to the local authority and all the variations possible in its application</p> <p><b>Attending:</b> Invite LA officers to compile own list of possible site locations for next meeting</p> <p><b>Attending:</b> Solent Transport: Urban logistics consultant, Programme Manager</p>	<p><b>Objective</b></p> <p>Both Solent Transport and local authority present their long-lists of sites to consider further for possible micro-consolidation. Local authority to agree on which ones to proceed with.</p> <p><b>Attending:</b></p> <p>Solent Transport: Urban logistics consultant, Programme Manager</p>	<p><b>Objective</b></p> <p>Visit a short-listed itinerary of site visits to 'Green' rated sites to compare and contrast and consider for site suitability</p> <p><b>Attending:</b></p> <p>Solent Transport: Urban logistics consultant, Programme Manager</p>	<p><b>Objective</b></p> <p>Provide an overview of the concept, describe the process of site selection and present the shortlisted 'preferred sites'.</p> <p><b>Attending:</b></p> <p>Solent Transport: Programme Manager</p>	<p><b>Objective</b></p> <p>Agree on 'preferred sites' and prepare to visit sites for closer review and planning</p> <p><b>Attending:</b></p> <p>Solent Transport: Programme Manager</p> <p>University: Project Manager, University Data Analyst, Professor,</p> <p>Local authority: planning officer, legal officer, transport officer,</p>

1

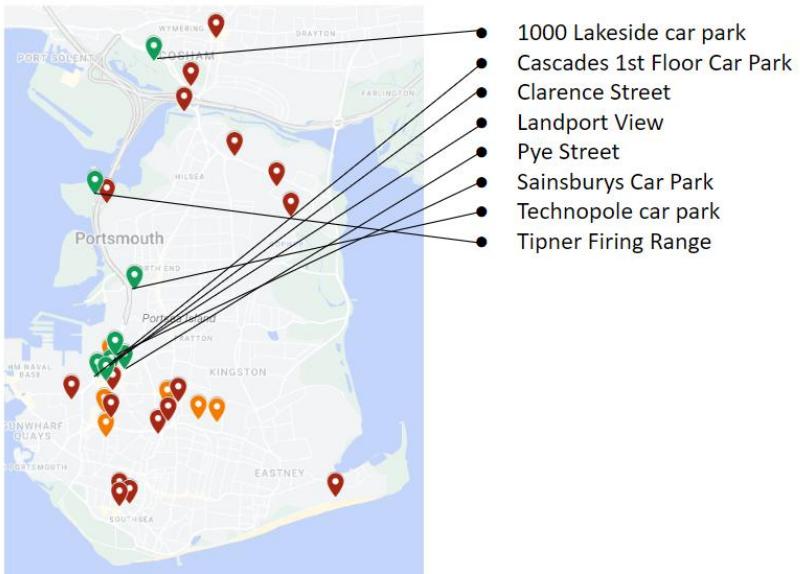
2 Figure 3. Micro-consolidation working group overview of activities.

3



1

2 Figure 4. Micro-consolidation site selection long list (suggested sites presented by the  
3 university researchers to PCC prior to agreeing collaboratively generated official long list).  
4



1

2 Figure 5. Red/amber/green rated sites.

3

Locations	Grouped & Weighted Score		Address	Highway Capacity														Proximity	Total	
				Social/Environmental Impact		Parking Spaces		External Access		Capacity		Payment/hours		Internal Operation		Utilities		Security		
	Availability	Impact		Spaces	Access	Capacity	Capacity	Hours	Hours	Operation	Operation	Utilities	Utilities	Security	Security	Visibility	Visibility			
Best Example	10.0		15.00	10.00	3.00	9.00	4.00	8.00	14.00	6.00	7.00	2.00	4.00	4.00	2.00	4.00	4.00	82.00		
Cascades 1st Floor (accessed from rear of NCP)	8.8		Charlotte Street	13.30	8.30	2.00	9.00	1.65	8.00	14.00	6.00	4.00	2.00	4.00	2.00	4.00	4.00	72.25		
Bridge Centre Fratton Road	8.4		Garnier Street	13.30	6.60	2.00	9.00	1.65	6.00	14.00	6.00	4.00	2.00	4.00	2.00	4.00	4.00	68.55		
Unit 20 Hilsea Industrial Estate	8.3		Limberline Spur	11.60	6.65	3.00	9.00	2.31	8.00	14.00	6.00	4.00	0.67	2.64	67.87					
Lakeside, North Harbour car park	8.1		North Harbour	15.00	8.30	2.00	9.00	3.66	7.33	10.00	4.00	4.00	0.67	2.66	66.62					
Cash 4 Clothes	7.5		Clarence Street	8.25	6.65	3.00	7.98	1.32	8.00	14.00	4.00	4.00	0.67	3.32	61.19					
Park & Ride (Tipner East)	7.3		Tipner Lane	15.00	8.30	1.00	9.00	1.65	4.67	10.00	6.00	1.00	1.33	1.98	59.93					
Sainsburys Car Park	7.1		Fitzherbert Street	10.00	6.65	3.00	7.98	1.32	8.00	10.00	4.00	3.00	1.33	3.32	58.60					
Waterlooville Model Centre	6.9		Commercial Road	6.60	6.65	0.00	7.98	1.32	8.00	12.00	6.00	4.00	1.33	2.64	56.52					
The Admiral Drake Pub Car Park (for Technopole)	6.7		Kingston Close	11.65	4.95	2.00	9.00	1.65	7.33	10.00	4.00	0.00	0.67	3.32	54.57					
Ponden House	6.7		Charlotte Street	3.30	8.30	0.00	7.98	1.65	8.00	12.00	6.00	4.00	1.33	2.64	55.20					
Tipner Firing Range	6.7		Firing Range car park	11.60	6.60	2.00	7.98	1.65	8.00	10.00	4.00	1.00	0.00	1.98	54.81					
Pye Street Car Park	6.4		Charlotte Street	10.00	6.65	0.00	7.98	1.32	7.33	10.00	4.00	0.00	2.00	3.32	52.60					
Clarence Street (Hope St. Car Park)	6.1		73 Clarence Street	10.00	6.65	2.00	4.98	1.32	4.67	10.00	4.00	2.00	1.33	3.32	50.27					
Market Way Car Park (north east corner)	5.1		Charlotte St	4.95	4.95	0.00	6.00	1.32	4.67	10.00	4.00	1.00	1.33	3.32	41.54					

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2 Figure 6. Scoring of 14 short-listed micro-consolidation pilot sites using MCDMA tool.

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1    **Figure Captions**

2    Figure 1. Flowchart of the methodology used to identify locations for MCCs.

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4    Figure 2. Map of the case study urban area. Dashed line indicates extent of Portsmouth City  
5    Council district.

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7    Figure 3. Micro-consolidation working group overview of activities.

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9    Figure 4. Micro-consolidation site selection long list.

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11    Figure 5. Red/amber/green rated sites.

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13    Figure 6. Scoring of 14 short-listed micro-consolidation pilot sites using MCDMA tool.

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