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Part of the Urban Mobility Strategy

# The Stockholm Freight Plan 2014–2017

An initiative for safe, clean  
and efficient freight deliveries



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The Stockholm Freight Plan 2014–2017 is part of the City’s commitment to a world-class Stockholm. The goals of the plan are supported by a number of documents that the City has adopted. These will underpin future work with commercial freight traffic and are described below.

### Vision 2030 and “The Stockholm City Plan”

Vision 2030 describes the Stockholm of the future – what it will be like to visit, inhabit and work in the city. The Stockholm City Plan describes how the city will grow. The goal is an attractive city in which densification of the built environment enables an increasing number of people to move around in the same space. The city should also provide beneficial conditions for retail and industry.

### The Urban Mobility Strategy

The City of Stockholm’s traffic strategy, The Urban Mobility Strategy, governs the planning of the city’s streets and highways and its aim is to put Vision 2030 into effect. The strategy describes streets from an urban mobility perspective and highlights the importance of streets as attractive places to be. The key message is the importance of facilitating the mobility of more people and more freight by means of high-capacity, energy-efficient transport modes. This includes commercial freight traffic, walking, cycling and public transportation.

### Detailed plans

The Urban Mobility Strategy has been implemented through a number of detailed plans, including plans for the public transport transit network, cycling, parking facilities and road safety. The Freight Plan is one of these plans and its purpose is to establish policies and actions that will help fulfil the goals of the Urban Mobility Strategy.

### Environmental strategies

The City also manages other programmes and strategies related to the environmental impact of freight traffic and city logistics:

1. The Stockholm Environmental Programme 2012–2015
2. Roadmap for a Fossil-Fuel-Free Stockholm 2050
3. Strategy for Clean Vehicles and Renewable Fuels

**Focusing on  
freight traffic**  
**2014–  
2017**

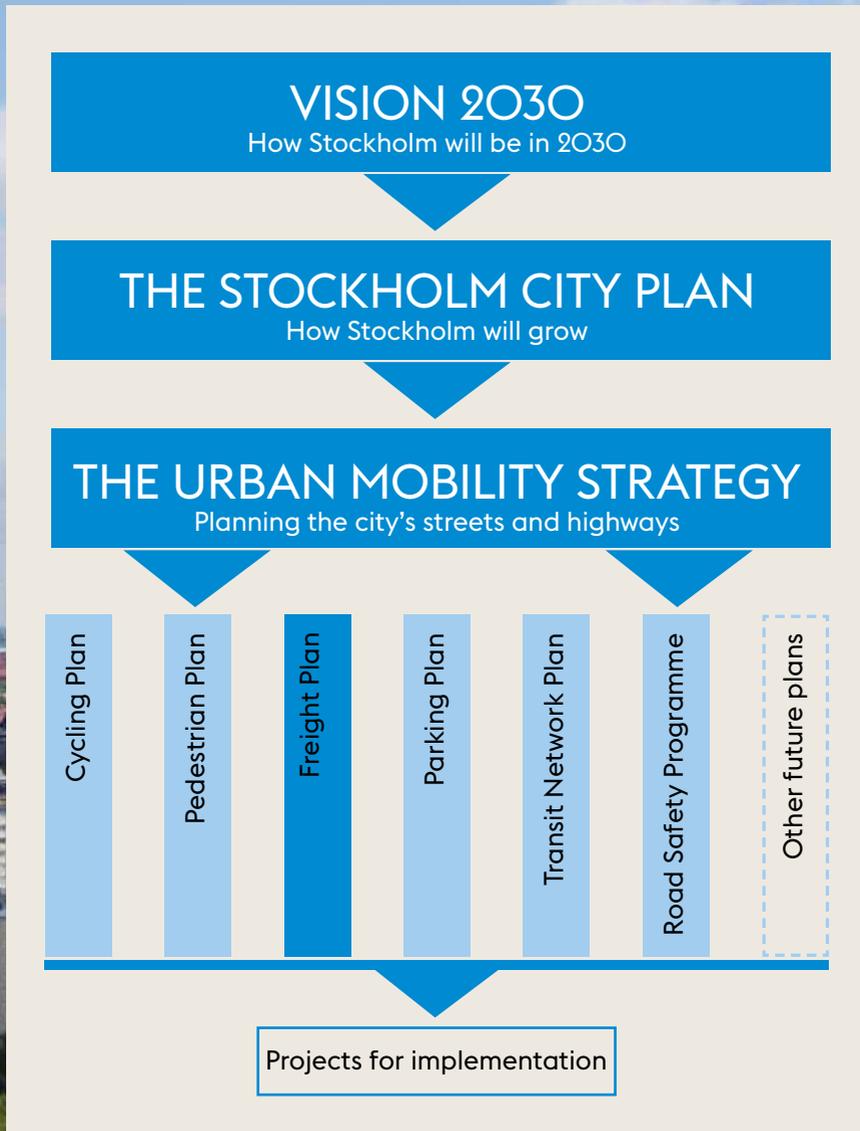


Fig. 1 Overview of plans and strategies related to Vision 2030

# Introduction

## An expanding city

Stockholm is a rapidly expanding city with strong economic growth – a city of development opportunities for trade and industry stakeholders.

In terms of traffic conditions, Stockholm lies at the forefront of other similar cities in Europe. Urban mobility is generally good, but the city is periodically congested and traffic flow can be less than ideal.

Despite a degree of infrastructure expansion, congestion in the road network is expected to increase during certain periods of the day and in certain parts of the city as a result of the increasing population. For this reason, changes are needed to enable more efficient solutions in the existing transport system.

Commercial freight traffic, no matter what type of vehicle it involves, is both impacted by and a contributing factor to traffic congestion in the city. As the population of Stockholm increases, so does the need for more freight deliveries. Ensuring that deliveries are safe, clean, efficient and reliable, as well as an integral part of the city's traffic system, is essential to a flourishing and attractive city.



# Why a Freight Plan for better freight traffic?

Commercial freight traffic has been highlighted in the Urban Mobility Strategy as one of the priority transport modes in the public street space. It has specific prerequisites that have not been fully addressed in other strategic documents, which is why there is a need for a Freight Plan for better commercial freight traffic.



## A political mandate

The City of Stockholm is a policy-driven organisation in which civil servants from the various administrations perform a number of tasks every year in regard to a broad range of issues on behalf of the elected politicians. Commercial freight traffic is one of these issues and establishing a Freight Plan was one of the tasks in the City's budget for 2014.

## Purpose and implementation of the Freight Plan

### Purpose

From 2014–2017, the City's commitment to commercial freight traffic will primarily concern heavy vehicles in central Stockholm. However, the Freight Plan is both a prerequisite and a starting point for the City's current and future regional initiatives.

The purpose of the Freight Plan is to gather and present the City's freight traffic initiatives for 2014–2017. The Freight Plan will not be able to resolve all the issues that relate to commercial freight traffic, but, with the support of the plan and in partnership with other stakeholders, the City aims to devise solutions that will contribute to a more efficient transport system.

## Key factors for implementation

The City believes that the best approach to achieving the long-term success of commercial freight traffic is through partnering other stakeholders, collecting data and implementing tangible pilot projects. This approach will accomplish the goals of the Freight Plan.



## Freight deliveries today

### Working on commercial freight traffic offers many benefits

There are numerous benefits to be gained from efficient freight deliveries – not only in terms of the convenience to people's lives and the business community, but also in regard to an urban environment in which streets not only carry traffic but are also perceived as attractive places to be. Benefits such as shorter driving distances and driving times that contribute to reducing noise and emissions such as PM10 and NOx are also important. By delivering freight within specific time frames and to staffed freight reception areas, distribution can be facilitated for both suppliers and end customers. Vehicle-free zones outside shopfronts also contribute to a more pleasant environment that can attract more visitors and potential customers to an area. In addition, efficient freight deliveries facilitate the daily lives of the general public in terms of enhanced mobility for other high-capacity transport modes such as public transportation.

A reduction in  
**PM10**  
emissions is one  
of the benefits of  
efficient delivery

## The current situation for freight traffic

In addition to the delivery of commercial freight, other materials such as earth, stone, gravel and sand are also transported. Deliveries of construction materials are widespread and the City has therefore established the Stockholm Royal Seaport Building Logistics Centre, the only facility of its kind in Sweden to date.

Light commercial, trade and waste removal vehicles account for a high proportion of total deliveries and are impacted in the same way as commercial freight when loading or unloading. Despite being prohibited in some parts of the road network in the city centre, hazardous materials also generate vehicle movements.

There has also been a recent trend towards smaller freight vehicles that deliver smaller loads to meet the increasing need for rapid just-in-time deliveries.

Supply chains from producers to end customers are complex and often involve numerous global destinations before reaching a retail outlet such as a Stockholm shop. Freight is imported to the region by road, rail, sea and air, but the final stretch almost always takes place by road from a freight terminal outside the central parts of the city.

Vehicles frequently spend some of this final stretch waiting in traffic. They may have difficulty reaching their destinations to unload due to underground delivery tunnels with insufficient headroom or illegally parked private vehicles, for example on crossings or in loading zones designated for delivery vehicles. Commercial freight drivers may breach traffic regulations by double parking or driving the wrong way down one-way streets so as to arrive on time or park sufficiently close to the delivery address. The permitted time for loading and unloading at loading zones is often insufficient (particularly for heavy freight such as bottle crates), which increases the risk of incurring a penalty charge.

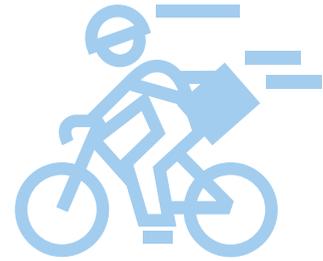
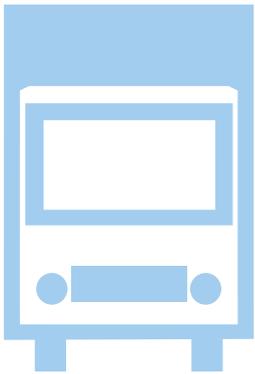
Some freight drivers have reported a need for lay-bys in the outer districts where they can park their trailers while delivering to areas where the City does not permit freight vehicles over a certain weight and length. The lay-bys also allow drivers to rest. Another issue is the increasing number of thefts that drivers and their vehicles are subjected to. All in all, these factors contribute to a stressful occupational environment for freight drivers delivering or collecting freight in the City of Stockholm.

In addition to the freight drivers, other groups are also impacted by freight deliveries in the city. Pedestrians and cyclists often feel vulnerable in traffic environments with heavy vehicles. A number of collisions occur annually in Stockholm between freight vehicles and cyclists, which can sometimes result in serious or fatal injuries. Another safety issue concerns commercial freight vehicles that reverse onto pedestrian walkways. Illegally parked vehicles (both private cars and freight vehicles) are also a problem since they restrict necessary access for emergency services.

## Data collection

The collaboration with various external and internal stakeholders has provided the City with a good picture of commercial freight traffic in the City of Stockholm.

Nevertheless, there is a need for more quantitative freight delivery data to enable an analysis of the situation in the local road network. In addition, more information is needed regarding prerequisites and opportunities to streamline commercial freight deliveries further along the supply chain and before they begin the final stretch into Stockholm. Closer monitoring of more general trends is also necessary, for example the impact of e-commerce on commercial freight deliveries.



# Goals for commercial freight traffic

This Freight Plan sets out four overarching goals that will guide the commitment to commercial freight traffic. The resulting Action Plan includes actions that will contribute to fulfilling these overarching goals during 2014–2017. Indicators have been determined for each individual goal.

## Goal 1

**To enable more reliable delivery times**

The City aims to enable more reliable freight delivery times and ensure that vehicles reach their end customers on time. The less time a vehicle spends waiting in traffic or searching for a loading zone, the less negative impact it will have on the occupational environment and surroundings of freight drivers in respect of, for example, emissions and noise.

## Goal 2

**To facilitate for commercial freight vehicles**

By improving access to efficient loading zones, the City aims to streamline and expedite commercial freight deliveries. This can lead to shorter driving distances and driving times, an improved occupational environment for freight drivers, better accessibility for more freight traffic and other transport modes, and a safer and more attractive street environment.

## Goal 3

**To promote the use of clean vehicles**

By establishing environmental standards for freight delivery vehicles, the City can promote the use of clean vehicles. For example, enabling freight deliveries during more hours of the day will increase vehicle utilisation, which will provide incentives to invest in clean vehicles.

## Goal 4

**To advance the freight delivery partnership between the City and other stakeholders**

There are numerous stakeholders operating in the supply chain, many of whom can provide solutions. Through closer co-operation with these stakeholders, the City aims to establish a shared vision, clarify roles and implement tangible projects.



**What will be the result of fulfilling the goals?**

It will result in more efficient freight deliveries that use modern vehicle fleets in a transport and occupational environment that satisfies both the business world and the general public, as well as a more advanced system perspective that reaches beyond the city limits and facilitates commercial freight traffic both locally and regionally.

**How will this fulfil the Urban Mobility Strategy?**

It will help create a city in which more people and more freight are able to move around and in which streets are perceived as attractive parts of the public space.

**What is required to fulfil the goals?**

It requires a greater level of collaboration between the City and external stakeholders as well as clearer joint initiatives in the various administrations.

**What will happen if this is not done?**

Efficient freight traffic is essential to achieving a world-class Stockholm in 2030. Since congestion cannot be eliminated, innovative collaborative projects are required that support the specific needs of commercial freight traffic. Without these initiatives, conditions for commercial freight traffic situation will deteriorate in the long term.

**Who is responsible?**

Responsibility falls upon the City of Stockholm and the wider business community.

# The City is paving the way

**2007**  
the first loading zones for heavy vehicles were introduced

Time restrictions have been in use for at least the past  
**30**  
years

## The City's commitment to freight traffic

Since 2012, the City has taken a holistic approach to commercial freight traffic. As a high-capacity transport mode, it has been increasingly prioritised in the City's work, although Stockholm has been committed to commercial freight traffic for a long time. Time restrictions have been in use for at least 30 years and the introduction of loading zones for heavy vehicles began back in 2007. There have also been attempts to consolidate deliveries in Gamla Stan, night deliveries have been tested, and streamlined distribution of the City's own freight has been trialled. In recent years, numerous studies have also been conducted in support of the commitment to freight delivery processes.

## Priorities

The City of Stockholm is part of a region with a service-based economy, hence it is dependent on imported goods – more freight arrives in the city than leaves it. Supply chains furnish the city with goods and contribute to its appeal.

Greater mobility and freedom of choice in the traffic system allows all Stockholm residents better access to the opportunities that the capital has to offer. People travelling by bus, tram and bike or on foot can access a system that facilitates attractive, high-quality journeys, which reduces the burden on the Metro. Bus and tram passengers, cyclists and pedestrians use less space on the streets and leave room for commercial freight traffic and private motorists.

At the same time, the distribution of public street space is a challenge. Not every prioritised transport mode can take precedence everywhere at the same time. Adjustments must therefore be made, and the City's starting point when establishing these priorities is the Urban Mobility Strategy.

## Stronger and more efficient together

Together with other stakeholders, the City is responsible for Stockholm's appeal. For example, it is the City, the hauliers, the freight owners, the freight recipients and the property owners that create the prerequisites for delivery processes to end users and for waste removal. All of us have requirements and perspectives that we need to consider in the supply chain – including when, where and how freight deliveries take place. By joining forces, the City and other stakeholders become stronger and more efficient, and empowered to achieve effective and innovative success in the supply chain. We can also jointly contribute to commercial freight traffic management based on its own specific needs, rather than as an element in the traffic landscape.

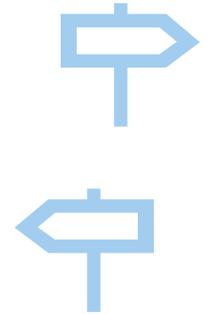
## Regulations

Within the framework of local traffic regulations (LTF), there are opportunities for the City to apply regulations that impact traffic conditions in the municipal road network. For example, delivery vehicles can be prioritised at loading zones, and the City can also prohibit vehicles during certain times and in certain parts of the street network. The regulations of other authorities also impact deliveries to and from Stockholm. For example, congestion charges are determined at national level, and the County Administrative Board regulates exemptions for vehicles wishing to use public transport lanes that cross more than one municipality.

## Resources

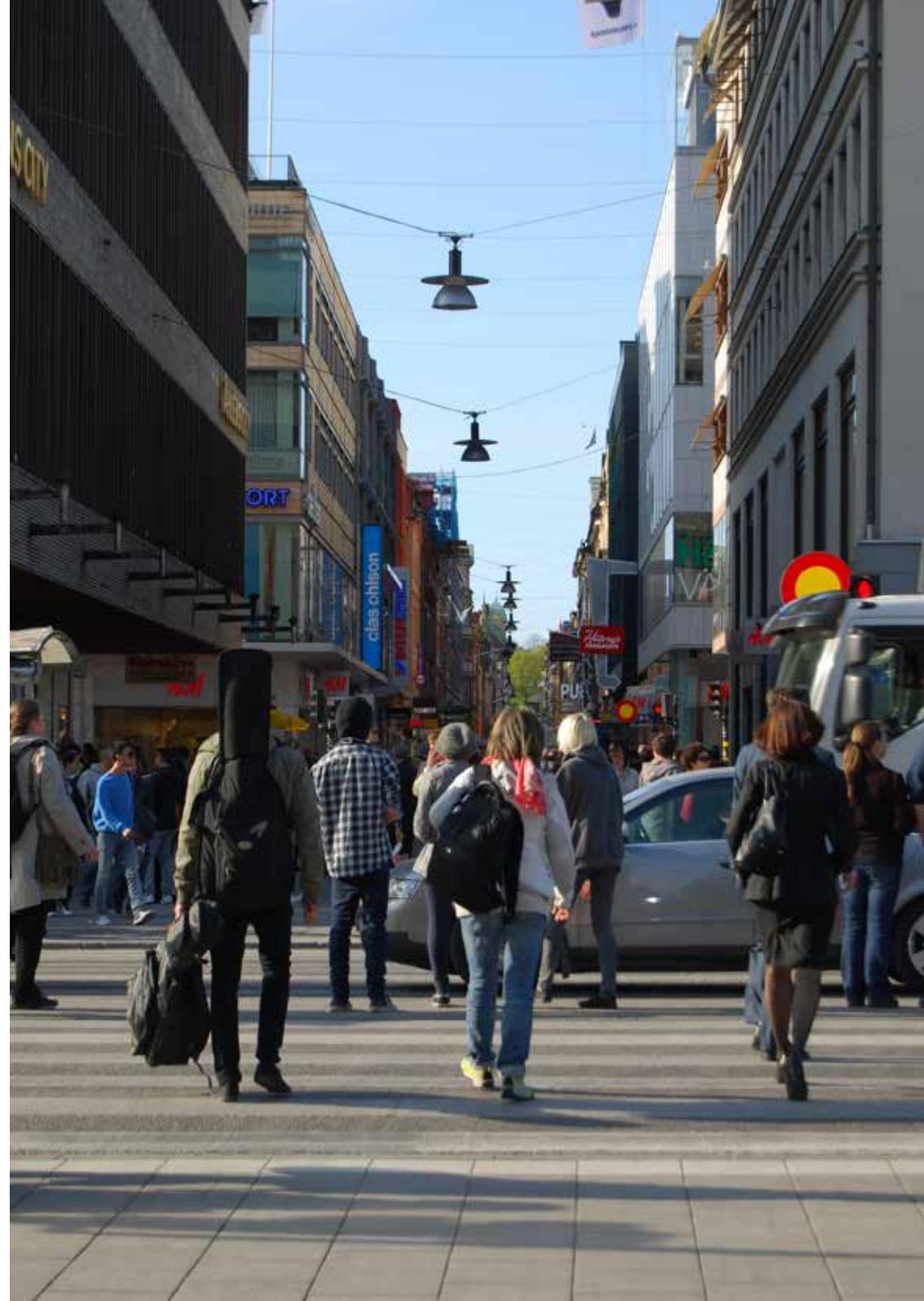
The City cannot create the prerequisites for efficient commercial freight traffic on its own. Other stakeholders in the supply chain must also contribute.

The City will also co-ordinate and pilot freight traffic-related projects, with support from other stakeholders. Successful projects must be self-sufficient in the long term but combined resources will initially be required during the pilot phase – both on the part of the City and from other stakeholders that are expected to contribute, for example with time, knowledge, experience and/or financial resources.



# Glossary of terms

<b>Commercial freight traffic</b>	Light commercial vehicles and heavy vehicles with a gross vehicle weight under or over 3.5 tonnes, whose main purpose is transporting freight.
<b>City logistics</b>	Local commercial freight traffic for city residents, companies and visitors. Transports are characterised by short distances and carried out by heavy vehicles, light commercial vehicles or cycle couriers. Waste removal is also an element in city logistics.
<b>Underground delivery tunnels</b>	An (un)staffed area that allows vehicles to deliver freight under a facility, often with loading zones and/or loading docks.
<b>Freight consolidation centre</b>	A staffed freight reception area where distributors can unload freight which is then consolidated and dispatched with other freight destined for the same part of the city.
<b>Off-peak delivery</b>	Freight delivery at times when the city's road network is less congested. This does not necessarily mean night delivery, but can also be late-evening or early morning delivery.
<b>Lay-by</b>	An area adjacent to a road with space to park heavy vehicles and their trailers.
<b>LTF</b>	In addition to the rules pertaining to the Road Traffic Ordinance, specific local traffic regulations (LTF) can be adopted by the municipality or County Administrative Board. These may concern speed limits, rights of way, traffic restrictions, waiting and parking restrictions, etc.



# Action plan for the Stockholm Freight Plan 2014–2017

The Action Plan for the Stockholm Freight Plan 2014-17 summarises freight-delivery-related goals and presents concrete actions. All completed actions will be followed up with measurements and evaluations. The primary focus is to achieve tangible results and develop the projects that are successful. The goals, indicators and actions of the Freight Plan until 2017 are summarised below. Which actions are related to meeting specific goals is also described.

## Goal 1

**To enable more reliable delivery times**

The City aims to enable more reliable freight delivery times and ensure that vehicles reach their end customers on time. The less time a vehicle spends waiting in traffic or searching for a loading zone, the less negative impact it will have on the occupational environment and surroundings of freight drivers in respect of, for example, emissions and noise.

### Indicators

- The percentage of distributors and end customers that are satisfied with traffic flow in the city should increase.
- The percentage of vehicular journeys with good journey time reliability in high traffic should not decrease.

## Goal 2

**To facilitate for commercial freight vehicles**

The City hopes that better access to efficient loading and unloading points will mean deliveries can be made more smoothly and more quickly. This can result in shorter distances and driving times, an improved work environment for drivers, improved traffic flow for more goods and a safer and more attractive streetscape.

### Indicators

- An increase in the number of loading zones for heavy freight vehicles.
- More monitoring of unauthorised parking in loading zones for heavy freight vehicles.

## Goal 3

**To promote the use of clean vehicles**

By establishing environmental standards for freight delivery vehicles, the City can promote the use of clean vehicles. For example, enabling freight deliveries during more hours of the day will increase vehicle utilisation, which will provide incentives to invest in clean vehicles.

### Indicators

- An increase in the number of clean vehicles included in or resulting from projects in which the City is involved.
- A reduction in CO<sub>2</sub> emissions resulting from Freight Plan projects.

## Goal 4

**To advance the freight delivery partnership between the City and other stakeholders**

There are numerous stakeholders operating in the supply chain, many of whom can provide solutions. Through closer co-operation with these stakeholders, the City aims to establish a shared vision, clarify roles and implement tangible projects.

### Indicators

- At least one tangible project should be initiated every year with stakeholders in the external freight network.
- Two meetings with both the internal and external freight networks should be conducted every year.



## Detailed description of proposed action areas

- a) Conduct a freight consolidation project
- b) Conduct an off-peak delivery project
- c) Study of whether commercial freight traffic can be operated in public transport lanes
- d) Increase the number of loading zones for heavy vehicles with targeted supervision
- e) Review lay-bys for heavy vehicles and their trailers in the outer districts
- f) Conduct a technical project that involves loading zone sensors
- g) Evaluate existing regulations for commercial freight traffic
- h) Manage a commercial freight network
- i) Highlight the needs of commercial freight traffic in the City's organisation

	Action area	Start
a)	<b>Conduct a freight consolidation project</b>	<b>2014</b>
	Freight deliveries in the city centre currently take place in (un)staffed underground delivery tunnels or on the street outside shops, restaurants and offices. A freight consolidation centre with a staffed freight reception area will enable distributors to unload freight, which will then be reloaded onto electric vehicles for distribution with other freight destined for the same part of the city. Drivers leave all their freight at the consolidation centre at the same time, which removes the necessity to deliver to every shop individually. The aim is to improve urban mobility and road safety. The City plans to conduct a pilot project in partnership with property owners, tenants, distributors, academic institutions and freight reception operators.	
b)	<b>Conduct an off-peak delivery project</b>	<b>2014</b>
	By trialling evening and night deliveries when urban mobility is easier, more hours of the day can be utilised for freight distribution. A condition for this is that city residents are not disturbed and stringent noise restrictions are imposed on distributors and freight vehicles to prevent this. The aim is to reduce the number of deliveries to specific businesses that currently receive large numbers of deliveries during the daytime. The City also hopes that off-peak delivery will enable better urban mobility and efficiency during the daytime and better vehicle utilisation that will support the shift to clean vehicles. The City plans to conduct a pilot project in partnership with freight owners, educational institutions and freight drivers.	

	Action area	Start
c)	<b>Study of whether freight traffic can be operated in public transport lanes</b>	<b>2016</b>
	Many freight vehicles are currently obliged to wait in traffic before entering or exiting the city during certain times of the day. In collaboration with the Transport Administration of Stockholm County Council and commercial freight drivers, the City plans to study whether freight traffic can be operated in public transport lanes and whether new combined public transport and freight lanes can be created on some of the city's approach and exit roads.	
d)	<b>Increase the number of loading zones for large freight vehicles with targeted supervision</b>	<b>2014</b>
	Loading zones that have been allocated for use by heavy vehicles can be supervised more effectively because private vehicles will not be permitted to stop in these zones and can be issued with a penalty charge notice immediately. It is hoped that this regulation will enable more efficient loading and delivery. The City plans to collaborate with civil enforcement officers and freight drivers to identify loading zones for this purpose.	
e)	<b>Review lay-bys for heavy vehicles and their trailers in the outer districts</b>	<b>2015</b>
	Commercial freight drivers have reported a need for more lay-bys in the outer districts where heavy vehicles and their trailers can be parked. The City plans to collaborate with freight drivers and the police to evaluate the situation by reviewing existing lay-bys.	
f)	<b>Conduct a technical project that involves loading zone sensors</b>	<b>2014</b>
	The City plans to study the feasibility of a pilot project involving sensors that indicate the availability of freight loading zones to commercial freight drivers, which will reduce both driving distances and driving times. The City plans to work with sensor developers, commercial freight drivers and educational institutions to analyse whether this can result in a booking system that allows drivers to reserve loading zone slots.	
g)	<b>Review existing regulations for commercial freight traffic</b>	<b>2015</b>
	There is a need to review the bearing capacity of the municipal road network and the City's existing local traffic regulations. The aim is, if feasible, to facilitate more efficient commercial freight traffic and to minimise its impact on accessibility for other road users and the general public.	

h)

## Action area

Start

### Manage a commercial freight network

2014

In 2013, the City initiated an external network for commercial freight traffic in which it will join forces with trade and industry stakeholders to improve the efficiency of freight deliveries throughout the city. The three areas that the City is prioritising in this type of network are as follows:

1. The regional perspective: Streamlining freight traffic flows regionally, outside the city, at nearby ports, airports and freight terminals is essential to improving mobility in the city centre.
2. Data collection: In collaboration with stakeholders at both local and regional level, the City plans to collect more data that will support decisions concerning short and long-term actions and enable more efficient deliveries of freight and services.
3. Implementation of tangible projects conducted jointly by the City and other stakeholders.

i)

### Highlight the needs of commercial freight traffic in the City's organisation

2014

Like public transportation, cycling and walking, commercial freight traffic must be managed as a high-capacity transport mode and treated on the basis of its own particular needs in the City's work. In order to achieve this, commercial freight traffic must be escalated internally in the collaboration between the various City administrations and companies.

By means of an internal network, among other measures, the needs of commercial freight traffic can be highlighted and given a higher priority, both in new build and redevelopment projects. Issues that can be discussed in the network include:

- The possibility of reviewing delivery of the City's own freight
- Communicating the commitment to commercial freight traffic more clearly both externally and internally in order to identify more project partners and increase opportunities for experience sharing and knowledge collection.

