



## **Impact assessment of the Swedish Transport Agency's new general advice on journeys with wide vehicles or long vehicle combinations**

### **The Swedish Transport Agency's proposal:**

The Swedish Transport Agency proposes new general advice on exemptions for journeys with long vehicles or vehicles with long indivisible loads and new general advice on exemptions for journeys with wide vehicles and vehicles with wide indivisible loads. These replace the general advice in VVFS 2000:126, VVFS 2004:142, TSFS 2009:62 and TSFS 2009:64.

In relation to the current general advice, the proposal contains changes in the following areas:

- marking<sup>1</sup> and luminous intensity of lamps
- times when travel should not take place;
- certain provisions concerning the processing at the decision-making authorities;
- provisions on the size of the load are removed;
- provisions on hazard warning vehicles during travel on motorways in daylight are removed;

In the general advice on journeys with wide vehicles, the advice on thin load units is amended and the advice on newly manufactured houses or house sections is removed. The advice is also supplemented by adding that the marking of EC mobile cranes and motorised equipment may be done using stickers.

In the advice on journeys with long vehicles, the dimensions for when the applicant should attach a route certificate are changed from 30 to 35 metres and the advice for loads projecting more than five metres behind the centre of the last axle is amended. The advice is also supplemented by adding that consultations should be held for transports that have to pass over a railway or tramway level crossing.

### **A. General**

General advice are general recommendations on the application of a statute (law, ordinance or regulation) that specify how someone can or should act in

<sup>1</sup> Marking refers to width and length marking signs, where they should be placed, sizes of warning signs as well as advice on the condition of signs.



a particular regard. See Section 1 of the Ordinance on the Code of Statutes (1976:725). In this case, the general recommendations are addressed to the state road management authorities, the Swedish Transport Administration's regions, and the municipal road management authorities when examining applications for exemptions for vehicles that, when travelling on the road, are wider or longer than permitted by the Road Traffic Ordinance (1998:1276)<sup>2</sup>. This impact assessment covers general advice for wide transport and general advice for long transport. The advice shall only apply to journeys with vehicles or vehicle combinations that are wider than 260 centimetres or longer than 24 metres.

As stated above, it is the Swedish Transport Administration's regions and Sweden's municipalities that decide on exemptions from provisions relating to length and width. However, it is clear from Chapter 13, Section 3, first paragraph, point 25 of the Road Traffic Ordinance that, in the case of exemptions from special traffic rules on width and length in local traffic regulations, the authority of the State road management authority is limited to cases where the exemption concerns more than one municipality within a county. This means that exemptions from local traffic regulations for journeys concerning more than one county require exemptions from both the transport administration region where the journey begins and the municipality or municipalities that have issued such regulations.

According to Chapter 13, Section 4, first paragraph of the Road Traffic Ordinance, exemptions may only be granted if journeys can be made without endangering road safety, damage to the road or any other significant inconvenience.

In 2009, the Swedish Transport Agency adopted general advice on exemptions for journeys with long vehicles and general advice on exemptions for journeys with wide vehicles (TSFS 2009:62 and TSFS 2009:64). These serve as support for the decision-making authorities to comply with the requirements set out in the Road Traffic Ordinance. The advice helps to facilitate the handling of cases by the decision-making authorities and to ensure that conditions in the decisions are similar regardless of the authority that has decided a case. If they choose not to apply the advice, they need to impose other conditions in order to meet the requirements of the ordinance. The road management authorities<sup>3</sup> we have been in contact with have stated that this general advice is an important part of their work on applications for exemptions for vehicles that are wider or longer than normally allowed.

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<sup>2</sup> See Chapter 13, Section 3, first paragraph, point 11 of the Road Traffic Ordinance (1998:1276).

<sup>3</sup> A road management authority is one of the state road management authorities or one of Sweden's municipalities.



## **1. What is the problem or the reason for the regulation?**

The current general advice was adopted in 2009. Much has changed since then in terms of the design of road infrastructure, the technical means available, the volume of traffic and the freight carried on roads.

The number of roads with physical middle separation has increased as has the volume of traffic on the roads. The need for transport of loads that are wider or longer than normally permitted has also increased over time. The number of applications for exemptions processed between 2011 and 2022 by the state road management authorities, the Swedish Transport Administration's regions, increased from just over 24,000 to around 34,000<sup>4</sup>. For this reason, the current general advice needs to be adapted to the current situation and made more up-to-date in order to fulfil its purpose.

### **1.1 Route certificate**

It is clear from paragraph 6 of TSFS 2009:62 that applicants should attach a description allowing the route to be checked (route certificate) when the length of the vehicle or vehicle combination exceeds 30 metres. From the information we have received from the Swedish Transport Administration, the majority of the route certificates received for lengths between 30 and 35 metres do not contain any identified obstacles. In addition, it may also be added that there is a difference in the level of requirements between the general advice for wide vehicles and long vehicles as regards when requirements for route certificates should be set.

The current advice contributes to unnecessary administrative work, both for road management authorities, for which the recommendation is to demand route certificates and also for those operators who need to produce these certificates.

### **1.2 Newly manufactured houses and house sections**

It is clear from paragraph 11 of TSFS 2009:64 that exemptions for the transport of newly manufactured houses or house sections should not be granted if the width exceeds 415 centimetres. This paragraph refers to road safety and passability as the reason for this. This advice provides a specific regulation for certain loads.

In spring 2020, the Swedish Transport Agency received a letter from the trade and employer organisation Trä- och Möbelföretagen (Swedish Federation of Wood and Furniture Industry) in which it presented its views on this particular general advice. The organisation stated that the advice poses problems for the Swedish producers of newly manufactured houses

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<sup>4</sup> The information about the number of applications comes from dialogue with the Swedish Transport Administration.



and house sections since it limits the dimensions of their buildings in construction. For this reason, the limit of 415 centimetres is expected to affect the domestic manufacturing industry for newly manufactured houses and house sections.

We have received information from the Swedish Transport Administration that freight ships arrive at Swedish ports with house sections manufactured in other countries which are wider than 415 centimetres. If these shipments are not exempted by applying the current general advice, the goods will remain in the port or need to be returned to the consignor. As a result, these shipments are generally granted exemption and are permitted to be carried on Swedish roads since they would otherwise block Swedish ports or need to be shipped back to their country of origin. Swedish manufacturers, on the other hand, design house modules of a maximum width of 415 centimetres. This difference risks giving manufacturers of new houses and house sections from other countries a competitive advantage over the Swedish companies, as they can produce larger and fewer sections that need to be transported. Since there is a need to transport these houses and house sections wider than 415 centimetres, the Swedish Transport Administration has argued that it is problematic to grant exemptions with reference to the current general advice.

Transports involving another wide indivisible load, at the same time and on the same road section, may be granted exemption even though the width is the same or greater. This general advice is therefore stricter than that applicable to loads other than houses or house sections.

### 1.3 Times when travel should not take place

Paragraphs 17 of TSFS 2009:62 and TSFS 2009:64 specify specific days and times when travel should not take place. The current general advice has been transferred from previous regulations adopted by the Swedish Road Administration. At the time, the Swedish Road Administration was responsible for both regulation and the processing of applications for exemptions for the transport of indivisible loads. Paragraph 17 of TSFS 2009:62 and TSFS 2009:64 advice provides decision-making authorities with advice on how to take decisions in exemption cases without this having a direct link to road safety.

However, there are cases in the general advice on exemptions for journeys with long and wide vehicles respectively where it is justified for the Swedish Transport Agency to provide advice regarding taking a position in order to maintain road safety, legal certainty or equal treatment for all. One example is that we do not intend to remove the recommendations on journeys in the dark. For reasons of road safety, it is important that these wide or longer vehicles are not driven in the dark or in poor light and



visibility conditions due to the difficulties in detecting vulnerable road users, for example.

#### 1.4 Amendment due to new regulations on journeys with wide and long indivisible loads respectively

On 21 June 2023, the Swedish Transport Agency adopted two new regulations, the Swedish Transport Agency's regulations and general advice (TSFS 2023:36) on journeys with wide indivisible loads and the Swedish Transport Agency's regulations and general advice (TSFS 2023:37) on journeys with long indivisible loads. The regulations entered into force on 1 September 2023. The signs and lamps that are used to mark the outermost edge of the load have been updated by means of these regulations. Since the conditions regarding marking in the regulations form the basis for the corresponding parts of the general advice, the advice also needs to be amended.

Since TSFS 2023:36, unlike the older rules, also covers the transport of thin load units, the general advice needs to be amended in so far as it covers thin load units in order to harmonise with the draft regulation.

#### 1.5 What a decision should contain

Another problem with the current general advice is that it – although it is general advice from the Swedish Transport Agency – originates from the former organisation, the Swedish Road Administration. Before the Swedish Transport Agency was established in 2010, the Swedish Road Administration was responsible for both handling exemptions for the transport of indivisible loads and for deciding on the rules covering these transports. For this reason, the assumptions for the advice the Swedish Transport Agency sets in this general advice have changed since the current advice was adopted. The general advice can therefore only address issues of substance based on road safety, passability and accessibility. The advice cannot cover how the case management per se shall be conducted at the Swedish Transport Administration's regions or at Sweden's municipalities. The authorities that decide on exemptions pursuant to Chapter 13, Section 3 of the Road Traffic Ordinance should have their own responsibility and sufficient competence to apply requirements on processing and examination under the Administrative Procedure Act. For this reason, such advice needs to be amended or removed completely.

#### 1.6 Advice on the size of the load

Chapter 13, Section 4, fourth paragraph, of the Road Traffic Ordinance provides that exemptions resulting from the length or width of the load may be granted only if the load is indivisible. The Ordinance (2001:651) on Road Traffic Definitions defines indivisible loads as loads that cannot be divided



into two or more partial loads without the risk of unnecessary costs or damage.

In paragraph 7 of both TSFS 2009:62 and 2009:64 there is advice saying that the size of the load should be considered as a special reason for exemption only if the goods cannot be manufactured or packaged in smaller parts without entailing a substantial cost. The advice is in its nature a description of the definition of indivisible load and in reality adds nothing more to this general advice.

#### **1.7 Hazard warning vehicle when travelling on motorway in daylight**

The advice in TSFS 2009:62 and TSFS 2009:64 recommends that exemptions for vehicle combinations longer than 30 metres or vehicles wider than 310 centimetres should include conditions regarding hazard warning vehicles. However, in paragraph 42 of TSFS 2009:62 and paragraph 33 of TSFS 2009:64 there is advice to the effect that conditions regarding hazard warning vehicles can be excluded when driving in daylight on motorways. Furthermore, it is clear that there should be conditions for a hazard warning vehicle when travelling on motorways with large volumes of traffic in daylight. Since 2016, the Swedish Transport Administration has stated that they, in practice, always have conditions regarding hazard warning vehicles. However, we do not have an overall picture of the extent to which the municipalities have made use of this possibility. Under Chapter 13, Section 3, point 11 of the Road Traffic Ordinance, a municipality may only grant an exemption for travel within a municipality. Transport operations carried out within a municipality probably start and end on roads and streets other than motorways where hazard warning vehicles should be a condition. These transport operations probably take place on a fairly limited section of motorways. Decisions issued by the Swedish Transport Administration, on the other hand, may concern significantly longer distances. For this reason, the need to amend this general advice should be greatest for the Swedish Transport Administration. The exemption not to use a hazard warning vehicle on motorways in daylight may also pose a risk to road safety.

#### **1.8 Advice on exemptions for loads protruding to the rear**

It is clear from the current general advice on journeys with long vehicles that an exemption should not be granted if the load projects more than five metres behind the centre of the last axle of the vehicle or vehicle combination. There is a need for transport operations the length of which causes the load to protrude more than five metres. In contact with the Swedish Transport Administration, they have let us know that they generally do not permit exemptions when loads project more than five

meters behind the centre on the last axle, if the vehicle combination is simultaneously shorter than 35 meters, including the load. When the load protrudes by more than five metres and the length of the vehicle combination exceeds 35 metres, they require a road transport escort vehicle to be close to the protruding load. For this reason, the advice should be adjusted to adapt it to the transport needs that exist while not neglecting road safety.

### **1.9 Marking of EC mobile cranes and motorised equipment**

Unladen vehicles that are wider than the maximum permissible width – 260 centimetres – are not uncommon in traffic, for example tractors, dumpers and mobile cranes. Without a granted exemption, driving vehicles wider than 260 centimetres will not be permitted on roads other than private roads. However, there are exemptions in Chapter 4, Section 15 of the Road Traffic Ordinance for certain vehicles and certain loads or equipment.

According to the current general advice, there is no distinction between marking when transporting wide indivisible loads or in the case of a vehicle that is wider than that normally permitted. Via the Swedish Transport Administration, we have received comments saying that there are practical problems for mobile cranes, for example, to have mounted width marking signs. Requests have also been received for it to be possible for the marking on these vehicles to be in the form of stickers. For this reason, the general advice needs to be reviewed regarding the marking requirements.

### **1.10 Linguistic and structural changes**

In addition to the problems and reasons described above, the current advice is in need of linguistic updates and structural changes. The advice should also be consistent with the structure of the new regulations currently in force and the general advice on wide and long indivisible loads.

## **2. What is to be achieved?**

The purpose of the general advice is to support Sweden's municipalities and the Swedish Transport Administration's regions when examining applications for exemptions for journeys with wide or long vehicles and the transport of wide or long indivisible loads. The general advice shall contribute to increased efficiency, equal treatment and legal certainty in the management at both the state and the municipal level. The advice also aims to ensure that exemptions granted have a similar formulation in terms of specific conditions, such as marking and lamps, regardless of the decision-making authority and without compromising road safety, passability or accessibility for all those in the transport system.





### **3. What are the alternative solutions?**

#### **3.1 Impact if nothing is done?**

If the general advice is not changed, the problems described in Chapter 1 will persist.

#### **3.2 Alternatives that do not involve regulation**

There are no options that do not involve regulation except to repeal the current advice and then to adopt no new advice.

The option to abolish the general advice completely would result in the Swedish Transport Administration's regions and the Swedish municipalities not having any guidance when handling cases concerning exemptions for long and wide transports. This risks complicating the creation and maintenance of consistent practice in this area. At least initially, it would probably involve increased administrative costs for the Swedish Transport Administration and the municipalities if there is no guidance.

#### **3.3 Regulatory alternatives**

We propose the following rescinded, amended and new general advice.

##### **Route certificate**

The proposal means that the limit in the general advice on journeys with long vehicles for when the applicant should attach a route certificate to the application changes from 30 metres to 35 metres.<sup>5</sup>

##### **Newly manufactured houses and house sections**

The proposal means that we completely remove the current general advice that states that exemptions for newly manufactured houses and house sections should not be granted if the width exceeds 415 centimetres. Exemptions for wide indivisible loads should – as far as possible – be based on their size and not what the load consists of.<sup>6</sup>

##### **Times when travel should not take place**

The proposal covers long and wide vehicles and vehicle combinations intended for the carriage of goods that are wider than 310 centimetres or longer than 30 meters and means that we remove completely the times specified in the current general advice for Fridays, the day before Sundays or public holidays, as well as Sundays and public holidays. However, we keep that part of the advice that says that exemptions should not be granted when heavy traffic can be expected. To clarify what is meant by heavy traffic, we also provide a number of examples of this.<sup>7</sup>

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<sup>5</sup> TSFS 2009:62 6

<sup>6</sup> TSFS 2009:64 11

<sup>7</sup> TSFS 2009:62 17 and TSFS 2009:64 17





### **Changes as a consequence of new regulations**

We propose that the current advice be amended to align it with the regulations TSFS 2023:36 and TSFS 2023:37, which recently came into force. This concerns advice on;

- marking with vehicle signs to mark out long and wide loads in terms of appearance and sizes;
- wide or long load warning signs in terms of size and appearance;
- condition of signs in terms of appearance and wear;
- luminous intensity of lamps and their position in relation to vehicle signs;
- use of warning lamps on vehicles that are wider than 310 centimetres at night or in limited visibility;
- thin load units, how and when they should be marked;

In addition to the current regulations on journeys with wide and long indivisible loads, it is added that reflective materials can also be E-marked in accordance with ECE regulation 150. The requirement for the material to comply with the requirements of ECE Regulation 104 Class C is also amended so that the entire Regulation 104 may apply.

### **What a decision should contain**

Our proposal is that everything listed in paragraphs 19 (what a decision should contain) in both of the current general advice is removed and replaced by a number of conditions regarding the aspects that the Swedish Transport Agency considers important to include in order to ensure that road safety and passability are not compromised. We also propose conditions that the driver must ensure before the journey begins that the route is passable; that travel must not take place when the visibility is impaired; and conditions regarding marking and warning lamp. If the width is greater than 310 centimetres, we propose that decisions – like the current general advice – should be subject to conditions regarding hazard warning vehicles; conditions for the hazard warning vehicle; and communication between the vehicles. At a width exceeding 450 centimetres and a length exceeding 35.0 metres, the current advice remains that decisions on exemptions should be subject to conditions regarding escorts.<sup>8</sup>

### **Size of load**

We propose that the general advice on what is considered to be special grounds for exemption for the transport of indivisible loads be removed.<sup>9</sup>

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<sup>8</sup> TSFS 2009:62 19 and TSFS 2009:64 19

<sup>9</sup> TSFS 2009:62 7 and TSFS 2009:64 7



#### **Hazard warning vehicle when travelling on motorway in daylight**

The current general advice states that conditions for hazard warning vehicles when travelling on motorways that do not have a high volume of traffic can be excluded in daylight.<sup>10</sup> The proposal is that we remove the advice that hazard warning vehicles are not needed when travelling on motorways in daylight. In doing so, the advice is that conditions need to be laid down regarding hazard warning vehicles when travelling on motorways in daylight. As a result, road management authorities do not need to consider whether there is large or small volume of traffic on a motorway; instead conditions regarding hazard warning vehicles should always be imposed when the length and width are greater than 30 meters and 310 centimetres respectively.

#### **Advice on exemptions for loads protruding to the rear**

According to the current general advice on journeys with long vehicles, it should not be permitted that the load protrudes more than five metres behind the centre on the last axle.<sup>11</sup> Our proposal is to change the advice to permit the load to extend more than 5 metres, subject to the condition that the length of the vehicle combination, including the load, exceeds 35 metres. That we propose a limit of 35 metres is based on the assessment that it should be possible to transport long indivisible loads on vehicle combinations shorter than 35 metres without the load protruding more than five metres behind the centre on the last axle.

#### **Marking of EC mobile cranes and motorised equipment**

According to the current general advice, there is no distinction between marking for journeys with wide indivisible loads or in the case of journeys with unladen vehicles that are wider than is permitted. The marking should be carried out in the same way.

Our proposal is that marking the width of EC mobile cranes and motorised equipment can have different sizes and may also be in the form of stickers. Furthermore, we propose that marking of the width of these vehicles does not need to be illuminated. The stickers may be adapted to the shape of the vehicle and the location of lamps and reflectors that are prescribed for the vehicle. Since these vehicles have lights, we also propose that lamps and reflectors to be used at night, at dusk or dawn and otherwise when required by the weather or other circumstances may be excluded. The proposal is without prejudice to the provision that they should be E-marked, as well as angles, colours and width of the red-white fields.

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<sup>10</sup> TSFS 2009:62 42 and TSFS 2009:64 33

<sup>11</sup> TSFS 2009:62 10



### **Consultation**

If a vehicle or vehicle combination has to pass over a railway level crossing and the length of the vehicle or vehicle combination exceeds 35 metres, the current advice states that the railway manager should be consulted. Since level crossings may also cross tramways, the provision is supplemented so that the consultation also applies to tramway managers.

### **Replaces older general advice**

The new general advice presented in this report is proposed to replace the advice currently published in VVFS 2000:126, VVFS 2004:142, TSFS 2009:62 and TSFS 2009:64.

## **3.4 Other changes considered**

Below are the areas that we have investigated and considered but have chosen not to change or remove.

### **Remove consultation with the Police**

It is clear from paragraph 13 of TSFS 2009:62 and paragraph 14 of TSFS 2009:64 that consultation with the police should take place when the length or width exceeds 35 meters or 450 centimetres respectively. In discussions with both the Swedish Transport Administration and the Police, it has emerged that the Swedish Transport Administration only consults with the police in accordance with this general advice in exceptional cases. The police have in turn stated that they generally have no need to comment, but still want to be given this opportunity if a transport operation is deemed to have a major impact on traffic.

In view of the findings, we have considered completely removing this general advice or writing a more function-based wording and removing the exact measurements. Since this general advice is not only addressed to administrators in the Swedish Transport Administration's regions, but also to administrators in all municipalities, we still see a value in keeping these two recommendations. The advice does not prevent the Swedish Transport Administration's regions and the Police from making their own agreements about when they will consult with each other. Nor is it specifically laid down in any other regulation that road management authorities should consult the Police on these matters.

### **Change to when conditions on road transport managers should be imposed**

According to the current general advice on journeys with wide vehicles, decisions on exemption should be subject to conditions regarding road transport managers when a transport is wider than 450 centimetres. There may also be a need to provide instructions for other traffic at widths less than 450 centimetres, for example when the width of the road does not allow meeting oncoming traffic. We have considered the option of changing

these dimensions. However, our conclusion is that such a change has major consequences and our assessment is that such a change requires a special investigation, which we have not had the opportunity to do within the framework of this work. During contact with the Swedish Transport Administration, it has become apparent that they already impose conditions regarding road transport managers when a transport operation means that there is a need to give instructions for other traffic. However, whether, and if so to what extent, the municipalities apply such conditions is not known.

#### **4. Who will be affected?**

##### **4.1 Enterprises**

The enterprises primarily concerned are those which provide transport services and are involved in the transport of wide and long indivisible loads on the basis of exemption decisions by road management authorities, as well as manufacturers of the kind of signs proposed. Manufacturers of goods which for carriage on roads that are not private require an exemption from the road management authority are to some extent affected by the proposals. Undertakings that provide or have drivers of hazard warning vehicles are affected to a certain extent, as are road transport managers. The number of enterprises concerned is difficult to establish since the same enterprise can make several applications per year and some applications are made to municipalities which provide no summary of the number of applications submitted.

The transport companies that may be affected are deemed to be small, medium and large undertakings. These may be enterprises that carry out long or wide transport operations occasionally or those whose main activity is carrying out such transport operations. Manufacturers of signs are considered to be small, medium and large enterprises.

Indirectly concerned are those who carry out transport operations on the basis of exemptions from the road management authority, manufacturers of goods that mean that the carriage of the goods on roads that are not private requires an exemption from a road management authority.

##### **4.2 Citizens**

Citizens are affected by the proposals to a very small extent, except when it comes to understanding and paying attention to the fact that long or wide vehicles and vehicle combinations intended for the carriage of goods are on the road.



#### 4.3 State and municipalities

Those directly concerned by this general advice are the State road management authorities (the Swedish Transport Administration's regions) and the municipalities in their handling of applications for exemptions for journeys by vehicles or vehicle combinations which, with or without loads, are wider or longer than the provisions of the Road Traffic Ordinance permit.

The Police are affected in their surveillance of transport operations that are performed on the basis of an exemption decision by the road management authorities.

### 5. What are the impacts of the regulation?

#### 5.1 Enterprises

( X ) The regulation is not deemed to significantly impact the working conditions, competitiveness or other conditions of enterprises. All consequences for enterprises are therefore described under 5.1.

( ) The regulation is deemed to significantly impact the working conditions, competitiveness or other conditions of enterprises. Therefore, the impact assessment does not contain a description under 5.1, but all the consequences for enterprises are described in Section C.

General advice is not binding, but since road management authorities can, as a general rule, be expected to follow the general advice, it has indirect consequences for enterprises.

#### **Transport companies**

The proposal to increase the limit from 30 to 35 metres for when route certificates should be attached to an application provides a relief and does not have any negative consequences for enterprises. The same applies to the deleted advice that exemptions should not be granted for newly manufactured houses and house modules that are wider than 415 centimetres.

The proposal to remove the specific time instructions for when exceptions should not be granted may mean that it is an additional factor that road management authorities need to take into account in their administration. This could, initially, slightly extend the processing time, which in turn has an effect when the enterprises need to submit an application in order for it to be processed in advance of the intended transport. On the other hand, the proposal is more flexible for enterprises because it should be possible to



grant exemptions for times where current general advice says that exemptions should not be granted.

The proposal with advice on signs for marking wide and long loads means that those who already transport such goods on the basis of exemptions from the road management authorities and use signs complying with the older rules may, in the long term need, to buy new signs. A sign normally costs between SEK 500 and SEK 1 000. Moreover, the proposed signs are the same as those required by the proposed new regulations on journeys with wide and long indivisible loads. This means that it is proposed to harmonise the signs that are used. Thus, the enterprises can use the same signs as those prescribed.

The proposal to remove the advice that hazard warning vehicles can be excluded when travelling on motorways that do not have a high volume of traffic in daylight is not considered to have any impact on enterprises. This is because the Swedish Transport Administration has not used this general advice since 2016. For transport operations carried out within a municipality – on the basis of exemptions from the municipality – where part of such a transport operation is carried out on motorways, the distance should be fairly limited. Since a transport operation is considered to start and end on roads other than motorways, a transport operation within a municipality will still need a hazard warning vehicle both to the motorway and when the transport operation leaves the motorway.

The proposal to amend the advice for loads projecting more than 5.0 metres behind the centre of the vehicle's last axle, so this should only be granted for vehicle combinations longer than 35 metres (including the load), allows for a larger overhang compared with the current general advice. This is a relief for transport companies. Since the Swedish Transport Administration's current practice is to impose conditions regarding additional road transport managers in cases with large overhang, the proposal as such is not considered to have any additional consequences for transport companies. However, the extent to which municipalities impose conditions in the same way as the Swedish Transport Administration is not known.

#### **Enterprises manufacturing signs**

If the decision-making authorities decide to make the signs that we propose a condition, the enterprises that manufacture and provide width marking signs will need to be aware of what ECE Regulation 104 or ECE-Regulation 150 entail when they manufacture and supply these signs. However, this in itself is not considered to pose any significant problems as the requirements of this ordinance are already being applied in several other areas that set requirements on reflective materials. This assumption has been reinforced by what emerged during contact with sign manufacturers. Manufacturers



also need to be aware of the requirements proposed regarding the signs in the regulations, such as sign sizes, angles and width of the alternate red and white fields. By proposing conditions involving either Regulation 104 or 150, it should be easier for enterprises to produce signs.

The proposal to amend advice regarding the size of the warning signs means that sign manufacturers wishing to provide signs of the proposed sizes need to ensure that the signs they sell have the dimensions specified in the advice. Since these dimensions are the same as the ones we propose in the regulations on wide and long indivisible loads, the proposal is not deemed to have any new or additional consequences for enterprises. Initially, the demand and need for signs that comply with what is stated in the general advice may increase.

#### **Enterprises manufacturing new houses and house sections**

Since we propose to remove the general advice that says that exceptions should not be granted for the transport of newly manufactured houses and house sections wider than 415 centimetres, it will be easier to grant exemptions even for larger widths.

#### **Enterprises with EC mobile cranes or motorised equipment**

The proposal that EC mobile cranes or motorised equipment can use stickers to mark the width of the vehicle and that this marking does not need to be illuminated will bring relief to the enterprises using these vehicles on the road. Since the width of the vehicles is permanent, the marking will also be permanent. The proposal thus provides greater flexibility to create more permanent solutions. For this reason, the proposal has no negative impact on transport companies.

### **5.2 Citizens**

No significant impact on citizens.

### **5.3 The State, regional authorities or municipalities**

Since the Swedish Transport Administration's regions and municipalities can, as a general rule, be expected to follow the general advice, the proposals mean that they need to set new and other conditions in their granted exemption decisions, for example conditions regarding marking. Initially, this means that the Swedish Transport Administration's regions and municipalities need to develop new condition templates that correspond to what is stated in the general advice. Consequences in terms of increased administration and longer processing times are therefore judged to be limited and transient. The proposal that we remove the former general advice on certain times when travel should not take place, what a decision should contain and advice on the size of the loads may initially entail





slightly increased administration and processing time. The consequences are considered temporary.

The Police are affected in that, during a traffic control, it will be easier to check whether the vehicle in question, together with its load, complies with the conditions laid down in the exemption decision. This is because the sizes of width and length marking signs are easier to measure and because they are E-marked. However, police officers and vehicle inspectors carrying out the checks may need some training on the formulation of the new general advice. This entails both some administrative costs and some training time for the personnel covered. However, the impact is expected to be relatively small as the proposals have been preceded by the introduction of new regulations. It is also a question of the kind of consequences that always arise for the Police in the event of regulatory changes.

#### **5.4 Environment**

The proposal is not expected to have any specific external impacts of relevance to the environment.

#### **5.5 External effects**

Journeys by vehicles whose width or length exceeds what is otherwise normally permitted entail a certain impact on other road users. Since the proposals aim to ensure that exemptions from the road management authorities will have harmonised conditions, for example, relating to marking, the risk to road safety that these journeys may entail is expected to be reduced.

The proposal that the width and length marking signs can reflect both red and white – forward and backwards – is not considered to impair visibility and thus not impair road safety to any appreciable extent.

The proposal is not expected to have any specific external effects relevant to health. No particularly vulnerable groups are expected to be affected by the proposal.

### **6. What is the impact of the regulatory alternatives considered and why are the regulations considered to be the best alternative?**

Under this section, we describe the options we considered, as well as the consequences that may occur if road management authorities follow the general advice we propose in the exemption decisions they grant.

## 6.1 Route certificate

The proposal to change the limit from 30 metres length to 35 metres length for when it should be a requirement to enclose a route certificate to an application is a relief and has no negative impact on road management authorities. Increases in the limit are made because comments have been received to the effect that there are no problems with applications for journeys with vehicle or vehicle combination lengths between 30 and 35 metres, it is only at lengths of vehicles or vehicle combinations over 35 metres that the route certificates contain identified obstacles to passability. We therefore see no reason to maintain the current limit of 30 meters.

## 6.2 Newly manufactured houses and house sections

The proposal means that road management authorities do not have to pay particular attention to processing an application if the transport operation concerns a newly manufactured house or house sections. The proposal is therefore not considered to have any significant consequences. At least not when taking into account the fact that road management authorities have already granted exemptions for houses and house sections wider than 415 centimetres. Since the infrastructure can still limit the possibility of transporting loads wider than 415 centimetres, the proposal does not guarantee that exemptions can be granted.

## 6.3 Times when travel should not take place

### **Specific times**

In section 1.3 we noted that the current general advice is too detailed and that the decision-making authorities themselves must investigate the days and times at which a transport operation can be carried out for a desired route. For this reason, we see no alternative but to remove the specific times in both sets of general advice.

### **Journeys in the dark**

We consider it to be important that transport operations do not take place in the dark between 06:00 and 09:00 and between 15:00 and 20:00 taking road safety into consideration. Journeys with wide or long vehicles and vehicle combinations entails an increased risk of accidents involving vulnerable road users since these can be difficult to detect in the dark.

Journeys in the dark pose completely different risks than travel in heavy traffic. Darkness poses a number of difficulties, for example detecting vulnerable road users such as pedestrians and cyclists. For this reason, we have chosen not to change this advice. This is the case, even taking into consideration that certain sections of the road may have a design and a volume of traffic that can permit long or wide vehicles to travel in the dark without danger or inconvenience to vulnerable road users, other traffic or

those who otherwise are by the road. As mentioned in the introduction of Section A, this advice serves as a support for the decision-making authorities. Road management authorities may grant exemptions even during the times specified in the dark, provided that the requirements of Chapter 13, Section 4, first paragraph, of the Road Traffic Ordinance are met. Taking into account the above, we find no reason to change or remove this general advice.

#### 6.4 Changes as a consequence of new regulations

Since we have proposed the same width, length and warning signs in our new regulations, the proposals in these parts of the general advice will be a consequential change to this. In the case of a transport operator *only* carrying out transport operations on the basis of exemptions from the road management authorities, this means that the operator may need to invest in new width and length marking signs. If they also carry out transports on the basis of the regulations, they still need to invest in new signs. The proposal is therefore not judged to have any major impact. The same applies to the luminous intensity requirements regarding lamps as well as the additional marking for the transport of thin load units.

We propose only one type of length marking sign because there is only one type of sign in the EU common guidelines for the carriage of wide or long loads.

The unit of measurement also changes from millimetre to metre because it will be easier to check and that there will be increased tolerances for variations. Metres are also used as a unit of measurement in the Swedish Transport Agency's regulations and general advice (TSFS 2019:74) on road signs and other devices.

The dimensions of the warning signs correspond to those applying in the regulations on wide and long indivisible loads. This is done with the intention that it will be possible to use the same warning signs during transports that take place on the basis of exemptions from road management authorities as in the case of transports carried out on the basis of the Swedish Transport Agency's regulations. The fact that we suggest that the term *recommended* be removed, and replaced with advice on a certain minimum size and a certain length-wide ratio, also makes it easier for the Police to check whether a warning sign meets the conditions of an exemption decision.

Harmonising the general advice on warning lamps with the regulations and easing the requirements means that it will be consistent with regard to the use of warning lamps for vehicles or loads wider than 260 centimetres.

## 6.5 What a decision should contain

In section 1.5 we stated that the general advice originates from the time of the former Swedish Road Administration and the conditions that prevailed at that time. We also stated that each authority authorised by the Government in Chapter 13, Section 3 of the Road Traffic Ordinance to issue such exemptions should have the necessary competence and procedures. The removal of this general advice means that the decision-making authorities themselves can formulate their decisions and their content. This should have no significant consequences other than possibly initially slightly longer processing times and increased administration for any authority that is less well-prepared.

The Swedish Transport Agency considers that the advice that remains is needed to ensure that road safety and passability are not compromised. We also consider that it is important that marking etc. be carried out in a uniform manner so that there is recognition of these wide or long transports.

## 6.6 Size of load

The general advice saying that the size of the load should be considered as a special reason for exemption only if the goods cannot be manufactured in, or packaged in, smaller parts without entailing a substantial cost is removed. The advice is not deemed to provide further guidance or supplementation of the definition of indivisible load in the Ordinance (2001:651) on Road Traffic Definitions. The removal of this advice is not judged to have any significant consequences for the processing of applications for exemptions. The definition of indivisible loads is sufficiently indicative and this advice adds nothing further in this context.

## 6.7 Hazard warning vehicle when travelling on motorway in daylight

The proposal means that we remove the advice that conditions for a hazard warning vehicle can be withdrawn when travelling on the motorway in daylight. An alternative would be to have this general advice remaining. However, we see no benefit in this since the Swedish Transport Administration has not applied this advice since 2016. As mentioned in section 1.7, we have made the assessment that exemptions decided upon by municipal road management authorities have a limited distance that is performed on motorways. The starting and destination point of these transports is probably on roads other than motorways. If the decision-making road management authority has otherwise followed the general advice, the hazard warning vehicle is a condition of the exemption decision. All in all, there is no reason to keep this general advice.

#### 6.8 Advice on exemptions for loads protruding to the rear

A large overhang to the rear may entail a need to give instructions to other traffic, and the limit on when road transport managers should be made a condition in a decision is 35 metres. In dialogue with the Swedish Transport Administration, they stated that their practice is not to grant an exemption if the load protrudes more than five metres behind the centre on the rear axle of the vehicle combination when the total length of the vehicle combination is less than 35 metres. Since there is already a well-established practice in the Swedish Transport Administration's regions, the proposal is not judged to have any significant consequences.

#### 6.9 Marking of EC mobile cranes and motorised equipment

Vehicles that are wider than 260 centimetres, such as mobile cranes and dumpers, have – unlike vehicles carrying wide indivisible loads – a different visibility in traffic. This makes it easier for other road users to detect a wide vehicle than a vehicle transporting a wide indivisible load. Nor do mobile cranes and dumpers have the same opportunities to affix width marking plates as vehicles carrying wide indivisible loads. For this reason, we suggest that marking for the width of these vehicles may have different sizes and be formed as a sticker instead of the signs that shall otherwise be used. However, the stickers are subject to the same technical requirements, such as appearance and requirements for E-marking etc. as for the signs.

In order for vehicles to be used in traffic, there are lighting requirements according to the vehicle approval that the vehicle has. This also applies to mobile cranes and dumpers. For this reason, we see no reason why width marking signs or stickers need to be separately illuminated and that the outermost edge of the vehicle should be marked with lamps and reflectors when travelling at night, at dusk or dawn and otherwise when required by the weather or other circumstances. Our proposal means that we remove the advice that currently says that these signs or stickers need to be illuminated under the above-mentioned light conditions.

#### 6.10 Consultation

The addition to the current advice, that tramway managers should also be consulted when a transport has to pass over a tramway level crossing, is justified by the fact that the addendum is more consistent with the definition of a level crossing. The proposal is introduced since the need for consultation when a long transport has to pass over a level crossing should be the same for a tramway as for a railway.

#### **6.11 Special conditions for travelling with vehicles wider than 450 centimetres**

We propose to update the parts of the general advice on the operators that should be contacted within a certain period of time in order to remove the parts covering road transport managers. What is good time before a transport varies greatly from case to case, which means that this part of the general advice does not contribute to clarity. Before a road transport manager can participate in a transport operation to be performed with escort, there are a number of requirements that must be met. Among other things, the conditions set out in Chapter 6 of the Swedish Transport Agency's regulations and general advice (TSFS 2010:139) on road transport managers must be met. If a road transport manager is not contacted in sufficient time before an escorted transport is to be carried out, it may mean that the requirements for acting as a road transport manager cannot be met.

Road transport managers have existed since 2005. For this reason, the industry should know today how long in advance a road transport manager needs to be contacted before an escorted transport is to be carried out. For this reason, we propose to remove this part of the general advice. However, we keep that part of the advice that says that if the transport is to be escorted by police, the Police should be contacted at least one week before the planned transport. The police have many different tasks, and we have not received any indications that this part of the advice should be removed.

### **7. What authorisation is the Agency's right to make decisions based on?**

Decisions on general advice do not require specific authorisation. Questions about vehicle requirements and rules for road traffic are within the responsibility of the Swedish Transport Agency, see Section 2 of the Ordinance (2008:1300) with instructions for the Swedish Transport Agency.

### **8. Is the regulation consistent with or does it exceed the obligations arising from EU law or other international rules?**

The Swedish Transport Agency's proposal is based on national regulations and we consider that the proposal does not create obstacles to free movement under EU law, as the proposal includes recommendations based on international guidelines that increase harmonisation with provisions in other EU countries.

The proposed recommendations are not considered to affect organisational requirements for service providers in addition to those contained in EU-wide regulation.



The general advice contain, inter alia, provisions on signs and other devices that, according to the conditions laid down in the decision, should be available. The general advice is deemed to constitute technical rules that are subject to notification requirements under the Ordinance (1994:2029) on Technical Rules. For this reason, we intend to notify the advice to the Commission in accordance with the applicable information procedure on technical standards and regulations in Directive (EU) 2015/1535 of the European Parliament and of the Council.

**9. Does special consideration need to be given regarding the date of entry into force, and is there a need for special information initiatives?**

**9.1 General**

General advice does not enter into force, but can be applied immediately after it has been adopted. Since the general advice in some parts harmonises with what is stated in the Swedish Transport Agency's regulations on journeys with wide and long indivisible loads respectively, for example the part relating to marking, there may be a value in the fact that the general advice is adopted as soon as possible.

Furthermore, it is considered that there may be a need for information initiatives, especially to the municipalities. Here, for example, the Swedish Association of Local Authorities and Regions as well as municipalities are considered to be an important operator to engage in dialogue. Parties who carry out transport operations involving long or wide indivisible loads, that is to say, primarily hauliers and the trade associations Swedish Association of Road Transport Companies and the Swedish Transport Workers' Union are also important operators to involve. The main decision-maker that will apply this general advice – the Swedish Transport Administration's regions – also needs to be involved. The Swedish Transport Agency already has a good dialogue with representatives of these regions.

**B. Transport policy effectiveness**

The overall goal of Swedish transport policy is to ensure a socio-economically efficient and long-term sustainable transport supply for citizens and businesses throughout the country. Under the overall goal, there are performance objectives and health, environment and safety (HES) objectives with a number of prioritised areas.





The performance objective is to create accessibility for people and goods. The design, functioning and use of the transport system shall help provide everyone with basic accessibility, with good quality and usability, as well as contribute to the development dynamic across the whole country. At the same time, the transport system must uphold the value of equality, meaning it must meet the transport needs of both men and women in equal measure.

The HES objective concerns health, environment and safety. The design, functioning and use of the transport system shall be adapted so that no one is killed or seriously injured. It shall also contribute to the overall generational goal for the environment and achieving the environmental quality goals, as well as contribute to increased health.

All proposals are in line with the transport policy objectives as they aim to ensure socially efficient and long-term sustainable transport.

#### **10. How does the regulation affect the performance objective?**

The accessibility in the transport system is always affected to varying degrees by transports, especially by wide and long transports. The proposals are linked to meeting the performance objective in such a way that these transports can be carried out without prejudice to road safety. By means of the general advice – provided that the decision-making authorities comply with them – it is expected that the conditions in exemption decisions will be harmonised regardless of which authority decides upon an exemption. Harmonisation on, for example, marking is expected to increase road safety and reduce the number of accidents or incidents. This general advice is therefore expected to contribute to improving the accessibility of the transport system.

#### **11. How does the regulation affect the HES objective?**

If the general advice is followed, the HES objective (health, environment and safety) is expected to be positively affected by the proposed measures. For example, by clearer requirements for marking and the condition of signs. As a result, the proposals are expected to help improve road safety and thus contribute to the HES objective.

### **C. Companies**

The regulation is not deemed to significantly impact the working conditions, competitiveness or other conditions of companies. All consequences for companies are therefore described under point 5.1.



## **D. Summary of impacts**

Affected party	Impacts that cannot be quantified		Quantified impact (SEK thousands)	Comments
	Advantages	Disadvantages	+ / -	
<b>Enterprises</b>	<p>Clearer advice that facilitates the understanding of the conditions in the exemption decision and harmonised conditions with respect to what is laid down in the regulations on journeys with wide and long indivisible loads.</p> <p>The possibility of carrying out transports even at times when the current general advice says that exceptions should not be permitted.</p> <p>Transports of newly manufactured houses and house sections may be exempted at widths greater than 415 centimetres.</p> <p>More consistent decisions across the country.</p>	<p>Possibly increased costs to invest in new signs.</p> <p>Initially, slightly longer processing times for applications, if we remove times when travel cannot take place and what a decision should contain.</p>		
<b>Citizens</b>	<p>Clearer marking and signs in good condition make it easier for other road users to detect the transports.</p>			
<b>The State, etc.</b>	<p>Decision-making authorities need only take into account the size of the load.</p> <p>Clearer exemptions that facilitate police checks.</p> <p>Clearer division of responsibilities in the application of administrative legislation.</p> <p>More efficient state and municipal administration.</p>	<p>May initially lead to longer processing times and increased administration.</p>		
<b>Environment</b>				
<b>External effects</b>	<p>Contributes to increased road safety.</p>			
<b>Total</b>				



## **E. Consultation**

There is no requirement for consultation. However, the Police, the Swedish Transport Administration and manufacturers of certain types of goods have been consulted during the preparation of this investigation.

If you have any questions or opinions you would like to share regarding this impact assessment, please contact us:

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