

Autonomous Delivery Robots in Dense Urban Environments: Stockholm's First Unaccompanied Fleet Deployment

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Figure 1: A fleet of grocery delivery robots in Stockholm.

Abstract

This industry white paper presents a research design for studying Sweden's first deployment of unaccompanied autonomous delivery robot fleets in Stockholm, marking an important milestone in Swedish urban robotics implementation. Through a two-year longitudinal study combining ethnographic field observations, video data collection, and multi-stakeholder workshops, we will document the practical realities of integrating delivery robots into dense urban environments. We aim to identify recurring operational barriers including permit uncertainties, challenges around community integration, and robot-human interaction patterns across different seasons and contexts. We approach this complex problem through cross-sector collaboration between academia, industry, municipalities, and regulatory bodies, with the goal to develop actionable policy implications for cities, robot operators, and national policymakers as well as contributing to international standards development.

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CCS Concepts

• **Human-centered computing** → **Field studies**; • **Computer systems organization** → **Robotic autonomy**; • **Applied computing** → **Transportation**; • **Social and professional topics** → **Computing / technology policy**.

Keywords

autonomous delivery robots, urban robotics, policy development, last-mile logistics, public space, longitudinal study

1 Introduction

Autonomous delivery robots represent a transformative technology for urban logistics [7, 16], promising more accessible and efficient last-mile delivery while supporting sustainability goals [10]. However, the gap between controlled trials and real-world deployment in complex urban environments remains significant. In 2025, Stockholm became the testing ground for Sweden's first unaccompanied autonomous delivery robot fleet—a deployment that marks a departure from previous Swedish autonomous vehicle trials that relied on safety operators [12].

This industry paper outlines our research approach and early observations from this deployment. Unlike academic research papers focused on controlled experiments, this work emphasizes real-world

operational insights, community integration challenges, and policy implications drawn from actual street-level interactions. The deployment raises critical questions: How do urban communities adapt to robots sharing sidewalks? What infrastructure adjustments become necessary? How do we balance the needs of robots, their users and operators, with other inhabitants of cities? How should permits and regulations evolve? Our cross-sector collaboration between Linköping University, the Swedish National Road and Transport Research Institute (VTI), robot operator Starship Technologies, the City of Stockholm, the Swedish Transport Agency, and the Urban Robotics Foundation brings together diverse expertise to address these questions.

2 Deployment Context

In the following, we provide an overview of the robot fleet that is being trialled, the regulatory landscape in Sweden, the stakeholders involved in this work, as well as the characteristics of the urban environment in Stockholm, which make this a particularly interesting case study.

2.1 Robotic Fleet

Starship Technologies run operations in several cities in the UK, on university campuses in the US as well as an increasing number of countries in the European Union. After expanding operations in Finland, they received a trial permit to test a small fleet of delivery robots on Swedish sidewalks, being the first to receive permission to run an unaccompanied fleet in Stockholm.

2.2 Urban Environment Characteristics

Södermalm in Stockholm presents a challenging deployment environment: dense pedestrian traffic, narrow sidewalks, seasonal extremes (snow, ice, darkness), complex intersections, and diverse inhabitants including families with strollers, elderly residents, cyclists, and tourists. These conditions provide real-world scenarios absent from more controlled environments or university campuses where many delivery robots have operated previously.

2.3 Regulatory Landscape

Sweden's regulatory framework for autonomous systems has evolved cautiously. While self-driving shuttle buses have been tested with mandatory safety drivers (e.g., in the Ride the Future project [1, 12, 24]), delivery robots represent the first category of systems permitted to operate unaccompanied on public streets.

For sidewalk delivery robots, the regulatory landscape spans both national and local jurisdictions, each with distinct responsibilities and concerns. At the national level, the Swedish Transport Agency (Transportstyrelsen) is reviewing and granting permits for trials with automated vehicles. They assess applications to ensure that the proposed trial can be conducted in a traffic-safe manner on public roads. The approval process for delivery robots required demonstrating safety capabilities, operational protocols, and risk management strategies. At the local level, municipalities such as the City of Stockholm handle permits from a local road authority perspective to ensure safe operation and integration with local infrastructure and urban planning.

This multi-level regulatory structure creates both opportunities and challenges. While national frameworks provide consistency, local conditions—infrastructure characteristics, population density and political priorities—significantly shape deployment realities. Coordination between these levels prevents regulatory gaps and conflicting requirements that can delay or even derail deployments. If trials are perceived as problematic by local politicians or vocal community groups, there is also substantial risk of premature termination regardless of technical success.

Proactive engagement with local government and transparent communication about deployment goals, safety measures, and community benefits helps build political support and resilience against opposition, an aspect that has been a motivation for different stakeholders in this project to engage in dialogues, which led to this multi-stakeholder project.

2.4 Stakeholder Ecosystem

The deployment involves multiple interdependent stakeholders:

- **Robot Operator (Starship Technologies):** Managing fleet operations, maintenance, customer service, and regulatory compliance. Direct experience with deployment challenges, technical constraints, and community relations.
- **Regulatory Authority (Swedish Transport Agency):** Issuing permits for trial operations with automated vehicles on public roads to ensure that trials are conducted in a traffic-safe manner.
- **Local Road Authority (City of Stockholm):** Granting permits from a local perspective, ensuring public safety, integrating robots into urban planning.
- **Standards Organizations (Urban Robotics Foundation, URF):** As a non-commercial entity developing the ISO 4448 [8] standard for public-area mobile robots, URF provides a platform for sharing knowledge across operators, municipalities, and countries without competitive concerns.
- **Research Agency (Swedish National Road and Transport Research Institute, VTI):** Broader examination of how robots integrate into existing transport systems [17], urban logistics networks, and regulatory frameworks. This meso-level analysis addresses business models, environmental impacts, and policy development needs. VTI also supports the project with experience bridging academic research into practice.
- **Human-Robot Interaction Researchers (Linköping University and University of Nottingham):** Studying public interactions around robot operation, developing routes to inform policy, standards, and novel technical challenges. Fine-grained analysis of how people in public places encounter and interact with robots in everyday situations, identifying communication gaps, safety perceptions, and design opportunities. This micro-level understanding reveals aspects related to human interaction that technical testing alone has difficulties capturing.
- **Community Members:** Residents, business owners, pedestrians, customers.

2.4.1 Research-Industry-Policy Triangle. The triangle between research, industry and authorities responsible for public space ensures research findings are both scientifically rigorous and operationally relevant, while policy recommendations reflect actual deployment

realities rather than idealized scenarios. Standardization efforts benefit from concrete deployment cases like Stockholm, as real-world trials generate specific examples of communication needs, safety scenarios, and data requirements that can inform practical, implementable standards.

3 Project Setup and Lessons Learnt

The project has two main parts, studying robots in the wild by taking a video ethnographic approach [15] as well as assessing and developing policy implications for urban technologies [18] by facilitating multi-stakeholder dialogues. We report on insights and lessons learnt from the first quarter of the project.

The project is designed to build a shared understanding of the current regulatory and standardization landscape and to develop policy implications. Bringing all stakeholders at the table has fostered a dialogue in which local concerns can be discussed in the light of national regulations and international experiences, and in which national and international discussions can be supported with concrete examples from the local deployment. The local delivery service platform operator Foodora is not a formal part of the project, but we invited them to a workshop to hear their perspectives as well.

Balancing local, national and international perspectives

An early lesson from this deployment is the necessity of bringing together the **complete stakeholder ecosystem** from project inception. Successful integration of autonomous delivery robots into urban environments requires coordinated engagement across multiple levels and perspectives, and having all stakeholders at the table has facilitated discussing challenges in the light of local constraints but also in the wider national and international context.

Bringing all stakeholders at the table requires collaboration formats that stimulate open dialogues. Since robot operator Starship is dependent on the permit given by the regulatory authority, there are some power dynamics involved that we have to navigate in the project. As the authorities involved in the project have strict guidelines on the areas that they are allowed to work on, terminology differences between terms like policy, regulation, and rules needed to be clarified early on in order to keep the project running. Signing collaboration contracts before starting any joint work supported the process, because it forced the partners to get familiar with the different use of terminology, but also provided first important insights into working routines, timelines and communication channels.

Collaboration needs to be facilitated

Finding a common language was crucial to get the project started. We accomplished **multi-stakeholder dialogues** through regular online meetings, where all partners present their perspectives, gradually building a shared understanding and mutual trust. The project also includes full-day in-person workshops that bring together all project partners in Stockholm.

The collaborative sessions enable iterative analysis of fieldwork data and progressive development of policy recommendations grounded in concrete observations and findings. Our video ethnographic field studies draw inspiration from urban sociologist William H. Whyte's systematic observation methods for studying public spaces, adapted for human-robot interaction research [14] and methods for studying robots in public established in prior HRI work [3, 15]. We also build on insights gained during a prior Responsible AI UK funded project "Understanding Robot Autonomy in Public" (EP/Y009800/1 - IP0053). Our fieldwork captures interactions between robots and people who are present on city streets, such as pedestrians, cyclists, delivery workers, restaurant staff, shop workers, and children.

Grounding discussions in a concrete case

The research team engages in **ethnographic fieldwork** by following robots through Stockholm's streets, documenting naturally-occurring interactions through video recordings, field notes, and photographs. The empirical data is fed into the online meetings and workshops, where collections of video-recorded examples are jointly watched and discussed.

During an in-person workshop, we also did a site visit with the project team, following a robot delivery through the city. This provided an important opportunity for all stakeholders to get familiar with the robot operations and to further ground the project in concrete observations.

4 Concluding Discussion

This project brings together stakeholders with expertise in robot operation, HRI and transportation research as well as policy, including local and national authorities responsible for roads and permits and an international organization working on standardization of public mobile robots. Reporting on our project constellation and working methodology, we hope to inspire HRI researchers, industry partners as well as other stakeholders in how joint projects can be set up and facilitated. Building mutual trust and developing a common language have been crucial prerequisites for fostering an open dialogue. The involvement of stakeholders who can take a mediating role, such as the Swedish National Road and Transport Research Institute on national level and the Urban Robotics Foundation on an international level has helped to bridge academic, industry and policy perspectives. Methodologically, keeping the project both specific, grounded in empirical evidence, and general, comparing to other deployment locations, robot operators and urban technologies has helped to articulate and build shared knowledge. All project partners have expressed the value of learning from the ongoing dialogues, which formed the basis for identifying a range of broad challenges for robots in public. During the coming years, the project partners will work on a selection of identified challenges.

5 Identified Challenges

We identified a number of challenges through our multi-stakeholder workshops, some of which we plan to address in our project.

5.1 Legal and Governance Issues

- Classification, regulation, and legal frameworks:** The current classification of delivery robots as motorized equipment, typically used for slow-moving vehicles such as lawn mowers or motorbikes in Sweden comes with limitations. For example, if the city would decide to restrict robots from entering very narrow streets and sidewalks by referring to the classification, this would also result in a ban on motorbikes in those areas. Our discussions point to a need for a new vehicle category that can cover all types of robots in public space (wherever bystanders may interact with the devices - both indoors and outside). While the Urban Robotics Foundation is working towards a standard for Public-area Mobile Robots [8], there is currently a lack of alignment on regulatory frameworks that could guide long-term development and also be sensitive to emerging use cases and the need for local customization.
- Governance, municipal processes, and capacity constraints:** The permit process for robot fleet operation in Stockholm involves many parties and lacks clear internal guidelines so far. While small countries and large cities may be in a position to act relatively quickly, international guidelines are lacking, and currently each municipality seems to develop their own strategy almost from scratch. Project members raised questions on upscaling and pointed to a need for system-level orchestration and fleet coordination. Electric scooters were repeatedly brought up as a negative example from a governance perspective [18]. HRI research has yet to address this complex aspect.

5.2 Fleet Operation and City Planning

- Safety, responsibility, and liability:** While the owner and operator of the robots are liable for the fleet, project members raised the uncertainty of third-hand liability in case of certain infrastructure-related incidents, such as when illegally placed construction materials or shop signs obstruct the robot or lead to collisions. Even if there are emerging safety baselines for fail-safe behaviour, human-in-the-loop etc., there is limited legislative guidance so far. Our site visit opened many interesting questions that could be addressed from a liability perspective that go beyond scenarios that are typically discussed around safety in HRI [19, 20].
- Use of public space and curb management:** Different mobilities are at play in the city and there is competition for space between robots, pedestrians, cyclists, prams, or outdoor cafes. We observed for instance how seasonal

activities such as the sale of Christmas trees affect robot routes, an aspect raised in prior HRI work [14]. The project partners brought up concerns about scaling up where issues of congestion, clutter, parking and storing of robots become more challenging to resolve. At the same time, such phenomena are to some extent an inherent part of the life of cities and urban spaces.

- Data, digital infrastructure, and data-driven governance:** We identified a need for machine-readable regulations and structured data exchange. As data-driven management can be resource intensive for municipalities, there may be a need for data-sharing guidelines, as well as approaches to establishing transparency and trust between data generators (e.g., robot operators) and data users (e.g., local authorities). Visualizing data for non-robotics experts becomes particularly relevant when multiple robots are deployed as part of larger fleets, an area that HRI is only starting to explore [21].

5.3 Encountering Robots in Public

- Human-robot interaction in public space:** Interaction in public places is complex, as people do not always act according to expectations, cars sometimes react unpredictably, and robots struggle to interpret social actions. Social acceptance and community integration may depend on robots being perceived as unobtrusive and predictable, while also demonstrating clear community value. The robots studied in this project draw on sounds and lights as means to interact with people. While a growing body of research investigates interfaces for communication with people on the road, including motion [2, 22], sound [5, 13] and visual displays [4, 11], there are currently no clear standards guiding the design of such modalities [9], limiting a systematic translation of research findings into industry practice.
- Value, purpose, and societal justification:** Besides community acceptance, political justification is required according to the project participants. In our discussions, questions about the environmental and societal benefits of the robot fleet emerged, including the robot's contribution to a reduction of cars and traffic congestion. The project illustrates how discussions about sustainability and ethics in HRI research [23, 26] manifest as important practical questions, as robots need to benefit the communities where they are deployed, particularly in a setting where customers may only be a subset of the people encountering the robots [6].
- Uncertainty and future-proofing:** Project members stated that there is a clear need for an iterative, adaptive regulation as technology is evolving faster than policy. So far we see a lack of fully understanding how robots will be used. Taking speculative and value sensitive design perspectives, HRI research could help envision desirable futures [25].

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