



Heavy Vehicle Rest Areas in NSW

30 November 2020

The Transport Workers' Union of New South Wales

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Introduction

Context

Fatigue contributed to at least 9% of all heavy vehicle crashes in NSW in 2018, and 18.3% of all crashes where someone died.¹ Fatigue management should be a key priority for work health and safety regulators, trade unions and employers seeking to reduce the number of work-related deaths on NSW roads.

Fatigue at work is the outcome of mental and/or physical exhaustion that reduces a worker's ability to perform their duties safely and effectively.² Fatigue is caused by many factors, as detailed in Figure 1.

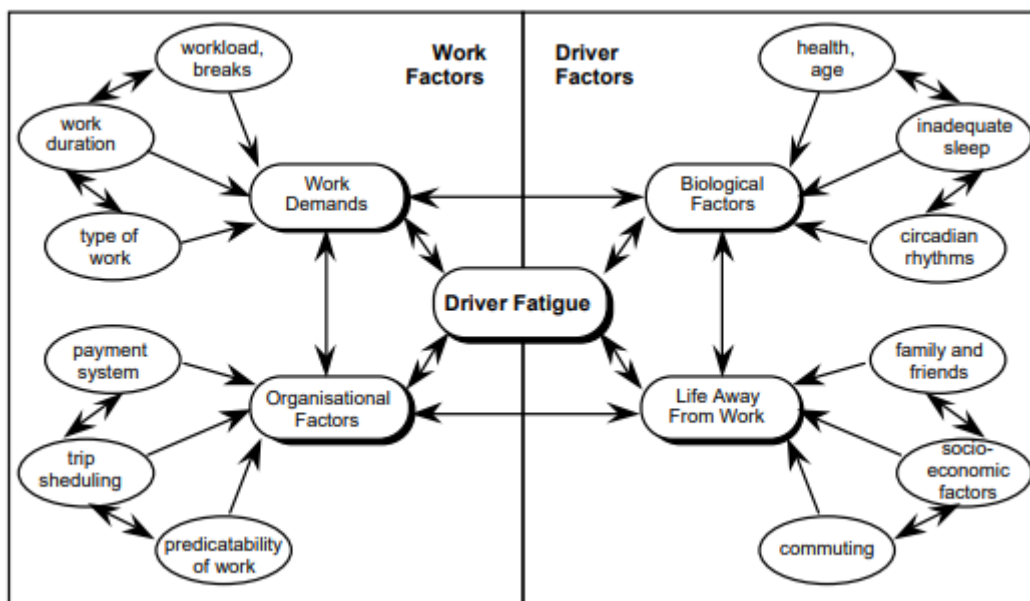


Figure 1: Factors contributing to driver fatigue.³

Fatigue is not 'sleepiness'. While drivers often experience them together, fatigue may exist without the desire to sleep. In these situations, fatigue should be managed by changes to work patterns or duties. When a worker *is* sleepy and fatigued – the only safe remedy is for them is to rest and/or sleep.

The Heavy Vehicle Driver Fatigue Project⁴ recently reported that the greatest risk of drowsiness occurs with:

- Long driving hours
- Driving at night

¹ Transport for NSW, 'Interactive Crash Statistics', Centre for Road Safety, 5 November 2018, Accessed 30 April 2020, '<https://roadsafety.transport.nsw.gov.au/statistics/interactivecrashstats/>'.

² Safe Work Australia, 'Fatigue', Accessed 30 April 2020, '<http://www.safeworkaustralia.gov.au/fatigue>'.

³ Fatigue Expert Group, 'Options for Regulatory Approach to Fatigue in Drivers of Heavy Vehicles in Australia and New Zealand', National Road Transport Commission, 2001.

⁴ Cooperative Research Centre for Alertness, Safety and Productivity, 'Heavy Vehicle Driver Fatigue Project', National Transport Commission, 2019.

- Shift work (specifically early shifts, night shifts and backwards shift rotations)
- Long shift sequences
- Shift sequences where a shorter break allows for less sleep

The nature of work in the road freight industry, which often includes all of these at-risk factors, puts workers at significant risk of fatigue and sleepiness while performing their duties. Workers must be able to rest well while working and between work shifts.

Roads and Maritime Services (RMS) helps workers and transport operators manage fatigue by providing Heavy Vehicle Rest Areas (HVRAs) on the road network (Figure 2).

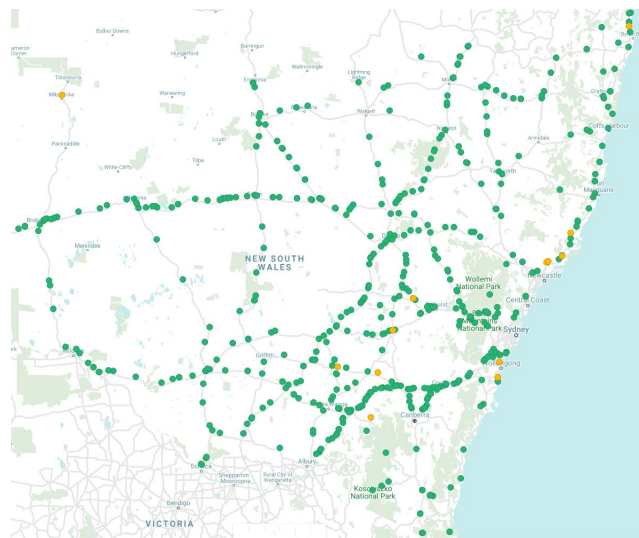


Figure 2: Location of HVRAs in NSW, as viewed on the RMS HVRA Map⁵

Types of HVRAs

There are six classifications of HVRAs used by Austroads in the Guidelines for the Provision of Heavy Vehicle Rest Area Facilities,⁶ which are equivalent to four classifications used by Roads and Maritime Services in the NSW jurisdiction (Table 1). Concept drawings of each Austroads classification are provided in Appendix 1 to assist interpreting these categories.

Table 1. Classification of HVRA in NSW

Roads and Maritime Services	Austroads
Major HVRA	Class 1 HVRA
	Class 2 HVRA
Minor HVRA	Class 3 HVRA
	Class 4 HVRA
Truck Parking Bays	Class 5 HVRA
Truck informal HVRA	Informal HVRA

⁵ Roads and Maritime Services, *Heavy Vehicle Rest Area Map*.

⁶ Austroads, *Guidelines for the Provision of Heavy Vehicle Rest Area Facilities* (Research Report No AP-R591-19, July 2019), 5.

Formal HVRAs are provided and/or maintained by RMS, whereas informal HVRAs have evolved through obvious signs of use by heavy vehicles. RMS does not always maintain informal HVRAs.

HVRAs have a number of features and facilities to help drivers rest. The most basic requirement is for a heavy vehicle to safely enter and park somewhere. However, some HVRAs also include bathrooms, shade, rubbish bins, the separation of vehicle types, security lighting and water. Austroads recommends different facilities and key safety features for each class of HVRAs the RMS provides. Table 2 outlines some of these recommended facilities and when RMS should provide them.

Table 2: Adapted from Table 4.1 in the Austroads Guidelines for the provision of heavy vehicle res area facilities. Green indicates that a feature is required, yellow indicates that a feature should be provided where practicable, and blue indicates a feature that is optional.

Criteria	Facilities/features		HVRA Classification				
			1	2	3	4	5
Key safety features	Demand-based spacing	Time (mins)	60	60	30	30	15
		Distance (km)	70-100	70-100	35-50	35-50	15-25
	Safe vehicle movement and access		Green	Green	Green	Green	Green
	Capacity – present and forecast		20 +	15-20	10-15	5-10	5 +
	Separation of light and heavy vehicles		Green	Green	Yellow	Blue	Blue
	Separation of vehicles carrying noisy freight		Green	Yellow	Blue	Blue	Blue
	Separation for long-term/short-term visitors		Green	Yellow	Blue	Blue	Blue
	Unidirectional flow		Green	Green	Green	Green	Yellow
	No reversing movements		Green	Green	Green	Green	Green
	Security		Green	Green	Green	Green	Green
	Pedestrian safety and access		Green	Green	Green	Green	Green
	Signage on approach and within the HVRA		Green	Green	Green	Green	Green
Amenities	All-weather seal		Green	Green	Green	Yellow	Blue
	Tables/benches		Yellow	Yellow	Yellow	Yellow	Blue
	Natural shade		Green	Green	Green	Green	Yellow
	Shelter		Yellow	Yellow	Yellow	Yellow	Yellow
	Rubbish bins		Yellow	Yellow	Yellow	Blue	Blue
	Lighting		Yellow	Yellow	Yellow	Blue	Blue
	Toilets		Green	Yellow	Yellow	Yellow	Blue
	Water		Yellow	Yellow	Blue	Blue	Blue
	Visitor information board		Yellow	Yellow	Blue	Blue	Blue
	Managed livestock effluent disposal sites		Yellow	Yellow	Yellow	Yellow	Yellow

The RMS HVRA Map

RMS provides an online HVRA Map that drivers and workers can access to help plan their use of HVRAs. The Map does not inform drivers which category a particular HVRA belongs to, but does indicate some of the broadly available facilities at each HVRA (Figure 3).

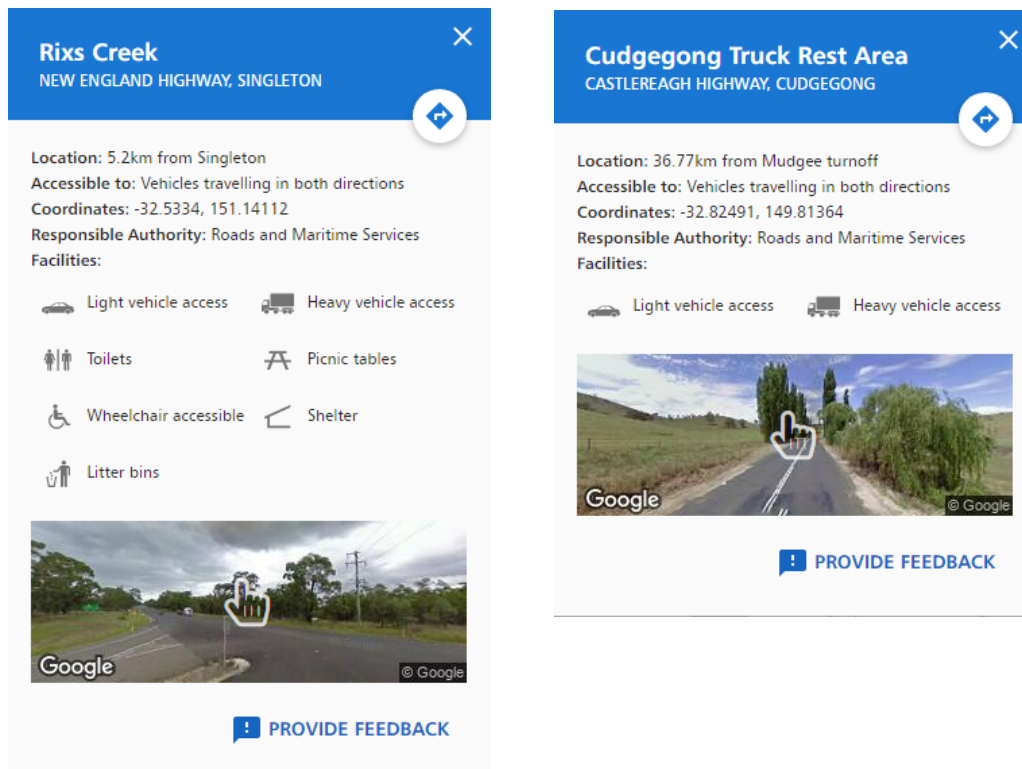


Figure 3: Examples of the type of details in the RMS HVRA Map.

The Regulation of HVRAs

NSW Government HVRA Strategy

In 2010, the RTA published a strategy for major heavy vehicle rest areas on key rural freight routes.⁷ The objectives of this strategy are to:

- Address the need for heavy vehicle drivers to take rest breaks
- Develop a network of major HVRAs with required amenities
- Assist heavy vehicle drivers to comply with fatigue legislation, and
- Reduce the proportion of road accidents in NSW involving heavy vehicles.⁸

The strategy reported upgrades to specific HVRAs necessary to achieve these goals, and identified where RMS should build new HVRAs to fill gaps in the network. This strategy is now over a decade old and no longer reflects the needs of the NSW HVRA Network. The intention has long been to replace the strategy with an updated one.

The NSW Government has been developing an updated HVRA strategy since at least October 2015.⁹ This process has included publishing issues papers and

⁷ Roads and Traffic Authority, *RTA Strategy for Major Heavy Vehicle Rest Areas on Key Rural Freight Routes in NSW* (January 2010).

⁸ *Ibid* 2.

⁹ Roads and Maritime, *Road Freight Industry Council* (Agenda, 8 December 2015), 7.

consulting with industry actors, for example, through the Road Freight Industry Council (RFIC). The NSW Government has also committed to developing a HVRA strategy as part of the Freight and Ports Plan.¹⁰ Despite these commitments, the last time the RFIC discussed this strategy was in April 2018¹¹, and there is currently no date of expected completion nor any indication that it is an active priority of RMS and the NSW Government.

This gap in regulation is a serious problem for the health and safety of workers in the road transport industry and an issue of significant concern that hinders the proper management of fatigue.

Work Health and Safety Legislation

HVRAs are crucial to the safety of drivers, and the Government should strategically plan and maintain them. However, the PCBU ultimately holds the primary duty of care to their workers, and it is their responsibility to ensure that adequate and safe rest opportunities are available for each worker while they are at work, regardless of whether or not the RMS has ensured the provision of these rest opportunities.

No strategy overrides the requirement of the person conducting a business or undertaking (PCBU) to comply with the *Work Health and Safety Act (2011)* to provide:

- A work environment without risks to health and safety¹², and
- Adequate facilities for the welfare of workers while at work¹³.

¹⁰ Transport for NSW, *NSW Freight and Ports Plan 2018-2023* (September 2018), 10.

¹¹ Roads and Maritime, Road Freight Industry Council (Agenda, 5 April 2018), 6.5.

¹² *Work Health and Safety Act 2011* (NSW) s 19(3)(a)

¹³ *Ibid* s 19(3)(e)

TWU HVRA Research

Research Context

The provision of adequate HVRAs is crucial to ensuring the health and safety of workers in the NSW freight task. This research was designed to explore the condition of the current HVRA network and the impact of these conditions on transport workers in NSW.

Research Objectives

We aimed to measure:

- The condition of HVRAs and the adequacy of their key safety features and amenities
- The attitudes of heavy vehicle drivers towards the current HVRA network and the impact of the HVRA network on the health and safety of heavy vehicle drivers

Research Methodology

Inspection of HVRAs

Between 8 June and 3 September 2020, we inspected HVRAs along major freight routes in NSW. These routes included:

- Hume Highway
- Pacific Highway
- Great Western Highway
- Castlereagh Highway
- Mitchell Highway
- Sturt Highway
- Newell Highway
- Federal Highway
- Princes Highway

We assessed the availability of key safety features and conditions of included amenities. The checklist used to guide these assessments is provided in Appendix 2 and was based on Austroads's Guidelines for the Provision of Heavy Vehicle Rest Area Facilities (Table 2). We collected photographs, video recordings and audio recordings from each HVRA assessed.

Survey of HVRA users

Between 8 June and 3 September 2020, we distributed paper surveys to heavy vehicle drivers that use HVRA while working. We also distributed the survey online by email and social media to members and non-members. A copy of the survey instrument is provided in Appendix 3.

Study Population

269 workers were surveyed as part of this study. The median age of the participants was 52. 87.45% were TWU members, 96.44% were male and 3.56% were female. 12.40% were owner-drivers and 87.60% were employee drivers.

172 HVRA were included as part of this study. 121 of these were assessed using the inspection instrument, with the remaining 51 HVRA either inaccessible, unable to be located, or otherwise not assessed. 30 HVRA were assessed on the Hume Highway, 11 on the Pacific Highway, 8 on the Sturt Highway, 7 each on the Great Western Highway, Castlereagh Highway, Newell Highway and the Federal Highway, and the remaining 44 on other roads in the Eastern half of NSW.

Results

The condition of HVRA

We assessed the condition of the HVRA network using an inspection checklist. A summary of the data collected is presented in Table 3.

Table 3: The key safety features and amenities assessed on inspection of HVRA, and the proportion of HVRA inspected that contained the feature.

Criteria	#	Facilities/features	%
Key safety features	1	Safe vehicle access to the area	85
	2	Clean area*	55
	3	Available heavy vehicle parking*	100
	4	Separation of light and heavy vehicles	22
	5	Light vehicles in heavy vehicle parking places*	12
	6	Light vehicles with equipment set up in parking places*	4
	7	Separation of noisy and quiet vehicles	11
	8	Separation of long-term and short-term visitors	22
	9	Unidirectional traffic flow	80
	10	Truck cabins face away from road	40
	11	Security features of any kind	13
	12	Safe pedestrian management	22
	13	Signage	58
	14	Well defined parking places	23
Amenities / extras	1	Sealed pavements	81
	2	Well maintained table and benches	51
	3	Shelter available	43

	4	Well maintained rubbish bins	73
	5	Adequate lighting	31
	6	Well maintained toilets	35
	7	Available drinking water	11
	8	Visitor information board	21

* When inspected

The proportion of available key safety features and amenities varied depending on the highway. A breakdown of the data presented in Table 3 by the Highways with the greatest number of inspected HVRAs is presented in Table 4.

Table 4: The proportion of available features at HVRAs on different roads in NSW.

Criteria	#	%								
		Hume N=30	Pacific N=11	Sturt N=8	Great Western N=7	Castlereagh N=7	Newell N=7	Federal N=7	Princes N=6	Mitchell N=5
Key safety features	1	80	91	100	71	86	100	86	83	80
	2	30	91	0	29	100	71	71	83	20
	3	100	100	100	100	100	100	100	100	100
	4	23	82	0	0	0	14	0	17	0
	5	3	18	0	0	0	0	14	17	20
	6	0	9	0	0	0	0	0	17	0
	7	7	55	0	0	0	0	0	0	0
	8	23	73	0	0	0	29	0	17	0
	9	100	100	88	86	71	57	86	100	80
	10	30	73	0	14	43	71	0	33	0
	11	10	27	0	0	29	14	0	0	0
	12	33	91	0	14	29	14	0	50	0
	13	43	82	13	29	100	86	86	83	0
	14	23	82	0	0	0	14	0	50	0
Amenities	1	90	100	100	100	71	100	71	83	80
	2	30	100	25	43	86	100	43	83	40
	3	30	100	25	29	29	86	0	83	20
	4	77	100	75	57	86	86	29	83	80
	5	23	100	0	29	29	29	0	50	20
	6	23	55	0	29	57	71	14	67	20
	7	10	27	0	14	14	14	0	0	0
	8	20	45	0	14	29	14	0	17	0

Key Safety Features

Vehicle and pedestrian movement

The majority of HVRAs inspected were accessible to heavy vehicles. This is likely an overrepresentation of the true proportion of HVRAs that heavy vehicles can safely

access, as a number of rest areas not suitable for heavy vehicle access were not inspected, for example; informal rest areas and parking bays on the side of highways. Less than a quarter of HVRAs had safe pedestrian management systems in place.

Capacity and parking availability

All HVRAs inspected had parking available for heavy vehicles. However, the availability of parking depends greatly on the time of day, week and year. Our research was conducted primarily during non-peak times and in the context of the Covid-19 pandemic. These findings likely under represent the availability of parking on the network during peak times.

Separation of vehicle types

Light and heavy vehicles were structurally separated in only 22% of inspected HVRAs. In these HVRAs we still observed light vehicles (often with caravans or trailers attached) using dedicated heavy vehicle parking places 12% of the time (Figure 4). The most common arrangement was no structural separation of light and heavy vehicles, with trucks and cars freely parking next to each other (Figures 5 and 6)



Figure 4: Twelve Mile Creek Rest Area, Pacific Highway



Figure 5: Hawkesbury Rest Area NB, Sydney-Newcastle Freeway



Figure 6: Yamminba Rest Area, Newell Highway

The separation of noisy freight (livestock, refrigeration) from regular freight was rarely observed across the network. At most of the HVRA inspected, heavy vehicles

of all types freely parked alongside one another. Some HVRAs obtained clearly marked areas to separate noisy freight, though this was not often the case.



Figure 7: Nambucca Heads Service Centre, Pacific Highway

Security

Only 13% of HVRAs inspected had security features of any kind, including CCTV or security staff.

Signage

Signage of HVRAs varied across the network. Just over half had adequate signage on approach. Few HVRAs had a sign within the area that indicated the name and location of the rest area.

Amenities

Toilets

The bathroom facilities available to heavy vehicle drivers varied considerably across the network. HVRAs with bathroom facilities were often poorly maintained, had no soap, no hand drying facilities, no sanitary bins or sharps disposal containers and smelt strongly of urine and faeces.



Figure 8: Gowan Rest Area S/B, Newell Highway



Figure 9: Branxton Truck Rest Area, Hunter Expressway



Figure 10: Wattaka Rest Areas,
Hunter Expressway

We observed evidence that drivers often resort to leaving faeces, urine and toilet paper on the ground at HVRAs where facilities are not provided (or where they are in poor condition), and also on the ground between HVRAs where there is nowhere else to go.



Figure 11: Wyong Service Centre N/B,
Sydney-Newcastle Freeway



Figure 12: Eleven Mile Drive

We observed a lack of appropriate sanitary bins in current bathrooms and a lack of dedicated female bathrooms across the network, despite a growing number of female transport workers.

Water

Only 11% of HVRAs provided drinking water. Rainwater tanks were commonly used across the network, but these were often empty and unable to be used.

Rubbish bins

A large proportion of HVRAs contained rubbish bins and places to leave rubbish, however these were often observed full, or unused.



Figure 13: Greenwood Grange,
Kamilaroi Highway



Figure 14: Oxley Highway

We observed discarded used needles at a number of HVRA locations. This was not considered directly by the inspection checklist, but presents an obvious risk to the health and safety of workers.



Figure 15: Larras Lee, Mitchell Highway



Figure 16: Two Mile Creek,
Mitchell Highway

Lighting, tables, benches, shade and shelter

Adequate lighting was available at only 31% of HVRA. Half of inspected HVRA had well maintained tables and benches. These were often the only source of shade available to drivers at locations where there was a limited number of trees.

The attitude workers and the impact on drivers

“I’m unable to rest properly on long routes”

“I have to work my trip out and know when I’m going to stop... It annoys the hell out of me when I can’t stop because it’s full of caravans ... there’s not another rest stop around the corner”

“It causes frustration, anxiety, health issues, stress”

“Makes you keep driving ... and that isn’t fair. We deserve places to stop, rest, wash and go to the toilet.”

“On such large distances sometimes us humans need a break, that’s all, somewhere to stop”

“We are supposed to be professional drivers, but we have inadequate facilities. Where do our taxes go?”

The majority of drivers rated the overall quality of HVRA as poor (39.03%) or very poor (18.59%). Only 11.16% of drivers rated the quality as good or very good.

The attitudes of drivers towards the availability of HVRA was overwhelming low, with 94.42% of drivers reporting there was not currently enough HVRA across the NSW network.

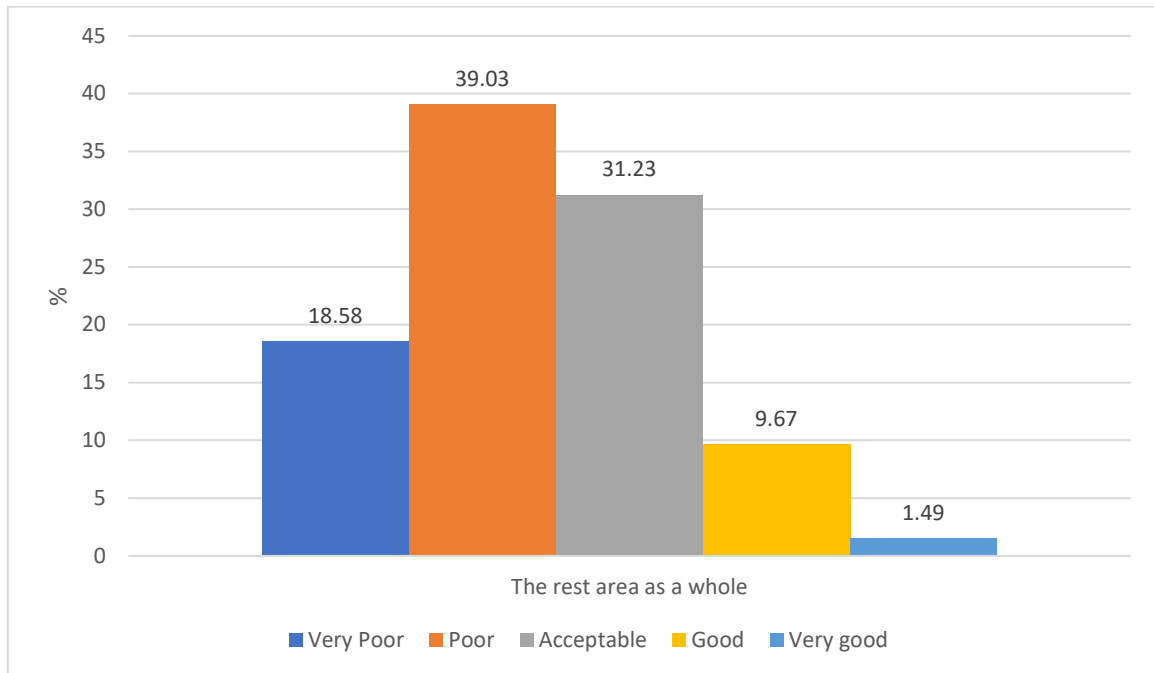


Figure 17: Attitudes of heavy vehicle drivers towards HVRA facilities (Q1a Thinking about the heavy vehicle rest areas you use while working, how would you rate the quality of the rest area as a whole?)

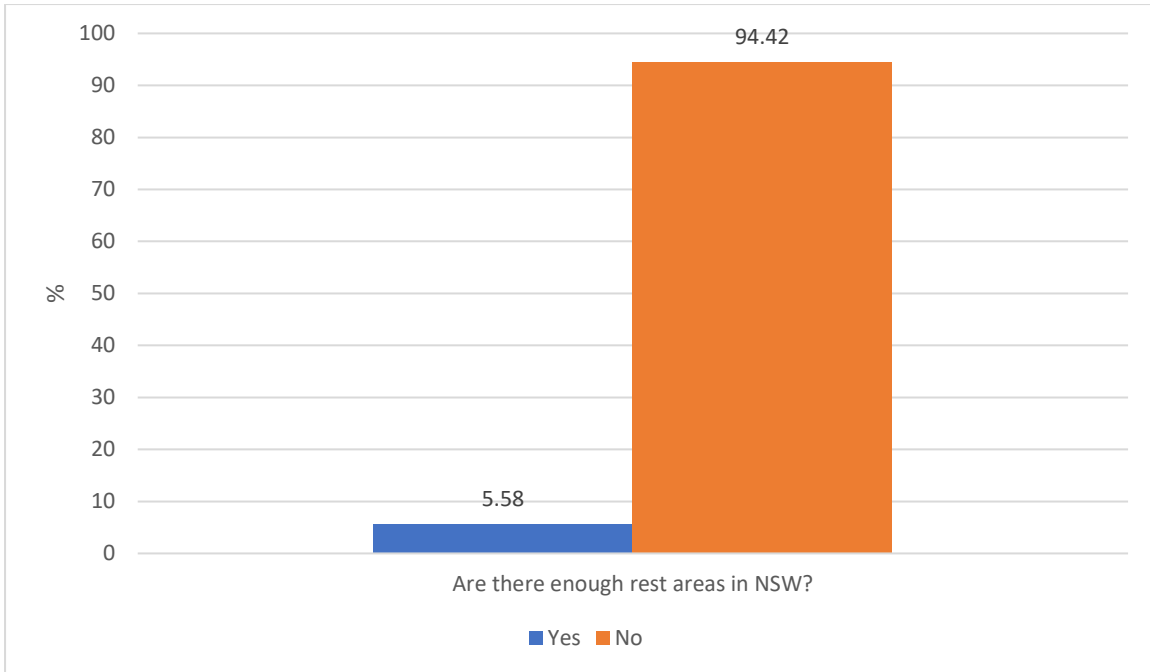


Figure 18: The attitudes of heavy vehicle drivers towards the number of HVRAs (Q3 Do you think there are currently enough heavy vehicle rest areas in NSW?)

When asked to consider the impact of stimuli on their quality of rest, drivers reported that loud sounds often prevent them from sleeping well (36.33%). Only 17.97% of drivers reported this occurring rarely or never. Drivers reported that bright lights had a lesser impact on their ability to rest well, although 41.35% of drivers still reported that they were sometimes unable to rest well because of them.

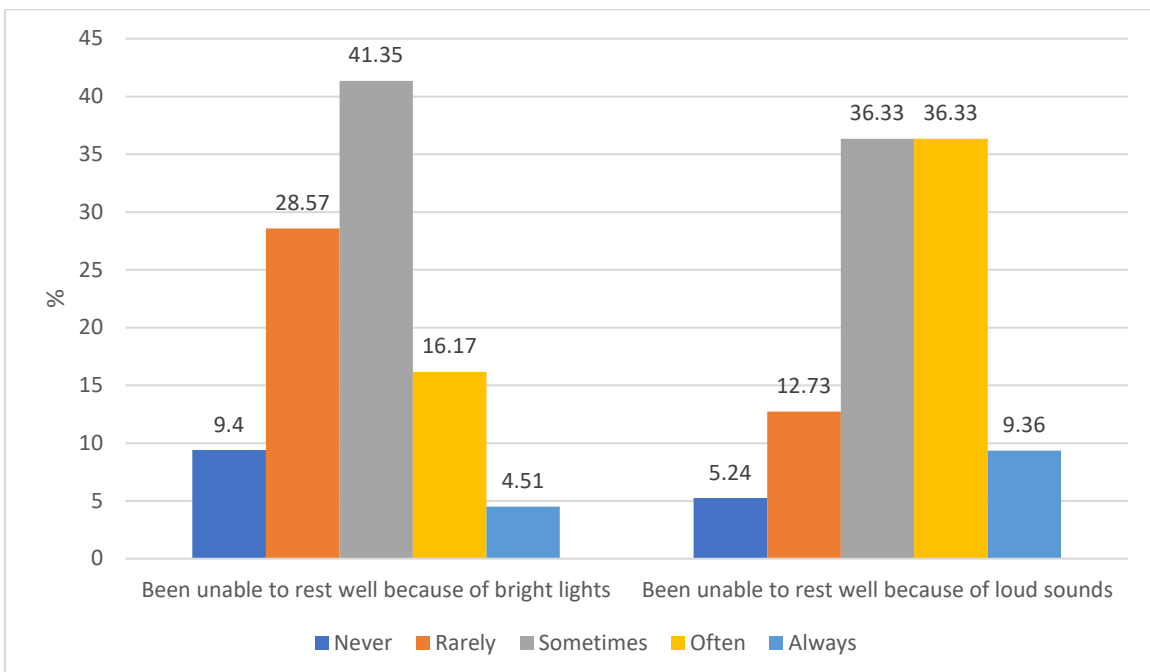


Figure 19: The impact of bright lights on the ability of heavy vehicles drivers to rest well (Q2f-g Thinking about your use of HVRAs in the past 12 months, how often have you been unable to rest well because of (f) loud sounds, or (g) bright lights.)

The separation of vehicle types

Almost all surveyed drivers reported seeing cars or caravans parked in heavy vehicle places at some point in the past twelve months. A vast majority of drivers said they saw this occurring often (41.64%) or always (33.09%).

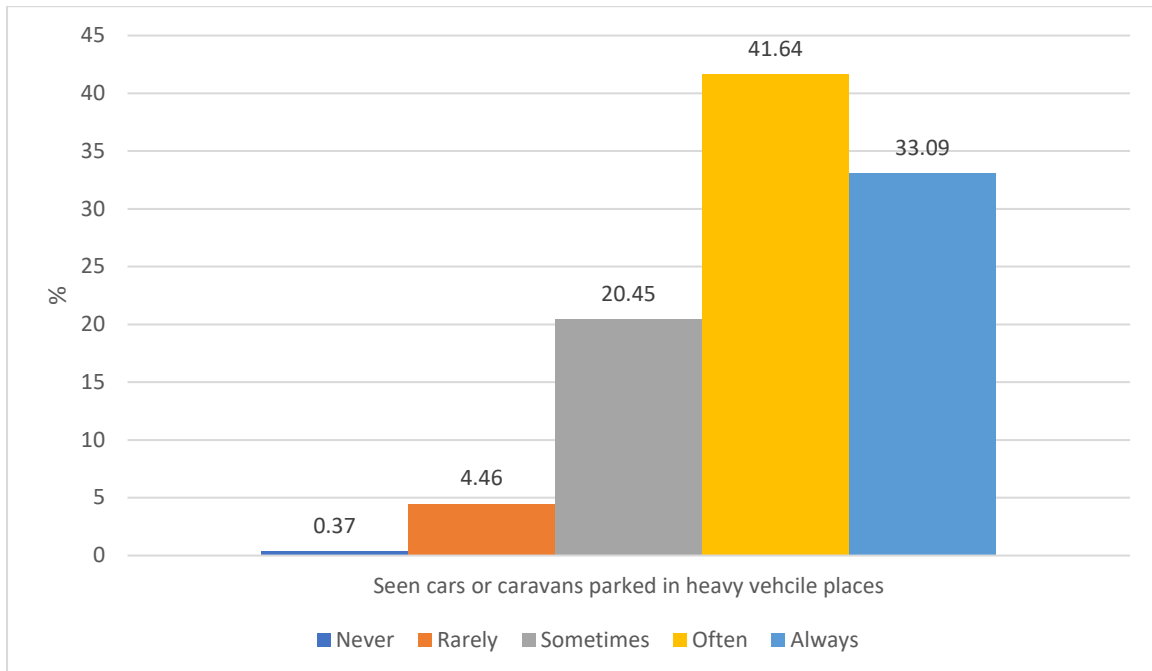


Figure 20: The use of HVRAs by light or heavy vehicles (Q2a Thinking about your use of HVRAs in the past 12 months, how often have you seen cars or caravans parked in heavy vehicle places?)

It is clear that the use of heavy vehicle resting places by light vehicles is not only common, but is a pervasive concern among surveyed heavy vehicle drivers.

“Get rid of caravans out of truck parking bays. A lot of older parking bays were made before B-Doubles came along and there’s just not enough room with them”

“Get the cars out of our area – we’re not in their area”

“Rest areas should be policed during holiday periods when rest areas are taken up by cars and caravans”

“Need more truck only rest areas”

Availability of parking

A majority of drivers (42.75%) are sometimes required to keep driving past HVRAs they wish to use because they cannot find an appropriate place to park. Worryingly, an additional 44.61% of drivers said they had to do this often or always.

Drivers noted the impact this lack of parking has on their wellbeing:

“I feel heavily fatigued, frustrated, tense and uneasy. I lose focus and make desperate decisions. I travel Sydney to Canberra 4 times a week in a heavy vehicle, the lack of truck parking amenities in the “truck stops” is severely frustrating”

“Hard to stick to fatigue management rules if available stops are too far apart”

“Need more rest areas with adequate heavy vehicle parking”

We observed a belief among heavy vehicle drivers that the use of HVRAs by light vehicles has an impact on the availability of parking:

“With parking areas being filled with car/caravan/boats limited spaces cause you to either keep driving putting you over your D/Hrs or having to pull up on the slip lanes on exit ramps”

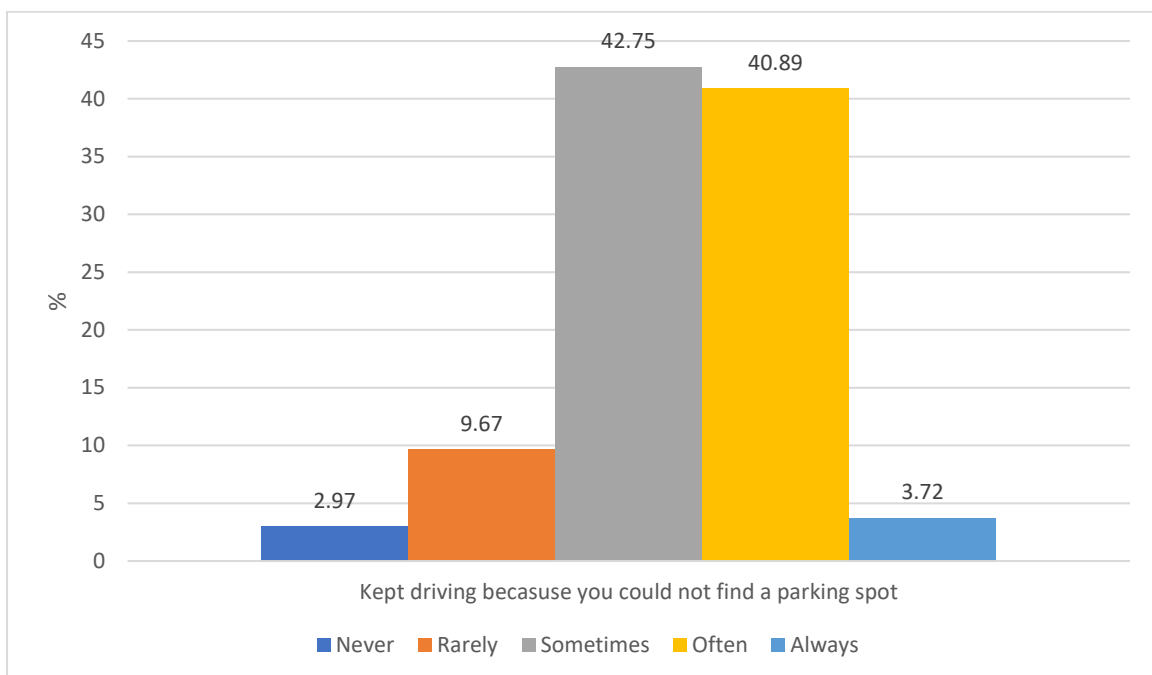


Figure 21: The availability of parking at HVRAs (Q2b Thinking about your use of HVRAs in the past 12 months, how often have you kept driving because you could not find a parking spot?)

Toilet facilities at HVRAs

The vast majority of drivers surveyed rated the quality of HVRAs as poor (42.11%) or very poor (31.58%). Only 11.16% of drivers rated the quality of HVRAs as good or very good. A majority of drivers reported often (51.30%) or always (8.92%) needing to use a bathroom when only inadequate toilet facilities were available.

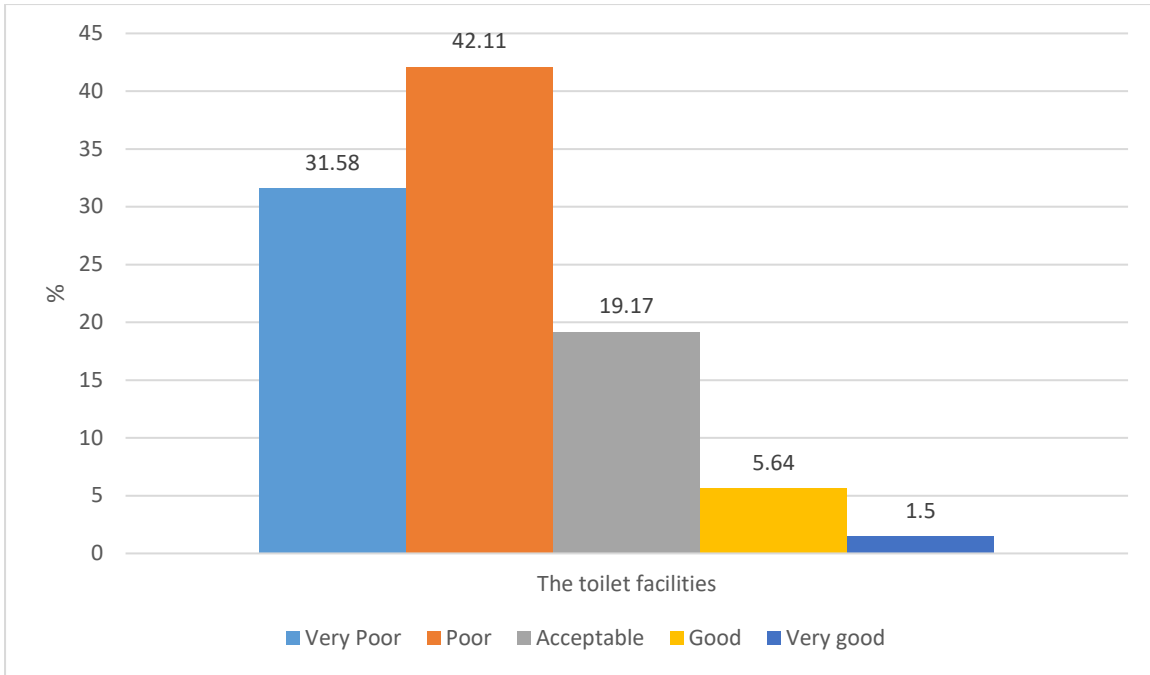


Figure 22: Attitudes of heavy vehicle drivers towards toilet facilities at HVRAs (Q1 Thinking about the heavy vehicle rest areas you use while working, how would you rate the quality of the toilet facilities?)

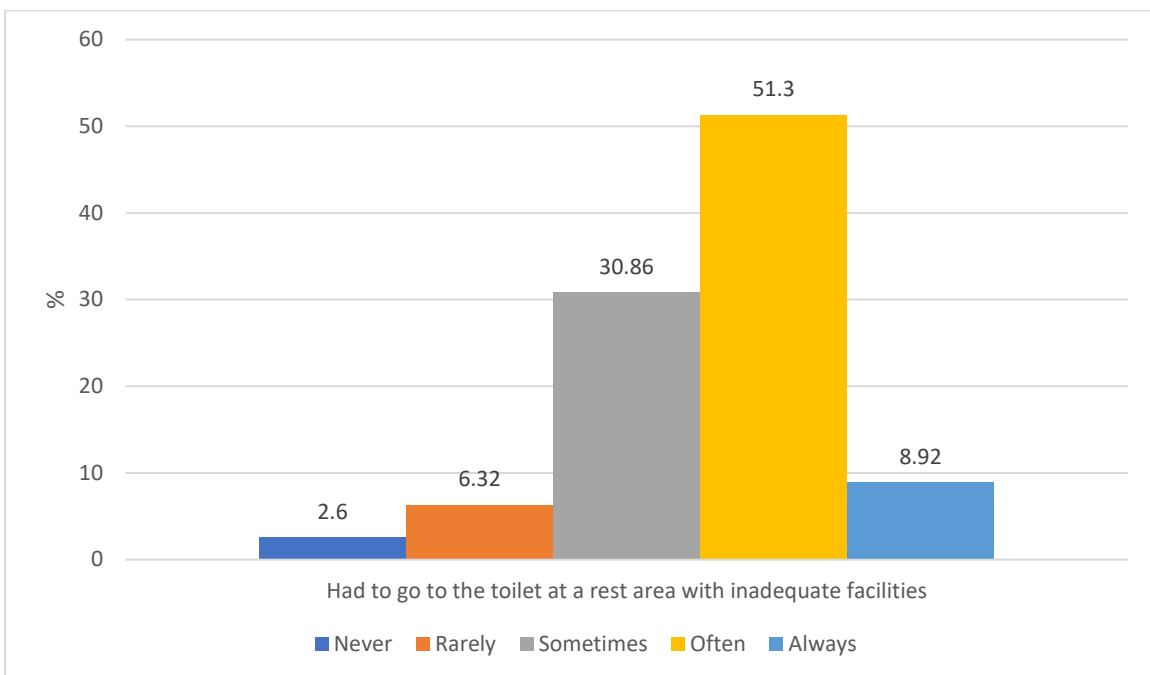


Figure 23: Inadequate toilet facilities at HVRAs (Q2c Thinking about your use of HVRAs in the past 12 months, how often have you had to go to the toilet at a rest area with inadequate facilities?)

Some drivers noted they often tried to avoid using the toilet facilities altogether because of their condition.

“There is nowhere you want to use a toilet”

“I have even had men say to me I am glad I am a bloke I don’t have to touch anything”

“You are always trying to get to a Service Centre before you have to take your next rest break because they are the only clean places around, if I have to have a rest break in the rest areas along the road, I usually just try and hold on until I can get to decent facilities.”

A majority of drivers surveyed reported always (15.99%) or often (44.61%) being unable to wash their hands after going to the toilet at a HVRA. Only 6.69% of drivers reported always being able to wash their hands.

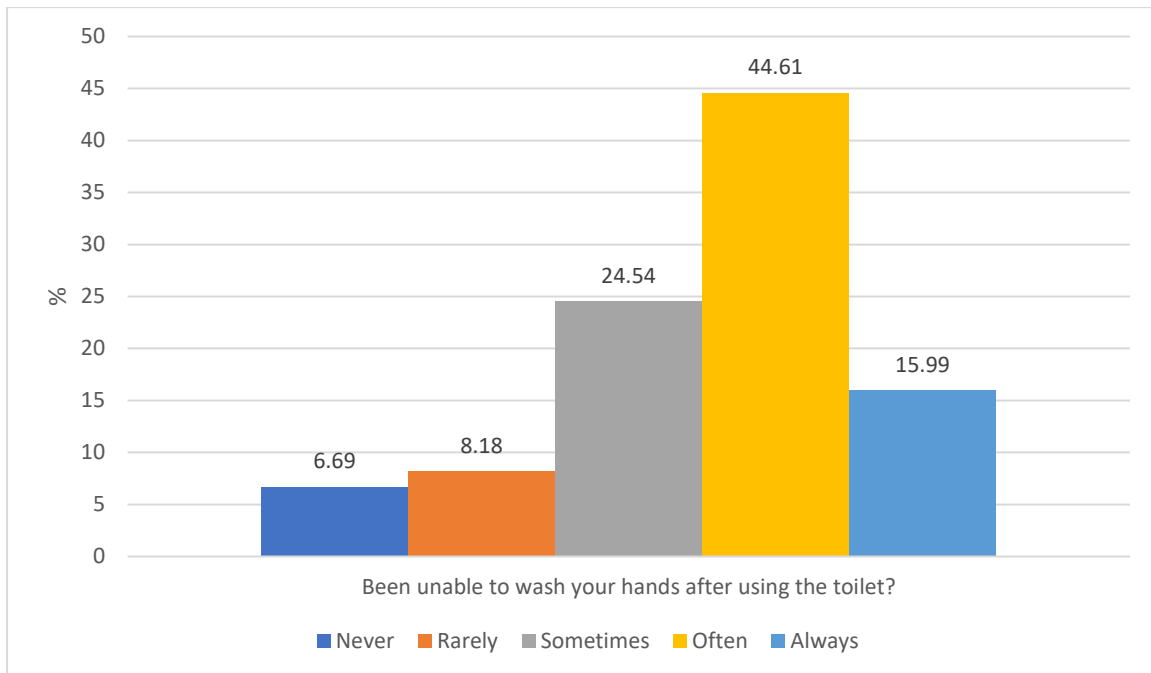


Figure 24: Inadequate hand washing facilities at HVRA (Q2d Thinking about your use of HVRA in the past 12 months, how often have you been unable to wash your hands after using the toilet?)

“Sometimes I have to go on the side of the road”

“I won’t go into the toilet area to pee as there are usually nowhere to wash hands. I usually find a tree do I don’t have to touch anything other than myself.”

“As a female driver unable to go to toilet due to no parking and toilets bring locked”

Rubbish bins

44.15% of heavy vehicle drivers reported they sometimes had nowhere to leave their rubbish, and 35.10% reported they often or always had nowhere to leave rubbish.

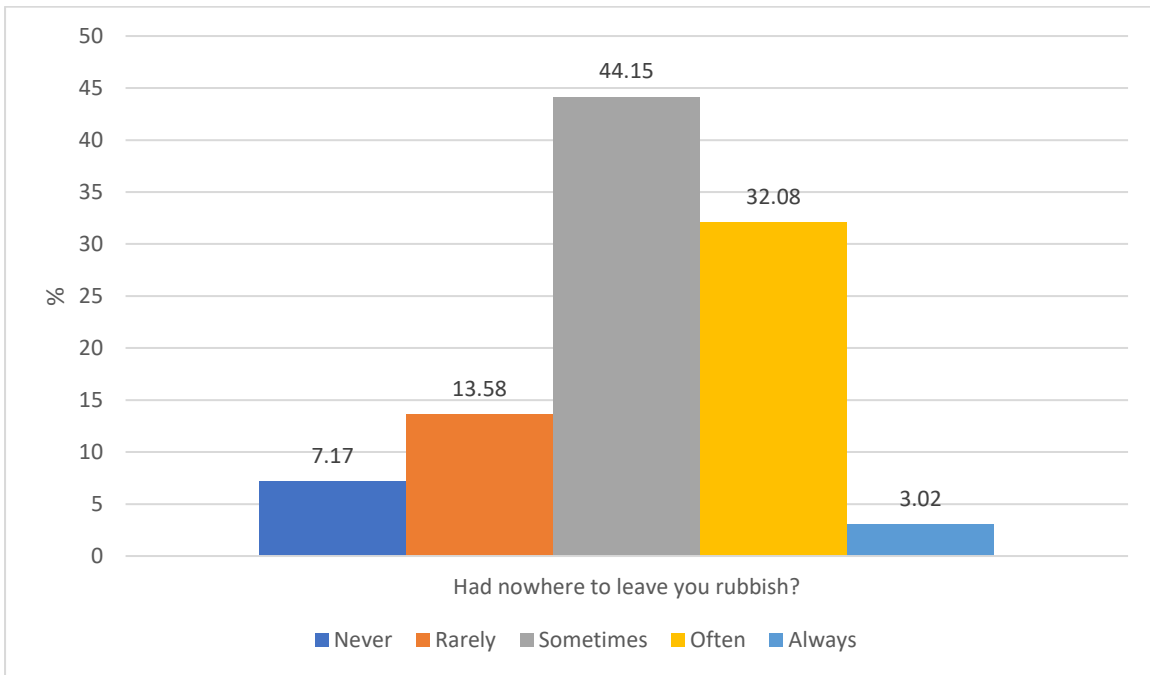


Figure 25: Rubbish at HVRAs. (Q2e Thinking about your use of HVRAs in the past 12 months, how often have you had nowhere to leave your rubbish?)

Drinking Water

Almost half (40.67%) of drivers reported being unable to access drinking water at HVRAs at any point in the last 12 months. 36.57% of drivers reported being unable to do so often.

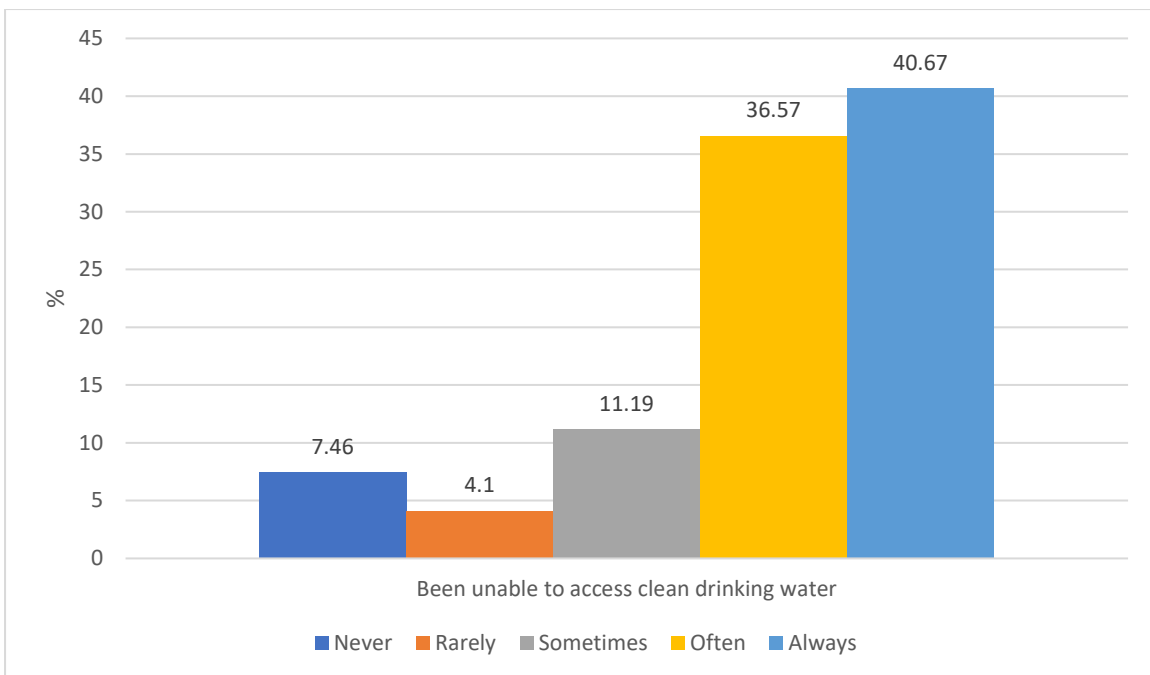


Figure 26: Q2h Thinking about your use of HVRAs in the past 12 months, how often have you been unable to access drinking water?

Signage

HVRA users expressed a desire for signage to be improved. They accepted a number of HVRA had adequate signage on approach, but there is a lack of identification signs within HVRA that clearly communicate which HVRA the driver is in. Workers regulated by the Heavy Vehicle National Law suggested that this makes the use of fatigue management log books more difficult, and that the name of the HVRA should be clearly stated for all rest areas.

The Need for a HVRA Strategy

Discussion of Results

The results of the research presented herein suggest that the conditions of HVRAs in NSW are inadequate and having a significant impact on the ability for workers to rest well and drive safely.

A qualitative synthesis of the data suggests three categories of HVRA – poor, fair and good (Table 5). These categories are not exclusive, and a HVRA may have good toilet facilities, but poor access (for example). The HVRA inspected often had more than one feature in the same category – for example an area that has a particularly poor facility or safety feature was likely to have other facilities and safety features in that category.

Table 5: Types of HVRA based on the condition of their features and facilities

Feature	HVRA Type 1 – Poor	HVRA Type 2 – Fair	HVRA Type 3 - Good
Access	<p>No signs on approach or within the HVRA.</p> <p>Difficulty for heavy vehicles to enter / navigate the HVRA.</p> <p>Usually requires resealing or road maintenance.</p>	<p>Some signage used but often unclear which HVRA you are using.</p> <p>Heavy vehicles can navigate the area but may be poorly planned.</p>	<p>HVRA well signposted on approach and the name of the area is clearly stated.</p> <p>Well planned and easy to navigate.</p>
Parking	<p>No suitable parking, or suitable parking unavailable or taken by light vehicles.</p> <p>No separation of vehicle types.</p>	<p>Suitable parking available.</p> <p>Parking places often taken by light vehicles.</p> <p>Separation of vehicles may exist but is not followed.</p>	<p>Suitable parking available.</p> <p>Light vehicles separated from heavy vehicles.</p> <p>Noisy heavy vehicles separated from other vehicles.</p>
Toilet facilities	<p>None.</p> <p>Often faeces, urine and toilet paper around the</p>	<p>Poorly maintained bathroom.</p>	<p>Well maintained bathroom.</p> <p>Usually clean with access to soap,</p>

	perimeter of the HVRA.	Often unclean, lacking soap, water and sanitary bins. Sometimes faeces, urine and toilet paper around the perimeter of the HVRA.	water and sanitary bins.
Cleanliness	No rubbish bins. Often rubbish left around the HVRA. Discarded waste (food, syringes, faeces, toilet paper) common. Often smells of urine.	Rubbish bins available, but full or poorly maintained. Discarded waste (food, syringes, faeces, toilet paper) common.	Rubbish bins available and well maintained. Some waste discarded.

There is currently an unacceptably high number of poor HVRAs, that do not allow workers to rest well. The priority for policy makers should be to ensure that workers are able to use the HVRA network effectively and provide for as many good HVRAs as possible.

Our findings suggest that workers are intentionally avoiding certain HVRAs because their facilities are so poor, and driving for longer periods than they otherwise would if the facilities were better, putting their health and safety at unnecessary risk. We also found that workers often refused to use poorly maintained facilities, such as bathrooms, where they are provided but the conditions are unacceptably poor.

We did not consider the Austroads classification of HVRAs in our assessment of the key safety features and amenities. This is primarily because RMS does not make these classifications available, and there is no way for a worker to determine what category of HVRA an area belongs to using the HVRA Map.

While we appreciate the need for a varied supply of rest facilities across the state, there is an obvious problem with how RMS communicates information about the HVRA network to workers to assist them in their trip planning. RMS and Austroads do not have a plan to resolve this issue.

Drivers noted a dissatisfaction with the RMS HVRA Map, the only tool currently available to assist workers plan which HVRA to use. Specifically, workers suggested that it lists a number of rest areas as HVRAs that are not suitable for heavy vehicles, and refers to individual HVRA using a name that is often not used anywhere else, making it difficult to identify whether you are in the correct location.

“Using the RMS online directory is hazardous. They list a lot of rest areas as being suitable for heavy vehicles but they are only suitable for cars.”

The HVRA Map provides minimal categorical detail about the facilities within the rest area. For example, a label is applied for “shelter”, without specifying whether this concerns shelter over the driver’s truck or the BBQ area, and for “heavy vehicle access”, without specifying whether the parking spaces are separated from light vehicles. There is also a disconnect between the categories of HVRA’s noted by Austroads and how drivers use HVRA’s. A driver has no way of knowing whether a rest area will be category 1 or informal until they arrive at the location, making it incredibly difficult for them to effectively manage their fatigue and rest well at these locations. This is particularly evident when considering the distribution of toilet facilities among the different HVRA classifications. Austroads suggests that RMS must only provide toilets in class 1 HVRA’s. However, as described above, workers are resorting to defecating and urinating along the perimeter of the rest area when no appropriate facilities are available. It is unlikely they are able to seek a bathroom in a nearby town or keep driving to another rest area.

The HVRA Map should be a useful tool in assisting truck drivers plan their work and manage their fatigue, however it currently does not provide enough detail for this to be the case.

Also of concern to drivers is the widespread use of HVRA’s by light vehicles. Heavy vehicle drivers believe that the use of heavy vehicle parking places, often by caravans or other holiday-goers, makes it more difficult for them to find a place to rest well.

Most rest areas are open to members of the public who travel long distances for recreational purposes and need to rest. The concept of shared light and heavy vehicle rest areas should not be an issue for truck drivers. If rest areas are correctly designed, adequately maintained, and parking spaces are sufficient, recreational and work-related drivers should be able to comfortably co-exist.

The issue occurs when recreational vehicles are using the areas inappropriately, staying for long periods of time and parking in the spaces designated for heavy vehicles. This is most obvious in less developed and smaller rest areas, which do not have a large and well-defined separation of vehicle types.

When a rest area is full of recreational vehicles truck drivers must continue driving to the next available rest area, risking the safety of themselves and others on the road. Alternatively, recreational vehicles have access to other places of rest, including accommodation in highway-adjacent towns.

In response to this, the NSW Government has introduced a Rest Area Parking Restriction Trial at two rest areas - in Yelgun and Arrawarra¹⁴, on the Pacific Highway in Northern NSW.

The trial consists of:

- No parking in heavy vehicle spaces for vehicles under 12 tonnes
- Four-hour parking restrictions for light and recreational vehicles in general parking areas

A driver will be fined \$114 for breaching one of these rules.

No heavy vehicle driver should be unable to use a designated rest area because light vehicles are inappropriately using it. We eagerly await the results of this trial. If the trial is a success, the use of designated heavy vehicle rest areas by light vehicles should be banned wherever possible.

The HVRA Strategy

“Something needs to be done.”

The RMS should address the poor standard of HVRAs in NSW, and systematically manage the failings of the current network. We submit there is an urgent need for a revised HVRA framework to be finalised and published to ensure the safe management of HVRAs in NSW can be enforced. If no plan is put in place workers will continue to suffer and be unnecessarily put at greater risk while working

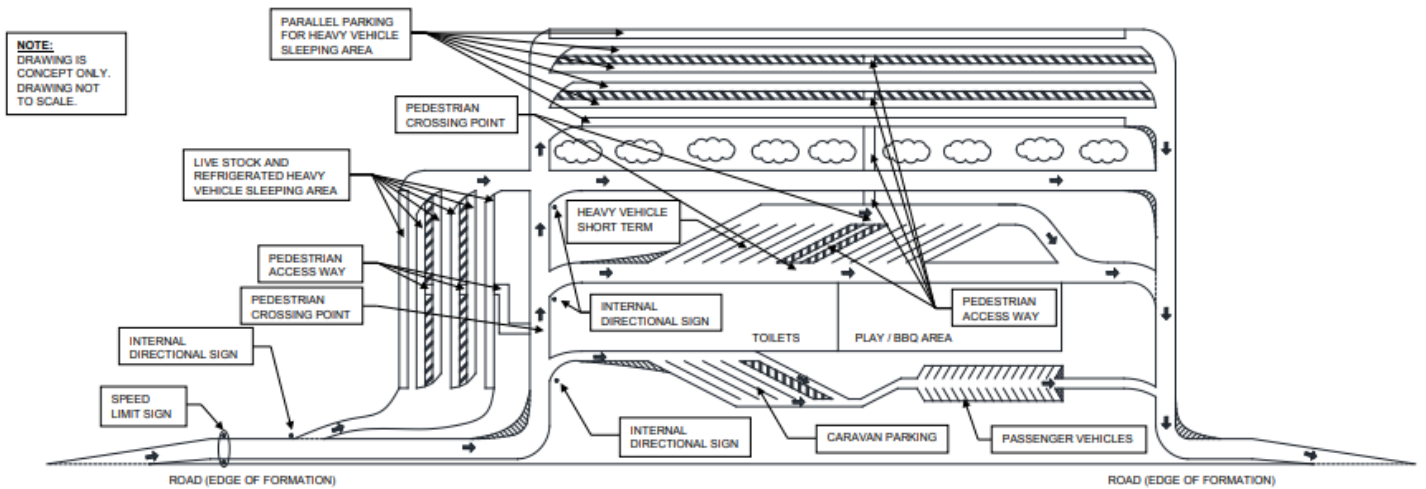
The HVRA should be completed in consultation with industry and address the following matters for the entire NSW HVRA network:

- The volume of traffic and the available number of rest opportunities
- The number of HVRAs, where they are located and their classification
- Opportunities for new HVRAs to be developed where gaps exist
- How HVRAs will be constructed and who will be responsible for their maintenance
- How HVRA opportunities are communicated to workers
- The use of HVRAs by light vehicles and holiday-goers

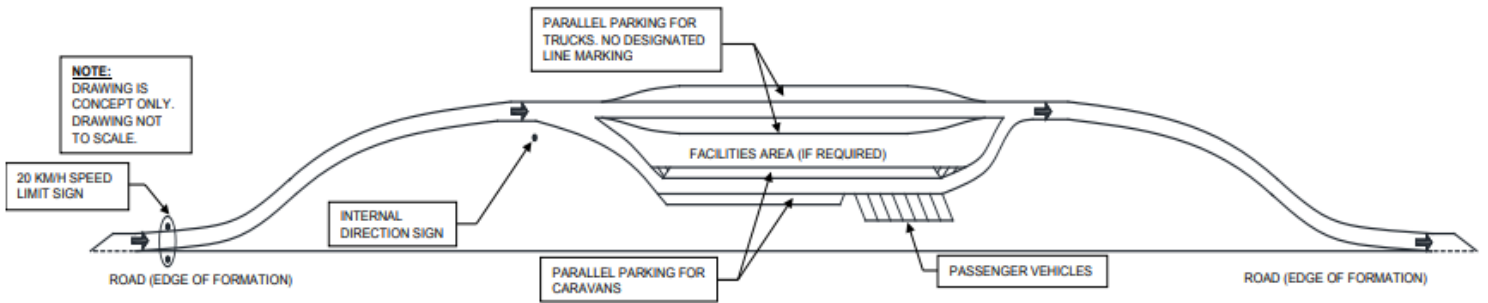
¹⁴ Roads and Maritime Services, ‘Rest area parking restriction trial, 28 February 2020, Accessed 28 April 2020, ‘<https://www.rms.nsw.gov.au/roads/using-roads/trip-information/rest-areas/rest-area-parking-restriction-trial.html>’

Appendix 1 – HVRA Layout Schematics

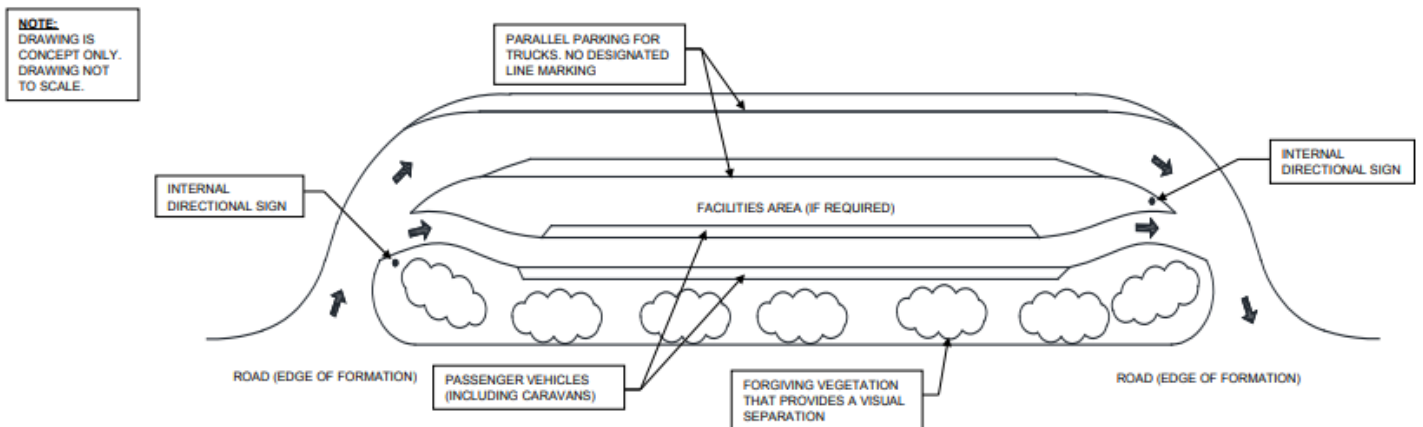
Class 1



Class 2

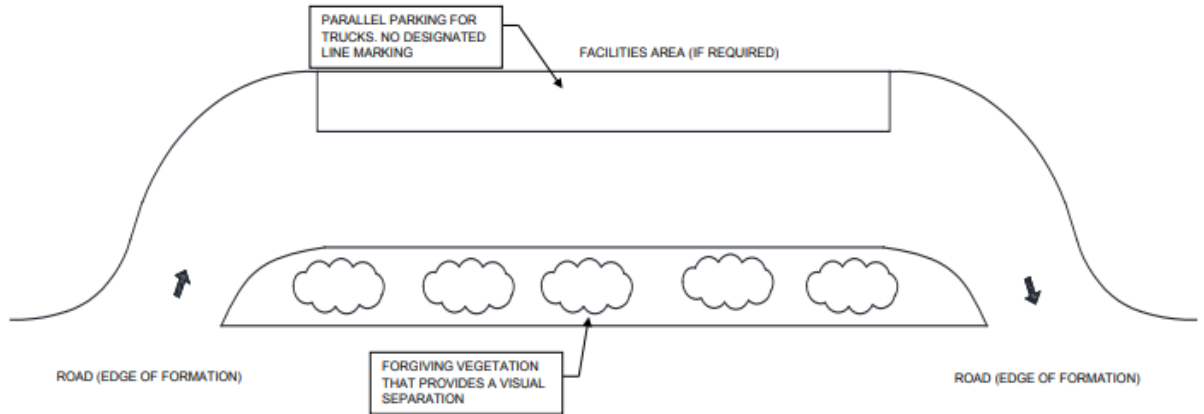


Class 3 and 4



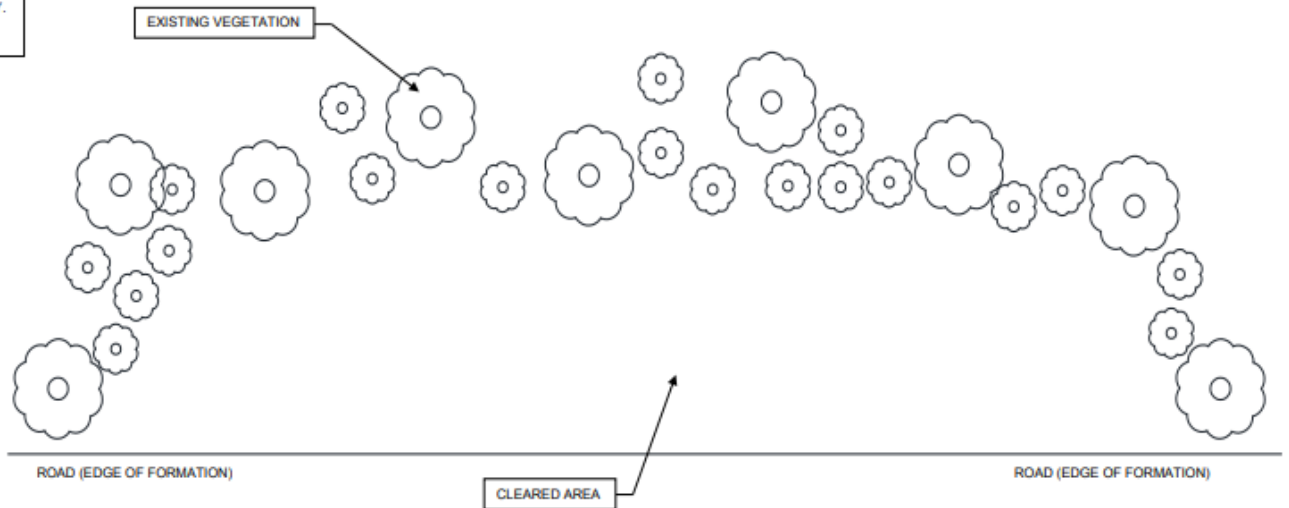
Class 5

NOTE:
DRAWING IS
CONCEPT ONLY.
DRAWING NOT
TO SCALE.



Informal HVRA

NOTE:
DRAWING IS
CONCEPT ONLY.
DRAWING NOT
TO SCALE.



Appendix 2 –TWU HVRA Inspection Checklist

Rest Area	Address	Date	Time
		/ / 2020	AM / PM

Questions	Y/N	Photo
KEY SAFETY FEATURES		
- Is there safe vehicle access to the area?		
- Is the parking area clean (incl. odors)?		
- Are there any trucks waiting for a free spot?		
- Are light vehicles separated from heavy vehicles?		
- Are there any light vehicles currently parked in heavy vehicle spots?		
- Do any caravans or cars have awnings, tents or personal equipment set up?		
- Are noisy trucks (eg. Refrigeration, livestock) separated from regular trucks?		
- Are long-term visitors separated from short term visitors?		
- Is traffic flowing in only one direction?		
- Do the truck cabins face away from the highway when parked for rest?		
- Is there any security (staff, CCTV cameras etc) in the area?		
- Is there a safe system for pedestrians / walking around the area?		
- Was there adequate signage on approach and within the HVRA?		
- Are parking spaces well defined and line markings visible?		
Other comments:		

AMENITIES (WHERE APPLICABLE)		
- Are pavements sealed?		
- Are tables/benches well maintained?		
- Is there shade or shelter over the rest area (and the truck cabins)?		
- Are the rubbish bins well maintained?		
- Is the lighting adequate (without shining into the truck cabin)?		
- Are the toilets well maintained? (toilet paper, sanitary bin, soap, water etc)		
- Is there drinking water available?		
- Is there a visitor information board?		
Other comments:		

How many surveys collected (if any):
Any other comments

Appendix 3 – TWU HVRA Survey



Transport Workers' Union of NSW

Richard Olsen State Secretary | P: 1800 729 909 | F: 02 8610 8099 | E: info@twunsw.org.au | W: www.twunsw.org.au

ABN: 77 710 588 395

1. Thinking about the heavy vehicle rest areas you use while working, how would you rate the quality of the following:

	Very Poor	Poor	Acceptable	Good	Very Good
The toilet facilities					
The rest area as whole					

2. Thinking about your use of heavy vehicle rest areas in the past 12 months, how often have you:

	Never	Rarely	Sometimes	Often	Always
Seen cars or caravans parked in truck parking spots?					
Kept driving because you could not find a parking spot?					
Had to go to the toilet at a rest area with inadequate facilities?					
Been unable to wash your hands after using the toilet?					
Had nowhere to leave your rubbish?					
Been unable to rest well because of loud sounds?					
Been unable to rest well because of bright lights?					
Been unable to access drinking water?					

3. Do you think there are currently enough heavy vehicle rest areas in NSW? [YES / NO]
4. Are there any rest stops do you believe are particularly bad, and require immediate attention or renovation? Can you list them?
5. Are there any rest stops do you believe are particularly good? Can you list them?

Optional:

Name:		Mobile:	
Age:		TWU Member?	Y / N
Gender:	M / F / Other		

AUSTRALIA'S STRONGEST UNION, GIVING TRANSPORT WORKERS A POWERFUL VOICE SINCE 1888

MINCHINBURY
22 John Hines Avenue,
Minchinbury NSW 2770
PO Box 54 Mount Druitt, NSW 2770
P: 1800 729 909 F: 02 8610 8099

NEWCASTLE
5 Canavan Drive,
Beresfield NSW 2322
P: 02 4969 3900
F: 02 4962 2614

WOLLONGONG
59 Princes Highway,
West Wollongong NSW 2500
P: 02 4229 1753
F: 02 4228 5129

Rest Area	Address	Date	Time	1.1	1.2	1.3	1.4	1.5	1.6	1.7	1.8	1.9	1.10	1.11	1.12	1.13	1.14	Comments	2.1	2.2	2.3	2.4	2.5	2.6	2.7	2.8	Comments	
Hawkesbury Rest Area NB	SYDNEY-NEWCASTLE FREEWAY, MOONEY MOONEY	9-Jun-20	9:30 AM	Y	Y	N	N	Y	N	N	N	Y	N	Y	Y	Y	N		Y	Y	Y	Y	Y	N	N	N	Cars park here all the time	
Wyong Service Centre N/B	WYONG RACIFIC HIGHWAY, RAYMOND	9-Jun-20	11:00 AM	Y	Y	N	Y	Y	N	Y	Y	Y	Y	Y	Y	Y	N		Y	Y	Y	Y	Y	Y	Y	Y		
Twelve Mile Creek Rest Area	TERRACE PACIFIC HIGHWAY, KARUAH /	9-Jun-20	12:30 PM	Y	Y	N	Y	Y	N	N	N	Y	N	N	N	Y	Y		Y	Y	Y	Y	Y	N	N	N		
Station Creek Rest Area	NORTH ARM COVE	9-Jun-20	1:15 PM	Y	Y	N	N	Y	N	N	N	Y	Y	N	Y	N	N		Y	Y	Y	Y	Y	N	N	N	No soap	
Nerong Waterholes Rest Area	RPACIFIC HIGHWAY, NERONG	9-Jun-20	1:20 PM	Y	Y	N	Y	N	N	Y	Y	Y	Y	N	Y	Y	Y		Y	Y	Y	Y	Y	N	N	N	Tap broken in two cubicals, no soap	
Wang Wauk	PACIFIC HIGHWAY, COOLONGLOOK	9-Jun-20	2:30 PM	N	N	N	N	N	N	N	N	Y	N	N	Y	N	N		Y	Y	Y	Y	Y	N	N	N	No room for trucks in shade area, no soap, no drinking water	
Four Mile Hill Rest Area	PACIFIC HIGHWAY, PURFLEET PACIFIC HIGHWAY,	9-Jun-20	3:30 PM	Y	Y	N	Y	N	N	Y	Y	Y	Y	N	Y	Y	Y		Y	Y	Y	Y	Y	N	N	N	No soap, no drinking water, toilet paper on floor	
Barry's Creek Northbound	COOPERBUNG	10-Jun-20	8:25 AM	Y	Y	N	Y	N	N	Y	Y	Y	Y	N	Y	Y	Y		Y	Y	Y	Y	Y	N	Y	Y	No soap	
Kempsey South Service Centre	Pacific Highway, South Kempsey	10-Jun-20	9:00 AM	Y	Y	N	Y	N	N	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	No shade over truck cabins, very well maintained service centre	
Clybucca Northbound	Pacific Highway Collombatti	10-Jun-20	10:00 AM	Y	Y	N	Y	N	N	Y	Y	Y	Y	N	Y	Y	Y		Y	Y	Y	Y	Y	N	Y	Y	No soap no drinking water	
Nambucca Heads Service Centre	Pacific Highway, Newee Creek	10-Jun-20	10:50 AM	Y	Y	N	Y	N	N	N	Y	Y	N	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	No shade over truck cabins, service centre well maintained	
South Coffs Harbour Service Centre	PACIFIC HIGHWAY, COFFS HARBOUR	10-Jun-20	11:40 AM	Y	Y	N	Y	N	N	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	No soap, some dryers not working	
Arrawarra	Pacific Highway, Woolgoolga	10-Jun-20	12:40 PM	Y	Y	N	Y	N	Y	N	Y	Y	Y	N	Y	Y	Y		Y	Y	Y	Y	Y	N	N	N	No soap, hand dryers not working	
Johnson	WATERFALL WAY, DORRIGO	11-Jun-20	9:25 AM																									Not suitable for trucks, very small, backpackers
Snowy Range	WATERFALL WAY, EBOR	11-Jun-20	11:20 AM	Y	Y	N	N	N	N	N	N	N	Y	N	N	N	N		N	N	N	Y	N	N	N	N	N	No toilets, gravel, no water, first rest area since Beligan
Truck Driver Memorial - Tamworth	NEW ENGLAND HIGHWAY, TAMWORTH	10-Jun-20	2:50 PM	Y	N	N	N	N	N	N	N	N	Y	N	Y	N	N		N	N	N	Y	N	Y	Y	Y	Y	bbq AREA SHOCKING, DIRTY TABLES, HAS SOAP DESPENSERS
Service Centre	Wallabadaa	12-Jun-20	8:30 AM	Y	Y	N	N	N	N	N	N	N	Y	Y	N	Y	N		N	N	N	Y	N	Y	Y	Y	Y	Toilets very clean photos taken
Rixs Creek	NEW ENGLAND HIGHWAY, SINGLETON	12-Jun-20	11:00 AM	Y	Y	N	Y	Y	N	N	Y	Y	Y	N	Y	Y	Y		Y	Y	Y	Y	Y	N	N	N	Taps not working in cubical, no soap	

Rest Area	Address	Date	Time
		/ / 2020	AM / PM

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- Is there drinking water available?		
- Is there a visitor information board?		

Other comments:

How many surveys collected (if any):

Any other comments