Submission No 23

INQUIRY INTO PRESSURES ON HEAVY VEHICLE DRIVERS AND THEIR IMPACT IN NEW SOUTH WALES

Organisation: Transport for NSW and the National Heavy Vehicle Regulator

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Transport for NSW and the National Heavy Vehicle Regulator

Inquiry into the pressures on heavy vehicle drivers and their impact in NSW

Contents

Executive Summary

The people of NSW and its economy rely on the safe, productive and sustainable movement of goods. Freight delivers around $66 billion to the NSW economy each year, and this is expected to grow by 34 per cent across NSW by 2061.

The NSW Government and the National Heavy Vehicle Regulator (NHVR) are committed to working with the freight industry to ensure it can meet the growing freight task and support the people of NSW.

In NSW, the movement of road freight is undertaken on a shared transport network where the movement of freight and the movement of people compete for space. The role of heavy vehicles in moving freight across NSW is substantial, with the road network carrying about 60 per cent of the total freight movements (80 per cent in Greater Sydney).

Fatigue is one of the top three behavioural factors for heavy vehicles involved in serious crashes on NSW roads. Fatigue impairs drivers, slowing reactions, reducing concentration and can cause fatal microsleeps. Some studies show fatigue is involved in one-eighth of Australian heavy vehicle crashes. As at 31 July 2023, 45 people in NSW have lost their lives from crashes involving a heavy vehicle (of 45 fatalities this year, 10 were from a single crash).

It is also important to note that recent research data from the National Transport Accident Research Centre shows that approximately 70 per cent of serious incidents involving both heavy and light vehicles are the fault of the light vehicle driver. Therefore it is essential that government safety initiatives address both the safety behaviours of heavy and light vehicle drivers.

Heavy vehicle drivers often undertake long hours of travel and the truck, the road and accessible rest areas are their workplace. To assist drivers to better manage their fatigue, improve road safety and comply with regulations for hours of operation, heavy vehicle rest areas are a critical part of the transport system.

The NSW population is expected to grow by over 85,000 people each year until 2041 (about 6.1 million in Greater Sydney), which will have flow-on effects to the NSW freight task, with the demand for heavy vehicles and drivers increasing. Under the 2026 Road Safety Action Plan and the NSW Freight and Ports Plan, Transport for NSW is working with governments, the NHVR and industry to use various strategies including technology to cut red tape, provide better access, and make the transport network safer for everyone. The 2026 Road Safety Action Plan includes an aspirational target of zero fatalities and serious injuries on our roads by 2050.

This submission summarises actions by Government to support heavy vehicle drivers:

- **Training requirements for drivers and operators:** Transport for NSW is responsible for driver training and licensing, and vehicle registration under the *Road Transport Act 2013.* The HVNL regulates heavy vehicles for: vehicle standards; fatigue management; mass, dimension, loading; road access; and safety duties. Transport for NSW works closely with the NHVR who are responsible for administering the HVNL and delivery of the State's heavy vehicle registration inspection scheme on behalf of Transport. Transport maintains responsibility for the maintenance of infrastructure and assets in the State.

- **Regulatory and supply chain approach:** The NHVR adopts a risk-based and intelligence led approach to safety and compliance both on-road and along the supply chain. This approach is focused on a model of 'inform, educate, enforce' and ensures enforcement efforts are focused on the greatest safety risks.

- **Characteristics of the heavy vehicle industry:** The heavy vehicle industry is facing a shortage of skilled, job-ready drivers. Industry's feedback suggests this is impacting industry's ability to meet demand for freight and passenger movements and is expected to worsen. The driver shortage challenges were particularly evident during the recent COVID pandemic and the availability of goods in the grocery sector.

- **Initiatives to reduce over-height truck incidents:** Over-height incidents at tunnels in Sydney cause significant disruption to the network. The Government has established the Over Height Truck Taskforce to identify and work to address the causes of over-height truck incidents in NSW.

- **Approach to rest areas and fatigue management:** There are over 1350 heavy vehicle rest stop locations across NSW which are either classified as formal or informal, and are managed by different road managers. These sites are often the only opportunity for heavy vehicle drivers to stop and rest due to the access restrictions on heavy vehicles entering the NSW road network. This is in comparison to other road users who can access and use any public road and therefore have other opportunities to take breaks. Transport for NSW is working to improve heavy vehicle rest-stopping opportunities across the State Road network. The HVNL sets out requirements to support heavy vehicle drivers and operators to manage the risks of driver fatigue.

- **New technologies to support drivers and industry:** New technologies offer the potential to support improved safety, sustainability, and productivity of the heavy vehicle sector. Safety technologies include Advanced Driver Assistance Systems, automated emergency braking, lane assist systems, external vehicle detection, camera systems, and other supporting systems. There is also an increasing focus on supporting industry to adopt the use of rapidly emerging fatigue safety technologies.

- **Education for light vehicle drivers:** The NHVR is undertaking major safety campaigns across NSW and the rest of the country to address the interactions between heavy vehicle and light vehicle drivers. The campaign seeks to reduce the serious incidents that are caused by light vehicle drivers. The campaign is educational and provides information on how to drive safely around heavy vehicles, with a particular focus on young drivers.

Current regulatory and training requirements for drivers and operators

Heavy Vehicle National Law (HVNL) and the National Heavy Vehicle Regulator (NHVR)

Heavy vehicle operators are permitted to operate on the network under the HVNL, which provides a single national system of laws for heavy vehicles over 4.5 tonnes. The object of this Law is to facilitate and regulate the use of heavy vehicles on roads in a way that (a) promotes public safety; (b) manages the impact of heavy vehicles on the environment, road infrastructure and public amenity; (c) promotes industry productivity and efficiency in the road transport of goods and passengers by heavy vehicles; and (d) encourages and promotes productive, efficient, innovative and safe business practices.

The NHVR is responsible for administering the HVNL and has transitioned regulatory services from all participating states to the Regulator, with Queensland transition to be finalised in 2024.

Transport transitioned its services on 1 August 2022, , including staff, to the NHVR. This includes the Heavy Vehicle Inspection Scheme (HVIS), which the NHVR now delivers on behalf of Transport under a Memorandum of Understanding (MoU). This also involved the transition of an entire suite of IT applications used to regulate the heavy vehicle industry, completed in May 2023.

Transport continues to work closely with the NHVR and other jurisdictions to implement a National Regulatory Model for Heavy Vehicles and supporting assurance framework that ensures minimum safety and compliance standards are maintained in all states and territories.

HVNL as it relates to over-height vehicles

In NSW, any heavy vehicle with a height over 4.3 metres must comply with restricted travel conditions and use an approved road network.

Any heavy vehicle that exceeds the overall dimensions or mass limits as permitted under the HVNL may operate on the network as a restricted access vehicle. This is enabled through HVNL permits and notices. There are both national and state-based notices.

Where a notice or permit relates to mass, dimension or loading limits, the law requires the Road Manager for the road in question to consent to access. The NHVR will then grant the access with the mass, dimension or loading concession so long as it has assessed the concession and concluded it to be safe.

Notices generally apply to a class of operators and are reviewed for renewal every five years as standard. Notices provide a legally enforceable network, which means the vehicles that are eligible to travel under the Notice can access the identified network without permit.

Permits generally apply to an individual operator and can be issued for up to three years, while other high-risk permits may only give exemption for one month. Operators are required to be aware of the conditions that permit their access, which includes the networks they can operate on.

Notices provide access through either a static map or through a list of networks or exemptions to networks. Depending on the freight task, the volume of information an operator must understand is extensive at times.

The demand for access by more innovative, safer and productive heavy vehicles to move the growing freight task increases annually, whereas the road network and assets used to transport freight is finite.

HVNL as it relates to fatigue management

The HVNL contains provisions related to fatigue management. Under the legislation, the core duty of a driver is that they must not drive a fatigue-regulated heavy vehicle on a road while impaired by fatigue. The NHVR is responsible for the administration and compliance of the HVNL. This includes regulated fatigue-related requirements such as counting time, electronic work diary, record-keeping, training in fatigue risk management, and work and rest conditions.

The regulation of driving hours as well as mechanisms to mitigate the risks of fatigue, including enforceable rest periods and the use of fatigue-detection technologies, are critical to ensure safety outcomes. Given the well-documented effects of driver fatigue, and the disproportionate impact of heavy vehicle crashes on the NSW road network, Transport continues to encourage cooperation with the National Transport Commission, NHVR and industry to improve overall safety outcomes for all road users.

Fatigue-regulated vehicles are defined as a vehicle or vehicle combination weighing more than 12 tonnes, or a bus of more than 4.5 tonnes, fitted to carry more than 12 adults including the driver. The requirements for fatigue-related heavy vehicles are laid out in schedules 1 to 4 of the Heavy Vehicle (Fatigue Management) National Regulation (NSW) (2013 SI 245a).

To assist drivers and operators of heavy vehicles to manage risks associated with driver fatigue, the HVNL sets out four key requirements:

- Drivers must not drive a fatigue-regulated heavy vehicle on a road while impaired by fatigue. Other parties in the Chain of Responsibility (CoR) must ensure they prevent a driver from doing this.
- Drivers must work within set limits and have minimum rest requirements. Other parties must not ask or allow drivers to exceed these limits.
- Drivers (or in some cases a driver's record keeper) must make an accurate and complete record of their work and rest time in either a National Driver Work Diary or, if driving within an area with a radius of 100 kilometres of the driver's base, alternative work records.
- Drivers must provide their work and rest records to their record keeper within set timeframes. A record keeper must retain these records for three years.

Training requirements for heavy vehicle drivers

Heavy Vehicle Licensing

There are two pathways to obtain a heavy vehicle licence except for the Multi Combination (MC) class. Both pathways start with a Heavy Vehicle Knowledge test for the desired class of licence. Once this test is successfully completed, an applicant can either:

1. Complete the Heavy Vehicle Competency Based Assessment (HVCBA). A MC class licence must be completed via the HVCBA. Further information on the HVCBA is included below.
2. Take a heavy vehicle driving test with a Service NSW officer in areas where the HVCBA is not available, for example, some regional locations.

The knowledge test assesses knowledge of the road rules, including those that relate only to heavy vehicles. A person must pass the test before they can get a HVCBA Learner's

Logbook and enroll in the HVCBA program. The knowledge test pass is valid for 36 months. The knowledge test includes questions relevant to vehicle height road rules.

Heavy Vehicle Competency Based Assessment

The HVCBA has a training and assessment element called the Final Competency Assessment (FCA). 15 criteria are assessed as part of the HVCBA, noting that Criteria 14 is only relevant to a Heavy Combination (HC) or MC class of licence.

The scheme is delivered using accredited Registered Training Organisations and assessors. As at July 2023, 17 RTOs and 335 assessors deliver the HVCBA. 25,773 heavy vehicle licence assessments were carried out in the 2022-23 financial year.

Considering the over-height incidents in NSW, Transport is reviewing the training and assessment parts of the HVBCA to ensure that pre-trial checks such as vehicle height are appropriately addressed.

Review of the Heavy Vehicle National Law

A review of the HVNL commenced in 2018 aiming to deliver a modern, simplified and outcome-focused law regulating the use of heavy vehicles. The HVNL reforms continue and have included extensive stakeholder consultation by the National Transport Commission (NTC). Industry concerns with the current HVNL include the complex, highly prescriptive and administrative nature of fatigue management requirements and the efficiency and transparency of access decision-making processes.

In June 2023, Transport Ministers agreed to the recommendations of the HVNL high-level regulatory framework Decision Regulation Impact Statement (DRIS). The DRIS sets the foundations for the future HVNL and contains 14 recommendations that aim to improve safety and productivity while streamlining governance and administration.

The NTC is now working closely with jurisdictions and industry groups on a further Consultation Regulation Impact Statement (CRIS) which is expected to be released for public comment in October 2023. The upcoming CRIS will investigate policy issues in greater detail and will consider options for access and fatigue management.

The upcoming CRIS is expected to consider options to review general mass limits, vehicle dimensions for general access, driver fatigue management requirements, and record-keeping requirements. Support for these proposals will be considered in the context of the safety and productivity impacts.

Some issues of concern to industry are not related to the law itself but the implementation of systems and processes and broader road reform. Many of industry's concerns with how heavy vehicle access is regulated are largely a matter of operational and system deficiencies as opposed to problems inherent in the law. To resolve these issues, a significant package of non-legislative reforms is being progressed under the guidance of the Heavy Vehicle National Law Reform Implementation Steering Committee. Public documents are available on the Australian Government's Department of Infrastructure, Transport, Regional Development, Communication and the Arts website and include:

- Heavy Vehicle National Law High-Level Regulatory Framework D-RIS
- Heavy Vehicle National Law Reform Implementation – Non-legislative Agency leads (non-legislative reform package)

National Heavy Vehicle Competency Framework review

Austroads has undertaken a Review of the National Heavy Vehicle Competency Framework (NHVDCF)[1] which informs the NSW Heavy Vehicle Competency Based Assessment. The review sought to improve the quality of driver training and assessment to better ensure safe and competent heavy vehicle drivers.

Following a research and engagement program, the review proposes changes to the NHVDCF in four key areas:

- Managing individual driver risk ensuring only drivers without serious driving offences are eligible to hold a heavy vehicle licence.
- Strengthening skill and knowledge making competency requirements specific to each licence class, setting minimum course length, and recognising the extra skill needed to drive the most complex vehicles.
- Embedding behind-the-wheel experience requiring minimum standards of time behind-the-wheel pre-licence and supervised driving sessions once drivers have a licence.
- Introducing experience-based progression options enabling those drivers who can demonstrate driving and work experience to progress to higher licence classes more rapidly.

Following public consultation on a Consultation Regulation Impact Statement (C-RIS), Austroads is working to finalise the review for consideration by Ministers at the Infrastructure and Transport Ministers meeting.

If Ministers agree to the reform package, jurisdictions, including NSW, will need to assess the viability of introducing the changes. If the changes are adopted, implementation is expected to take several years and require additional resources. Implementation would involve significant work including: amend training materials, assisting Registered Training Organisations transition to the revised scheme, legislation change to allow alternate pathways, and changes to the DRIVES (NSW licensing and registration system).

[1] https://austroads.com.au/drivers-and-vehicles/registration-and-licensing/heavy-vehicle-driver-competency-framework

Characteristics of the heavy vehicle industry

The heavy vehicle industry is facing a shortage of skilled, job-ready drivers. Contributing factors include an ageing workforce, the currently low unemployment rate, challenges attracting, training and retaining drivers, and growing demand for transport services. The shortage is already impacting the industry's ability to meet existing demand for both freight and passenger movements and, without targeted responses, the shortage of drivers is likely to worsen. Government and industry share concerns that this shortage may have long-term national impacts on supply-chains, productivity and safety, and both have a role in addressing the shortage.

Analysis of NSW heavy vehicle licencing over a 20-year period (2002 to 2022) shows an overall increase of 5.8 per cent in the number of heavy vehicle licence holders. The largest growth in heavy vehicle licence class is in Multi Combination (MC), which allows for B-doubles and road trains, and correlates with overall growth of these vehicle types.

Austroads found there are about three times as many heavy vehicle licence holders as there are powered heavy vehicles (Consultation RIS, National Heavy Vehicle Driver Competency Framework, Aug 2022), suggesting a large number of licence holders may not be 'professional' full-time heavy vehicle drivers.

The Australian Government's Labour Market Insights states the medium age of heavy vehicle drivers in Australia is 47, and the largest share are aged between 45 to 54. The highest proportion of drivers come from NSW.

Women made up about 9 per cent of NSW heavy vehicle licence holders in 2022, with minimal growth in female representation in the last 20 years. Industry feedback is that lack of amenities for heavy vehicle drivers is a significant barrier to attracting new drivers, particularly women. Structural barriers within organisations including working conditions, recruitment and promotional policies, and societal beliefs about male and female roles in the workforce, can also be a deterrent to women entering and staying within a workplace.

In April 2022, the National Skills Commission (NSC) released a paper titled 'Recruitment Difficulty for Truck Drivers', which found demand for truck drivers is strong. Since February 2020, online job ads for truck drivers have increased by 101 per cent, compared with 59 per cent for all occupations. Meanwhile, the number of people employed as truck drivers has not substantially increased despite the rising number of online job ads. Since February 2020, there has been a 1 per cent increase in the number of people employed as truck drivers, compared with a 2.9 per cent increase for all occupations. Given the higher-than-average surge in vacancies, these data suggest that employers have had trouble filling their vacancies.

The NSC's Survey of Employers who has recently advertised, show employers typically valued experience over qualifications, with more than 80 per cent of employers seeking experienced applicants and only half seeking licence qualified applicants (or only half seeking licensed applicants without experience).

Driver retention is a current issue for the industry. The NSC reported in its April 2022 snapshot Recruitment Difficulty for Truck Drivers that there is a high turnover for truck drivers. At the time of reporting (April 2022), for the financial year 2021-22, 69 per cent of employers who recruited for truck drivers were trying only to replace staff (as opposed to filling new positions). This is substantially higher than the 59 per cent for all occupations. In the previous financial year (2020-21), the share of truck driver recruitment that was only to replace staff was lower at 54 per cent and the same as for all occupations.

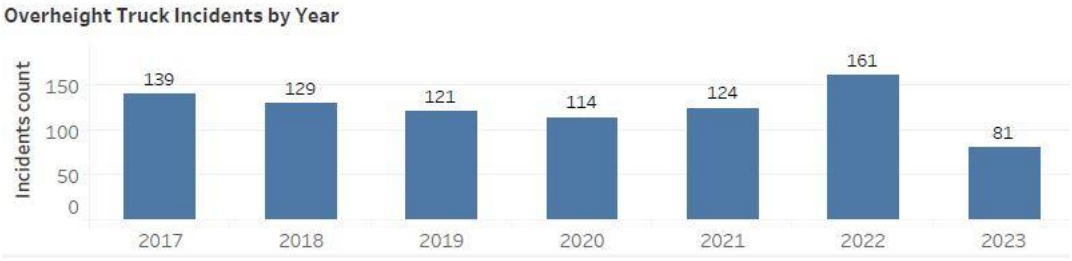
At the same time, the heavy vehicle fleet is increasing, modernising and the freight task is getting larger. This is increasing the demand for all licence classes of heavy vehicle drivers but particularly for heavy and multi combination licence holders.

Initiatives to reduce over-height vehicle incidents

The ongoing occurrence of over height vehicle incidents

Over-height vehicles that attempt to access tunnels with height restrictions can cause significant disruption to the road network and its users. The NSW Government recognises that most drivers and operators who are transporting freight are doing so safely, knowing their load heights, the clearance limits and properly planning their routes. However, over-height incidents at tunnels in Sydney has been a persistent problem.

Table 1-1. Over-height vehicle incidents



*2023 data as at 20 August 2023

This issue is less prominent in other jurisdictions which generally have taller tunnels.

Government's response to over height incidents

In June 2023, the NSW Government established the Over Height Truck Taskforce, which is responsible for reducing over-height vehicle incidents in NSW, with a focus on Sydney's road tunnel network. Led by Transport, the Taskforce has representatives from NSWPF, the NHVR, Road Freight NSW and the Transport Workers' Union to drive strategies to reduce over-height breaches, educate truck drivers on load and route management, and improve operations responses to get traffic moving when incidents occur.

Transport has conducted workshops with industry and a number of pain points for truck drivers were identified, which include but are not limited to:

Theme	Pain Points
Education and training	• Lack of height safety focus in the driver's test • Operator not responsible for driver training – lack of consistency • ESL and literacy levels can cause challenges • Limited courses for over-height available
Operator administration	• Driver shortage puts pressure on drivers to take risks

Pre-Journey height awareness	• Height-stick use is limited and inaccurate • Driver may not be carrying out the height check (loader is) • The driver cannot see above the vehicle • Safety checks are often done before the vehicle is loaded • Reliance on the operator to provide a compliant vehicle • Complacency – driver had no issues on previous drive
Changing height conditions	• Driver may be unaware of change in height due to load shifts • Airbag suspension impacts height • 10-centimetre tolerance required for dynamic load movement
Variable signs and specificity	• Signage fatigue: signs can be easily missed due to the high volume and lack of consistency • Proximity of signs are too close to exit paths, not giving drivers enough time to act • Line of sight to signs is not easily visible in truck cabins • Lack of clarity – driver is not aware if the sign is for them specifically • Inconsistent height sensors
Traffic incident	• Drivers and truck stuck waiting at the scene to be processed • Some drivers still do not know they are over-height as they cannot check • No way to easily manoeuvre out of the situation
Driver fined	• Loss of livelihood for what can be an innocent mistake • Extensive time for NSW Police and the NHVR to review onsite • Drivers don't know what routes to go next or the safe paths they can take

Future impact	• Burden falls on the driver, despite the operator and other factors involved • Harsh penalties compound driver shortage • Less penalties up the chain of responsibility

Arising from these workshop findings, the Taskforce is looking to identify and address factors which are contributing to over-height vehicle incidents in NSW. Key areas identified by the Taskforce have included:

Key Area/Factors	Solution
Industry wide education	Review licence content and set benchmarks for operator and allocator best practice and on the job training to improve the driver education experience to ensure learning is ongoing and relevant
Route planning and navigation	Connect digital solutions with clear signage and infrastructure to help drivers plan and follow the correct journey for over-height vehicles
Height awareness	On-road height sensors, signage and offer affordable solutions that businesses can adopt at key locations to ensure that drivers are aware of their height throughout their journey
Warning infrastructure and communication	Improve the targeting, placement and clarity of messages so drivers can make safe detours, not simply diversions if they are over height
Incident resolution	How to discourage repeat scenarios by ensuring accountability for change is felt up the chain of responsibility

Transport and the NHVR continue to work with industry to educate drivers about their responsibilities and ensure the rules are clear.

Over Height Vehicles Campaign

The NHVR and Transport have launched a targeted campaign to raise awareness and reinforce among heavy vehicle drivers of the need to check truck heights/loads as well as the enforcement that applies for offenders.

More than 30 billboards will be live on key roads on approach to the Sydney CBD and on major arterial roads in Greater Sydney. Mainstream media advertisements as well as social and online content has also been released and is available in multiple languages.

A longer-term campaign is currently being scoped and due to launch later in 2023. Attitudinal research with heavy vehicle drivers and businesses is due to be held in September 2023 which will inform this approach.

National Heavy Vehicle Regulator driver and navigational tools

The NHVR has developed a legally enforceable National Network Map that will be released to industry in December 2023. The National Map brings together all the state-based maps

in one location reducing the confusion for industry in having to access multiple state sites to plan their journey and supporting safer access outcomes. The national map will include height clearance information to provide more informed advice to drivers regarding tunnel heights. Transport will work with the NHVR to assist in its development.

The National Map will also provide all state and local government road managers with self-service tools to be able to update their networks in real-time, including detours in the case of an incident, such as over-height trucks in tunnels.

Technology improvement opportunities have been identified by Transport to potentially use digital advertising signs and variable message signs to promote driver awareness of height compliance. This includes by displaying to a driver that has triggered a height detection system, the number plate of their vehicle and/or a photo of their vehicle warning that they are over height for a tunnel they are travelling towards.

Some enhancements are also being constructed to provide improved notification and avoidance mechanisms for heavy vehicle drivers using the Sydney Harbour Tunnel crossing that will be completed by the end of 2023.

System and monitoring improvements will be further explored and implemented, where possible, for better linking of over-height vehicle detection alerts to the Transport Management Centre (TMC) for improved resolution and incident management.

Penalties for over-height vehicle incidents

Over-height vehicle compliance is a co-regulatory area which intertwines heavy vehicle dimension requirements for general access under the HVNL with road rules/restricted access provisions (*Road Transport Act 2013 NSW*).

Transport, NSWPF and the NHVR collaborate to maximise both preventative (education/engagement/technological) and operational compliance outcomes with the heavy vehicle industry.

The HVNL contains Chain of Responsibility provisions for breaches of prescribed dimension limits and breaches of a safety duty. The NHVR is actively considering Chain of Responsibility investigations related to several recent over-height incidents.

Established protocols to support compliance and enforcement

Protocol	Detail
Information sharing arrangement	Transport, NSWPF and the NHVR have signed an agreement stating they will share, in accordance with law, information relevant to the exercise of their functions as applicable to over-height vehicles. The arrangement also commits to collaborate to develop more detailed information-sharing arrangements
Memorandum of Understanding	Transport has signed individual MoUs with the NSWPF and NHVR outlining the framework for sharing of information to support the management of compliance actions and reporting of over-dimension offences

Over Height Truck Referral Protocol	Encapsulates the protocols for referring incidents to Transport for initial review and for further investigations required for sanctions. It also allows quicker access to information to respond to public enquiries

The system of direct referrals to Transport to pursue operators and suspend registrations for established breaches has already begun to work, as evidenced in Table 1-1 - Over-height vehicle incidents (above) with 2023 data showing a marked reduction, as at 20 August 2023.

From December 2022, the suspension period for a driver's licence was doubled to up to six months and the registration suspension period for the truck increased from three months to six months.

Please see **Appendix A** for penalties and sanctions that apply to over-height vehicles.

Over-height vehicle measure - enhanced and additional measures

Transport has completed the first tranche of a program business case that investigated root causes of over-height vehicle incidents in 4.4-metre clearance motorway tunnels, and measures to reduce such incidents. This has identified several measures that could be further investigated, developed and implemented. This includes infrastructure additions and enhancements, such as signage, alerts, detection and awareness, system upgrades, and information and education tools. Some enhancements are under development to provide improved notification and avoidance provisions for heavy vehicle drivers using the Sydney Harbour Tunnel crossing that will be completed by the end of 2023.

Known major network impacts (planned or unplanned) are communicated to operators via channels including media alerts to freight operators and media outlets, Live Traffic NSW updates, TMC media alerts and social media posts (Facebook and Twitter), and direct communication with freight operators using a range of freight stakeholder lists, including over size and over mass operators.

Transport creates and reviews Transport Incident Response Plans (IRPs), determining alternative detours/corridors for light and heavy vehicles in response to network impairment (e.g. flooding, crash, fire). Route assessment includes confirming suitability for vehicle weights and heights, noting that an operator is responsible for their combination.

Transport assesses and reviews the Traffic Management Plans associated with the movement of high-risk Over Size Over Mass applications.

Approach to rest areas and fatigue management

Use of rest areas to support drivers and operators

NSW road safety statistics for the five-year period 2018-22 shows that driver fatigue is a contributory factor in up to 9 per cent of road crashes and 11 per cent of fatalities and serious injuries. For heavy vehicles, fatigue is a contributory factor in 8 per cent of heavy vehicle road crashes and 12 per cent of fatalities and serious injuries. Driver drowsiness and the wider issue of fatigue has been a long-standing challenge across the transport industry.

Roads are a heavy vehicle driver's workplace. Rest areas with basic amenities are important in supporting heavy vehicle drivers to manage their fatigue by providing an opportunity for drivers to take their mandatory rest breaks.

Transport maintains a network of rest areas, under an Asset Services Plan. There are over 1350 heavy vehicle rest stop locations across NSW which are classified as formal or informal, and are managed by different road managers. These sites are often the only opportunity for heavy vehicle drivers to stop and rest due to access restrictions on heavy vehicles entering the NSW road network. This is in comparison to other road users who can access and use any public road and therefore have other opportunities to take breaks.

The capital maintenance funding for rest stops is primarily for replacement of rest stop toilet facilities at end of useful life.

The NSW Government is aware of the difficulties heavy vehicle drivers face when trying to find a safe and reliable area to rest, park, shower and access services. The NSW Government is therefore committed to working with the road freight industry to improve the number and quality of heavy vehicle rest stops across NSW, including.

- new rest stop facilities for heavy vehicles
- improvements to existing rest stop facilities for heavy vehicles, including innovative high-productivity vehicles
- improved maintenance of rest stop facilities
- better wayfinding (signage and maps) for heavy vehicle rest stops
- stakeholder engagement to ensure industry informs prioritisation, development, and delivery of improvements.

Consultation with industry

As part of a targeted stakeholder engagement program, Transport invited peak road freight industry bodies and heavy vehicle drivers to share their feedback on a range of initiatives to ensure projects meet the current and future needs of heavy vehicle drivers.

Through four focus groups, participants discussed how to improve the quantity and standard of heavy vehicle rest stops on the NSW state road network. The areas presented and engaged on at the focus groups were:

- the Heavy Vehicle Rest Stop Improvement Program
- select highway upgrades
- the Heavy Vehicle Rest Stop Program of Work

The Heavy Vehicle Rest Stop Stakeholder Engagement Report is at **Appendix B**.

Location of rest stops in NSW

The Rest Stops Interactive Map assists journey planning and managing rest breaks. The map allows customers to filter rest stops by vehicle type and rest stop facilities, and continues to be refined. It also includes network incidents from Live Traffic, and links to the NSW heavy vehicle maps to enable the heavy vehicle industry to plan its routes and rest breaks.

Rest stops in Regional and Outer Metropolitan areas

The freight industry has identified that there is insufficient or inadequate infrastructure to allow heavy vehicle drivers to rest when required. An audit[2] of heavy vehicle rest stops across 15 key regional freight routes in 2018 identified that there are inadequacies in the provision of heavy vehicle rest stops across NSW, including the distance between sites, availability of parking spaces for heavy vehicles, and a lack of extra-large parking bays designed for High Productivity Vehicles.

In response, Transport developed a Heavy Vehicle Rest Stop Improvement Program Strategic Business Case to improve the Heavy Vehicle Rest Stop across the regional State Road Network. This includes a prioritised program of new and upgraded Heavy Vehicle Rest Stops across the State Road Network (not inclusive of Greater Sydney) to address gaps in the rest stop network.

The Strategic Business Case is informed by an audit of existing formal heavy vehicle rest stop provision on the State Road network against the Austroads 'Guidelines for the Provision of Heavy Vehicle Rest Area Facilities'.

Heavy Vehicle Rest Stop Quick Wins Program

The Heavy Vehicle Rest Stop Quick Wins Program was developed to demonstrate commitment to the road freight industry by delivering a number of improvements to existing sites. $7.5 million of minor upgrades and signage improvements at 41 locations are being delivered across regional and outer metropolitan NSW over two years.

Completed projects so far include upgrades to rest areas at:

- Willy Wally along the Golden Highway
- Cassillis Park along the Golden Highway
- Kennedys Gap along the Pacific Highway
- Chapmans northbound along the Pacific Highway
- Coolongolook Ampol northbound along the Pacific Highway, and
- Coolongolook Ampol southbound along the Pacific Highway.

Partnering with the private sector to deliver Highway Service Centres

[2] Roads and Maritime Services, 2018. *Audit of Major Heavy Vehicle Rest Stops on Key Regional Freight Routes in NSW,* Sydney: RMS

Transport has entered commercial partnerships with industry to develop Highway Service Centres on land it owns.

As part of the contractual agreement, the proponent must fulfil service requirements including a minimum number of heavy vehicle parking bays and shower and toilet amenities at the highway service centre.

Highway Service Centres have opened at the following locations:

- Pacific Highway at Nambucca Heads
- Pacific Highway at Ballina
- Pacific Highway at Chinderah (northbound in addition to existing southbound Chinderah Highway Service Centre).

Development and delivery of significant upgrades of highway service centres are underway at:

- Hume Highway at Pheasants Nest
- M4 Motorway at Eastern Creek.

Further gaps in Transport's road network which require Highway Service Centres have been identified and locations are being finalised.

Rest stops in the Greater Sydney area

Transport is currently investigating existing and potential future heavy vehicle rest stop facilities in the Greater Sydney area. Transport will continue to work with industry on the potential development and upgrade of these facilities.

The NSW Government has committed up to $20 million towards development of a new rest stop with major truck parking facilities in Sydney to allow heavy vehicle drivers to manage their fatigue. Further information on Government investment in rest areas is outlined at **Appendix C**.

Use of tailored fatigue work and rest hours

The NHVR offers a performance-based approach to managing fatigue through the Advanced Fatigue Management (AFM) module in the NHVR National Heavy Vehicle Accreditation Scheme (NHVAS).

Under AFM, heavy vehicle businesses can tailor fatigue work and rest hours to better meet the safety needs of drivers and the task, so long as they demonstrate appropriate risk controls.

The NHVR recently launched the new AFM application pack in the NHVR Portal which is designed to remove unnecessary complexity and provide improved guidance for operators applying for AFM.

The new application approach includes step by step processes and templates, real-world work and rest hour examples, and risk controls so operators have a starting base to develop their AFM.

While standard hours suit many businesses, AFM provides those operators who want to establish a more fit for purpose approach to managing fatigue safety risks and be transparent about what they are doing.

Supply Chain and fatigue management:

A critical part of reducing pressure on heavy vehicle drivers is ensuring that all parties in the transport supply chain are responsible for the safe transport of goods on the road network.

Under the Heavy Vehicle National Law (HVNL), each party in the Chain of Responsibility (CoR) has a primary duty to ensure so far as is reasonably practicable the safety of their transport activities. This duty includes an obligation to eliminate or minimise public risks, and a prohibition against directly or indirectly causing or encouraging a driver or another person in the CoR to contravene the HVNL.

Since the introduction of the primary duty in 2018, the NHVR has commenced more than 40 primary duty prosecutions with a focus on director level activities that contribute to serious safety offences.

Importantly, this year the NHVR have established a dedicated program of work focused on off-road parties, which includes investigating and putting in place measures to address systemic non-compliance with safety duties. This is particularly focused on addressing business practices that contribute to fatigue safety breaches of the HVNL such as drivers experiencing long queuing and wait times to access loading and unloading facilities.

This work has been informed by fatigue issues reported by drivers and others through the NHVR Heavy Vehicle Confidential Reporting Line as well as looking at data gathered as part of the NHVR's on-road compliance activities and targeted operations. It is critical that efforts are focused more directly on the other parties in the chain and their role in ensuring safety.

New technologies to support drivers and industry

New and emerging technologies offer the potential to improve the safety, sustainability and productivity of the heavy vehicle sector. Some technologies also offer benefits such as improving driver and passenger comfort. Transport has a significant role in advocating with the Australian Government and supporting operators to adopt these technologies.

Transport's 2026 Road Safety Action Plan has identified actions to improve heavy vehicle safety through technology which will be explored over the five-year period. These include:

- Introducing minimum heavy vehicle safety requirements and technologies in Government procurement contracts and fleet policies for government funded projects and suppliers of heavy vehicles.
- Trialling and encouraging uptake of low-cost retrofitted technology options to increase vulnerable road user detection and warnings on heavy vehicles and buses, and to improve direct vision from driver's position.
- Exploring inclusion of additional critical safety features, such as blind spot detection and lane keep assist, in future Transport for NSW bus procurement specifications.
- Trialling and encouraging uptake of low-cost retrofitted technology options to increase vulnerable road user detection and warnings on heavy vehicles and buses, and to improve direct vision from driver's position.
- Developing a safety rating program for heavy vehicles to provide operators with information on the safety performance of heavy vehicles and the level of occupant and public road user protection (Safer Vehicles to lead – ANCAP style ratings).

Actions under the 2026 Road Safety Action Plan are to be delivered at different stages through to the end of 2026. Recent developments by Transport are illustrated below.

Promoting new safety technologies

Improvements to heavy vehicle design and safety features have made a proven contribution to reducing the number and severity of crashes. Transport's Centre for Road Safety independently reviews a wide range of crash avoidance and vehicle technologies available in the market, including Advanced Driver Assistance Systems (ADAS), automated emergency braking (AEB), lane assist systems, external vehicle detection, camera systems, and other supporting systems. Transport has developed a guide to Safety Features and Technologies for Heavy Vehicles to promote new technologies which improve safety. More advanced technologies can come at a cost, but many are inexpensive and practical to install. They must meet Australian Design Rule requirements, including any required assessment and certification for significant modification by an Approved Vehicle Examiner. About half of these recommended features can be retrofitted to a heavy vehicle.

The safety benefits of these new technologies are significant, with Transport's guide stating that if all heavy vehicles were fitted with autonomous emergency braking, fatal heavy vehicle crashes would be reduced by 25 per cent. Lane departure warning fitted to all heavy vehicles is also estimated to reduce fatal crashes by around 6 per cent.

Under the HVNL, the NHVR is responsible for promoting the use of safer heavy vehicles and reducing the impact on the community. To do this, the NHVR is delivering its Vehicle Safety and Environmental Technology Uptake Plan (Vehicle SETUP). SETUP focuses on:

- Increasing deployment of AEB.

- Increasing the market uptake of safer new and used vehicles and emerging vehicle technologies with high safety benefits.
- Investigating the introduction of safer, cleaner heavy freight vehicles by minimising regulatory barriers.

Working with the Commonwealth, the NHVR is focused on supporting delivery of the new Safer Freight Vehicle reforms. Safer Freight Vehicle reforms look to facilitate slight wider vehicles in exchange for the fitment of the latest safety equipment fitted by the vehicle manufacturer. Equipment anticipated under these reforms include:

- Devices for indirect vision (Class V and VI devices)
- Vehicle Stability Function (commonly known as ESC)
- AEB
- Blind Spot Information Systems
- Lane Departure Warning Systems
- Side Underrun Protection

The NHVR releases a series of guidance material for operators to support the uptake of safety technologies, including regulatory advice notice on Heavy vehicle safety technology and telematics.

Transport provision of Fresnel lenses

Transport recently examined the effectiveness of Fresnel lenses in enhancing road safety. Findings suggest that Fresnel lenses are effective by minimising passenger-side blind spots on Australian heavy vehicles, and that the devices are acceptable to drivers. The use of Fresnel lenses as a value-for-money solution to address blind-spots is also supported by international research. Transport rolled out 2000 Fresnel lenses to NSW to applicable heavy vehicle operators, with more than 800 lenses delivered to operators to date, to allow operators to trial the lenses ahead of purchasing more themselves.

Fatigue Safety Technology

The use of Fatigue Distraction and Detection Technologies (FDDT) is becoming increasingly common around the work due to its ability to monitor biological and behavioural indicators associated with fatigue or distraction and provide in cab warnings to drivers ahead of an incident occurring.

The NHVR recognises the benefits of this technology as an important tool in managing fatigue risk management, as long as it is supported by a safety management system and appropriate company response in managing the immediate fatigue or distraction incident and supports long term positive fatigue behavioural changes.

Based on industry feedback that they are seeking further guidance and advice on what “good practice” looks like in responding to FDDT events, an NHVR commissioned Fatigue and Distraction Detection Technologies (FDDT) project, running from September to December 2023 seeks to develop practical support and guidance material to help industry implement FDDT in their business.

Pursuing better safety outcomes through FDDT is also a recommendation in the current Review of the HVNL being led by the National Transport Commission.

Recent developments overseas

Driver Drowsiness and Attention Warning (DDAW) systems are designed to monitor drivers' drowsiness levels and warn them when it is no longer safe to drive. The European Commission has developed technical requirements for a system which monitors drivers' drowsiness levels and warns them when they are too drowsy to drive safely. The European approach standardises the accuracy and reliability of these systems to ensure consistency across the market. The requirement for these systems has commenced in Europe and for new types of heavy vehicles from 6 July 2022 and from 7 July 2024 for all new vehicles.

It is expected that DDAW and advanced driver distraction warning systems have the potential to help prevent significant fatal and serious injuries on European roads. Under the Road Safety Action Plan 2026, Transport is supportive of these systems being considered for introduction for vehicles being supplied to the Australian market to reduce the burden and improve safety outcomes for heavy vehicle drivers and the community.

Technology solutions to manage awareness near level crossings

A trial of level crossing safety technologies started in regional NSW in mid-2023 to complement existing safety treatments and programs. The trial is designed to improve safety by improving driver awareness of the level crossing and its risk. The trial at level crossings in Narromine and Bribbaree are evaluating the effectiveness of stop signs and advanced warning signs with LED lighting installed on them. The aim is to determine if these new signs improve driver awareness of the level crossing and the need to stop at crossings controlled by a stop sign.

In June 2023, Transport commissioned the Heavy Vehicle Driver and Level Crossings research to get a better understanding of heavy vehicle driver behaviours around level crossings. The research is being undertaken to understand heavy vehicle drivers' perceptions and attitudes regarding the risk around level crossings and to identify ways of improving level crossing safety for heavy vehicle drivers. This project will be used to inform a potential communications approach for this audience.

Level Crossings Campaign

A tactical campaign currently targets regional light vehicle drivers and aims to raise awareness of the risks associated when approaching level crossings and educate on safe driving behaviours at level crossings (stop at stop signs, not drive around boom gates).

The campaign will be back in market from October 2023 and runs until June 2024.

Supporting testing efforts

Transport's Future Mobility Testing and Research Centre has been engaging with these new technologies and the heavy vehicle industry on upcoming Advanced Driver Assistance Systems (ADAS), future Australian Design Rules (ADR) requirements, and automated heavy vehicle trials. This testing and research will improve understanding of their potential impact to drivers, businesses and industry.

The Future Mobility Testing and Research Centre is investigating, designing and costing improvements to its capability for heavy vehicle testing including testing, researching and supporting the heavy vehicle industry to all levels of automated and emerging technology.

Focus areas by Transport in this space include:

The testing of ADR compliance – requirements for 2024 and 2025:

- ADR 35-07 Commercial vehicle brake systems with extension to include (ESC) and anti-rollover – this requires the skid pan facility. Volvo are already performing this testing for Mack and Volvo brands in Victorian facilities.

- ADR 97-00 (AEB) for omnibuses, medium and heavy goods vehicles: ADR 99-00 Lane departure warning system (heavy vehicles).

The Australasian New Car Assessment Program (ANCAP), which assesses car safety performance, is also investigating these technologies in 2024 and beyond:

- A draft ANCAP Heavy Vehicle protocol has been developed. Both the European New Car Assessment (Euro NCAP) and ANCAP are working on this draft and require commitment from the heavy vehicle industry and regulators to proceed.

Transport understands the Future Mobility Testing and Research Centre is the only facility in Australia with heavy vehicle rated guided soft targets (GST) and robotic actuators to suit heavy vehicles.

Heavy vehicle operators increasingly request testing and development at the Future Mobility Testing and Research Centre. The combination of a future loop road, heavy vehicle rated dynamic handling area and high-quality telecommunications infrastructure does not exist in Australia.

Building the right framework to support adoption of new technologies: The HVNL Review – Technology and Data Framework

The HVNL reform process has identified that there needs to be greater recognition of modern technologies in the current HVNL. The law recognises a small number of specified technologies but does not include an agreed process for identifying new technology that can improve safety or productivity. There are also limited provisions for sharing data.

In July 2023, Transport Ministers agreed that the future HVNL will establish a technology and data framework that will includes powers, functions, duties and obligations for specified roles in the approval and management of technologies under the HVNL. The framework will also include rules for data protection, stewardship and assurance, access and use. The technology and data framework will enable new technologies to be recognised by the law and operationalised by industry. This will provide ongoing safety and productivity benefits for the heavy vehicle industry.

More advanced technologies progressing to higher levels of automation, for example SAE levels 3, 4 or 5, can support a driver with additional safety and sustainability features. These could include energy efficiency in braking systems or motorway driving control and, in the future, the potential to enable a vehicle to drive itself in some circumstances.

Emerging research of partially automated and fully automated vehicles of increasing capabilities is showing the potential for significant crash reduction. More research is needed to fully quantify the safety benefits and understand how these technologies reduce the strain of drivers having to maintain full control of the vehicle.

Optimising access to the road network through the Heavy Vehicle Access Policy

Transport's Heavy Vehicle Access Policy (HVAP), originally released in 2018, is being refreshed to ensure a responsive and agile approach to changing markets, emerging technologies and the increasing freight task. The growing freight task and changing fleet provides a timely opportunity to review the way Transport manages and supports efficient and seamless end-to-end movement of goods.

The HVAP will deliver new and innovative ways of safely and sustainably optimising access on the NSW road network for heavy vehicles. It will drive improved use of telematics, data and technology to support network access and streamline access decision-making. It will support measures to further improve understanding of the network's capability and capacity and encourage the use of safer, more productive and innovative vehicles that are best suited to the freight task.

The review of the Policy provides the opportunity to consider how future heavy vehicle access could better align with the projected population growth, development of strategic centres across NSW and freight movement patterns.

An important strategic priority is to strengthen north-south (including to Queensland, South Australia and Victoria) and east-west (to inland NSW) freight connectivity to develop connected, efficient and reliable end-to-end supply chains.

Freight connections will also need to be strengthened to support the continued growth of new regional primary industries and the development of Special Activation Precincts (SAPs), education, health and employment precincts, and access to regional intermodal terminals, ports and airports across NSW. Efficient access to council-owned local roads, which provide connection to local freight hubs and neighbourhoods, is also critically important for freight operations.

By using more productive and fit-for-purpose vehicles, including high productivity vehicles (HPVs) truck movements can be optimised and emissions reduced per kilometres travelled, reducing the exposure to air and noise pollution. The amenity of cities, towns and residential neighbourhoods along road freight corridors can be improved, as well as places around ports, intermodal terminals, logistics hubs and distribution centres.

Supporting the uptake of safer and more productive vehicles

Transport and the NHVR are committed to working together to improve access for safer and more productive heavy vehicles. The Performance Based Standards Scheme (PBS) , provide safety benefits to drivers and other road users. They have better safety performance in terms of braking capability and rollover stability, and are often equipped with modern safety features, such as automated emergency braking, lane keeping assist, driver monitoring systems and side underrun protection. PBS vehicles have been found to be involved in 60 per cent fewer crashes when compared to their conventional equivalent.

Despite this, there are constraints in the form of sensitive assets that limit access for heavier, longer and/or wider vehicles to travel through many parts of the local and state road network. This can result in HPVs being unable to access optimal routes, which can reduce overall productivity and efficiency. Maximising the network and capitalising on the benefits of modern vehicles; leveraging technology and data to optimise existing assets and better understand our network can help create more efficient, resilient supply chains that create successful places and a thriving economy for the people of NSW.

Appendix A – Penalties for dimension requirement offences applicable to over-height vehicles

Road Rules 2014 - NSW Legislation

Road Rules 2014 cl.102 - A driver who drives past a *clearance sign,* or a *low clearance sign*, and the driver's vehicle, or any vehicle connected to it, is higher than the height (in metres) indicated by the sign, may be issued with a maximum court penalty of 50 penalty units ($5,500) or a penalty notice of $4,097. The offence also incurs 12 demerit points.

Heavy Vehicle National Law (NSW) No 42a of 2013 - NSW Legislation

Heavy Vehicle National Law (NSW) 2013 cl. 102 - A person who drives, or permits another person to drive, a heavy vehicle on a road must ensure the vehicle, and the vehicle's components and load, comply with the dimension requirements applying to the vehicle, unless the person has a reasonable excuse. The applicable penalties are:

- $377 if the heavy vehicle does not have goods or passengers in it (maximum court-issued penalty of $3770)
- If the heavy vehicle has goods or passengers in it:
- $377 for a minor risk breach (maximum court-issued penalty of $3770)
- $631 for a substantial risk breach (maximum court-issued penalty of $6310)
- $12600 for a severe risk breach (court-issued penalty only).

Roadside enforcement is carried out by the NHVR and NSWPF.

Suspension of registration for dimension requirement offence

Road Transport (Vehicle Registration) Regulation 2017 - NSW Legislation

Transport may suspend a registration of a heavy vehicle for a period not exceeding six months if:

- a dimension requirement offence involving the vehicle has been committed and one of the following applies:
- a court has convicted a person of the offence (whether it has imposed any penalty)
- an amount has been paid under a penalty notice for the offence
- a penalty notice enforcement order under the *Fines Act 1996* has been made against a person for the offence.

Transport is satisfied that a dimension requirement offence involving the vehicle has been committed and the vehicle:

- caused damage to road infrastructure
- was involved in an accident
- caused a danger or obstruction to traffic
- caused an adverse effect on public amenity.

The duration of the registration suspension was increased from up to three to up to six months in December 2022.

Variation, suspension or cancellation of driver licence for dimension requirement offence

Road Transport (Driver Licensing) Regulation 2017 - NSW Legislation

Transport may vary, suspend or cancel a person's driver licence for a period not exceeding six months if:

- a court convicts the person of a dimension requirement offence involving a heavy vehicle (whether or not it imposes any penalty)
- an amount is paid under a penalty notice issued to the person in respect of a dimension requirement offence involving a heavy vehicle
- a penalty notice enforcement order under the *Fines Act 1996* is made against the person in respect of a dimension requirement offence involving a heavy vehicle
- Transport for NSW is satisfied that a dimension requirement offence involving the vehicle has been committed and the vehicle:
- caused damage to road infrastructure
- was involved in an accident
- caused a danger or obstruction to traffic
- caused an adverse effect on public amenity.

The duration of the licence suspension was increased from up to three months to up to six months in December 2022.

Registration and licensing suspensions are carried out by Transport for NSW.

Company Fines

Under Chain of Responsibility obligations in the HVNL, operators, and others that influence or control heavy vehicle transport activities, have a primary duty to eliminate or minimise risks as far as is reasonably practicable. This extends to compliance with vehicle dimensions (ie. not being over-height). There are different penalties depending on the nature and seriousness of the offence, in terms of penalties for those within the Chain of Responsibility it is not fixed. (Penalties for an individual can be up to $300,000 and a business can be up to $3 million, noting this extends to very serious offences including those leading to fatalities.)

The current maximum penalties that can be issued by a court for over-height chain of responsibility, under most circumstances, would be a category 3 offence $50,000 for an individual and $500,000 for a corporation. It could be higher if the failure in the Chain of Responsibility exposes an individual to a risk of death or serious injury or illness and/or is reckless.

The NHVR prosecutes those breaches.

Appendix B – Rest Areas - Stakeholder Engagement Report

The road freight sector is indicating that the inadequate availability of rest stops suitable for heavy vehicles is leading to drivers parking in inappropriate areas where the vehicles are not permitted to stop. Industry is also reporting that the situation is causing drivers to persist driving despite feeling fatigue or exceeding their legally required rest intervals, as they seek a secure and authorised location to pull over.

Industry is also reporting that the quality and provisions at existing rest stops are not meeting needs and affecting the ability to adequately rest, sleep, or refresh.

Industry suggests that the lack of quality and availability of rest stops can have a negative effect on attempts to attract people into the industry to address critical driver shortages.

According to Transport's November 2022 Customer Satisfaction Index, about half of heavy vehicle driver respondents noted dissatisfaction with the availability of rest areas and 56 per cent were dissatisfied with the quality of areas for heavy vehicle in NSW.

Formal engagement with industry between November 2022 and March 2023 further highlighted road freight industry's position on the current state of the provision of rest stops in NSW.

Through this engagement, industry identified a range of challenges and needs:

- **Capacity issues at existing rest stops** – attributed to the growing freight task requiring more vehicles on the road and ongoing issues with recreational and lighter vehicles occupying limited spaces designated for heavy vehicles, particularly during peak holiday seasons. Industry recommends compliance monitoring, signage, separation of heavy and light vehicle parking, and also the use of CCTV.
- **Lack of access to or provisions of basic amenities** – drivers are calling out for more flushing toilets, showers, rubbish and recycling bins, shade and flat parking areas for sleeping, location and proximity to food and beverage services and access to towns, reliable telecommunications services, better lighting, and the need for improved cleaning and maintenance of facilities.
- **Design needs to be fit for purpose** – some existing rest stops do not meet industry needs. Parking configuration needs to be assessed against how drivers use or would use a particular rest stop as part of their journey, whether for a short rest or long break for sleep. Industry is also calling out for separation of vehicle types (light and heavy, livestock and refrigerated), and consideration for modern, longer high productivity vehicles. Consideration also needs to be given to Dangerous Goods and Oversize Overmass vehicles.
- **Growing industry practices** - The practice of shuttling has been raised, and a need to consider parts of the network where decoupling, parking of trailers and/or changing drivers as well as areas for drivers to rest are being reported as a need that is not being met.
- **More rest stops are needed** – More rest areas are needed on the outskirts of major cities and along major freight routes from Sydney to Brisbane, Sydney to Melbourne and to and from the ACT to allow for fatigue management, staging to avoid curfews or congestion and driver changeover. Greater Sydney was also raised as a priority for road freight industry, including the need for heavy vehicle rest stop opportunities in the metro area and parking opportunities to check loads.

Appendix C – Further information on rest areas

Heavy vehicle rest stop gap assessment of Greater Sydney

Transport has started a desktop investigation of the heavy vehicle rest stopping spacing gaps and parking capacity shortfalls along the urban national land transport network.

The assessment methodology will be based on the Austroads Guidelines AP-R591-19 (Austroads, 2019). The assessment will assess travel time between existing rest stops for heavy vehicle trips through Greater Sydney and trips with an origin or destination in Greater Sydney. Outputs will include indicative locations for new or upgraded heavy vehicle rest stops.

After the completion of the desktop investigation, Transport will identify potential funding sources, to further develop options for new or upgraded heavy vehicle rest stops.

Projects submitted to the Heavy Vehicle Safety and Productivity Program

In March 2022, 11 rest stop improvement projects were submitted to the Australian Government Heavy Vehicle Safety and Productivity Program for up to 80 per cent funding. Funding has been successful for Kyeamba Gap northbound and Mundanoon northbound rest areas and will go towards project delivery costs.

In its 2022-23 Budget, the Australian Government announced a commitment of $80 million to new and refreshed rest areas. This funding is in addition to the $60 million already set aside to fund rest areas and supplements the existing Heavy Vehicle Safety and Productivity Program.

Transport for NSW

Heavy Vehicle Rest Stop Stakeholder Engagement Report

June 2023

NSW GOVERNMENT

transport.nsw.gov.au

Contents

Glossary

Term	Meaning
Class 1 and Class 2 Heavy Vehicle Rest Stops[1]	Class 1 and Class 2 heavy vehicle rest stops provide the highest level of service including: • Unidirectional flow • No reversing movements (pull-through (clearway) capability) • Safe vehicle movement and access, including accommodation dimensions reflecting the likely maximum truck size (this may include oversize/overmass (OSOM) vehicles operating under permit conditions) • Minimise opportunity for conflict between vehicles and pedestrians • Separation of light and heavy vehicles • Separation of vehicles carrying noisy freight • Separation for long term/short term visitors
Formal rest stop	An opportunity for drivers to sleep and take breaks as well as allowing drivers to check their vehicles and loads. These rest stops are sealed and managed by TfNSW. Facilities and amenities vary depending on the class of rest stop.
Green Reflector sites	Informal truck rest areas with markings for a place to Rest, Revive, Survive.
Informal rest stop	Informal rest stops are not managed and have no engineering design. These stops have evolved through the ongoing use by heavy vehicles.
Long-term bay / stop	Class 1 and Class 2 rest stops will have separation for long term and short-term visitors. This allows for drivers who require sleep (7-hour break) to rest with minimised disruption from vehicles entering or exiting the stop frequently.
Over Size Over Mass (OSOM) vehicles	An Over Size Over Mass vehicle is a heavy vehicle or combination which alone, or together with its load, exceeds prescribed mass or dimension requirements, and is a heavy vehicle carrying, or designed for the purpose of carrying, a large indivisible item. Examples include a prime mover and extendable trailer or a prime mover and low loader combination. This does not include road trains, B-doubles or vehicles carrying a freight container designed for multi-modal transport.
Short-term bay / stop	Short term bay or stops cater for those drivers who need to rest for a shorter period of time and may not require a full sleep.
Shuttling Service	Operators / drivers meet at a point to swap loads and travel back to their starting location

[1] Guidelines for the Provision of Heavy Vehicle Rest Area Facilities (2019), Austroads Ltd.

Executive Summary

Transport for NSW (Transport) recognises the importance of providing dedicated rest stops for heavy vehicle drivers to manage fatigue and enable safer journeys. Several initiatives are underway to increase the number and improve the quality of heavy vehicle rest stops across the state road network.

As part of a targeted stakeholder engagement program, Transport invited peak road freight industry bodies and heavy vehicle drivers to share their feedback on a range of initiatives and ensure the projects meet the current and future needs of heavy vehicle drivers.

Through four focus groups, participants discussed how to improve the quantity and standard of heavy vehicle rest stops on the NSW state road network. The areas presented and engaged on at the focus groups were:

- the Heavy Vehicle Rest Stop Improvement Program
- select highway upgrades
- the Heavy Vehicle Rest Stop Program of Work

Members from the following organisations participated in focus group discussions:

- Road Freight NSW (14 November 2022)
- NatRoad (18 November 2022)
- Livestock, Bulk and Rural Carriers Association (29 November 2022)
- National Road Freighters Association and Linfox (5 December 2022).

The feedback identified gaps in the NSW heavy vehicle rest stop network and opportunities to upgrade existing and install new rest stops at key locations.

Following the workshops, Transport initiated broader online engagement about heavy vehicle rest stops. This included a survey of optional questions, and an interactive map of the NSW road network highlighting existing rest stops, placement of potential new rest stops and rest stops where upgrades are required. Participants were able to drop a pin and provide feedback about their needs at these rest stop locations. The online engagement was open from 16 January – 25 March 2023.

Across both focus group sessions and online engagement, drivers reported limited capacity at existing heavy vehicle rest stops. This is attributed to the growing freight task requiring more vehicles on the road and ongoing issues with other vehicle types taking up dedicated heavy vehicle spots at rest stops, particularly during peak holiday seasons.

Access to basic amenity for drivers remains a priority for rest stop planning and upgrades, including sealed stopping areas, access to quality food and beverage options, running water bathrooms and showers, shade, lighting, and rubbish bins.

Parking configuration needs to be assessed against how drivers use or would use a particular rest stop, whether for a short rest or long break for a sleep.

Planning and providing rest stops for all heavy vehicle types including longer, higher productivity vehicles, vehicles carrying dangerous goods and livestock was a recurring theme throughout the focus group conversations.

The practice of shuttling was also raised, and a need to consider parts of the network where decoupling, parking of trailers and/or changing drivers as well as areas to rest.

There were no objections to the proposed initiatives or associated actions presented as part of the Program of Work. Discussions about the Program of Work initiatives and actions generated the following discussion and feedback:

- Parking capacity remains an ongoing issue. Heavy vehicle parking spaces are often in use by light vehicles or caravans; industry recommended compliance monitoring, signage, separation of heavy and light vehicle parking, and also the use of CCTV.
- Greater Sydney and the need for heavy vehicle rest stop opportunities in the metro area or parking opportunities to check loads.
- Rest areas are needed on the outskirts of major cities and along major freight routes from Sydney to Brisbane, Sydney to Melbourne and to and from the ACT to allow for fatigue management, staging to avoid curfews or congestion and driver change over.
- Construction stockpile sites are often utilised by drivers in lieu of stopping areas. TfNSW could leverage these sites as rest stops.
- Stopping bays need to be on flat parts of the network or at the top of a hill and have adequate sight distance.
- TfNSW needs to engage with regional and rural operators as they use smaller, inland routes to move freight.

This feedback, along with feedback prompted by discussions about other projects included as part of the engagement, have been captured and summarised in Table 1 and in Section 2 of this report.

In addition to the information gathered during the focus group sessions, the online engagement provided overarching sentiment to the quality and quantity of rest stops throughout the network:

- 90 per cent of participants identified there would still be a substantial gap in rest stops following the proposed rest stop identification in the Austroads Audit.
- 65 per cent of participants noted the quantity of rest stops is either **poor or very poor**.
- 59 per cent of participants who engaged with the interactive map in the HVRS online survey noted Greater Sydney remains the highest priority for rest stops of heavy vehicle drivers.
- 90 per cent of online survey respondents think that gaps in the network will persist unless improvements are made.
- With the increase of female drivers within the freight industry, Transport asked participants what additional facilities or upgrades would be required. A large number of participants stated better lighting, access to security, cleaner amenities, and unisex toilets would improve rest stops for all users as well as women.
- Participants would like to see more food and beverage options either located at or close to rest stops.
- Rest stops need to be designed for longer vehicles with adequate amount of parking spaces for a variety of vehicles. In addition, rest stop signage is required to note the separation between light vehicles/caravans and heavy vehicles to manage capacity.

- Participants noted they would like to see parking areas provided in industrial zones surrounding the outskirts of Sydney and within the Sydney Metro area.

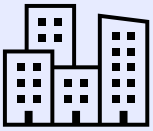
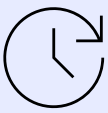
It is important to note that while some feedback has been recorded in this report against specific projects, such as the highway projects, all feedback included in this report should be considered and used to inform any work in delivering or improving heavy vehicle rest stops.

Industry encouraged continued engagement on rest stop planning and design to adequately factor in current and future needs of road freight.

This report outlines the engagement design, key findings and themes and feedback that emerged from the targeted industry engagement.

Table 1 provides an overview of the key themes that emerged from focus group discussions as well as the online engagement.

Table 1 Summary of Themes

Theme		Summary of feedback
	Gaps in the Heavy Vehicle Rest Stop Network	There are known and identified gaps in the existing network that impact a drivers' ability to safely manage their wellbeing. These gaps exist across the network, including in both regional and metropolitan areas and for formal and informal rest stops.
	Gaps in the Greater Sydney Metropolitan Area	There is a high prevalence of known and identified gaps in the Greater Sydney network that impact a drivers' ability to safely manage their wellbeing. These gaps often put drivers in the position where they are stopping unsafely in highly dense areas or prolonging their rest breaks.
	Quantity of rest stops	The delivery of more heavy vehicle rest stops is the priority to industry because they are needed for drivers to safely and professionally carry out their work, manage their fatigue and meet the mandatory rest stop requirements for the safety of all road users. Existing rest stops need more parking spaces specifically for heavy vehicles.
	Future needs and trends to inform design	Upgrades to existing and new rest stops must account for the future needs of drivers and industry, including the growing freight task, changes to vehicle types and industry practices such as shuttling and decoupling.
	Access and amenity for all heavy vehicle types	Ensuring drivers can safely enter and exit rest areas, find a suitable bay and access basic amenity including shade and bathrooms. Considering and accounting for all heavy vehicle types, including livestock carriers, Over Size Over Mass vehicles and vehicles carrying dangerous goods is important.

Theme		Summary of feedback
	Fit for purpose design of rest stops	The design of each individual heavy vehicle rest stop needs to be fit for purpose to meet the needs of customers. Herringbone is supported for short stays and to maximise the space for a higher volume of spaces. End to end is often preferred for rest stops where drivers need to sleep as it minimises noise and vehicle head light impact as well as accommodates long vehicles. The ground should be level to assist comfort and sleep, and separation of different types of vehicles should be considered as part of design.
	Capacity and compliance	Some rest stops are often full which impacts a drivers' ability to safely manage their fatigue and plan their journey. There is an ongoing issue with other vehicles, such as vehicles towing caravans and motorhomes, parking in heavy vehicle rest stops.
	Safety, quality and maintenance	Driver wellbeing is to be prioritised to ensure safety when accessing rest stops, including adequate lighting, locked facilities, privacy, separation from other vehicles and industry only access to bathroom using a universal access key.
	Partnerships and engagement	Explore partnerships with highway service centres to influence the design of centres to provide facilities and parking for drivers. Ongoing engagement with industry to inform location, design and type of rest stops is welcomed.

Introduction

Driver fatigue is one of the highest contributors to road incidents and crashes. In regional NSW, driver fatigue is involved in at least 30 per cent of fatal crashes. To enable road users to manage fatigue effectively and reduce crash frequency, TfNSW provides and manages rest stops and signage for rest stops across the State Road Network.

Heavy vehicle drivers work long hours and must take mandatory rest breaks throughout their journey to manage their fatigue.

TfNSW recognises that roads are heavy vehicle drivers' workplace, and rest stops are critical to deliver a safe and efficient road network. Ensuring that drivers have safe, reliable, and regular access to dedicated rest stops is a priority for TfNSW.

TfNSW invited drivers and industry members to hear about specific heavy vehicle rest stop projects and provide their feedback.

As part of a targeted engagement program, key stakeholders were invited to provide feedback on major areas of work, including:

- the Heavy Vehicle Rest Stop Improvement Program – which aims to plan and prepare for new heavy vehicle rest stop opportunities and potential improvements to existing rest stops.
- select highway upgrades – will deliver improved rest stops as part of the upgrades.
- the Heavy Vehicle Rest Stop Program of Work – which aims to address the immediate unmet needs of the heavy vehicle freight industry through identifying a initiatives and actions for TfNSW to prioritise.
- The program also incorporated engagement through a digital platform to explore:
    - The current network of heavy vehicle rest stops and existing gaps in this network
    - Overarching issues of the existing rest stop network.

Engagement design

To create a better customer experience and for a more efficient way of working with our stakeholders, engagement for the separate projects was consolidated as part of structured online focus groups and through a digital consultation platform to:

- provide a detailed overview of the areas of work planned and underway specific to heavy vehicle rest stops
- collect qualitative feedback on each area of work and allow industry to focus on their priority areas throughout discussions
- identify gaps on key freight corridors and state-road network
- identify the needs of drivers to inform the scope, design and therefore estimated costs of delivery
- consider existing stops where the need for upgrades have been identified
- determine preferred location of proposed rest stops

- provide general feedback.

TfNSW hosted four online focus groups between 14 November and 5 December 2022.

Focus groups ran for approximately two hours and 15 minutes and included a detailed presentation with facilitated questions throughout. An agenda with a pre-reading document (see Appendix B) was issued prior to each workshop, to encourage informed and focused discussions.

Subject matter experts from across TfNSW attended the workshops to provide detail on each of the individual project areas, enabling staff to hear directly from customers.

The table below outlines the industry bodies invited to participate in the focus groups:

Stakeholder / Focus group	Description	Workshop date
Focus group 1 Road Freight NSW, including its members	The peak industry organisation in NSW representing trucking operators and heavy vehicle drivers	Monday 14 November 2022
Focus group 2 NatRoad, including its members	Independent national trucking association that supports truck operators through advocacy	Friday 18 November 2022
Focus group 3 Livestock Bulk and Rural Carriers Association (LBRCA), and its members	Representatives of livestock, bulk and rural carriers across NSW	Tuesday 29 November 2022
Focus group 4 National Road Freighters Association (NRFA) Linfox	National body representing heavy vehicle drivers and business owners Linfox is a major freight operator	Monday 5 December 2022

Following the workshops, TfNSW launched an online engagement platform to collect more information from a wider audience on the quality and quantity of rest stops including to identify gaps in the network and understand issues effecting the rest stop network. TfNSW hosted this consultation period online, encompassing an interactive map and optional survey, from 16 January through 25 March 2023. Direct and mass communication methods were used to promote the online engagement, including through a Ministerial media release, social media, and through subscription emailing.

The online engagement platform provided the following metrics of interaction:

- 931 unique visits
- 104 survey responses
- 22 pins placed across the interactive map

Project Overview

Heavy Rest Stop Improvement Program

The Heavy Vehicle Rest Stop Improvement Program (Improvement Program) is designed to help TfNSW prepare for new heavy vehicle rest stop opportunities and make necessary improvements to existing rest stops.

This program is currently in its strategic business case phase and includes a comprehensive audit of heavy vehicle rest stops against the Austroads Guidelines to identify gaps on the NSW state network.

Focus groups were provided with an overview of the Improvement Program as well as the process required as part of the audit of the existing network. This included a diagram of the audit results which are shown in Figure 0.1.1 and

Table 1.2.2.

The online engagement was geared towards further informing the Improvement Program, as well as ongoing work to improve the quality and quantity of heavy vehicle rest stops in NSW.

Figure 0.1.1 Mapped results of the audit against the Austroads guidelines

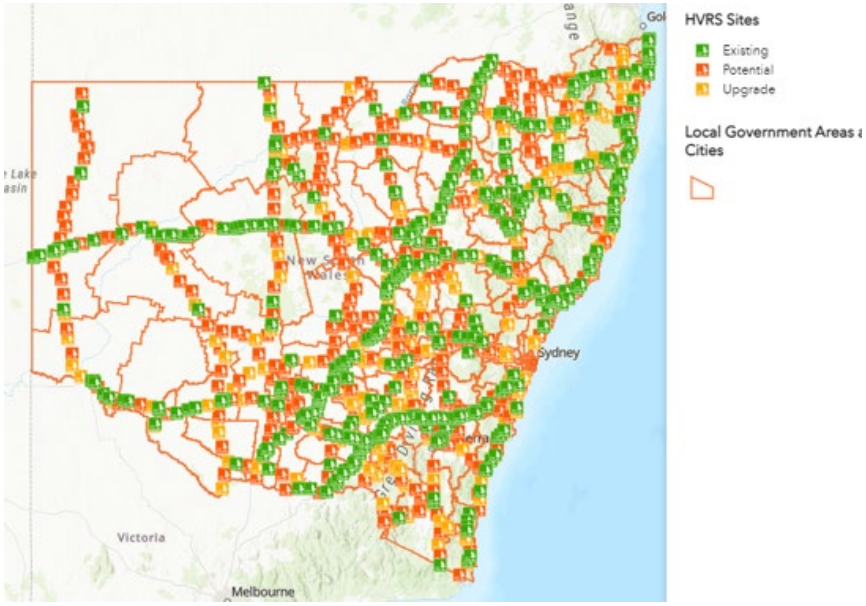


Table 1.2.2 Results of the audits against the Austroads guidelines

Existing formal heavy vehicle rest stops	1363
Potential new heavy vehicle rest stops	486
Potential upgraded heavy vehicle rest stops	356

Highway upgrades

Focus groups and online respondents were invited to share their feedback, preferences and ideas on major highway upgrades that are currently in planning or underway across NSW.

Several of these projects leverage funding to deliver more and improved rest stops on the network. TfNSW invited feedback on four major highway upgrades, including:

- Newell Highway
- Barton Highway
- Princes Highway
- Great Western Highway

Heavy Vehicle Rest Stop Program of Work

The Program of Work identifies six initiatives and 25 actions that brings together work that is or will be carried out across the agency to address the immediate or unmet needs of the freight industry.

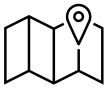
During the workshops TfNSW shared each initiative and action, opening the discussion to broad feedback.

The six initiatives shared include:

1. Improve the quality and quantity of heavy vehicle rest stops in NSW
2. Identify funding opportunities to improve the provision of heavy vehicle rest stops
3. Improve parking capacity at existing heavy vehicle rest stops
4. Improve rest stop information available to customers
5. Improve existing TfNSW guidance
6. Further engagement with industry

Summary of Key themes

Gaps in the Heavy Vehicle Rest Stop Network



"Limited options for mandatory rest breaks are impacting driver wellbeing and compliance." - Focus Group 1

Stakeholders identified gaps in the heavy vehicle rest stop network in NSW. When asked where the greatest need for new informal and formal rest stops, 35 per cent of stakeholders highlighted a specific location requiring a rest stop:

Themes	%
Location highlighted (see table below)	**83**
Specific locations	35
Everywhere/evenly spaced – no specific location given	19
Around main cities (Sydney, Newcastle, Wollongong)	14
Secondary / regional roads	13
Other highways	11
Near towns	6

The following areas were identified as either requiring a rest stop or requiring improvement (not limited to):

Sydney Metro Area	Greater Sydney and Outer Metropolitan areas	Regional NSW
○ Port Botany ○ M7 in Sydney both directions ○ Port Botany ○ Blacktown ○ Seven Hills ○ Hoxton Park ○ Campbelltown ○ Badgerys Creek ○ Eastern Creek	○ M1 motorway south of Hexham ○ Along the M1 between Sydney and Newcastle. ○ Close to Sydney from the north. ○ Great Western Highway from Mount Boyce to Lapstone Hill	○ Moree to Bourke to Broken hill ○ Between Wentworth and Broken Hill. ○ Through the Blue Mountains and Central West. ○ Kempsey to Clybucca ○ Sturt Highway Darlington Point to Hay ○ Orange ○ Narrabri and Narrabri West. ○ Cowra ○ Along the Newell Hwy in both directions ○ Hume Hwy ○ Between Armidale and Tamworth ○ Griffith to Goolgowi

Stakeholders identified the New England and Pacific highways have the largest heavy vehicle rest stop gaps and should be considered as a priority of heavy vehicle rest stop network planning within the HVRSIP. The existing rest stops on the Oxley and New England Highways often do not fit larger vehicles, or the limited spaces are often occupied by other vehicles.

Stakeholders highlighted that smaller freight corridors such as the Oxley, Gwydir and Bruxner Highways are often overlooked for investment. However due to the quantity of freight and higher productivity vehicles that use these routes, industry would like to see an increase rest stopping opportunities.

Greater Sydney Network Gaps

Industry expressed concern that the projects did not consider Greater Sydney, metro areas, and end to end journeys; stating that drivers currently have limited or no dedicated areas where they can stop and check their loads or take a mandatory fatigue break in Greater Sydney. Drivers reported they are often moved on by security or police if they are stopped in certain areas, including at port, depots, and industrial areas in and around Sydney. Industry would like the Heavy Vehicle Rest Stop Improvement Program to address areas in Greater Sydney. One of the focus groups also raised the importance of considering Over-Sized Over-Mass (OSOM) and dangerous goods vehicles in the development of rest stops. While out of scope for this project, there are additional complexities that affect rest stopping opportunities.

Industry also identified a shortage of safe stopping areas in metropolitan areas (Greater Sydney), forcing drivers to risk fines by stopping in No Stopping zones in industrial and urban areas. This also hinders the ability of drivers to decouple, take adequate rest breaks and complete a trip. They suggested that land use rules be revised to allow industrial parks to be utilised for overnight parking. Stakeholders highlighted that this flexible approach would not impact amenity and would allow drivers more options to safely park and rest at night.

Of those stakeholders who engaged with the online platform, 59 per cent of participants noted Greater Sydney remains the highest priority for rest stops of heavy vehicle drivers.

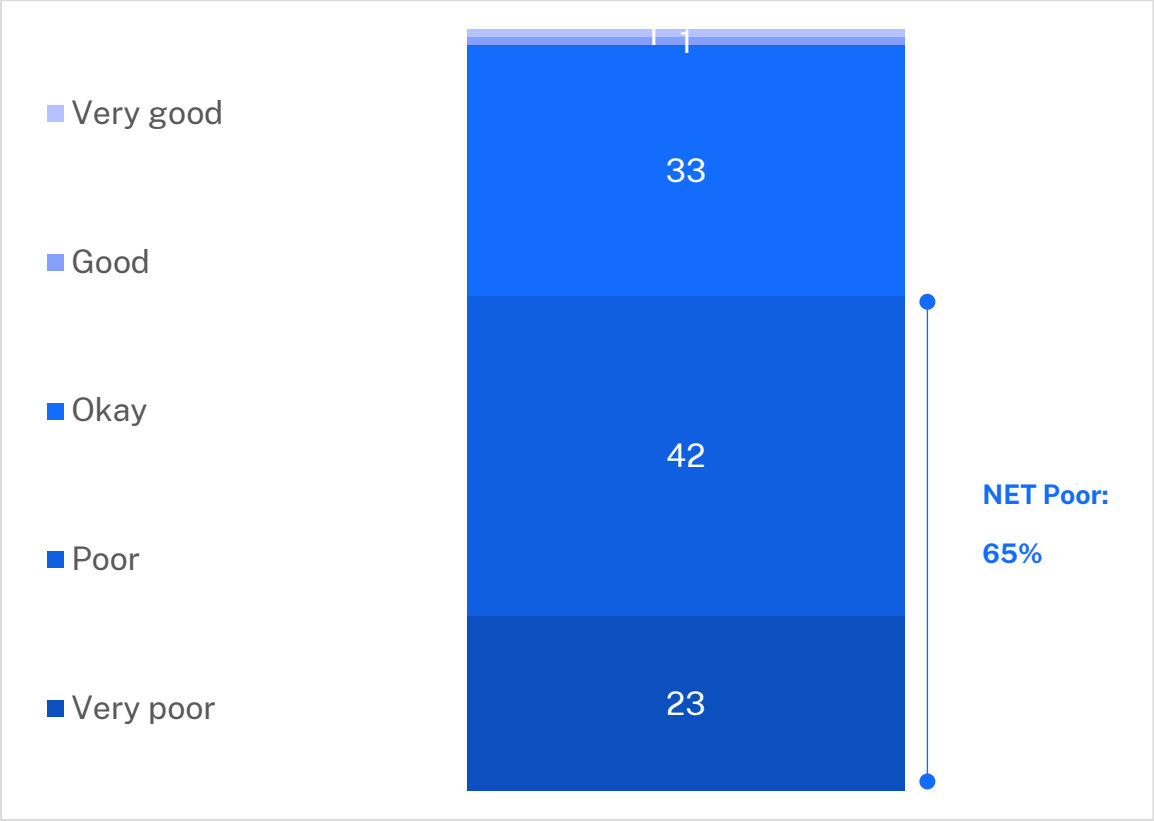
Furthermore, 13 out of the 22 pins that online engagement respondents placed to indicate needs in the network / upgrades were in the Sydney area, mostly for formal rest stop with overnight facilities.

The feedback provided during industry conferences (Road Freight NSW (RFNSW) Conference, Livestock Bulk and Rural Carriers Association (LBRCA) Conference) also show the interest for stops in the Sydney metro area as well as Greater Sydney generally. The feedback from LBRCA shows wider needs on the network, particularly for stops with sleeping facilities and with amenities.

Quantity of rest stops

"Investment focus should be on increasing the total number of heavy vehicle rest stops on the network and increasing the number of truck parking spaces available at existing rest stops."

All stakeholders agreed that an increase in the frequency and number of heavy vehicle rest stops on freight routes would allow drivers to structure their journeys with maximum efficiency and considerations for safety. 65 per cent of participants noted the quantity of rest stops is either **poor or very poor.** A further breakdown of the overall quantity of rest stops as ranked by participants through the online engagement can be found below:



Feedback demonstrated a desire for more rest stops with basic amenity, rather than investment in only Class 1 and Class 2 rest stops with full infrastructure and service provisions.

Industry advised simpler provisions, such as sealed bitumen, designated and separated parking with shade and toilets, could save time and funding and allow for more heavy vehicle rest stops to be constructed in a shorter period.

While industry recognised drivers do require a network of Class 1 and Class 2 rest stops with a diverse range of provisions, the priority for all focus groups was to provide as many new rest stops as possible across the formal and informal rest stop network.

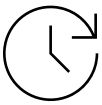
Each focus group also shared the desire to see existing rest stops expanded to include more parking for heavy vehicles. This idea is seen by some members as a simple and practical solution to capacity issues currently faced at many heavy vehicle rest stops.

Industry expressed a preference to have informal heavy vehicle rest stops sealed to improve driver and truck safety. It was reported that unsealed rest stops are often impacted by wet weather conditions, resulting in tyre blow outs, heavy vehicles becoming bogged in wet ground, and an inability to unhook trailers.

Industry noted drivers are often forced to take a rest break earlier than required to meet fatigue management requirements, due to the lack of available rest stops along the network or capacity issues at existing rest stops. This group also said more Class 1 and 2 heavy vehicle rest stops are needed on the outskirts of towns such as Tamworth, where drivers can stop to sleep, decouple trailers, and if possible, access local town facilities.

Of the 104 participants engaged in the online engagement platform, 90 per cent of participants identified there would still be a substantial gap in rest stops following the proposed rest stop identification in the Austroads Audit.

Future needs and trends to inform design



"Planning for heavy vehicle rest stops needs to accommodate innovative vehicle designs and new operating models."

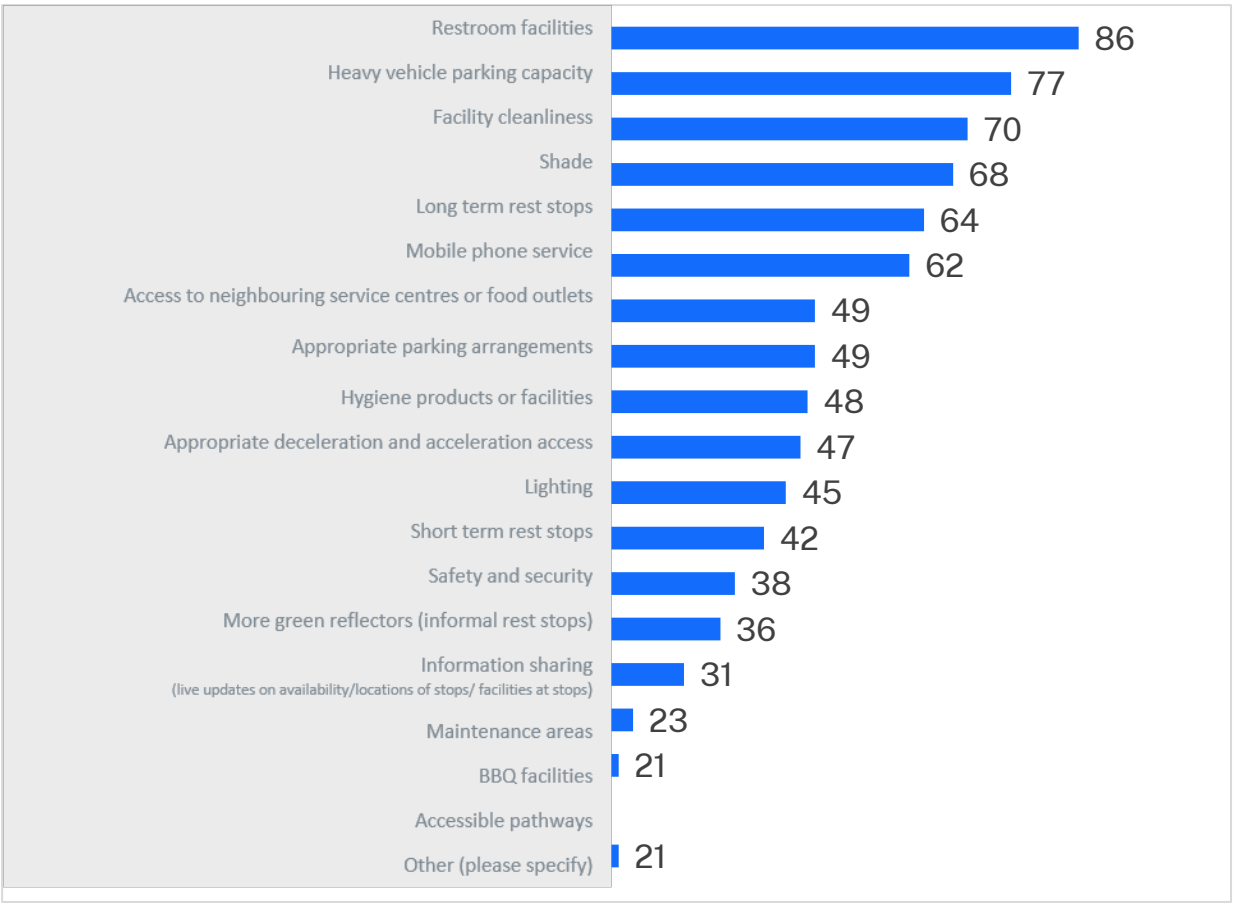
- All focus groups and online respondents supported a heavy vehicle rest stop strategy that accounts for longer and more innovative vehicle types. The growing freight task is seeing increased uptake of longer and higher performing vehicles which requires dedicated planning to accommodate these types of vehicles.
- Stakeholders suggested the design and location of heavy vehicle rest stops need to account for changing and emerging industry practices such as shuttling.
- Shuttling is a growing method along certain freight routes where drivers meet at a mid-point to swap loads and travel back to their starting location. Drivers require a large space to manoeuvre their vehicles, pads/platforms to drop and swap their trailers, and a nearby interchange on the route where they can travel in either direction.
- All focus groups agreed that the Pacific Highway is in need of truck turnaround facilities to support the shuttling model, particularly around the Kempsey area.
- Industry asked that future rest stop planning considers the placement and height of powerlines, preferably not over parking spaces, as well as consideration for longer higher productivity vehicles particularly in relation to parking spaces and ingress and egress.

Fit for purpose design of rest stops

Work with industry to understand and anticipate the need for rest stops by mapping end-to-end journeys

Industry expressed interest in being involved early in the design process of heavy vehicle rest stops to ensure any new or upgraded rest stop meets the specific needs of heavy vehicle drivers.

Online engagement participants ranked required improvements based on need across the network:



Comments on rest stop design features included:

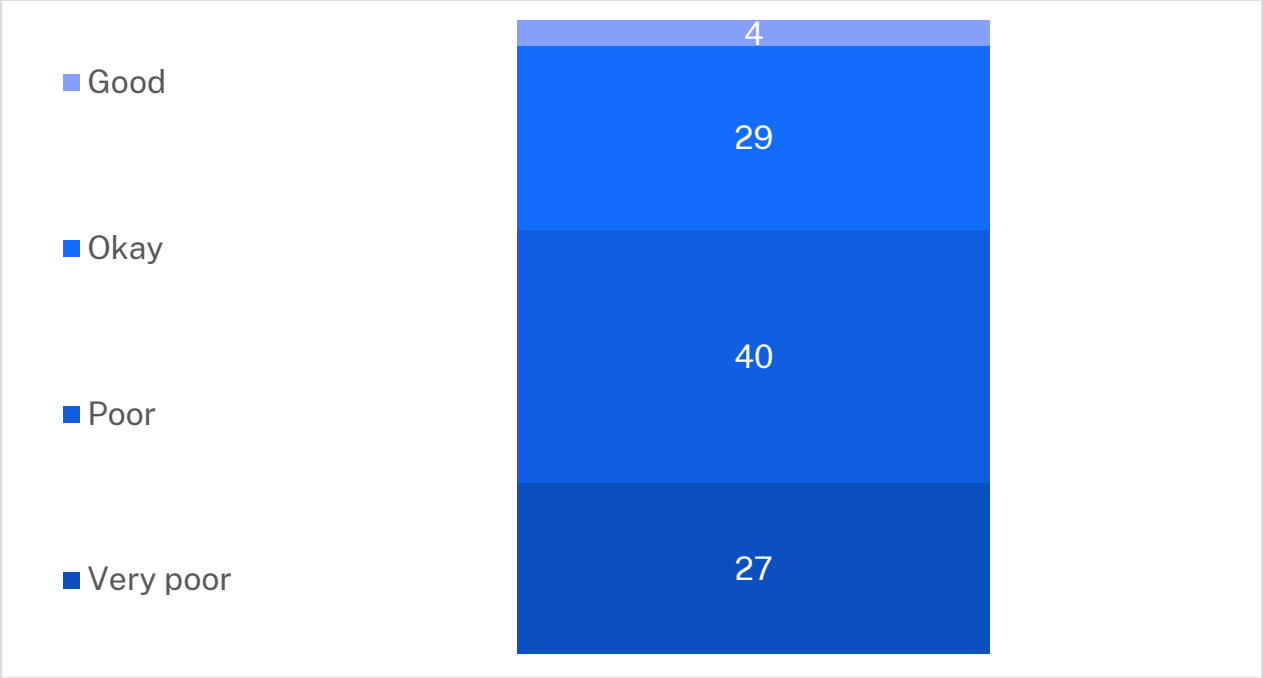
- Running water and bathroom availability and maintenance were supported by all participants in the focus groups particularly at rest stops that have high traffic volume. This is reflected in the online survey results as being highest priority for drivers.

- Shade was mentioned by all focus groups and 62 per cent of online respondents as one of the basic, but key requirements at rest stops to increase the comfort of drivers during both long and short rest breaks.
- More parking spaces over landscaping was preferred by all focus groups.
- Separation of heavy vehicles from other vehicle types at shared stops was preferred as it helps to reduce the misuse of parking bays and provides drivers with a greater sense of security, comfort, and accessibility.
- Separation of long and short stay heavy vehicle parking was supported by all focus groups to reduce disruption to drivers who are sleeping caused by noise, odour, and/or lighting.
- Deceleration and acceleration lanes were raised and supported by all focus groups and 43 per cent of online respondents to provide safe access into and out of rest stops. The location of rest stop positioning at the peak of inclines was industry preference, to enable easier acceleration and deceleration.
- Herringbone parking was preferred for increasing the number of parking spots but was more suitable to short rest breaks as this configuration can be disruptive for drivers sleeping in their trucks due to noise and lights. End to end parking is often preferred for rest stops where drivers need to sleep, however it was noted that this configuration can be difficult to manoeuvre within for certain truck types.
- Further understanding of the origin and destination of loads will help to inform the type of stop required and whether drivers will use it for a quick 30-minute break or a full seven-hour rest break.

Access and amenity for all heavy vehicle types

"Drivers have individual needs and depending on their loads, they may be restricted or reluctant to access some areas because of the noise of the truck or load."

Through both the focus groups and online engagement, 67 per cent of stakeholders noted the quality of rest stops is either **poor** or **very poor**. A further breakdown of the overall quality of rest stops as ranked by participants through the online engagement can be found below:



There was diverse representation across the focus groups to account for truck drivers carrying a range of freight. This allowed for robust discussion around the specific requirements of drivers who are carrying specific freight, such as dangerous goods or livestock.

Participants raised that current rest stop limitations can create challenges for drivers carrying dangerous goods as they may be unable to access some stops due to regulatory requirements. Further, when parked at rest stops, some loads can have a higher noise and odour impact to other rest stop users such as refrigerator and livestock trucks.

Drivers carrying livestock specifically requested more rest stops on the outskirts of towns or cities, to allow them a safe place to stop and inspect their load before and after driving through.

All focus groups mentioned sealed surfaces and shade as key amenity requirements.

Industry requested TfNSW give attention to vehicles carrying livestock, as drivers face specific challenges such as being able to safely stop. In addition, it is preferred that dangerous goods vehicles are separated from other vehicles at rest stops.

Industry noted that drivers carrying dangerous goods cannot stop at all rest stops due to compliance restrictions.

Industry asked that the location of future rest stops considers easier access to local towns. Stakeholders noted rest stops located close to townships would benefit the local economy and allow drivers to access quality food and drink, as well as potentially access overnight accommodation. Heavy vehicle parking bays behind main streets in towns was one option raised that would allow drivers to visit shops before moving onto a heavy vehicle rest stops for longer breaks.

Industry also provided specific examples where the installation of roadside signage (not specific to rest stops) has restricted access to previously used, informal rest stops. An example was provided where roads into Banksmeadow and Botany recently had roadside signage installed on the road which meant heavy vehicles are unable to stop. Moving the signs off the roadside and onto the curb was recommended as a practical and cost-effective solution to improve driver experience.

Capacity and compliance

"Many drivers currently stop in unsuitable areas due to the lack of available parking spaces at rest stops or the lack of heavy vehicle rest stops on the network. Applying bitumen to unsealed informal rest stop sites will improve safety for drivers and provide additional stopping opportunities."

The current capacity of existing rest stops was raised by each focus group. The same question was asked through the online engagement with 85 per cent of online survey respondents noting capacity remains an ongoing issue for industry. All focus groups reported that other vehicle types, such as motorhomes and vehicles with caravans and trailers, park in heavy vehicle rest stops resulting in limited to no capacity for heavy vehicle drivers. Of participants in the online engagement, 28 per cent of respondents cited the same issue. This is likely to reflect that this is a location specific problem along with routes with high tourism.

When asked about specific locations that are impacted the by capacity through the online engagement platform, stakeholders noted the following:

Sydney Metro Area	Greater Sydney and Outer Metropolitan areas	Regional NSW
○ Services centres on the outskirts of Sydney ○ Port Botany ○ Services Centres in Sydney Metro area ○ Western Sydney ○ BP Eastern Creek	○ Ampol Wyong Twin services ○ Beresfield ○ Great Western Hwy ○ Hawkesbury River rest stop	○ Newell Hwy north of Dubbo ○ Dunedoo ○ Hume Hwy: ▪ Yass ▪ Pheasants Nest ▪ Marulan ▪ Sutton Forest ○ Pacific Hwy ▪ Ballina ▪ Chinderah ▪ Goulburn ▪ Kempsey ▪ Coffs Harbour ○ Browns Flat rest stop ○ Lilyvale rest stop, west of Cobar ○ Partridge VC at Menangle ○ Nambucca Heads ○ Moorelands ○ Coloongalook ○ Heatherbrea ○ Brisbane

The misuse of heavy vehicle rest stops is a source of tension. Drivers feel frustrated that they may be punished for being unable to take their mandatory breaks due to the actions of other motorists, limited to no available parking at existing rest stops, and/or the lack of heavy vehicle rest stops in NSW.

TfNSW outlined successful trials that used CCTV, signage, and police presence to reduce the misuse of heavy vehicle rest stops. These tactics were supported by all focus groups. Industry noted the effectiveness of police presence and issuing of fines to dissuade the misuse of these rest stops. Stakeholders suggested additional engagement with industry regarding the installation of CCTV at rest stops to avoid the perception that it is being used to monitor fatigue management breaks or driver compliance.

Drivers raised the importance of using holiday and peak periods as the baseline for any testing or monitoring of capacity and compliance, as these are the times most likely to cause conflict between drivers of different vehicle types. TfNSW encouraged industry to inform them of heavy vehicle rest stops that are frequently misused, to inform the selection of locations for the next CCTV and signage trials.

Yelgun heavy vehicle rest stop was reported by to have people camping in it and compliance signage has not had an effect. Wallacetown rest stop was also identified as often occupied by other vehicles using these essential parking spaces.

Industry reported some drivers are using the roadside for decoupling, because rest stops, and service stations are often at capacity. It was reported that up to 20 vehicles can be parked along the Oxley Highway, outside of Tamworth, due to capacity constraints and conflicts at the existing rest stops.

Industry expressed frustration about the misuse of rest stops for police enforcement operations, often forcing drivers to prolong a journey to find another suitable rest stop.

Safety, quality and maintenance

"Maintenance of heavy vehicle rest stops remains an ongoing issue."

All drivers who attended the focus groups support personal amenity/shower 'pods' that generally provide better privacy, comfort, and cleanliness than standard facilities. Industry recommended the use of a universal access key as they are currently used in the livestock industry and work well in order to manage access and security, including reducing vandalism.

A lack of lighting and secure doors/windows at some heavy vehicle rest stops were reported to have led to vandals and wildlife, including snakes entering facilities creating an unsafe area to rest.

Online engagement highlighted 86 per cent of respondents stated that restroom requirements are not being met with a further 70 per cent of these participants noting cleanliness to be an issue. TfNSW asked participants what additional facilities or upgrades would be required; participants stated better lighting, access to security, cleaner amenities, and unisex toilets would improve rest stops for all users as well as women.

One female industry representative provided insights into the challenges she has faced from both a design and cultural perspective. She outlined how the design of many heavy vehicle rest areas do not properly account for female drivers, with regards to privacy and adequate facilities. The focus groups also highlighted that female drivers may require different facilities and levels of privacy which are not always available at rest stops. For example, some rest stop areas have shared/unisex showering facilities. She also raised the need for access to sanitary disposal facilities at rest stops. This was supported by the online consultation results, with 56 per cent of respondents indicating that existing rest stops had inadequate provisions for female drivers. A further 22 per cent also raised safety as a significant concern for all drivers.

One focus group highlighted that maintenance of heavy vehicle rest stops remains an ongoing issue and it was suggested that routine inspections of rest areas would be beneficial to monitor maintenance requirements. TfNSW encouraged drivers to provide feedback on heavy vehicle rest stops in need of maintenance, so they can be prioritised accordingly.

Partnerships and engagement

"Service centres provide a valuable stopping opportunity for drivers; however, they often suffer from capacity issues."

Highway Service Centres were identified as key opportunities to explore potential partnerships with and leverage the amenity provided.

Industry noted that due to the infrequency of Class 1 rest stops, service stations are often at capacity preventing drivers from taking adequate rest. This group highlighted an opportunity to strategically plan for additional rest stop parking areas alongside service stations to accommodate overflow trucks.

Industry asked for further consultation and input on the development of the service centre strategy.

Industry raised concerns about any removal of both formal and informal rest stops without replacing them at another nearby location or removing heavy vehicle rest stops without informing industry of the changes, which creates problems for driver's planning their mandatory and/or wellbeing breaks. They requested proactive engagement prior to the removal of any rest stops to allow for drivers to safely plan their journeys.

Focus Group feedback – Highway Upgrades

The following feedback summary relates only to the workshop engagement activities conducted with drivers and operators in November and December of 2022, in regards to the Newell Highway, Barton Highway, Princes Highway, and Great Western Highway.

Newell Highway

TfNSW provided an overview of the work currently being undertaken on the Newell Highway before focusing on two proposed heavy vehicle rest stops located near Dubbo - one situated in the south of Dubbo near the Western Plains Zoo, and the second to the north near Dubbo Kart Club.

Dubbo was previously identified as having a significant gap in the heavy vehicle rest stop network with limited access to bathroom facilities along this route.

There was support for the Kart Club's two key distinctive features, it's herringbone parking and flow through access arrangement and the common features, including bathrooms, separated light and heavy vehicle areas, and the potential for showers were supported by all participants.

General comments were made in support for rest stops at both Dubbo locations. Limited feedback was provided on specific design features and no preference between the designs was given.

The separation of heavy and light vehicles dominated the discussion with strong support for the separation and clear identification of spaces. Spaces must be appropriately signposted to reduce the misuse of heavy vehicle parking spots by light vehicles.

Waste disposable facilities for caravans would be included as drivers have experienced caravaners dumping waste near heavy vehicle rest stops leading to poor odour and insects. Transport commented that they were not currently included but that sewerage infrastructure was available and therefore could be investigated.

Industry representatives reported the flow-through design better utilises available space, as a single ingress and egress design requires a large area for trucks to turn and manoeuvre. TfNSW raised that if the single access point was chosen for the Dubbo Zoo rest area design, further investigation would be carried out to allow safer access for trucks turning in and out of the heavy vehicle rest stop, such as lowering the speed limit.

Concerns were raised that end-to-end parking at Dubbo Zoo rest area may be difficult for larger trucks and road trains that are challenging to reverse, increasing the risk of trucks colliding while entering and exiting their parking space, particularly at night-time in lower visibility.

One participant stated that truck drivers should be trusted more to arrange themselves in an appropriate way and that all they require is an open concreted space, suggesting drivers do not require line marking or parking bays.

Flushing toilets and potential for showers were supported at both locations. Bathrooms were asked to be unisex to maximise availability with individual 'amenity pods' a preferred option (similar to Tarcutta); where each pod can be securely locked separate from others with shower and toilet facilities that provide greater privacy and comfort for users. An example was provided where a 'glass brick wall' feature at Tarcutta creates a silhouette of people using the shower at night-time, visible to those outside of the bathroom. There was a preference for the use of an Abdata key or similar as they are already in use by drivers.

Stakeholders supported the separation of light and heavy vehicles at heavy vehicle rest stops, stating it reduces the potential for conflict and makes drivers feel more comfortable when resting.

One group raised that it anticipated community concerns over the Dubbo Zoo rest stop with new housing and retirement communities currently being developed in close proximity which may impact community support of the rest stop. They acknowledged the proximity of the rest stop to the town was positive as it would allow better access to town amenities.

The proximity of the Dubbo Zoo rest stop to residential areas was raised with concerns that noise from livestock or refrigeration trucks will impact residents or other drivers. It was recommended that community consultation about noise and impacts be carried out to avoid these types of trucks from being potentially restricted from using this rest stop.

It was suggested that a section of the rest stop be dedicated to noisy vehicles, further away from sensitive receptors.

Industry raised deceleration and acceleration lanes are not included in the Dubbo Zoo design and that can make it difficult for drivers to safely access the rest stop. TfNSW explained that there was

an overtaking lane nearby which would improve safety and allow other road users to overtake heavy vehicles.

An end-to-end parking configuration was the preferred as it has the least noise and lighting impacts on drivers. Herringbone configuration was said to be the most disruptive to drivers trying to sleep, however is sometimes suitable for short term fatigue breaks.

Industry recommended design focus on providing opportunities for good sleep (up to seven hours) at Dubbo Kart Club rest area.

Participants queried the number of heavy vehicle parking spaces in comparison to the number of spaces for light vehicles at Dubbo Kart Club rest area. Drivers would like the number of parking spaces prioritised in the design with a suggestion to move the amenity block to the side and create more space for parks and would rather space for amenities such as picnic facilities be replaced with additional parking.

It was also noted that this rest stop will become increasingly more popular if bathroom and showers are added and therefore parking volume should be the priority.

A concrete slab under the trailer legs for trailer drops was a design suggestion raised to help drivers when they need to unload, distribute and swap trailer loads.

Barton Highway

TfNSW outlined the ongoing highway upgrades including road duplication and the inclusion of safety treatments on the Barton Highway. Feedback sought was industry sentiment for the potential removal of a northbound heavy vehicle rest stop as a result of the road duplication using the existing rest stop area.

There was limited feedback on the Barton Highway. Two of the focus groups did not support the removal of the northern rest stop, but one group indicated they were comfortable with its removal as they believe there are other rest areas are within a reasonable distance.

The ACT was frequently mentioned for lacking heavy vehicle rest stops which can make some routes difficult for drivers to manage their fatigue breaks.

Further customer targeted consultation is required with operators that use the Barton Highway and Princes Highway regularly to gain representative view.

Industry reported that there are minimal heavy vehicle rest stops available on routes to and from the Australian Capital Territory (ACT) and supported the retention of any heavy vehicle rest stops.

They also enquired about planning for the Federal Highway as it is another key highway for ACT routes. TfNSW was unable to provide details on the Federal Highway but recorded feedback on a lack of heavy vehicle rest stops in and out of the ACT. Representatives did not have any other comments on the Barton Highway.

Industry also indicated there are only four areas where drivers can pull over on the Barton Highway between Yass and the ACT, with some of these areas being informal rest stops. They reported one frequently used rest stop southbound with facilities which is consistently full as it is one of the only available spots.

Concerns were raised with the potential removal of the northbound stop as part of the highway upgrade with a desire for some space to be available to drivers coming out of the ACT. It was noted that this would only have to be an informal rest stop with no requirement for any major facilities and amenities.

One group supported the removal of the northbound rest stop, stating that there is one located at Yass. It was mentioned that the parking area at one of the stops between Yass and the ACT has been closed off however it does not seem to have caused capacity issues at other rest stops. The specific rest stop was not known.

An upgraded rest stop at or near Murrumbateman was suggested that drivers traveling on the Hume Highway could also utilise. A Class 4 or 5 heavy vehicle rest stop in this area would be beneficial for drivers with refrigeration or livestock loads, so they can conduct a load check before entering or exiting the ACT.

It was noted that there are no heavy vehicle rest stops in the ACT besides a few informal ones. A heavy vehicle rest stop for longer rests could have some benefits for drivers who have to sit for extended periods.

Princes Highway

TfNSW presented on six separate projects in planning on the Princes Highway. Industry was asked to provide general feedback on the highway and any areas where heavy vehicle rest stops are needed. No specific designs were presented.

Focus groups provided limited feedback on the Princes Highway as most did not utilise it regularly and further targeted consultation is required with operators who use the Princes Highway to inform their rest area strategy.

There was shared support for B-double access at Higher Mass Limits across the Princes Highway and that adequate rest stopping opportunities are provided. Focus groups noted that towns are often bypassed and helping drivers access town facilities for eating and washing would be beneficial.

Industry noted peak holiday periods are problematic for heavy vehicle drivers along the Princes Highway.

It was suggested that the Pacific Highway is a higher priority than the Princes Highway as the rest stops are over capacity.

There was a request for the Princes Highway to be upgraded to better accommodate B-double vehicles which would require new heavy vehicle rest stops to account for these larger vehicles.

Great Western Highway

TfNSW provided an overview of the proposed upgrade to the Great Western Highway including a major tunnel that would bypass the existing highway which traverses Mount Victoria and inclusion of four rest stops.

Design and location of four new rest stops was also shared with stakeholders, as well as the three stages of the project. Feedback was sought on all aspects of the project and it was noted that the rest stops being bypassed would remain available post completion, in case the tunnel has to close for any reason.

The proposed tunnel along the Great Western Hwy upgrade was supported by all four focus groups for its potential to improve efficiency and safety.

While supported, all industry bodies raised the need to consider the increased volume of heavy vehicles using the tunnel and the subsequent requirements for drivers. They commented that planning should ensure there are enough parking spaces with appropriate facilities for drivers such as access to food and beverage, and that parking bays should consider the increasing length of vehicles.

There was feedback about the limited capacity at the Katoomba rest stop and requirements for additional rest stops on the outskirts of major cities for trucks to stage while either waiting for curfews to pass, avoid congestion or wait for timing of slot at port, Intermodal Terminal or the future Western Sydney airport.

There was also comment on the future growth of Western Sydney and what rest stops need to consider for getting to that destination.

Capacity issues at the Eastern Creek rest stop were raised.

Industry commented specifically on the presented design, enquiring about the amount of available shade and sought clarification from TfNSW that the existing rest stops were being retained despite being bypassed. They strongly supported the assurance that existing stops would remain available if the tunnel was closed.

Industry supports the investigation of dangerous goods transportation through the tunnel as it would increase use for freight operators.

Participants reiterated the lack of rest stop opportunities for heavy vehicle drivers in Greater Sydney.

Regarding the heavy vehicle rest stop design, questions were asked about the length and number of bays and showed support for inclusions of 36m bays to future-proof the site for future performance-based vehicles.

The timeframes and construction impacts were raised, highlighting that there will be a significant increase in heavy vehicles on this route to service the construction which will require more parking bays.

The proposed upgrade will greatly increase the volume of heavy vehicles on this route, therefore the number of available parking bays at new rest stops should be considered as part of this project. In addition to increasing parking bays, the group noted there will also be a requirement for food and beverage uplift; drivers will often use this stopping opportunity to manage fatigue as well as their wellbeing and noted Eastern Creek is not considered a viable rest stop as it is consistently at capacity.

Other feedback from the focus groups

Industry requested detail and focus be given to the Pacific Highway and identified it as a critical route for freight with limited capacity at any rest stops during the night.

Online Engagement Feedback

During the online engagement process, 104 survey responses and 22 interactive location pins were collected from a total of 931 online site visitors. Appendix C shows the landing page and contextual information for the online engagement tool.

Most feedback collected through the online engagement activity reinforced the concerns and opinions shared during the prior engagement workshops. Key themes that also resonated through the online engagement tool included:

- Gaps in the network, in particular in Greater Sydney.
- Quantity and capacity of rest stops.
- Access and amenity for all vehicle types.
- Safety, quality, and maintenance.

A general theme from the online engagement responses collected identified challenges currently with Heavy Vehicle Rest stops network, with 2 in 3 respondents rating the quantity and quality of heavy rest stops in NSW as poor or very poor.

A lack of heavy rest stops areas (with Sydney being a clear pain point) and insufficient parking in existing stops was consistent across both the workshop and the online engagement responses. Key takeaways from online engagement include:

- 90 per cent of respondents believe there would still be gaps in the network after considering the proposed plan.
- 85 per cent of respondents are pointing out parking capacity issues currently.
- Comments suggest that the capacity issues are driven by other non-heavy vehicles (caravan/light vehicles) using the space, as well as the general availability of parking space - particularly depending on the type of heavy vehicle / freight being transported.
- Respondents are overwhelmingly asking for more, and cleaner, restrooms facilities (86 per cent saying restrooms are a requirement not currently met, 70 per cent pointing out facilities cleanliness). Female respondents identified specific needs in relation to functional and appropriate facility needs, as well as design with safety and privacy in mind.

Overall, the responses from the online engagement tool have supported the findings from the workshops and have built a statistical basis for the commonly identified themes across the engagement and consultation activities taken thus far to inform the Heavy Vehicle Rest Stop Improvement Program.

Commitment to further engagement

Transport for NSW is committed to continuing engagement with heavy vehicle drivers and peak industry bodies, as it undertakes work to improve quantity and standard of heavy vehicle rest stops in NSW.

This commitment is documented in the Program of Work that was presented to industry as part of this engagement program.

Transport for NSW is also committed to reporting on it progress in delivering the variety of projects and initiatives aimed to improve the rest stopping experience for heavy vehicle drivers.

Appendix A

Program of works

Initiative	Actions
Improve the quality and quantity of Heavy Vehicle Rest Stop sites across NSW	**1.** Identify gaps in the provision of rest stop opportunities against the Austroads guidelines and the Green Reflector Guide and produce a priority list of proposed new sites **2.** Upgrade existing rest stops. This includes minor to moderate works to approximately 40 heavy vehicle rest stops in the short term (12-18 months) to improve customer experience **3.** Review and improve maintenance surveillance practices **4.** Identify and install new informal (green reflector sires) at heavy vehicle rest stops **5.** Publish an internal TfNSW Highway Service Centre Strategy **6.** Deliver new rest stops sites that include: • Four new rest stops on the Great Western Highway between Katoomba and Lithgow within five years • Two new rest stops, one Class 3 and one Class 5, on the Newell Highway between Narrabri and Moree
Identify funding opportunities to improve provision of heavy vehicle rest stops	**7.** Submission of investment proposal to establish Heavy Vehicle Rest Stop Improvement Program to deliver key outcomes **8.** Submit nominations under Commonwealth funded programs **9.** Submission to Infrastructure Australia for NSW heavy vehicle rest stops to be added to the Priority List
Improve parking capacity at existing heavy vehicle rest stops	**10.** Identify (and where needed) extend the heavy vehicle parking signage trials at additional sites **11.** Utilise CCTV at key sites to monitor capacity and light vehicle parking issues **12.** Investigate sites that are regularly reported as reaching capacity to identify issues and solutions for future requirements **13.** Install improved compliance signage (vehicles over 12t GVM excepted) to identify and delineate areas for heavy vehicles **14.** Investigate how TfNSW can manage capacity issues at rest stops (including usage of and parking behaviour) and the feasibility of technology solutions to support rest stop users in fatigue management
Improve rest stop information available to customers	**15.** Investigate innovative solutions that can be used to inform customers on the network of rest stopping opportunities and facilities **16.** Audit and improve highway signage of rest stopping sites **17.** Review TfNSW online rest stop map, and ensure all stopping opportunities are presented (from service centres to green reflector sites)

	18. Investigate ways to provide rest stopping information to customers using non technological means **19.** Identify and audit existing and potential green reflector sites to ensure safety, compliance, and mapping of existing sites
Improve existing TfNSW guidance	**20.** Develop internal TfNSW supplements for Austroads guide to heavy vehicle rest stopping **21.** Prepare a Customer Insights document to share learnings from engagement with industry stakeholders **22.** Update rest stop wayfinding signage guidelines
Further engagement with industry	**23.** Continue to engage with industry stakeholders on the design and delivery of heavy vehicle rest stopping initiatives and projects. **24.** Provide regular updates to industry stakeholders on delivering heavy vehicle rest stop initiatives and improvements **25.** Investigate the feasibility of and appetite for an Industry HVRS reference group

Appendix B

Pre-Reading (Focus Group) Document

Background

The NSW Government is improving the number and quality of heavy vehicle rest stops across the state road network.

Transport for NSW recognises that drivers require reliable access to rest stops with supporting facilities to safely perform their jobs.

Several projects are underway across the investigation, planning, design and delivery phases for rest stop improvements. Industry feedback is guiding this work to ensure it meets the current and future needs of heavy vehicle drivers and the growing freight task.

As part of ongoing engagement with industry, TfNSW has invited key representatives to participate in a facilitated workshop and contribute to major areas of work, including:

- Heavy Vehicle Rest Stop Improvement Program
- major highway upgrades
- the Heavy Vehicle Rest Stop Program of Work.

This document provides a high-level overview of the key projects that will be shared and discussed at the workshop. We encourage you to familiarise yourself with the work underway and consider additional comments, feedback and opportunities to raise.

Workshop purpose

Industry representatives have been invited to participate in an online workshop and provide insight, advice and feedback on TfNSW initiatives and projects, ensuring current and future work meets the needs of heavy vehicle drivers.

TfNSW is seeking feedback on:

- Identifying gaps on key freight corridors and state-road network
- needs of drivers to inform the scope, design and therefore estimated costs of delivery
- existing stops where the need for upgrades have been identified
- preferred location of proposed rest stops
- general feedback on the Heavy Vehicle Rest Stop Program of Work.

Project Overview

We understand that industry would like to see new and improved heavy vehicle rest stops in NSW. Work to improve the heavy vehicle rest stopping experience for drivers has been grouped into three workstreams:

Improvement Program

A Strategic Business Case is underway as part of the Improvement Program to research, audit, plan and prepare for new heavy vehicle rest stop opportunities and make necessary improvements to existing rest stops.

Generally, this work will help to identify future funding and delivery options. The Improvement Program will consider improvements to both formal and informal rest stops, including:

- where new rest stop facilities for heavy vehicles are required
- improvements to existing rest stop facilities for heavy vehicles, including high productivity vehicles
- stakeholder engagement to validate the research and inform the scope and type of rest stops and improvements required.

This strategic approach includes a comprehensive audit of heavy vehicle rest stops on the Regional State Road network and will test these against the Austroads Guidelines to identify gaps and deficiencies. This audit and gap analysis will be supplemented by industry's view of where rest stops are required and how those rest stops would be used.

At the workshop we will:

- share the initial research that identifies gaps in the network against the Austroads Guidelines
- ask your feedback about current rest stops and any additional priority rest stop opportunities required on the State-road network.
- identify requirements for the use of rest stop sites including facilities, location, parking and sleep
- request any further issues or areas of concern that need focus.

Your input: Consider known gaps in the network and share any issues, concern or information regarding rest stop improvement opportunities for the short, medium and longer term.

Highway upgrades

There are major highway upgrades in planning or underway across the State, with several of these leveraging the work to deliver more and improved rest stopping opportunities in the medium term.

The workshop will share information on some of the key highway upgrade projects that will benefit heavy vehicle operators through the proposed or planned delivery of heavy vehicle rest stop intiatives.

Focused freight corridors will be:

Project	Phase	Scope (Heavy Vehicle Rest Stops)
Princes Highway upgrade	Planning	Provision of new or upgraded rest stops being considered
Barton Highway	Preliminary	Rest stop opportunities to be identified
Great Western Highway	Planning	Four new rest stops anticipated
Newell Highway	Delivery	Two new rest areas and Tycannah Rest Area upgrade as part of the Newell Highway upgrade between Narrabri and Moree
	Planning	Upgrades to rest areas as part of highway widening projects and overtaking lanes
	Preliminary	Investigation upgrades around the Dubbo region

Your Input: We will be seeking your advice about heavy vehicle driver needs along these corridors as well as your feedback on proposed heavy vehicle rest stop works.

Program of Work

The program of work brings together, through a series of initiatives and actions, a range of work in planning or underway across Transport for NSW to improve the rest stopping experience for heavy vehicle drivers. It includes outputs of the Improvement Program Strategic Business Case and the heavy vehicle rest stop projects being proposed as part of the highway upgrades.

Other actions included in the Program of Work are intended to address immediate or unmet needs raised through previous and ongoing engagement with the road freight industry.

These priority actions have been informed by industry feedback to date and include a diverse mix of activities. Some of these actions are being delivered to provide immediate solutions for industry. Other items will be further explored and considered with industry as they progress.

Following this workshop, once we have considered and incorporated your feedback into the Program of Work, we will report back to industry through the road freight peak bodies our progress in delivering each of the initiatives.

Your input: Please read the initiatives and consider:

- Do the six Initiatives meet the needs of industry?
- What gaps still need to be addressed within the **actions** proposed?
- Are there any other needs that should be considered as part of this work?

Heavy Vehicle Rest Stop Program of Work

Transport for NSW has identified initiatives to be achieved through a series of actions as outlined below:

Initiative	Actions	Status
Improve the quality and quantity of Heavy Vehicle Rest Stop sites across NSW	1. Identify gaps in the provision of rest stop opportunities against the Austroads guidelines and the Green Reflector Guide and produce a priority list of proposed new sites 2. Upgrade existing rest stops. This includes minor to moderate works to approximately 40 heavy vehicle rest stops in the short term (12-18 months) to improve customer experience 3. Review and improve maintenance CCTV measures in place at rest stops. 4. Identify and install new informal (green reflector sires) at heavy vehicle rest stops 5. Develop a strategy for the provision of Highway Service Centres 6. Deliver new rest stops sites that include: • Four new rest stops in total on the Great Western Highway between Katoomba and Lithgow • Two new rest stops, one Class 3 and one Class 5, on the Newell Highway between Narrabri and Moree	In progress In progress Not started Not started In progress In progress

Identify funding opportunities to improve provision of heavy vehicle rest stops	7. Submission of investment proposal to establish Heavy Vehicle Rest Stop Improvement Program to deliver key outcomes 8. Submit nominations under Commonwealth funded programs 9. Submission to Infrastructure Australia for NSW heavy vehicle rest stops to be added to the Priority List	In progress In progress Completed
Improve parking capacity at existing heavy vehicle rest stops	10. Identify (and where needed) extend the heavy vehicle parking regulatory signage trials at additional sites 11. Utilise CCTV at key sites to monitor capacity and light vehicle parking issues 12. Investigate sites that are regularly reported as reaching capacity to identify issues and solutions for future requirements 13. Install improved compliance signage (vehicles over 12t GVM excepted) to identify and delineate areas for heavy vehicles 14. Investigate how TfNSW can manage capacity issues at rest stops (including usage of and parking behaviour) and the feasibility of technology solutions to support rest stop users in fatigue management	Not started Not started Not started Not started Not started
Improve rest stop information available to customers	15. Investigate innovative solutions that can be used to inform customers on the network of rest stopping opportunities and facilities 16. Audit and improve highway signage of rest stopping sites 17. Review TfNSW online rest stop map, and ensure all stopping opportunities are presented (from service centres to green reflector sites) 18. Investigate ways to provide rest stopping information to customers using non technological means 19. Identify and audit existing and potential green reflector sites to ensure safety, compliance, and mapping of existing sites	Not started Not started Not started Not started Not started
Improve existing TfNSW guidance	20. Develop TfNSW internal resources for Austroads guide to heavy vehicle rest stopping 21. Prepare a Customer Insights document to share learnings from engagement with industry stakeholders 22. Update rest stop wayfinding signage guidelines	Not started In progress Not started
urther engagement with industry	23. Continue to engage with industry stakeholders and rest stop users on the design and delivery of heavy vehicle rest stopping initiatives and projects. 24. Provide regular updates to industry stakeholders on delivering heavy vehicle rest stop initiatives and improvements 25. Investigate the feasibility of and appetite for an Industry HVRS reference group	In progress In progress Not started

Appendix C

Agenda – Industry Focus Groups

Transport for NSW

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Agenda
Heavy Vehicle Rest Stop Workshop

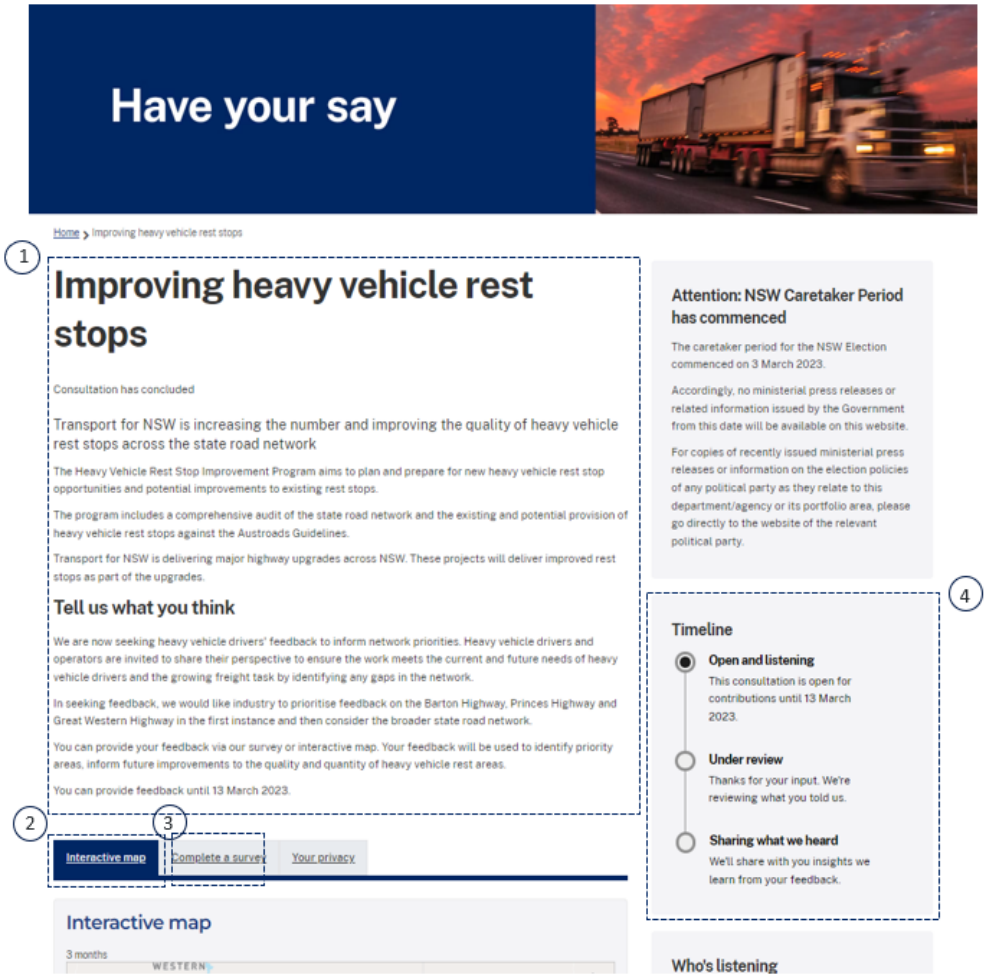
Chairperson/Facilitator	Jennifer Travis, Director Customer Engagement and Delivery, Freight Branch

Business items	Time	Responsibility
Item 1: **Welcome & Acknowledgement of Country**	5 mins	Chair
Item 2: **Introduction**	5 mins	Chair
Item 3: **What we heard - Summery of Feedback from Industry**	15 mins	Chair
Item 4: **Overview of Heavy Vehicle Rest Stopping work in NSW**	10 mins	Margy Andrews
Item 5: **HVRS Improvement Program**	5 mins	Dan Dunstan
Item 6: **Highway Upgrades** • Newell Highway • Barton Highway • Princes Highway • Great Western Highway	 15 mins 15 mins 15 mins 15 mins	 Josh Parkin Timothy Wilson Julian Watson John Dinan
Item 7: **Program of Work**	30 mins	Monica Sirol

Transport for NSW

Business items	Time	Responsibility
Item 8: **General feedback and questions**	5 mins	Chair
Item 9: **Next Steps and Close**	5 mins	Chair
Item 10: Meeting Close		

Appendix C – Online engagement



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Consultation page overview

Consultation background (1)

- Provided information about the consultation to those interacting with the webpage.

Interactive map (2)

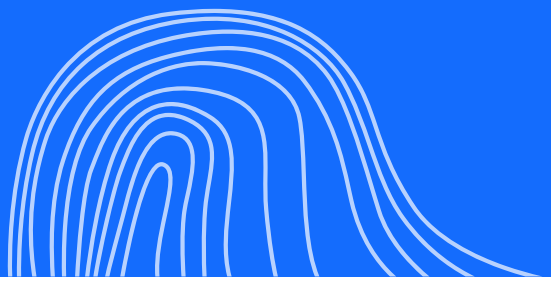
- Map of NSW road network showing existing & potential upgrade of rest stops, where participants could drop a pin and provide feedback about their needs in this location

Survey (3)

- 10 questions, with optional answers, about rest stops quantity, quality and existing needs on the network

Timeline (4)

- Outline the process and timeline of the consultation



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