



safe work australia

Traffic management: Guide for shopping centres

Guidance material

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Contact information

Safe Work Australia | <mailto:info@swa.gov.au> | www.swa.gov.au

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1. Introduction

This Guide has been developed to supplement the [General guide for workplace traffic management](#). It provides information on how to manage risks that may arise from traffic movements in shopping centres.

This Guide does not provide guidance about operating vehicles and powered mobile plant within a building or warehouse for the purpose of moving stock. Guidance on managing risks in these environments is provided in the [General guide for workplace traffic management](#) and in the [Traffic Management Guide: Warehousing](#).

Managing traffic is an important part of ensuring a shopping centre is without risks to health and safety. Vehicles, including powered mobile plant, pose a risk to workers and members of the traffic when moving in and around a workplace, reversing, loading and unloading.

Traffic in and around shopping centres includes passenger vehicles, shopping trolley collection vehicles, delivery trucks, forklifts, cyclists and pedestrians, including customers, workers and business owners.

A person conducting a business or undertaking (PCBU) has a duty to ensure, so far as is reasonably practicable, workers and others are not exposed to health and safety risks arising from the business or undertaking. This duty includes implementing and reviewing control measures to prevent people being injured by moving vehicles at a shopping centre.

1.1. Ways to control traffic risks

A PCBU must eliminate traffic hazards, so far as is reasonably practicable. This could be achieved by removing powered mobile plant and other vehicles from in and around the shopping centre.

Where a risk cannot be eliminated, it must be minimised, so far as is reasonably practicable. A PCBU should manage risks by working through the hierarchy of control measures from the highest level of protection and reliability to the lowest.

The hierarchy of control measures requires that PCBUs first aim to eliminate a risk. If it is not reasonably practicable to eliminate a risk, it must be minimised using one or more of the following approaches, so far as is reasonably practicable:

- substitute the hazard for something safer, for example by replacing forklifts with other load shifting equipment such as walker stackers
- design the layout of the workplace to eliminate interactions between pedestrians and vehicles. Consider the location, design and use of loading docks, shopping trolley collection and drop off areas, taxi ranks, bus stops and public areas such as foot paths, public roads and cycle paths
- isolate the hazards from people, for example use physical barriers or overhead walkways, and
- engineering controls such as presence sensing devices on mobile plant.

If risk still remains, consider the following controls in the order below to minimise the risk, so far as is reasonably practicable:

- use administrative controls such as warning signs and schedule delivery times to avoid or reduce the need for pedestrians and vehicles to interact
- developing, implementing and reviewing a traffic management plan, and
- use personal protective equipment (PPE) e.g. high visibility clothing.

A combination of controls may be used if a single control is not enough to minimise the risks.

1.2. Consultation, co-operating and co-ordination

Duty holders at shopping centres can include the shopping centre owner or manager, retailers and contractors. Responsibilities for health and safety should be clearly identified. The duty holders must consult, co-operate and co-ordinate activities with others who also have a work health and safety duty. It is important all workers, contractors, subcontractors, visiting drivers and other people clearly understand their responsibilities for maintaining a safe workplace and safe work practices.

The person with management or control of a shopping centre should contact the relevant regulator and the road authority for advice on traffic control requirements, particularly where these interact with public road systems.

1.3. Information, training, instruction and supervision

PCBUs must provide any information, training, instruction and supervision necessary to protect all persons from risks to their health and safety, so far as is reasonably practicable.

This includes ensuring all workers, contractors, visiting drivers and others are provided with information, training and instruction about the designated routes, parking areas, pedestrian exclusion zones and speed limits. This could include an induction process, signage, policies and verbal instruction. Visiting drivers should be aware of restrictions on vehicle sizes or types, entries and exits, and other safety procedures before entering the workplace.

If needed, a PCBU must provide supervision to ensure safety procedures are being followed, particularly if they are relying on administrative control measures to minimise risks. Any information, training and instruction provided must be presented so it is easily understood by workers. This may require providing information and training material in different languages.

Other people at the workplace, like customers and visitors, must take reasonable care for their own health and safety and must take reasonable care not to adversely affect other people's health and safety. They must comply, so far as they are reasonably able, with reasonable instructions given by the PCBU.

1.4. Vehicle deliveries, loading docks and scheduling

To manage health and safety risks for while loading and unloading, a PCBU must minimise risks so far as is reasonably practicable, for example through:

- designing separate entry and exit points for large vehicles
- installing physical barriers around walkways leading to waste areas

- installing convex mirrors to improve visibility for drivers and pedestrians
- providing walkways with physical barriers to areas where pedestrians order, pick up or transfer goods, and
- limiting vehicle speeds by using traffic calming devices or speed limits
- separating vehicles from customers and other pedestrians by using barriers, guard rails or designated loading docks e.g. a security gate to prevent unauthorised entry
- controlling or limiting vehicle access to loading docks
- using schedules or a queuing time slot system for entry to the shopping centre with large volume vehicles
- establishing schedules for using loading docks to reduce how often heavy vehicles and pedestrians interact for example, bin and compactor waste should be picked up when shopping centres are closed or when the volume of public traffic is low
- using a gatehouse for traffic control and managing time slot scheduling
- preventing general public access to high traffic areas and clearly displaying signs prohibiting unauthorised access, and
- clearly marking walkways, vehicle parking and loading bays

Any remaining risk must be minimised using personal protective equipment, such as high visibility vests.

Loading docks should be designed or changed to avoid the need for vehicles to reverse, especially where pedestrians and other vehicles may be nearby. The design should ensure everyone in the loading dock has clear visibility of the whole work area.

1.5. Shopping trolley collection

Where trolley collection activities are contracted to another business, duty holders must communicate, consult and work together in a co-operative and co-ordinated way to manage the risks.

PCBUs should conduct a risk assessment to ensure moving the trolleys does not place the worker or others at risk of injury and does not create a traffic hazard. PCBUs must also provide information, instruction, training and supervision to workers about how to use collection vehicles safely.

To minimise the health and safety risks from collecting shopping trolleys, consider:

- using trolley collection vehicles with design features that give the driver clear visibility and warn others of the vehicle's presence, including:
 - reversing cameras or mirrors that minimise blind spots
 - expanded mesh tailgates to improve visibility when reversing
 - reversing alarms or beepers
 - strobe-type warning lights and reversing lights
 - bright colours or safety tape on vehicle vertical ramps
- implementing a preventative inspection and maintenance system for collection vehicles, and
- ensuring high-visibility or reflective clothing is worn by workers.

1.6. Taxi ranks and bus stops

To manage traffic risks around taxi ranks and bus stops, consider:

- a designated areas for taxi ranks and bus stops that is separate from other vehicles where possible
- where possible, using design and location to eliminate the need for taxis and buses to reverse
- installing signs that clearly mark the direction of vehicle travel, pedestrian crossings and speed limits, and
- providing footpaths to guide pedestrians to bus stops and taxi ranks

A PCBU must consult, co-operate and co-ordinate activities with relevant bus companies and taxi providers, so risks are eliminated or minimised so far as is reasonably practicable. This may involve discussing route locations, design, processes and site-specific requirements.

Operational traffic management information, especially if there is change to routes and conditions, must also be made in consultation with relevant bus companies and taxi providers, and should be shared with relevant organisations, like local government, police, road authorities and emergency service providers.

Further information on consultation requirements is in the [Code of Practice: Work health and safety consultation, co-operation and co-ordination.](#)

1.7. Pedestrian, cyclists and passenger vehicle traffic

To manage pedestrian, cyclist and passenger vehicle traffic, consideration should be given to developing a pedestrian and cycling plan that includes separate walkways and cycle routes. The more direct these routes are, the more likely pedestrians and cyclists will use them. Consideration should also be given to:

- separate cycle storage areas away from loading dock areas and other mobile plant. Separate walkways should be provided for pedestrians accessing the cycle storage areas
- where possible, connecting cycle lanes to major cycle paths
- widening footpaths to allow people with prams, shopping trolleys, wheelchairs and electric scooters to be able to easily pass each other
- locating parking for parents with prams, the elderly and disabled away from major traffic flows but as close as possible to pedestrian entrances, exits and crossings
- regularly monitoring and maintaining footpaths to minimise trip hazards
- quickly removing obstructions caused by building works or parked vehicles, and
- implementing warning and traffic signs and speed limits.

1.8. Traffic management plans

A traffic management plan documents how risks will be managed in the workplace.

A planning process should be established and tasks identified and allocated, together with corresponding responsibilities. Whenever possible, a shopping centre owner or manager should consult with relevant people including retailers and contractors on the development of a traffic management plan. They should contact their relevant road authority to find out their requirements where the shopping centre interacts with a public road system

In preparing the traffic management plan, a map or sketch of the workplace and traffic area layout can help traffic designers and the traffic management consultative committee identify hazards and risks.

A traffic management plan may include details of:

- pedestrian, cyclist and traffic routes
- traffic control measures for each expected interaction including illustrations of the layout of barriers, walkways, signs and general arrangements to warn and guide traffic around, past, or through the workplace or temporary hazard
- how short term, mobile work and complex traffic situations will be managed, and
- the expected frequency and interaction of vehicles and pedestrians, including the types of pedestrians expected to be present at various times of the day e.g. when school-aged children may be in the area

A traffic management plan could also set out:

- the responsibilities of people managing traffic in the shopping centre
- the responsibilities of people expected to interact with traffic in and around the shopping centre
- instructions or procedures for controlling traffic including in an emergency, and
- how to implement and monitor the effectiveness of a traffic management plan.

The traffic management plan should be monitored and reviewed regularly including after an incident to ensure it is effective and takes into account changes at the workplace. In shopping centres with a traffic management consultative committee, the committee should conduct the monitoring and review.

Workers must be made aware of and understand the traffic management plan and receive information, instruction, training and supervision that is easily understood by the worker.

1.9. Further information

More information on how to manage traffic at a workplace is in the [General guide for workplace traffic management](#).

Further guidance on consultation is in the [Code of Practice: Work health and safety consultation, co-operation and co-ordination](#).

Further guidance on the risk management process is in the [Code of Practice: How to manage work health and safety risks](#).

Codes of practice, guidance material and other resources are on the [Safe Work Australia](#) website (www.swa.gov.au).