

Transport  
for NSW

# Pay parking and controlled loading zone guidelines

[transport.nsw.gov.au](http://transport.nsw.gov.au)



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# Introduction

Parking schemes help to influence mode choice and prioritise efficient land use and travel in areas where there is a high demand for parking on roads and road related areas.

The Road Transport (General) Regulation 2021 has introduced changes to the regulation of parking schemes. These changes provide for greater flexibility in the operation and choice of technology used for pay parking and loading zone schemes and reduces the administrative load on local government and declared organisations.

**In relation to pay parking:**

- The four previously existing parking schemes have been replaced with the general concept of a ‘pay parking scheme’
- Transport for NSW (TfNSW) approval of pay parking devices and the subsequent use of those devices by a parking authority is no longer required
- Parking authorities must comply with TfNSW guidelines (these guidelines).

**In relation to controlled loading zones:**

- Controlled loading zone schemes have replaced ‘ticket-operated loading schemes’
- The broad concept of ‘loading zone devices’ allows parking authorities choices in the operation of controlled loading zone schemes
- The definition of ‘goods vehicle’ has been amended and no longer differentiates between light and heavy goods vehicles
- TfNSW may establish guidelines to which parking authorities must comply and guidelines must be published on a publicly accessible website (these guidelines).

The principles and practices outlined in this manual have been framed with urban locations in mind, particularly in and around central business districts. Their application to other locations such as recreational and sporting areas, educational institutions and hospitals may warrant some adjustments in view of the different natures of those areas and the needs of users.

Parking authorities are under no obligation to establish pay parking or controlled loading zone schemes in their areas of operations. However, where it is proposed to establish a scheme, their operation must comply with the Regulation and this guideline.

# Scope

This guideline covers pay parking and controlled loading zone schemes on roads and road related areas. With respect to off-street parking, if the parking area is established by the parking authority using regulatory parking signs then the scheme is deemed to fall within the intent of these guidelines regardless of the ownership of the land.

If regulatory parking signs are not used in an off-street parking area, it is deemed to be outside the scope of these guidelines.

# Legislation

The following legislation (available at [www.legislation.nsw.gov.au](http://www.legislation.nsw.gov.au)) provides the framework for pay parking schemes.

<a href="#">Transport Administration Act 1988</a>	Section 3I provides TfNSW with the authority to delegate functions to an authorised person.
<a href="#">Transport Administration (General) Regulation 2018</a>	Sections 19 -20 prescribes further additional classes of people to whom TfNSW may delegate functions.
<a href="#">Road Transport Act 2013</a>	Sections 121 to 126 set out the requirements relating to traffic control devices and the authority for installing, displaying or removing them.
<a href="#">Road Transport (General) Regulation 2021 (made under the Road Transport Act 2013)</a>	<p>Section 26 defines traffic control devices to include signs</p> <p>Part 6 (sections 84-98) provides for the administration of pay parking schemes including the designation of pay parking areas and the fixing of fees by parking authorities</p> <p>Part 8 Division 2 (sections 121-126) provides for the administration of controlled loading zone schemes including penalties for unlawful use and other matters.</p> <p>Sections 132 to 138 provide for penalty notice offences for the purposes of the Act.</p> <p>Schedule 2 lists declared organisations.</p> <p>Schedule 4 prescribes authorised officers for the purposes of the Regulation.</p> <p>Schedule 5 prescribes penalty notice offences for the purposes of the Act.</p>
<a href="#">Road Rules 2014 (made under the Road Transport Act 2013)</a>	<p>Rule 179-1 prescribes the rules which apply to a driver who stops a goods vehicle in a controlled loading zone.</p> <p>Rules 204 to 207, 317 and 318 describe the application of signs and driver responsibilities relating to permissive parking signs and fees.</p>

Definitions and abbreviations used in this manual

Area of operations	a) A council’s local government area b) A declared organisation’s area of operations as prescribed in the Road Transport (General) Regulation 2021, Schedule 2, Column 2.
Classified road	A road declared under the Roads Act 1993 Part 5 and published from time to time on the TfNSW website.
Common pay parking scheme	A pay parking scheme that operates across parking authority boundaries which may include, by agreement, reciprocal enforcement operations and revenue sharing.
Controlled loading zone	Loading zones are for use by tradespeople, couriers and delivery driver for short term parking to allow for the loading and unloading of goods. A ‘controlled loading zone’ requires a ticket to authorise use. Use of a controlled loading zone is free of charge.
Council	Local government authority.
Declared organisation	An organisation that has been declared the parking authority for an area of operations in Schedule 2 of the Road Transport (General) Regulation 2021.
Goods vehicle	The Road Rules now refer simply to vehicles designed to deliver goods, which may include station wagons.
Loading zone device	Devices installed or provided by parking authorities in connection with a controlled loading zone scheme. A loading zone device may be a software application or other technology-based solution when used in connection with the issue of an electronic ticket.
Loading zone ticket	Tickets issued by loading zone devices in printed or electronic form which indicate that a vehicle has permission to park in a controlled loading zone for the time stated on the ticket.
Long term parking	For the purposes of this guideline, long term parking is considered to be four hours or more. This is used in connection with pay parking schemes.
Must	Indicates that a statement is mandatory.
Park, parking or parked	As defined in the Road Rules 2014, where a driver stops a vehicle and allows the vehicle to stay (whether or not the driver leaves the vehicle).
Parking authority	A council or declared organisation.

Pay parking area	Is a parking area designated by one or more permissive parking signs where information on or with the sign indicates that a fee is payable for parking in the area.
Pay parking device	A generic term which has replaced reference to meters etc. Parking authorities may install devices in connection with the payment of parking fees.
Pay parking scheme	A scheme established by a parking authority under Section 84 of the Regulation.
Pay parking space	As defined in the Regulation: a pay parking space or a permissive parking space.
Permissive parking sign	A traffic sign which indicates that parking is permitted on a length of road or in an area for the time specified on the sign. See rule 204 of the Road Rules 2014.
TfNSW	Transport for NSW
The Act	The <i>Road Transport Act 2013</i> , under which the Regulation and the Road Rules 2014 are made.
Road and road related area	Has the same meaning as rules 12 and 13 of the Road Rules 2014. References to a road also include a road related area unless otherwise stated.are made.
Should	Indicates that a statement is a recommendation of good practice.
The Regulation	Refers to the Road Transport (General) Regulation 2021.
Traffic control device	Traffic control devices include, but are not limited to, regulatory parking signs and pay parking devices, meters or machines.
Vehicle	Has the same meaning as rule 15 of the Road Rules 2014.

# Responsibilities

## Transport for NSW

TfNSW is responsible for the control of traffic on all roads in New South Wales. Traffic is controlled by the installation of prescribed traffic control devices, such as regulatory signs for parking, or traffic control facilities, such as medians. Certain aspects of the control of traffic have been delegated to councils of local government areas and other organisations as prescribed by legislation.

The Regulation provides that TfNSW may establish guidelines for the operation of pay parking schemes and controlled loading zone schemes and that guidelines must be published on a publicly accessible website. These guidelines cover pay parking and controlled loading zone schemes. There are separate guidelines for permit parking schemes.

Parking authorities must comply with TfNSW guidelines in the implementation of all parking schemes.

TfNSW can also provide advice on matters relating to traffic management, traffic efficiency and road safety, including proposals involving parking schemes on roads and road related areas. Parking authorities may engage with TfNSW either directly or through the local traffic committee.



## Councils

In accordance with TfNSW's Delegation to Councils<sup>1</sup> and these guidelines, councils are responsible for:

- Developing a parking strategy that includes proposed pay parking and controlled loading zone schemes, supported by parking studies and community consultation
- Ensuring that pay parking and controlled loading zone schemes comply with TfNSW guidelines
- Referring all pay parking and controlled loading zone schemes to the local traffic committee for consideration and recommendation to council or its delegate
- Establishing and operating pay parking and controlled loading zone schemes on roads and road related areas within their area of operations, except on classified roads if approved by TfNSW
- Installing and maintaining parking control signs and devices associated with pay parking and controlled loading zone
- Installing parking control signs and devices associated with a declared organisation's pay parking and controlled loading zone schemes, if and as required
- All installation, maintenance, enforcement, recovery of revenue and other administrative costs associated with pay parking and controlled loading zone schemes
- Keeping records of the types of traffic control devices installed, time and date of installation, and display, alteration or removal of signs and devices
- Fixing the parking fees for pay parking schemes by resolution of the council.

## Declared organisations

Declared organisations are listed in Schedule 2 of the Regulation. As parking authorities, declared organisations are able to establish pay parking and controlled loading zone schemes in accordance with the Regulation and these guidelines.

However, declared organisations are **not** delegated the authority to install, display, alter or remove prescribed traffic control devices. Accordingly, declared organisations must work with local council/s or TfNSW to implement a parking scheme in their area of operations.

A declared organisation is responsible for:

- Developing a parking strategy that includes proposed pay parking and controlled loading zone schemes, supported by parking studies and community consultation
- Ensuring that pay parking and controlled loading zone schemes comply with these guidelines
- Establishing and operating pay parking and controlled loading zone schemes on roads and road related areas within their area of operations, except on classified roads if approved by TfNSW
- Liaising with local councils to install and maintain all parking control devices including signs associated with the pay parking scheme; this will involve referral to the local traffic committee
- All installation, maintenance, enforcement, revenue recovery and other administrative costs associated with pay parking and controlled loading zone schemes.
- Keeping records of the types of traffic control devices installed, time and date of installation, and display, alteration or removal of signs and devices.

<sup>1</sup>Delegations to Authorise Road Signs - Signage - Partners & suppliers - Business & Industry - Roads and Waterways - Transport for NSW.



## Parking strategies

Parking strategies are intended to improve traffic and parking management and balance the needs of access for different road users whether using private or commercial vehicles or public transport. They are one of the tools available to parking authorities to realise the objectives of congestion management and to meet the local community's needs for mobility, access and equity. In doing this, parking strategies support businesses and the community and deliver a shared vision for place.

Parking authorities should develop their strategies to align with State government and other planning and transport strategies. In addition, strategies should include:

- reference to Australian Standard 2890: Parking facilities and the Austroads Guide to Traffic Management Part 11: Parking
- reference to TfNSW supplements to the Australian Standard and the Austroads Guide
- consultation with stakeholders.

In developing parking strategies, councils and declared organisations are encouraged to work together where parking operations may benefit from cross boundary policies. In addition, parking authorities should ensure that bus infrastructure is considered in the development of pay parking areas, pay parking spaces and controlled loading zones.

[The TfNSW Freight and Servicing Last Mile Toolkit](#) provides additional guidance for parking authorities on planning for kerbside loading activities in the development of their parking strategies.

Parking authorities may be required from time to time to share parking information with TfNSW. This will help the development of evidence-based traffic and transport plans and strategies.

## Funding

All costs associated with the establishment and operation of pay parking and controlled loading zone schemes on roads and road related areas must be met from parking authority resources.

This includes costs associated with the provision and maintenance of parking signs and pavement markings, publicity and enforcement.

## Effectiveness audits

Parking authorities are responsible for ensuring the appropriateness and effectiveness of all pay parking and controlled loading zone schemes. Effectiveness audits are intended to be formal examinations of parking schemes and their performance. A three year rolling audit should be undertaken of not less than 10 per cent of all parking schemes implemented or expanded within the area of operations during the period. The schemes should be randomly selected and audited after six months of operation.

The benefits of monitoring and conducting an effectiveness audit include:

- Gauging the success of the scheme in achieving objectives
- Ensuring that a pay parking or controlled loading zone scheme remains the appropriate solution for an area
- Providing information for planning
- Identifying any unexpected impacts which might indicate that changes to the scheme are warranted
- Providing evidence to the community on the effectiveness of the scheme
- Providing information to TfNSW to assist with updating policies and guidelines or amendments to the Regulation.

While parking authorities are responsible for their own audits, TfNSW may undertake an independent audit of any scheme.

## Audit check list

The following check list should be used as a minimum when conducting an effectiveness audit of a pay parking or controlled loading zone scheme:

- Appropriateness of the scheme in meeting its objectives
- Appropriateness of the location
- Levels of occupancy of parking spaces and turnover
- Feedback from businesses on controlled loading zone scheme efficiency
- Extent of illegal parking (over stay, unpaid parking fees, misuse of loading zone tickets)
- Improvements in traffic flow, speed and safety
- Level of enforcement and number of penalty notices issued
- Improvements to the environment
- A survey of road users and stakeholders.



# Pay parking schemes

## Objectives of pay parking schemes

Pay parking schemes are intended:

- To provide equitable access to parking spaces by increasing parking turnover in areas where demand for parking exceeds the supply of parking spaces
- To manage the competition between short-medium term parking and all day parking
- To ensure that any parking strategy is consistent with broader transport strategies and to complement objectives such as public and active transport.

## Pricing principles

One of the main objectives of pay parking is to provide equitable access to parking spaces by increasing parking turnover. There may also be other transport objectives such as management of travel demand or travel mode choices through pricing mechanisms. It is important that pay parking schemes support and complement these objectives.

When determining the level of parking fees, the following should be considered:

- the NSW Government's overall transport objectives
- The guidelines for pricing outlined in the Austroads Guide
- The requirements in the Regulation (section 85) allowing different fees for pay parking areas, spaces, days and times of day
- Cost recovery for administration of the schemes and the provision of infrastructure, taking into account the parking authority's return on investment policy
- Consultation with other parking authorities operating in neighboring areas to gather information on traffic conditions, parking space supply and demand and parking fees
- Financial analysis to establish the feasibility of the proposed pay parking scheme taking into account start up, operational, maintenance, enforcement and staff training costs.

Fees levied by councils must be fixed by a council resolution.

Fees levied by declared organisations must be fixed in accordance with these pricing principles.

Payment methods

The Regulation no longer specifies payment methods. Parking authorities are free to choose payment methods and devices which best suit their operations. However, consideration must be given to the clear display of information:

- For a pay parking space
- For a pay parking area
- For a pay parking device -on or during the use of the device.

Information requirements

The following information must be displayed:

- The fee for the use of the pay parking space or area
- The methods of payment
- The duration of the pay parking period

Enforcement

Parking authorities are primarily responsible for the enforcement of pay parking schemes in their areas of operation. Schedule 4 of the Regulation sets out the relevant classes of officers that are authorised by councils and declared organisations as enforcement officers.

Free parking in pay parking areas

Some parking authorities may permit a limited period of free parking in some pay parking spaces where there may be high turnover. The free parking period must be indicated on the parking sign. For ease of regulation and enforcement, parking authorities may require motorists to validate free parking.



Figure 1  
Examples of signage related to free parking periods in pay parking schemes.

Features of pay parking schemes

The following features should apply to all pay parking schemes:

- Parking authorities may install pay parking devices in connection with the payment of fees
- Parking spaces should be continuous so the road user does not have to cross roads or side streets to access a device for payment where physical devices are required for payment
- There should be no adverse impact of signs or devices on the visual amenity with design which enhances the streetscape
- Parking devices should be:
  - o located behind the kerb so there is no adverse impact on safety for road users including pedestrians.
  - o easy for the user to locate and understand
  - o simple to use

- Parking schemes and payment methods should be easy to enforce, cost effective and administratively simple.

Pay parking schemes may have the following features:

1. Marked and numbered bays where the user pays for the bay in which they have parked at a pay parking device
2. Unnumbered individual bays deploying pay parking devices where the user records the registration number of the vehicle
3. Unnumbered individual bays deploying pay parking devices which issue tickets for display on a vehicle and authorising the user to park for the period indicated on the ticket.

The recommended distance from a parking bay to a pay parking device is 30 metres but up to 50 metres for long term parking (see Figure 2).

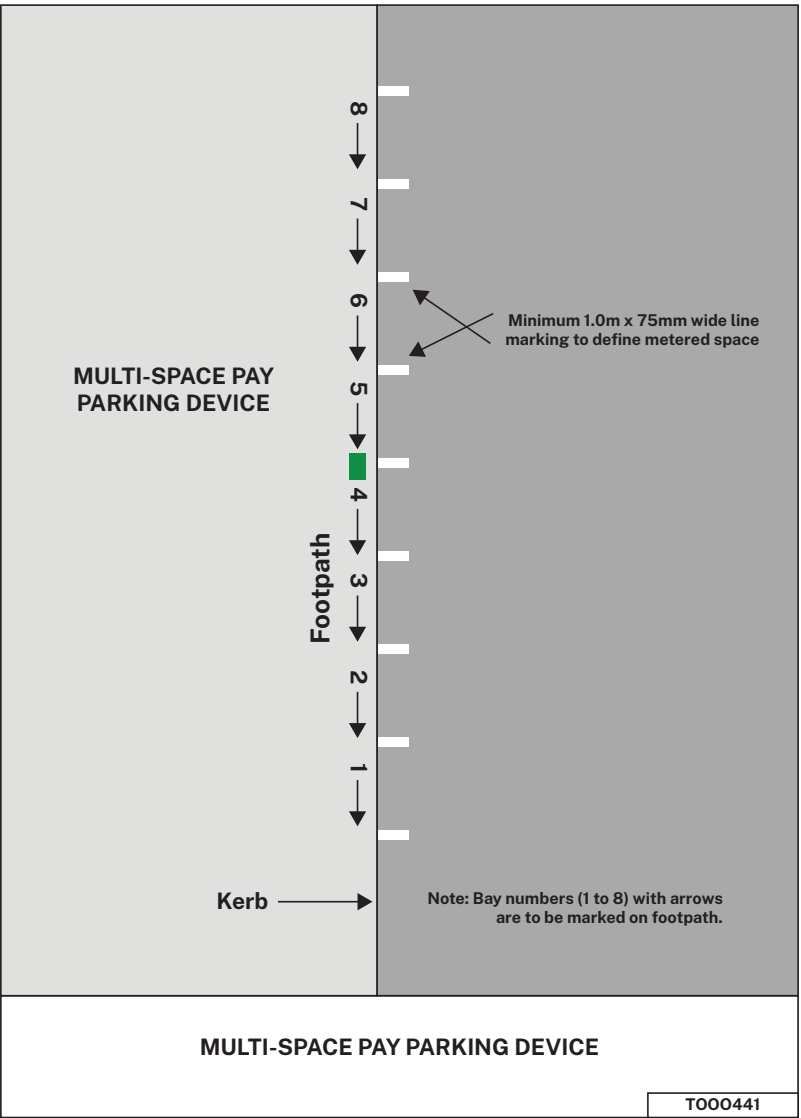


Figure 2  
Example of pavement marking where numbered parking bays are used.



### Parking signs

Section 26 of the Regulation authorises traffic signs while Road Rule 204 describes the information which must be included on signs in relation to pay parking schemes. Permissive parking signs must indicate the type of payment method or pay parking device at each location.

Road Rule 207 sets out parking where fees are payable and the penalty provision for non-payment:

- (1) This rule applies to a driver who parks on a length of road, or in an area, to which a permissive parking sign applies if information on or with the sign indicating a fee is payable for parking.
- (2) The driver must —
  - (a) pay the fee, if any, payable under the law of this jurisdiction, and
  - (b) obey the instructions, if any —
    - o (i) on or with the sign or a meter, ticket or ticket-vending machine,
    - o (ii) in a mobile app or other electronic method used for the payment of fees under this rule, being an app or method indicated on or with the sign or a meter, ticket or ticket-vending machine. Maximum penalty — 20 penalty units.
- (2-1) Subrule (2) does not apply to the driver of a vehicle displaying a mobility parking scheme authority if — (a) the authority is in force, and (b) the conditions of the authority are complied with, and (c) the vehicle is parked in accordance with rule 206.
- (2-2) In this rule, if information in or with a permissive parking sign includes the words “METER”, “TICKET”, “COUPON” or “PHONE”, the information is taken to indicate a fee is payable for parking.

Accordingly, although different types of parking schemes are no longer prescribed under the Regulation, pre-existing signs referring to these schemes may still be used.

The signs must indicate the hours and days during which pay parking is in force, the maximum period of time permitted and any other necessary information. If the scheme is to apply on public holidays, the words INCLUDING PUBLIC HOLIDAYS must be included on the sign.

Under rules 317 and 318 of the Road Rules 2014, additional information may be included on the signs to indicate whether the signs apply or not to particular vehicles. These would include, for example, BUSES EXCEPTED, MOTOR BIKES ONLY.

Parking authorities may need to establish parking regimes which require several signs to convey information. In these cases, signs may be included on a single panel. Information must comply with the requirements of the Road Rules and the TfNSW sign register which contains all permitted traffic signage for use on NSW roads.<sup>2</sup>

<sup>2</sup>See <https://roads-waterways.transport.nsw.gov.au/cgi-bin/index.cgi?action=searchtrafficsigns.form>

### Linear parking signs

Refer to Figure 3 for examples of linear parking signs. Where the length exceeds about eight car spaces, repeater signs with double headed arrows should be provided.

### Area parking signs

Where pay parking is applied over a well-defined area or precinct, area parking control signs may be used. Area parking signs must be used at all entry points and END signs must be used at all exit points to the area. Because these signs are regulatory, they must show all the information necessary for enforcement.

Where there are exceptions to the area parking restrictions (for example, no parking, bus zone), include EXCEPT AS SIGNED on, or as a supplementary plate to, all entry and repeater area parking signs. The PARK IN BAYS ONLY sign may also be used to restrict parking to marked bays.

Different restrictions within a parking area should be avoided (for example, 1 hour parking spaces within a 2 hour parking area). Where different restrictions are absolutely necessary, they must only be applied as a linear restriction.

The use of advance and repeater area parking signs depends on the nature and size of the area concerned. Their placement and spacing is a matter for the parking authority but, generally, a motorist should be able to see a sign when they alight from their vehicle.

Figure 3  
Examples of linear parking signs.

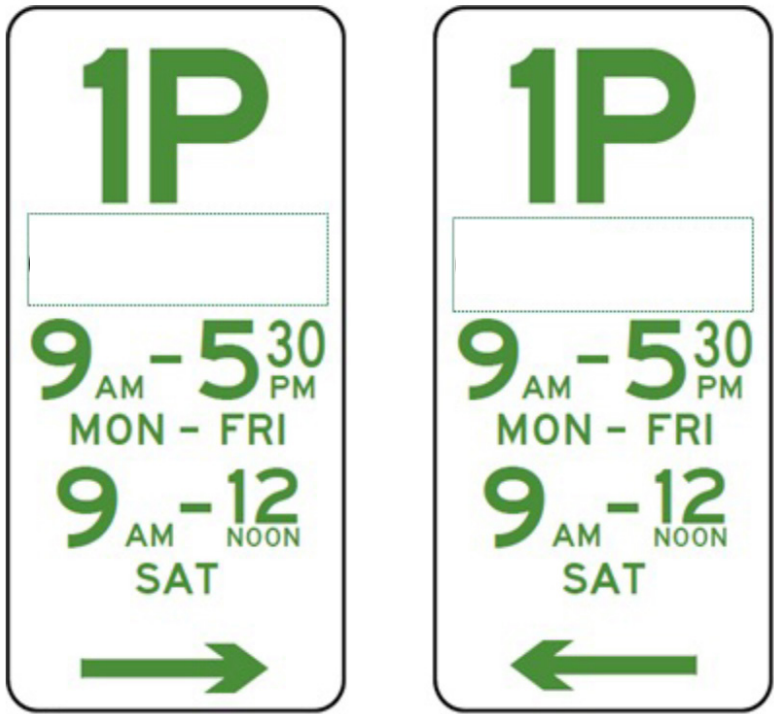


Figure 4  
Examples of area parking signs





# Controlled loading zone schemes

## Objectives of controlled loading zone schemes

Controlled loading zone schemes are intended to:

- Provide access to kerbside parking for drivers of goods vehicles which support local businesses in areas where demand for parking exceeds supply
- Improve the ability for parking authorities to manage demand through the issue of tickets
- Provide flexibility for parking authorities to adopt different technologies for managing parking by allowing the issue of tickets in either printed or electronic form.

## Enforcement

Under the Road Rules 2014 (rules 179 and 179-1), drivers of goods vehicles may park in loading zones for up to 30 minutes if they are dropping off or picking up goods.

Drivers of other vehicles, including buses, may use loading zones to drop off or pick up passengers, but may only park for the period during which a person is getting into or out of the vehicle.

Parking authorities are primarily responsible for the enforcement of controlled loading zone parking schemes in their areas of operation. Schedule 4 of the Regulation sets out the relevant classes of officers that are authorised by councils and declared organisations as enforcement officers

## Features of controlled loading zone schemes

The following features should apply to all controlled loading zone schemes:

- Parking authorities may provide loading zone devices in connection with the issue of loading zone tickets
- A loading zone device may issue loading zone tickets in printed or electronic form
- If issuing printed tickets, a parking authority must install a device for the issue of the printed tickets adjacent to the loading zone so that it is:
  - o located behind the kerb so there is no adverse impact on road safety
  - o easy for the road user to locate and understand
  - o simple to use
- Where a device is installed for the issue of printed tickets, either the device or the printed ticket must include instructions indicating where the ticket must be displayed in or on the vehicle and ‘in a way that makes its date and expiry time clearly visible to persons outside the vehicle’ (Road Rule 179-1)
- If issuing electronic tickets, a loading zone device may be a software application or other technology-based solution. If issuing electronic tickets, a parking authority must provide instructions on how to access the device for the issue of an electronic ticket adjacent to the loading zone so that it is:

- o located behind the kerb so there is no adverse impact on road safety
- o easy for the road user to locate and understand
- Loading zone tickets should indicate the time of expiry. This may be a time specified by the parking authority but must not be more than 30 minutes after the time of issue.
- Schemes should be easy to enforce, cost effective and administratively simple.

## Loading zone tickets

A loading zone ticket must:

- Show the time of issue and the expiry time
- Council name and ticket parking area, such as an area name or code
- Include a serial number or other information (such as registration number) to assist in enforcement.

## Parking signs

Controlled loading zones are indicated by loading zone signs which:

- Indicate that the length of road is controlled by a loading zone device, or
- Include the words ‘CONTROLLED’, ‘TICKET’ OR ‘METER’.



Figure 5  
Example of loading zone sign.

# References

Document	Location	Comment
Australian Standard 2890: Parking facilities	SAI Global	This series (5 parts) has been adopted as practice by TfNSW except as modified by the associated Supplement (see following).
RMS Supplement to AS 2890	<a href="https://roads-waterways.transport.nsw.gov.au/business-industry/partners-suppliers/documents/guidelines/australianstandardssupplement-as2890-version2b.pdf">https://roads-waterways.transport.nsw.gov.au/business-industry/partners-suppliers/documents/guidelines/australianstandardssupplement-as2890-version2b.pdf</a>	This Supplement defines TfNSW practice for parking facilities against the requirements of AS 2890 series.
Australian Standard 1742: Manual of uniform traffic control devices	SAI Global	This series (15 Parts) has been adopted as practice by TfNSW except as modified by the associated Supplements (see following). Part 11 of this series is relevant to parking facilities.
RMS Supplement to AS 1742	<a href="https://roads-waterways.transport.nsw.gov.au/business-industry/partners-suppliers/document-types/supplements-australian-standards.html#sec1">https://roads-waterways.transport.nsw.gov.au/business-industry/partners-suppliers/document-types/supplements-australian-standards.html#sec1</a>	Supplement series which defines TfNSW practice for traffic control devices against the requirements of the AS 1742 series.
Austroads Guide to Traffic Management Part 11: Parking Permit Parking Guidelines	Austroads website	This document has been adopted as practice by TfNSW except as modified by the associated Supplement (see following)
RMS Supplement to the Austroads Guide to Traffic Management Part 11	<a href="https://roads-waterways.transport.nsw.gov.au/business-industry/partners-suppliers/documents/austroads-supplements/austroadssupplement_gtm_part11.pdf">https://roads-waterways.transport.nsw.gov.au/business-industry/partners-suppliers/documents/austroads-supplements/austroadssupplement_gtm_part11.pdf</a>	Supplement which defines TfNSW practice for parking against the requirements of Austroads Guide to Traffic Management Part 11.
A guide to the delegation to councils for the regulation of traffic (TfNSW)	A Guide to the delegation to councils for the regulation of traffic Including the operation of Traffic Committees ( <a href="https://www.nsw.gov.au">nsw.gov.au</a> )	These guidelines provide the policy and framework for Councils to exercise the traffic functions delegated to them by TfNSW.

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