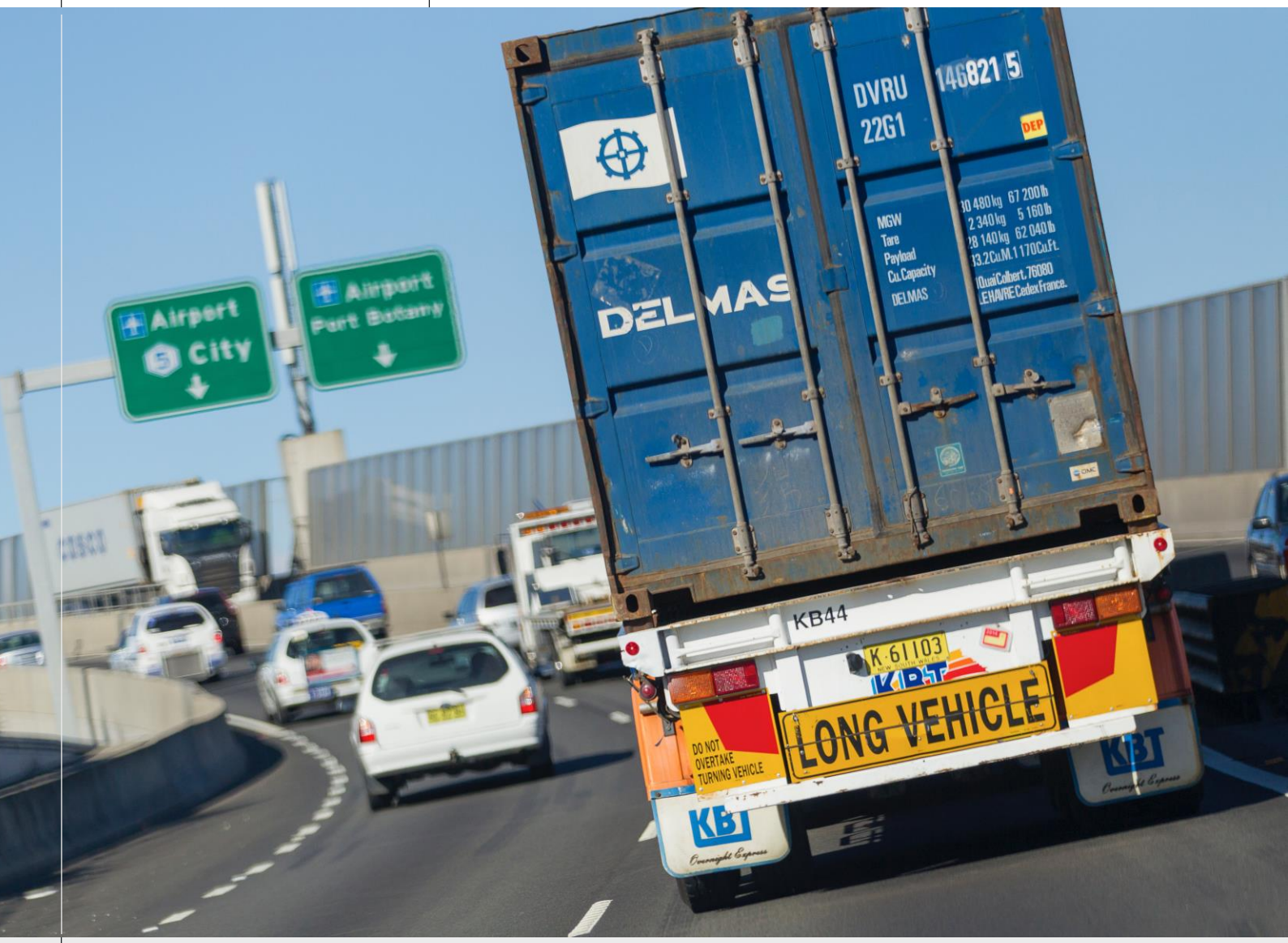
Transport for NSW

Western Sydney Heavy Vehicle Rest Area Engagement Report

April 2024



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Glossary

	Definition
Dangerous good vehicles	A heavy vehicle carrying goods that are defined as dangerous in the Australian Dangerous Goods Code.
Oversize Overmass (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.
Transport	Transport for NSW
WSHVRA	Western Sydney heavy vehicle rest area
Heavy Vehicle Rest Area/Stop	A managed stop which provides a suitable opportunity for heavy vehicle drivers to sleep and take rest breaks (helping them manage fatigue and comply with driving hours regulations) and enable them to check their vehicles and logbooks. The main uses of rest stops include, fatigue management, nourishment, bathroom and shower breaks, recreation, driver swapping, fuel, camping, vending, waste disposal, emergency and marshalling.
Truck centre	A service station/ centre with provisions for heavy vehicle drivers to stop for a break.

Introduction

About the project

The NSW Government is exploring opportunities for a new heavy vehicle rest area in Western Sydney to meet the current and future needs of heavy vehicle drivers. Transport for NSW (Transport) engaged with the road freight industry between September and October 2023 to inform the early scoping phase. Feedback and research data from this engagement will be used to inform customer requirements, guide level of investment required, location and design of the proposed Western Sydney heavy vehicle rest area (WSHVRA).

Executive summary

Transport recognises the importance of providing dedicated rest areas 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 areas across the state road network, however, Greater Sydney, in particular Western Sydney, remains a key issue for heavy vehicle drivers due to the need for more safe stopping opportunities.

Identified as a key election commitment and priority of the current NSW Government, a purpose-built rest area in Western Sydney aims to ensure heavy vehicle drivers have adequate opportunities to rest and access services and facilities.

An industry research and engagement program was developed to support the early scoping stage of the WSHVRA proposal. The primary objective being to gather industry feedback and insights to inform customer requirements and guide location, design and delivery options. The line of enquiry sought industry preferences on location, facilities and services, and willingness to pay for entry or use of facilities.

The engagement was designed to gain insights from a wide range of users who would most likely need and use a rest area to manage fatigue in Western Sydney. This included operators and drivers of a range of freight modes including oversize overmass (OSOM), dangerous goods, container, refrigerated, livestock, Performance Based Standards (PBS) and both long-haul and short-haul drivers.

Transport identified six broad locations in Western Sydney where a rest area could be appropriate to meet industry needs: Penrith, Blacktown, Liverpool, Fairfield, Camden and Campbelltown (see Appendix A for a location map).

Activities included:

- A targeted roundtable discussion with road freight industry representatives led by the Honorable John Graham, Minister for Roads (33 participants).
- Mixed-methodology research including an online survey hosted by the NSW Department of Customer Service Have Your Say website (424 respondents), and via face-to-face intercept interviews using the same survey (396 respondents) with heavy vehicle drivers conducted at rest areas at Eastern Creek BP and Wyong Ampol.

The outputs of these activities and key findings are summarised in this report and Table 1.

Further stakeholder engagement will be undertaken to inform or validate subsequent project phases.

Table 1: key findings from engagement activities

Customer profiling and practices	Overall, 86% of research respondents were long haul drivers or operators who indicated the majority of their vehicle fleet driving consisted of trips longer than 150km from base. 14% of respondents were considered short haul drivers. Drivers most indicated that they drove a B-double or Semi-trailer (36% and 32% respectively). 43% of respondents drove, or had PBS vehicles in their fleet, 4% drove or had livestock vehicles in their fleet, 17% drove or had refrigerated vehicles in their fleet, and 16% drove or had vehicles carrying dangerous goods in their fleet. Two fifths (40%) indicated they had access to off-road overnight parking on their journeys. Of those who indicated they needed or would like a rest stop in Western Sydney, 44% felt they would need more than 5 hours for a break in a Western Sydney rest area. About a third, suggested needing 31 mins to 1 hour (28%) or 16-30 minutes (34%). Feedback suggested that a purpose-built development for truck drivers should be prioritised for rest breaks, geared towards long-stay/ long -haul stops to enable drivers to manage fatigue.
Location	There is strong desire for new rest area facilities in Western Sydney, with 92% of respondents indicating they needed or would like a rest stop in Western Sydney. When asked possible locations for a rest area in Western Sydney, all six (6) potential local government areas were considered viable with Blacktown being most likely to be rated as good (68%) and Fairfield (52%) being the least likely. Rest areas located on major freight routes, close to key interchanges along the M5/M7 and M4/M7 intersections and on the outskirts of Greater Sydney were suggested by industry to enable access for various freight types and vehicle needs, including OSOM and dangerous goods.
Willingness to travel	Drivers and operators would prefer a rest area to be located on a main freight route or motorway. 87% of respondents indicated they would be willing to travel, or willing for their drivers to travel, 0 to 5 minutes off route one-way to access rest area facilities in Western Sydney. Additional factors such as tolling and access for vehicles travelling in both directions should also be considered.
Facilities and Services	Industry place safety and security as the top priority when it comes to rest areas and would prefer safety features to include safe vehicle movement and access, a capacity indicator at entry, good lighting at night and on-site security including CCTV. Rest area design must feature appropriate widths and distances for safe ingress and egress of vehicles to allow for deceleration and acceleration of large heavy vehicles.

	Safety of female drivers, as with all drivers, should be considered in designing lighting, security and surveillance, pathways, and separate parking bays for sleeping/ long rest breaks particularly at night. The minimum services and facilities required for a rest area are flushing toilets, clean drinking water, hot showers, ample available parking included secluded bays for sleeping, shade and food and takeaway options (both fresh and fast food). Feedback indicated a minimum of 50 (and up to 500) parking spaces would be required to meet needs, with a preference for multiple rest area sites. Industry suggests the rest area should be restricted to heavy vehicles only with a priority for fatigue management and would need to ensure the rest area is not being used as a pseudo depot for parking trucks overnight or light vehicles. Maintenance and regular cleaning of facilities is a clear priority for drivers and operators noting that showers and toilets must be cleaned multiple times per day. The needs of female heavy vehicle drivers must also be considered in design, development and upgrade of rest stopping facilities with the inclusion of separate and private toilets with sanitary bins and showering facilities. All freight (OSOM, dangerous good, livestock, container, bulk) and trip types (short-haul and long-haul) require access to adequate rest area facilities and provisions to accommodate various unique needs for journey planning and fatigue management.
User pays	Industry would not be willing to pay for access to a heavy vehicle rest area. Feedback from industry indicated there is a general unwillingness to pay to access a rest area for fatigue management and only around a quarter (23%) of research participants were willing to pay an entry fee. Industry may consider small fees for the use of some facilities such as a hot shower or to access high-quality well maintained rest area with greater provision of services and facilities dedicated for heavy vehicle drivers for the purposes of taking rest breaks.
Relationship between desired services/facilities with willingness to travel off route or pay	Drivers will be more willing to pay an entry fee for rest areas with secluded parking and good lighting at night time. Drivers will be more willing to travel further off-route to a rest area with a medical facility nearby and secluded parking for longer stays (sleeping). Feedback indicated industry may be willing to pay for well-maintained and regularly cleaned facilities such as shower and toilets, referring to examples of commercial fuel centers that offer similar user-pay models for customers. Industry encouraged the use of user tracking or restricted access to ensure users care for facilities and respect other drivers using them.

Other issues raised for consideration	Drivers and operators report a limited ability to plan rest breaks while on the road, with existing rest areas for heavy vehicles often at full capacity. Drivers reported travel time out of Sydney is a contributing issue, which results in drivers having to stop to manage fatigue in unapproved parking locations for heavy vehicles. Industry is requesting a whole of network approach including consideration of implications of new infrastructure and impacts to freight, and also noting the need to consider Greater Sydney and NSW more broadly to identify and deliver strategically located areas to rest. Industry suggested land use planning considerations and introducing development application (DA) requirements to ensure developers include more freight facilities in industrial and key freight areas to support the needs of the freight industry in managing fatigue.

Engagement approach

Engagement objectives

An agile approach to engagement was adopted to support the development of the WSHVRA, with the first phase focusing on early engagement with road freight stakeholders to inform the scope of the project and to understand customer requirements. The initial phase of engagement also included communication with Western Sydney councils to generate awareness of the work being undertaken. Further stakeholder engagement will be carried out to inform or validate subsequent project phases.

The objectives of the engagement were to:

- Understand location preferences across three main zones identified for a proposed rest area: North Zone (Penrith and Blacktown), Central Zone (Liverpool and Fairfield), South Zone (Camden and Campbelltown) (see Appendix A for a location map).
- Seek confirmation from road freight industry of general service and facility needs specific to a proposed Western Sydney location.
- Understand willingness of road freight stakeholders to enter a user pays model for rest stopping services/access, including for what services and facilities, and at what cost.
- Generating awareness for Western Sydney councils of the work being undertaken.

Stakeholders

The engagement focused on heavy vehicle drivers and road freight operators as the primary potential customers of heavy vehicle rest areas in Western Sydney. The engagement sought to target the following stakeholder segments:

- Heavy vehicle operators and drivers including different modes of freight - dangerous goods, OSOM, containers, refrigerated, long-haul, short-haul, and livestock.
- Major road freight operators.
- Peak road freight industry groups:
    - Road Freight NSW
    - NatRoad
    - Livestock Bulk and Rural Carrier Association (LBRCA)
    - National Road Freighters Association
    - Healthy Heads in Trucks and Sheds
    - Women in Trucking Australia
    - Transport Workers Union
- Western Sydney councils – Blacktown, Penrith, Fairfield, Liverpool, Camden and Campbelltown.

Engagement plan

The research and engagement was designed to understand heavy vehicle driver needs in Western Sydney. It builds upon existing information and understanding of industry feedback and insights Transport gathered during industry engagement on heavy vehicle rest stopping between November 2022 and March 2023.

The line of enquiry covered:

- customer profiling and practices
- preferences for locations in Western Sydney
- desired services and facilities, including expected minimum offerings for a rest area in Western Sydney
- willingness to travel off route
- willingness to pay an entry fee or to use facilities/services.

Table 2: Engagement methods and communication channels

Engagement methods	Communication channels
• 22 September 2023 - A hybrid (online and face-to-face) roundtable discussion with targeted road freight industry stakeholders, attended by 33 industry representatives and led by The Hon John Graham, NSW Minister for Roads. • Research using face to face and online surveys of road freight industry, gathering a total of 820 responses: a) Online survey hosted by NSW Department of Customer Service Have Your Say website from 31 August – 1 October 2023, with 424 respondents. b) Face-to-face intercept surveys conducted at Eastern Creek BP Service Station on 20, 27, and 29 September 2023, and Wyong Ampol Service Station on 4, 6, and 13 October 2023, with 396 respondents.	• Ministerial announcement and media release • Direct industry emails (mass and targeted) • Social media posts – LinkedIn and Facebook paid ads. • Transport website Freight Hub updates • NSW Department of Customer Service Have Your Say portal

Engagement summary

This section provides a summary of the research outcomes and considerations identified during the industry engagement period.

Customer profiling and practices

Overall, 93% of research respondents were drivers of heavy vehicles (as opposed to operators).

Among the heavy vehicle drivers sample, most drove a B-Double (36%) or Semi-trailer (32%) as shown in the table 3 below.

Table 3: Type of vehicle most commonly driven

		Heavy Vehicle Drivers (n=765) %
Type of Vehicle Most Commonly Driven	B-Double	36
	Semi-trailer	32
	Rigid truck greater than 12t	12
	Rigid truck and trailer	8
	Light / Medium truck up to 12t	4
	Over Size Over Mass (OSOM)	2
	A-double	2
	Bus/ Coach	1
	B-triple	1
	Heavy Combination (HC)	<1
	AB-triple	<1
	All vehicles	<1

Among the total research sample, 86% were long haul drivers or operators who indicated at least 11% of their vehicle fleet driving consisted of trips longer than 150 kilometres from base.

Over half (56%) of respondents indicated they do not have access to off-road overnight parking as part of their journey, between origin and destination.

Among those who indicated they have needed or wanted a rest stop in Western Sydney, when asked how long they would want to stop for a break in Western Sydney (selecting all that apply), 44% of drivers felt they would need over five hours (this increased to 66% among those who drove the B-doubles).

Around a third, suggested needing 31 minutes to 1 hour (28%) or 16-30 minutes (34%).

Drivers of light or medium trucks up to 12 tons (12t), rigid trucks greater than 12t and rigid truck and trailers were more likely to want less time to stop for a break.

Short haul drivers felt they only needed up to 15 minutes (20%) or between 16 and 30 minutes (56%), whereas long haul drivers were significantly more likely to want over five hours (50%).

There were no significant differences in length of time needed by commodity type identified in the research.

Table 4: Length of time needed at a Rest Stop in Western Sydney (select all that apply)

		Drivers who needed a rest stop in Western Sydney (n=700) %	Light/ Medium truck up to 12t (n=26*) %	Rigid truck greater than 12t (n=81) %	Rigid truck and trailer (n=55) %	Semi-trailer (n=225) %	B-double (n=266) %
Length of Time Needed	Up to 15 mins	**9**	8	**22**	7	7	8
	16-30 mins	**34**	40	**56**	**53**	36	**21**
	31 mins – 1 hour	**28**	**52**	33	34	31	22
	1-2 hours	**10**	4	12	7	11	11
	3-5 hours	**8**	-	9	4	7	11
	Over 5 hours	**44**	**-**	**14**	**18**	38	**66**

When asked where they stayed overnight on their last trip, most drivers stayed in their vehicle (61%), with this being more common amongst B-double, long-haul drivers and drivers of refrigerated vehicles (74%).

Nine per cent (9%)stayed in a hotel, more often those in light or medium trucks up to 12tonne (12t), rigid trucks greater than 12t or a rigid truck and trailer.

Twenty-nine per cent (29%)did not stay anywhere, with the majority of these respondents (66%) being short haul drivers.

Driver feedback indicated rest duration varies based on type of stop required -15 minute to 30-minute fatigue, logbook break, or 24-hour full break. It was noted that long-haul trips are in most need of rest areas due to limited options at the origin or destination of a trip.

While truck centres and rest areas are used for an array of purposes by heavy vehicle drivers, industry suggested that a new purpose-built development in Western Sydney should be prioritised for rest breaks to assist drivers to manage fatigue and comply with driving hours regulations.

Half of respondents suggested that they always pack their own food when going on trips (53% agree).

Feedback during the roundtable discussion also highlighted the dynamic and diverse needs of the freight task in Sydney and the various freight vehicles and trip types, that would use rest areas in Western Sydney. All freight (OSOM, dangerous good, livestock, container, bulk) and trip types (short-haul and long-haul) require access to adequate rest area facilities and provisions to accommodate various unique needs.

Generally, industry noted most heavy vehicle combinations are in need of rest areas in Greater Sydney to manage fatigue. Consideration of vehicle types will need to be factored into planning including separated parking along with specialist facilities such as bunding for dangerous goods or effluent dumping for livestock vehicles.

Livestock vehicles require effluent dumping facilities and separation due to noise and smell however drivers indicated further engagement with the livestock sector would be required to understand true needs, both immediate and in the future. It was noted livestock may require short-stay provisions only.

Needs of female heavy vehicle drivers

Industry feedback noted the importance of considering the needs of women, in the design, development and upgrade of rest stopping facilities with the inclusion of separate and private toilets with sanitary bins, running clean drinking water and showering facilities.

Safety of female drivers, as with all drivers, should be considered in designing lighting, security and surveillance, pathways, and separate parking bays for sleeping/ long rest breaks particularly at night.

Heavy vehicle rest area user types

The industry research made it possible to develop user profiles for length of stay and key freight types to help understand facility, service and location preferences of potential users of a Western Sydney rest area.

Generally, the research shows consistency regarding the top safety features, facilities and minimum offerings across all user types: short stay, long stay, OSOM, PBS, Dangerous Goods and Livestock. However, the variations across location preferences, length of stay and main travel routes are useful in understand needs of different user types.

	Preferences
Short stay users Respondents who indicated they would need 15-30 minutes at a Western Sydney heavy vehicle rest area. More likely to be short-haul drivers.	Safe vehicle movement and access (mean of 9.6 out of 10) and available drinking water (9.2 out of 10) are the most important features. Short stay users mostly indicated that real, flushing toilets were part of the minimum offerings of a Western Sydney heavy vehicle rest area (57%). A third also felt that each availability of parking (35%) and food and takeaway options (34% - significantly higher than overall) were minimum offerings. Liverpool appeared to be the most favourable location among short stay users (73% - significantly higher than overall). Fairfield was seen to be the least favourable (60%), although this was significantly higher than overall. Short stay users who indicated Fairfield was a poor location mostly indicated this was due to it not being convenient (32% or not on a typical truck route (30%).

Long Stay Users Respondents who indicated they would need over 5 hours at a Western Sydney heavy vehicle rest area. More likely to be long-haul drivers.	Safe vehicle movement and access (mean of 9.6 out of 10), shower facilities and secluded parking areas for long or overnight stays (9.5 and 9.3 respectively) are the most important features for long stay users. Long stay users mostly indicated that availability of parking (43% - significantly higher than overall) and real, flushing toilets (41% - significantly lower than overall) should be the minimum offerings a Western Sydney heavy vehicle rest area would provide. Liverpool and Blacktown appeared to be the most favourable locations among long stay users (both 68%). Penrith was found the be the least favourable (48% - significantly lower than overall). Long stay users who found Penrith to be a poor location mostly indicated this was due to Penrith not being on a typical truck route (43%).
PBS Vehicles	Among PBS vehicle drivers and employers, 92% of PBS respondents indicated they would need a rest stop in Western Sydney. Of PBS drivers, 40% need over 5 hours for a rest break, 35% indicated they would need between 16 and 30 minutes, and 29% would need 31 minutes to an hour. Safe vehicle movement and access (mean of 9.6 out of 10) and available drinking water (9.3 out of 10) were found to be the most important features. PBS respondents mostly indicated that real, flushing toilets were part of the minimum offerings of a Western Sydney heavy vehicle rest area (53%). Some also felt that each availability of parking (37%) and shower facilities (35%) were minimum offerings. Blacktown was most favourable location among PBS drivers and employers (69%), while Fairfield was seen to be the least favourable (51%). Among those that found Fairfield to be a poor location, 38% indicated this was due to Fairfield not being convenient, and 33% that it was not on a typical truck route. Drivers and employers of PBS vehicles mostly travelled on the M1 Pacific Motorway (74%). Some also travelled on the Hume Highway (59%), although this was significantly lower than overall.
Vehicles Carrying Dangerous Goods	Of Drivers and employers of vehicles carrying dangerous goods 94% indicated they would need a rest stop in Western Sydney. Of these drivers, 42% stated they would need more than 5 hours (42%) at a rest area, whilst 30% indicated they would need 16 to 30 minutes and 25% 31 minutes to an hour for a break. Safe vehicle movement and access (mean of 9.5 out of 10) and available drinking water (9.1 out of 10) were found to be the most important features. When asked what the minimum offerings should be, most indicated that real, flushing toilets (44%), availability of parking (36%), shower facilities and food and takeaway options (both 32%) should be part of the minimum offerings. Liverpool and Blacktown were the most favourable locations among drivers and employers carrying dangerous goods (76% and 75% respectively).

	Fairfield was clearly the least favourable among these respondents (49%). 50% of drivers and employers carrying dangerous goods who indicated Fairfield was a poor location indicated this was because Fairfield was not on a typical truck route (although there were only 14 such respondents, this is indicative only). Drivers and employers of vehicles carrying dangerous goods mostly travelled on the M1 Pacific Motorway or Hume Highway (70% and 63% respectively).
Livestock Vehicles	Of livestock vehicles 96% indicated they need a rest stop in Western Sydney. Of livestock vehicles, 41% said they would need 16 to 30 minutes and 27% would need 31 minutes to an hour. Drivers and employers of livestock vehicles were also significantly less likely to need over 5 hours (only 18% of livestock vehicles). Safe vehicle movement and access was found to be the most important feature (mean of 9.5 out of 10). Available drinking water also had a high mean score (9.2 out of 10). These respondents mostly indicated that real, flushing toilets were part of the minimum offerings of a Western Sydney heavy vehicle rest area (56%). Some also felt that each availability of parking (32%) and shower facilities (31%) were minimum offerings. Liverpool and Blacktown appeared to be the most favourable locations among livestock vehicle drivers and employers (70% and 68% respectively), while Fairfield was the least favourable (53%). Among those that found Fairfield to be a poor location, 50% indicated this was due to Fairfield not being on a typical truck route. Drivers and employers of livestock vehicles mostly travelled on the M1 Pacific Motorway or Hume Highway (both 70%).
OSOM Vehicles Those who most regularly drove OSOM (Over Size Over Mass) vehicles.	Overall, there was only 2% of respondents in the sample that most regularly drove OSOM vehicles Of OSOM respondents, 94% indicated they would need a rest stop in Western Sydney and of these 75% stated they would need over 5 hours for a rest break. Safe vehicle movement and access shower facilities to be the most important features (means of 9.6 and 9.5 out of 10, respectively). Secluded areas for long or overnight stays also received a high score (9.2). When asked what the minimum offerings should be, most (44%) indicated availability of parking and the banning of non-eligible vehicles (31%) should be provided at a minimum. Camden was the most favourable location among OSOM drivers (81%), while 71% also indicated that Liverpool would be appropriate. Penrith was the least favourable among these respondents (35%). Although there were only 8 who found Fairfield to not be appropriate, half indicated this was because Fairfield is not on a typical truck route.

	OSOM Drivers mostly travelled on the M1 Pacific Motorway or Hume Highway (94% and 88% respectively).

Location

Preferences for locations were consistent across the engagement, with a strong desire for a rest stop in Western Sydney.

Ninety-two per cent () of research respondents said they needed and/ or would like a rest stop in Western Sydney for a break. Amongst those that did, 44% indicated they would spend over five hours at the location.

In the research, drivers and operators were invited to provide feedback on six local government areas in Western Sydney that Transport identified as being suitable for a rest area (see Appendix A for a location map).

When asked about the appropriateness of each of the suggested locations, all locations were favourable (with at least 50% rating it as 'quite good or very good', especially Blacktown (68%), Liverpool (65%) and Camden (64%). Respondents were least favourable towards a rest area in Fairfield (52%) (as shown in Figure 1 below).

Where locations were scored as poor to very poor in the research, reasons included lack of proximity to a typical truck route or lack of convenience.

Nearly all drivers agreed that safety is a big priority when deciding where to stop (95%), and to have somewhere with a lot of facilities (92%).

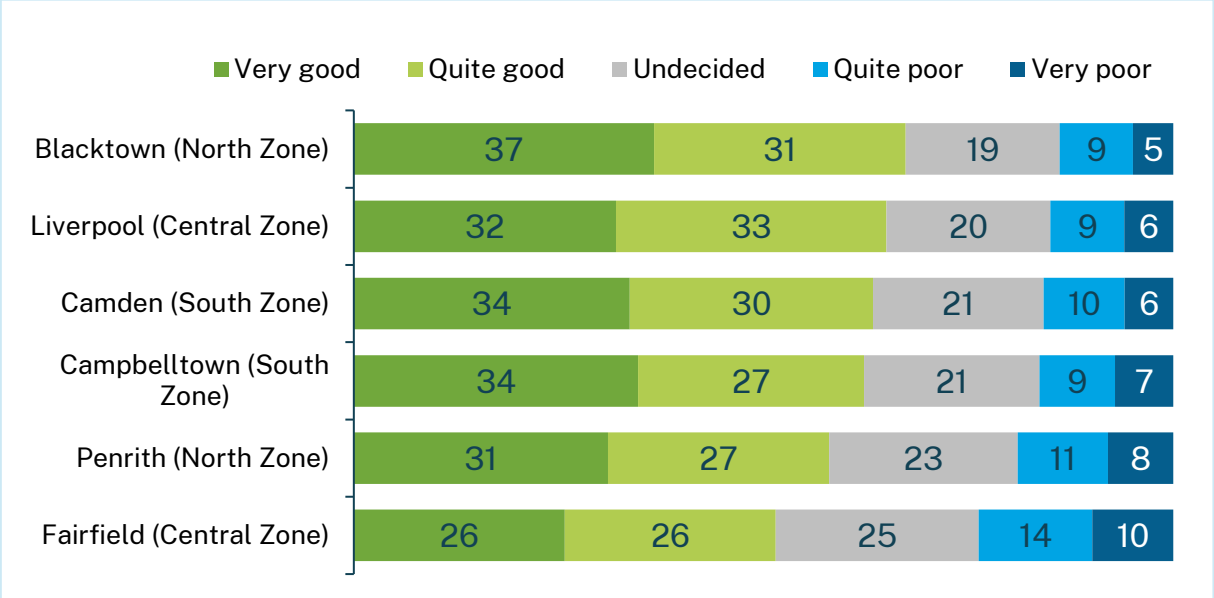


Figure 1: Reactions to Suggested Locations from research participants.

Industry roundtable feedback provided additional insights regarding preferred location of a rest area along key freight routes entering and exiting Sydney.

Roundtable participants noted preference for multiple sites located at the North, South and West of Sydney, noting one site is welcome progress but three and up to five sites would be required to meet industry needs as the freight task continues to grow.

Generally, driver and operator feedback were consistent indicating locations close to key interchanges along the M5/M7 and M4/M7 and on the outskirts of Greater Sydney would be well suited for rest areas to allow for access for various freight types and vehicle needs.

Roundtable participants noted Higher Productivity/ PBS and OSOM vehicles are restricted by approved access route options and curfews that restrict time of day operation. There was a clear

preference for sites to be located on the outskirts of Sydney to cater for OSOM movements into and out of Sydney and allow drivers to split trips and factor in variation in travel time due to traffic uncertainty.

No one freight type had a particular preference for location.

During the roundtable, operators and drivers were asked to place markers to indicate preferred locations on the location map (see Appendix A) with six local government areas identified by TfNSW – Penrith, Blacktown, Liverpool, Fairfield, Camden and Campbeltown. Table 5 provides a summary of the industry preferences mapped during the round table session.

Table 5: Preferred locations identified by industry roundtable participants

Local government area	Preferred Locations
Zone A – Penrith & Blacktown LGAs	• Junctions of M4/M7 – a preference for south of the M4 on both sides of the M7, on M4 Eastbound before M7 intersection • M7 at Marsden Park • Along The Northern Road near its intersection with M4
Zone B – Liverpool & Fairfield LGAs	• On M7 north of M5 intersection – near Prestons • M5/M7 intersection • North Road A 9 – near Luddenham • Along A28 near Fairfield – furthest driver would travel
Zone C – Camden & Campbeltown LGAs	• Campbeltown on M31 south of M5 intersection – or as far south at the bottom of Campbeltown LGA • On the M7 at its intersection with M5 • The Northern Road A9 – north of Oran Park • Narellan Road near its intersection with M31 Hume Highway
Outside of Western Sydney *(not in scope for this project)*	• M1 Pacific Highway at Berowra • M1 Pacific Highway at Hornsby • A1 Princes Highway at Heathcote • Upgrade to Glenbrook rest area on Great Western Highway • Great Western Highway at Springwood • Along A2 Windsor Road near Windsor

Northern Road – roundtable participants provided insights on the future rest stopping needs for heavy vehicle drivers on the Northern Road as Western Sydney Airport and surrounding precincts are developed. Driver and operators echoed the need for a heavy vehicle rest area in the vicinity as the demand for freight increases during construction and will be sustained as the region's businesses and population grow.

Existing options are full – roundtable participants noted the few options that are available within and on the perimeter of Greater Sydney such as Eastern Creek BP, Pheasants Nest, Marlin BP Truck Centres are consistently full. Drivers report planning to rest at these sites and having to move on and breach fatigue compliance to find an available heavy vehicle parking bay to stop.

Three councils in the six identified local government areas welcomed the proposed development of the WSHVRA and attended the industry roundtable.

Willingness to travel

Industry preferences regarding willingness to travel off route to access a rest area in Western Sydney consistent across the research and industry roundtable engagement.

Eighty-seven per cent of research respondents indicated they would be likely to travel, or willing for their drivers to travel, 0 to five minutes off route one-way to a rest area in Western Sydney.

The majority of heavy vehicle drivers will detour up to five minutes off-route one way to reach a rest area in Western Sydney with all the services and facilities they needed. While some are willing to drive up to 10 minutes, few will drive any further than this off route.

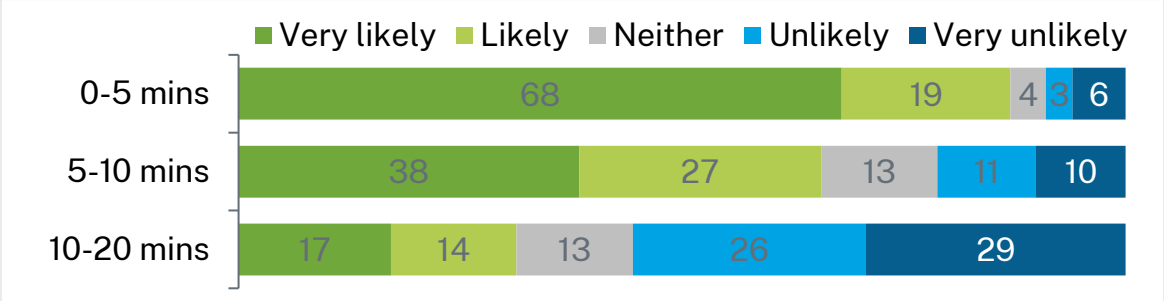


Figure 2: Willingness to Travel Off Route to Rest Area

The research identified relationships between willingness to travel and the importance of a few facilities. Willingness to travel up to five minutes off-route increases as respondents find a capacity indicator (at entry) and good lighting to be more important (positive relationship). Being likely to travel up to five minutes decreases as respondents place more importance on an undercover area (negative relationship).

There is a relationship between the importance of secluded parking for long/overnight stays, food options and laundry facilities and the willingness to travel between five and 10 minutes. Being likely to travel off-route five to 10 minutes increases as the respondent places more importance on separated parking for sleeping and food options. They become less likely when more importance is placed on laundry facilities.

Lastly, there is a relationship between a medical facility nearby and secluded areas and the willingness to travel 10-20 minutes. Being likely to travel off-route for 10-20 minutes increases as a respondents place more importance on having a medical facility nearby and secluded parking areas. As such, to encourage drivers to drive further off-route industry would expect these facilities and a higher level of services to be considered as part of a future rest area.

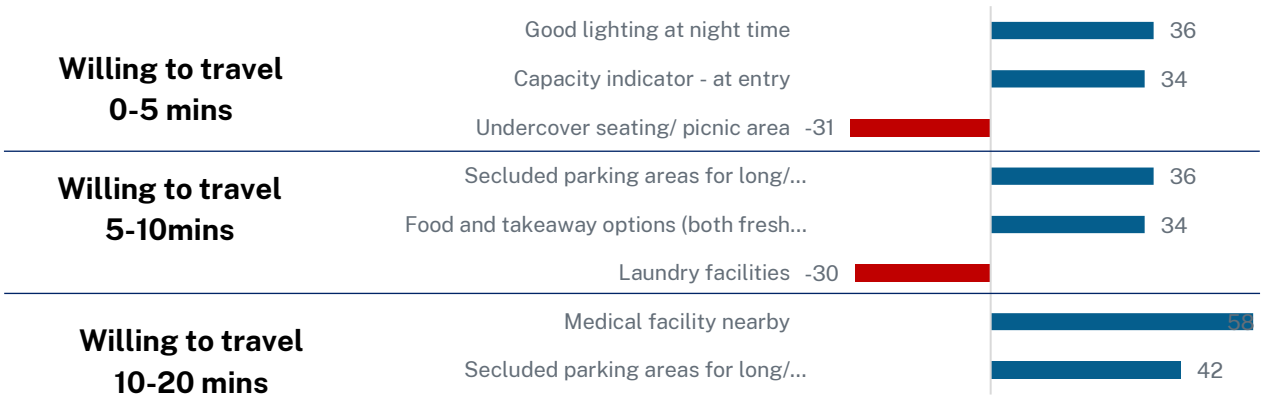


Figure 3: Effect of willingness to travel on desired services

Industry roundtable feedback regarding willingness to travel supported the research, with drivers and operators indicating a preference for a rest area to be located on a main freight route/ motorway. Similarly, one kilometre up to a maximum five kilometres off route was considered reasonable distance to travel to access rest facilities.

It was noted larger vehicles for example higher productivity vehicles and OSOM will have less options to venture off designated routes.

Tolling – roundtable participants noted tolling issues and fees for exiting and re-joining motorways to continue a journey after taking a resting break and the cost implications of tolls and how tolls are charged for heavy vehicles should be considered.

Ingress egress and re-entering - roundtable participants noted location of rest areas on a particular side of a motorway may mean drivers are unable or unwilling to access if travelling the opposite way. This needs to be factored in when identifying rest area location options as drivers want to avoid the need to back-track on their journey. Drivers noted the M4/M7 sites at Eastern Creek do not allow for cross over to turn back and head in opposite direction.

Services and facilities (minimum requirements)

During the targeted research respondents were asked to rate the importance of services and grouped into key safety features, amenities/ extras and facilities. Industry roundtable participants were invited to list facilities and services and prioritise those based on those being essential and nice to have.

Safety

Of the key safety features, respondents found that safe vehicle movement and access was the most important (mean of 9.5 out of 10). Having a capacity indicator at the entry (8.7) and good lighting at night (8.6) were also rated highly. The safety features that were rated least important were having an online capacity indicator (8.1) and an area to de-couple their vehicle (7.2).

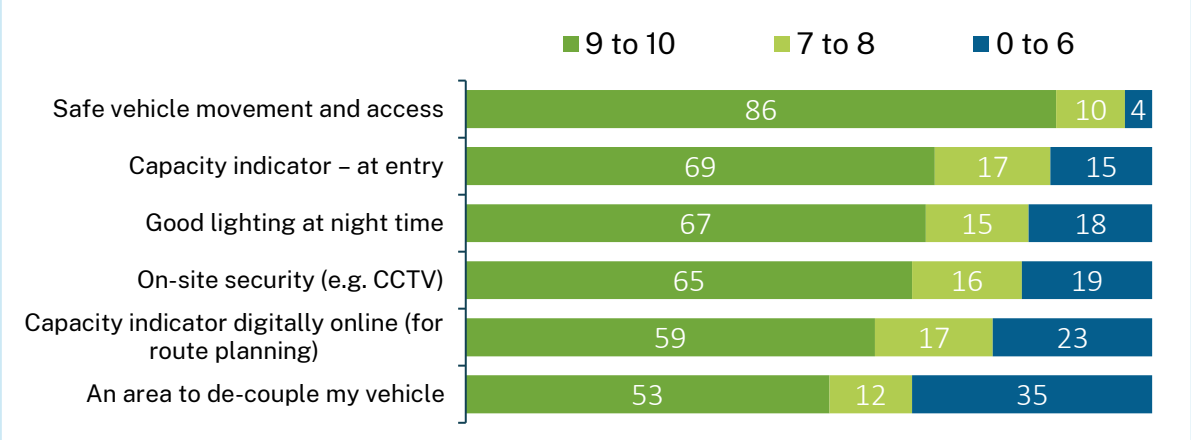


Figure 4: Importance of key safety features

Industry feedback during the roundtable also placed a high priority on the safety and security features of a rest area.

Overwhelmingly, industry would like to see the future rest area prioritised for rest and fatigue management over fueling and servicing, with the prioritisation of essential over nice to have features. This included the need for safety, security and/or policing measures to ensure the rest area is not being used as a pseudo depot for parking trucks overnight or longer-term parking for other vehicles such as motorhomes and light vehicles towing caravans.

Facilities

Research respondents were asked to rate a list of additional amenities and facilities on a scale of importance from 0 = not important to 10 = extremely important.

Of those listed respondents rated having available drinking water (9.1), shower facilities (9.0), secluded parking areas for long or overnight stays (8.8) and food and takeaway options (8.7) were the most important. A weighbridge (6.2) and exercise area were seen as least important among those listed (5.9).

Table 6: Importance of Services and Facilities at Rest Areas

Feature	All respondents
Safe vehicle movement and access	9.5
Available drinking water	9.1

Shower facilities	9.0
Secluded parking areas for long/ overnight stays	8.8
Food and takeaway options (both fresh and fast food)	8.7
Capacity indicator – at entry	8.7
Good lighting at night-time	8.6
On-site security (e.g., CCTV)	8.5
Fuel facilities	8.4
Capacity indicator digitally online (for route planning)	8.1
Good quality barista-style coffee	8.1
Shaded areas for parking	8.0
Undercover seating/ picnic area	7.7
Mini-mart focused on stocking essentials e.g., bread, milk, sunscreen	7.5
An area to de-couple my vehicle	7.2
Laundry facilities	7.1
Mechanic/ garage in which urgent repairs can be done	6.6
Medical facility nearby	6.4
Access to NSW Government services	6.3
Weighbridge	6.2
Exercise area	5.9

When asked to list the minimum facilities and services that should be offered at a rest area in Western Sydney, respondents listed flushing toilets (50%), ample available parking (36%) and shower facilities (31%) as the top three themes most commonly noted. Cleanliness and maintenance of the site (14%) and food and take away options (25%) and good quality food/healthy food (12%) options were also commonly noted by participants.

When asked if there were other important features of a rest stop in Western Sydney, 33% suggested the banning of non-eligible vehicles (caravans, local trucks, unhitched loads/enforcement) and 15% noted it important for a lot of parking/easy to find a spot/plenty of room/space.

Research findings were echoed through the industry roundtable discussion, where it was suggested that options to monitor site usage via a boom gate to restrict access for genuine users or monitoring number plates through recognition technology could be considered for security and restricted use.

Industry provided general feedback during the roundtable discussion about more immediate or minimum facility needs, and additional ‘nice to have’ facilities that could be incorporated into a rest area in the longer term.

Generally, industry feedback was consistent across the roundtable group indicating there is a need for multiple basic sites with ample parking for all vehicle types.

Well-maintained facilities including toilets, showers, rubbish bins, shade and running water along with basic security and surveillance were key requirements. Maintenance of facilities is a clear priority for drivers and operators noting that showers and toilets must be cleaned multiple times per day, with this being a key concern for drivers across all rest areas in NSW.

Whilst industry noted a minimum of 50 parking spaces with some noting up to 500 spaces would be required to meet the needs, generally there was consistent feedback that multiple small sites located west, south and north of Sydney would be preferable.

Strategic co-location – drivers raised opportunity to explore locations that are close to existing facilities and services that would enable drivers to access via a short taxi/ uber and would reduce the need to provide major additional facilities and services. Industry provided examples of this industry practice in Hornsby, Camden Golf Club and Mooney Mooney Club. The Ikea precinct in Marsden off the M7 was noted by one participant as possible area to explore.
The Table 7 summarises the prioritisation of facilities and features, conducted during the industry roundtable engagement.

Table 7: Prioritisation of facilities and features by industry roundtable participants

Essential	Nice to have
• Access – slip lanes for ingress/egress must be adequate for safe deceleration and acceleration allowing trucks to safely get up to and reduce speed as well as space to manoeuvre • Hardstand parking for minimum 50 (up to 500) trucks on flat ground, parking bays to service all vehicle combinations including higher productivity vehicles up to 36-metres • Flushing toilets, rubbish bins, town water, hot showers cleaned and maintained multiple times a day with separate facilities for female drivers • Shade • Lighting – so sleep is not disturbed • Separation of vehicles – overnight rest long-stay and short-stay areas, OSOM and dangerous goods. Separate sleeping areas for quiet and noisy (refrigerated, livestock) vehicles • Technology for planning – systems to accurately notify drivers of real time parking capacity or booking system to enable drivers to reliably plan rest and manage fatigue • Security – 24/7 security cameras CCTV for driver safety/ theft/ dangerous goods, and controlled site to ensure site is used for rest not parking/ or depot for local vehicles, no light vehicles/ caravans along with compliance signage • OSOM capacity – allow access for 6-meter wide (access and parking) on an OSOM permitted route. • Sustainable – self-funding site to ensure both facilities and pavement is well maintained and controlled as a rest area	• Service providers co-located – space for provision of services such as mechanic, tyres, service station/ fuel, purchase/access HV driver logbook, medical services, barber • Food and refreshments – industry indicated preference for quality food options and supermarket/ mini markets over fast food. Food trucks also raised as an option • Automatic truck wash – for all vehicles • Decoupling area to split out trailers for changeover • Dangerous goods considerations - bunded containment area for dangerous goods, spill, emergency response, early engagement with EPA • Consider acoustics and notices – disturbances within site, also think about noise wall containment as echoing • Free WIFI/ internet connection • Solar panels – contribute to sustainability of the site for power/ hot water and other provisions. May also provide capacity for electric vehicle charging in future

User pays model

Having to pay an entry fee of any amount, even if the rest area had all the facilities they needed, was not well received. About one quarter (23%) of research participants were willing to pay an entry fee for a rest area in Western Sydney with all the services and facilities they needed, with 63% being unwilling, and 13% being unsure as shown in the figure below.

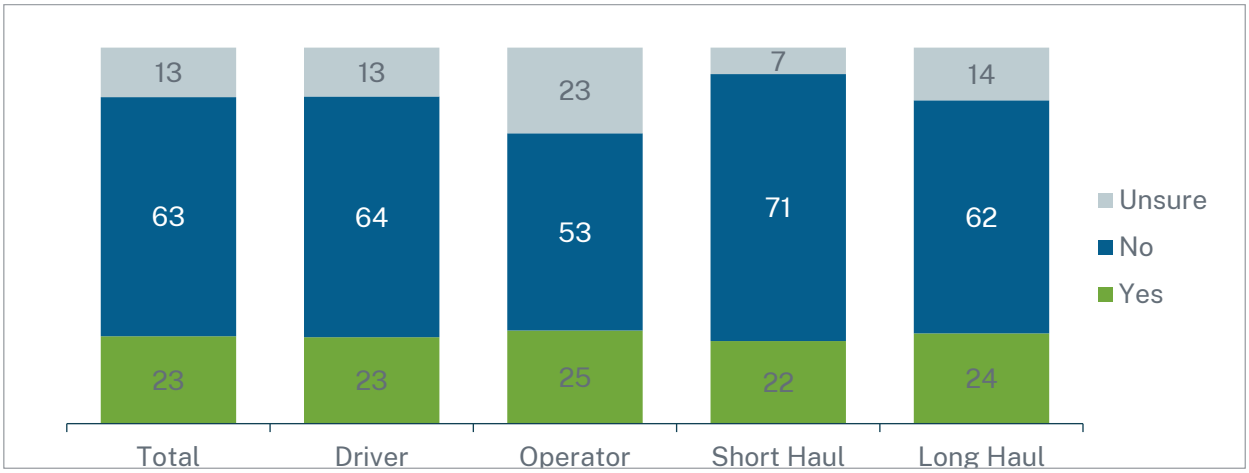


Figure 5: Willingness to pay an entry fee to the rest area

Of the suggested entry fees, $10 was the most acceptable, although two thirds still found this to be too expensive (69%), one third of research respondents rated it 'about right' (29%). The majority found a $30 or $50 entry fee to be too expensive (97% and 99% respectively).

It was found that those who indicated they would be willing to pay an entry fee were significantly more likely to believe each of the fees were appropriate, relative to those who were not.

On regression analysis, we can determine that secluded parking for longer rests and sleeping, and good lighting at night time are effective predictors of whether a respondent will be willing to pay an entry fee. These are both positive relationships, in that the more important a respondent believes good lighting at night time and secluded parking areas are, the more likely they are to be willing to pay an entry fee.

There is a relationship between willingness to pay $10 and the importance of on-site security and shower facilities. Likelihood to think a $10 entry fee is cheap rather than expensive increases as respondents deemed on-site security and shower facilities to be more important.

During the industry roundtable discussion, willingness to pay for some services was mixed. Generally, drivers and operators would be unwilling to pay to access a rest area for the purpose of compliance with fatigue management regulations.

Feedback indicated industry may be willing to pay for well-maintained and regularly cleaned facilities such as shower and toilets, referring to examples of commercial fuel centers that offer similar user-pays models for customers. Industry encouraged the use of user tracking or restricted access to ensure users care for facilities and respect other drivers using them. There is a limit to how much a user would be willing to pay, with participants noting a variance of how much they would be willing to pay from a gold coin up to $10 for a clean hot shower. An upper limit of $20 was noted by some drivers, however there was not agreement on this across the group.

Industry noted if drivers and operators were to pay for access to rest and to book a parking bay then users would expect a far better level of facilities and services co-located at the site.

Drivers also noted there may be an option to provide electricity to vehicles with a supply fee.

Additional considerations

During the industry roundtable, insights into broader context and challenges facing the road freight industry, in accessing rest stops and managing fatigue were also gathered and are useful in understanding the feedback and insights in this report.

Rest stops to be prioritised for resting – industry reported several rest area facilities are being used as informal depot sites and overnight parking for trailers. This is significantly impacting available capacity for drivers who need to use these sites for fatigue management purposes. Industry has a clear preference for this issue to be addressed through effective regulatory and compliance approaches. It was reported that those operators who do the right thing and provide formal depot facilities are being under-cut by those operators that use public facilities to park trailers.

No ability to plan – industry reports limited ability for drivers to plan rest breaks on the move – pre-planning is done at the yard before departure, however once a vehicle leaves a yard, there are no rest stop availability tools to plan where they can stop. Drivers do not have the means to know whether a parking bay in a rest area is available until arrival which puts pressure on fatigue management compliance. This is particularly problematic in urban areas and key freight routes such as the Pacific and Hume highways.

Travel time out of Sydney – industry report this as a contributing issue as it varies greatly based on time of day. Drivers' report running out of driving hours, contributing to fatigue non-compliance or having to stop and park in unapproved HV parking locations.

Holistic approach - a more holistic approach is required for rest stopping in Greater Sydney – industry welcomed the Government's commitment to a rest area in Western Sydney, but there is a need to look at all areas and strategically locate areas to rest.

Prioritisation of rest stopping - industry noted reviews into fatigue management and rest stopping should be undertaken more frequently, or annually to avoid the issue being de-prioritised and not adequately addressed.

Council and development applications / planning – industry has suggested introducing development application (DA) requirements to ensure developers include more freight facilities in industrial and key freight areas to support the needs of the freight industry in managing fatigue. Industry noted there is no legal requirement for local councils to have developers include heavy vehicle parking/handling facilities in developments.

Industrial area parking – work with councils in amending planning and parking restrictions in industrial areas adjacent to key freight routes to allow heavy vehicles drivers to rest overnight while the industrial area is not in operation. Further consideration needs to be given to this as toilets would need to be available to drivers.

Transport and land use planning - industry would like to see freight and supply chain considerations included in transport and land use Planning study/ training, to ensure freight issues are considered and prioritised alongside other movement modes such as active transport.

Whole of network approach – industry raised the importance of considering long term implications of changes to the transport network and impact/change it will make to freight operations. New transport infrastructure (such as Sydney motorways) will change journey times, routes, and land-use, which impact the movement of goods. A whole of network approach needs to be considered when planning and delivering infrastructure, including the supporting services, such as rest stopping, not just infrastructure projects in isolation.

Peer to peer rest stop app – the potential for transport operators or landowners to make hardstand space available for ad-hoc hire to other transport operators, potentially via a booking app. It was noted that agreements for this approach currently exist between some operators.

Next steps

Transport for NSW is committed to continuing engagement with key stakeholders as it undertakes work to develop the WSHVRA and other heavy vehicle rest stopping initiatives across NSW.

TfNSW would like to thank the road freight industry, operators and heavy vehicle drivers for their participation in this early-stage engagement on the WSHVRA proposal.

Using an agile approach, further engagement with road freight stakeholders, councils, and other stakeholders will be developed and implemented as the proposal progresses.

Appendix

Appendix A: Industry Roundtable

Pre-reading materials

Western Sydney heavy vehicle rest area

Industry Roundtable

The NSW Government recognises the need for more heavy vehicle rest stops in NSW, including within the Western Sydney area, and is committed to improving the quantity and quality of heavy vehicle rest stops in NSW in collaboration with the road freight industry.

Strong population growth, rapid urbanisation and industrial activity in Western Sydney are key factors underpinning freight demand in NSW.

The volume of commodity freight is forecast to increase by 56 per cent in Greater Sydney by 2061. At the western end of Greater Sydney, we expect to see a 67 per cent increase in inbound consumer goods, 32 per cent increase in inbound construction products and a 74 per cent increase in outbound waste.

Transport is in the early scoping stages of a proposed new freight-focused rest area in Western Sydney, in order to meet the current and future needs of the heavy vehicle industry and address the lack of rest stops.

Roundtable discussion focus

The purpose of the industry routable is to seek your feedback to inform options for a proposed dedicated rest area in Western Sydney and explore:

- Services and amenities to meet current and future rest stopping needs.
- Services or amenities the road freight industry would be willing to consider entering a user-pays model.
- Oversize, overmass and dangerous goods considerations for rest stopping in Western Sydney.
- Consideration of new infrastructure, such as the new Western Sydney Airport, commodity precincts, inter-modals.
- Area preferences within in Western Sydney.

With the project in very early stages, we hope the discussion will enable you to think broadly about what might be suitable, borrowing inspiration from other models in Australia and internationally.

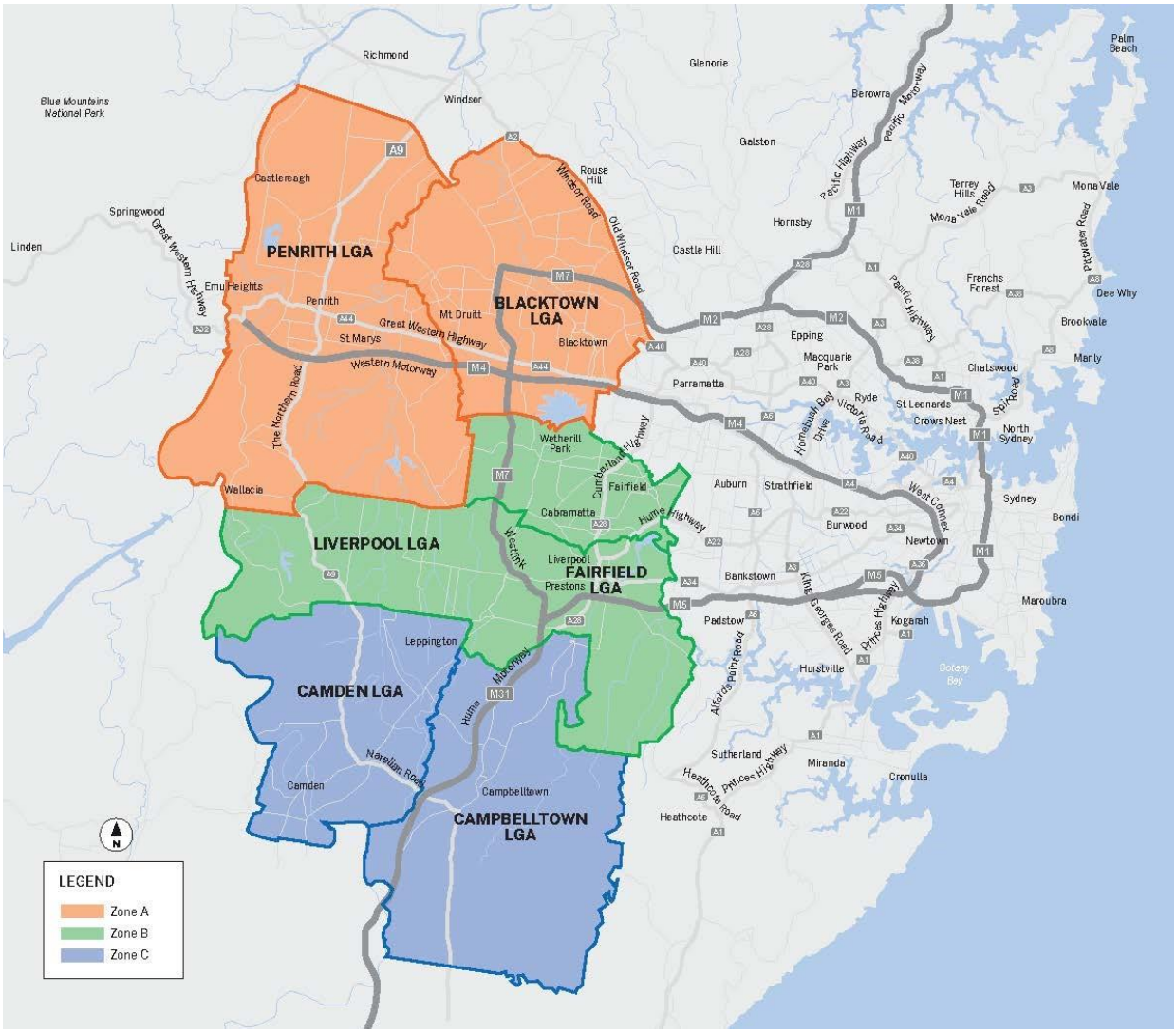
Darwin Truck Central - Vehicle Inspection Facility, Service Centre and road train assembly area.

Iowa 80 - parking for 900 trucks, service centre and food/ retail outlets.

Potential locations for a new rest stop

Transport has identified six broad locations (split into 3 zones) in Western Sydney where a rest area could be appropriate to meet immediate industry needs.

Location map



Have your say

Transport is also seeking feedback more broadly across the industry through an online survey, open until Sunday 1 October.

The results from the survey will be used along with insights gathered through this roundtable to inform the proposed Western Sydney heavy vehicle rest area.

Please scan the QR code below to visit the survey.

Contact

Transport for NSW
Freight Branch
freight@transport.nsw.gov.au

Indicative project development process

Timing subject to funding and business case approval.

Roundtable details

Date | Friday 22 September 2023

Time | please arrive at 9am, for a 9:30am start – 12:30pm

Location | Transport for NSW Office, Level 8, 231 Elizabeth Street, Sydney, 2000

Catering | a light breakfast will be served on arrival. The session will conclude at 12:30 and will be following by a light lunch.

Online | for those unable to join online a link to join via MS Teams will be available.

The discussion will be recorded via MS Teams for internal engagement purposes only, this will be not shared externally.

Getting here

The Transport for NSW office is located within Telstra House building. The nearest train station is Museum.

Roundtable Agenda

22 September 2023
9:30am-12:30pm
Level 8 MR.42
231 Elizabeth St
Sydney NSW 2000
Online - MS Teams

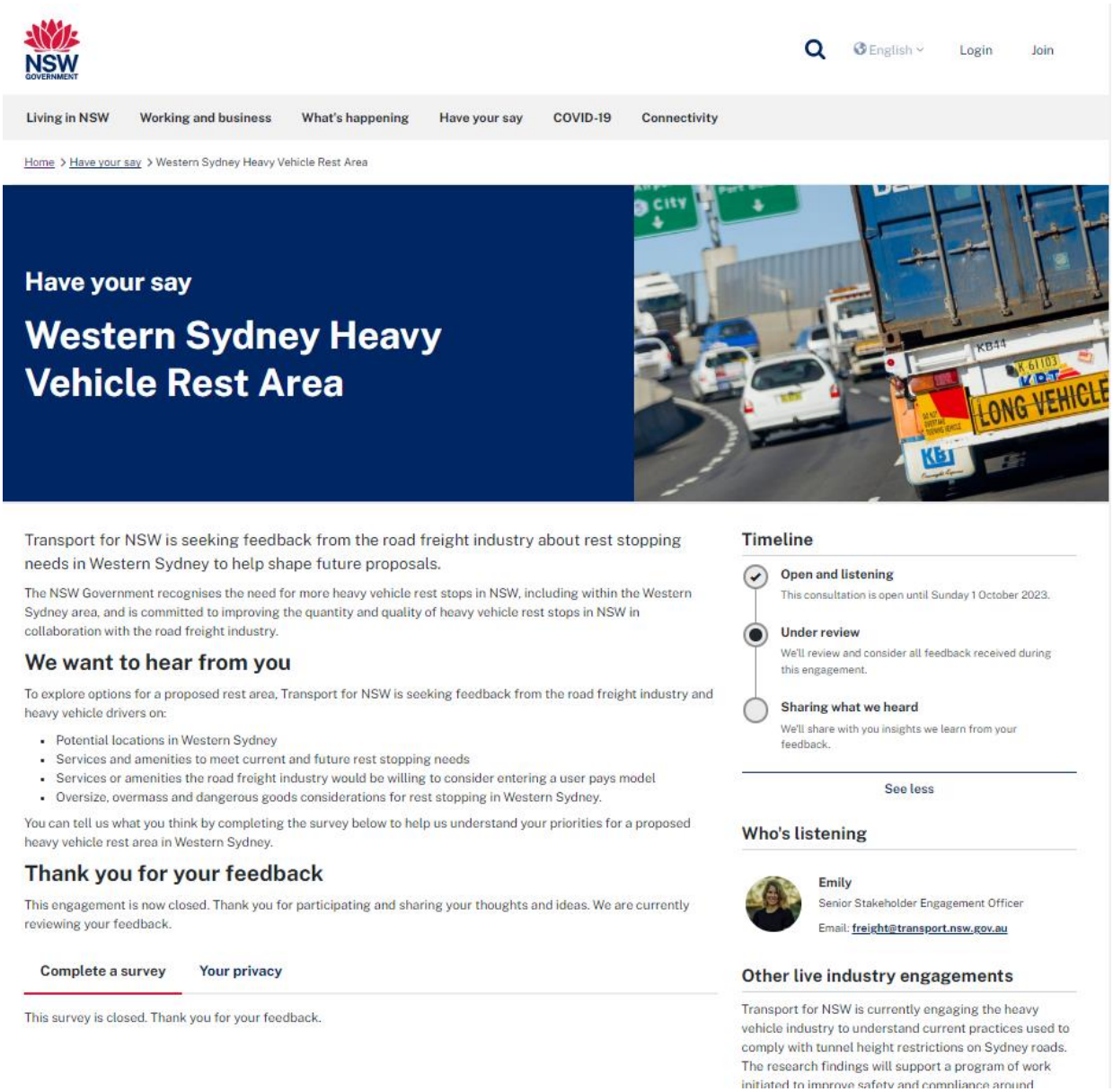
Agenda

Western Sydney Rest Area Proposal

Business items	Time	Responsibility
Item 1: **Introduction** • Welcome • Acknowledgement of Country	9:30am – 9:40am 10 mins	Chair
Item 2: **Address by NSW Minister for Roads**	9:40am - 9:50am 10 mins	Hon. John Graham, MLC
Item 3: **Discussion with Hon. John Graham, Minister for Roads: Understanding industry needs**	9:50am – 10:50am 60 mins	Hon. John Graham, MLC Attendees
BREAK Morning tea	10:50am – 11:05am 15 mins	
Item 4: **Discussion: Use cases** • Service and facility prioritisation • Potential user pay models	11:05am – 11:45am 40 mins	Attendees
Item 5: **Discussion: Area Preferences** • Area preferences • User profile and route types	11:45am – 12:20pm 35 mins	Attendees
Item 6: **Next Steps, Feedback and Close**	12:20pm – 12:30pm 10 mins	Chair
Session Close	**12:30pm**	
NETWORKING LUNCH Light lunch to be served	**12:30pm**	

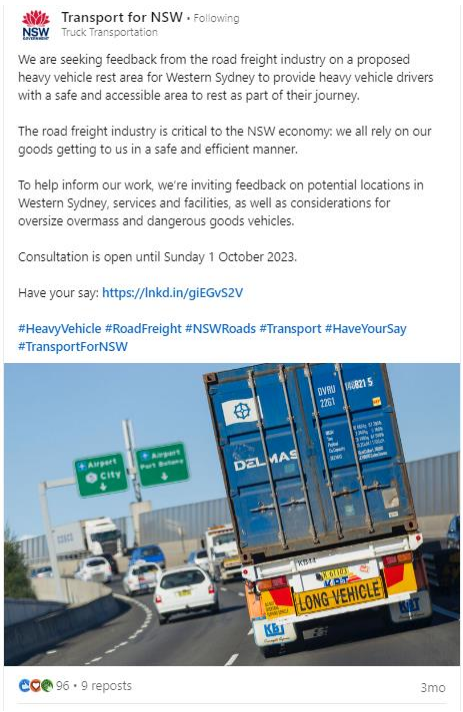
Appendix B: Have Your Say Online engagement

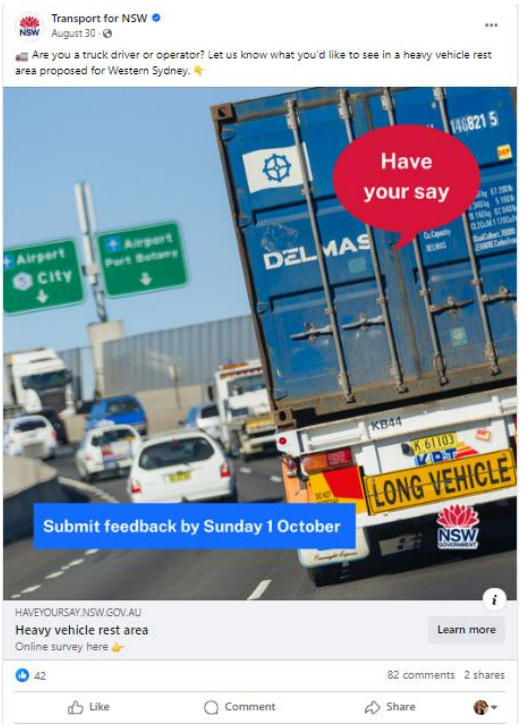
An open online survey was published on the NSW Department of Customer Service Have Your Say website. Consultation was open between 1 September 2023 and 1 October 2023.



Appendix D: Social media

The online engagement survey open to the road freight industry was promoted via social media using Transport for NSW's LinkedIn page and via a paid Facebook social media campaign.





Appendix C: Industry Research Report

TfNSW partnered with Woolcott Research and Engagement to engage with road freight stakeholders to inform the proposal for a Western Sydney heavy vehicle rest area.

The comprehensive industry research gathered 820 responses from heavy vehicle drivers, operators and road freight industry stakeholders.

- 424 online survey responses via the NSW Government Have Your Say platform and promoted via direct email communication, LinkedIn and targeted Facebook ads.
- 396 facto-to-face intercept surveys were conducted with heavy vehicle drivers at three heavy vehicle rest stop locations around Sydney.

NSW GOVERNMENT