Setting the Agenda
2016–2020

Strategies for a Safer, Productive and more Compliant Heavy Vehicle Industry
Foreword

On behalf of the National Heavy Vehicle Regulator (NHVR) we are pleased to present the National Heavy Vehicle Safety, Compliance and Assurance and Productivity Strategies. These three core strategies underpin the NHVR Strategic Directions 2016 document which outlines the NHVR’s strategic priorities for the next 10 years. It is structured to reflect the Heavy Vehicle National Law’s (HVNL) objectives of safety, productivity, sustainability and the underpinning objective of regulator capability. In order to demonstrate the linkages between the core strategies they have been incorporated into a single document Setting the Agenda – Strategies for a Safer, Productive and more Compliant Heavy Vehicle Industry 2016 – 2020.

There is a significant amount of work involved in achieving a safer, more compliant and productive heavy vehicle industry. We are excited about the prospect of industry, including all parties in the supply chain and the NHVR working together to achieve the regulatory environment we envisage for 2020.

The Hon Bruce Baird AM
Chair of the Board

Sal Petrocitttto
Chief Executive Officer
Introduction

The primary purpose of a regulator is to represent community expectations and set standards relating to safety. This is balanced with expectations regarding access to services and products. The role of the NHVR is to develop and maintain a regulatory framework that supports the heavy vehicle industry and all parties in the supply chain to take responsibility for safety while promoting sustainable improvements in productivity and efficiency.

To accomplish this, the NHVR works effectively and closely with federal, state and local governments, as well as partner agencies and the heavy vehicle industry including all parties in the supply chain.

Heavy vehicle transportation is a critical part of the freight network. Australia is, and will continue to be, highly reliant on road freight for the supply of goods and services in urban, rural and remote communities. It has been identified that the road freight task will double from 2006 levels by 2030, largely driven by interstate freight movement.

In recognition of the growth and the importance of the road freight task the NHVR has developed three core strategies:

• National Heavy Vehicle Safety Strategy
• National Heavy Vehicle Compliance and Assurance Strategy
• National Heavy Vehicle Productivity Strategy

These strategies are inextricably linked and set the NHVR’s agenda in regard to safely and efficiently regulating this vital economic task and the associated risks.

The focus of these strategies is to provide leadership and drive sustainable improvements to safety, productivity and efficiency outcomes across the heavy vehicle industry. They aim to establish a co-regulatory environment that supports and embeds a strong safety culture and builds tangible mechanisms to facilitate industry productivity. That is, an environment where all participants accept mutual responsibility and accountability.

In order to implement the strategies a rolling action plan will be developed. The action plan will highlight the NHVR’s immediate and medium term initiatives and outline how the Regulator will monitor delivery to ensure successful implementation.

Priority actions for 2016–17 are listed at the end of this document with further detail available on our website (www.nhvr.gov.au). The regulatory environment that the NHVR aims to establish by 2020, while ambitious, is achievable through commitment to resourcing, planning and working in close collaboration with all key stakeholders.

1 PricewaterhouseCoopers, 2009, Meeting the 2050 Freight Challenge, Commissioned by Infrastructure Partnerships Australia
Our strategic environment

The heavy vehicle industry is dynamic and there are many factors that influence and impact the NHVR’s operations which present both risks and opportunities in meeting our strategic goals.

Our strategic challenges

• Reducing serious injuries, fatalities, property and infrastructure damage and emissions involving heavy vehicles.
• Positioning the NHVR in an environment of increasing sophistication and complexity.
• Improving coordination and consistency in responding to the demands of the rapidly growing road freight task.
• Addressing perceptions of an un-competitive and inequitable operating environment (lack of a level playing field).
• Creating a truly national heavy vehicle regulator without borders.
• Influencing the operating environment including Australian Design Rules and infrastructure planning.
• Engaging with stakeholders to create effective partnerships.
• Embracing innovative technology that will influence vehicle design, compliance and assurance models and tools, vehicle-to-vehicle and vehicle-to-infrastructure safety.
• Creating a progressive organisation that attracts and retains capable, experienced and professional people.
• Implementing nationally coordinated compliance, assurance and enforcement standards.

Our strategic risks

• Lack of quality data across the NHVR’s functions limiting effective decision making.
• A complex legislative framework that can be difficult to administer and review.
• A complex operational and regulatory environment resulting in a lack of harmonisation.

Our strategic opportunities

• Developing an improved strategic focus that identifies and articulates our challenges and provides clear guidance on activities, roles and responsibilities.
• Developing strong relationships that are cooperative and collaborative leading to productive and outcome focused partnerships.
• Promoting innovation in the industry and supporting the uptake of technology to drive safety, productivity, regulatory compliance and environmental benefits.
A national regulatory framework

Industry and regulatory agencies have become accustomed to detailed, convoluted and overly prescriptive regulations used as a means to deliver safety outcomes. Assurance is perceived to be maintained via a regime of sometimes nationally inconsistent and uncoordinated compliance and enforcement activities. This approach is unsustainable from a perspective of efficient use and allocation of scarce regulatory resources. It also fails to achieve meaningful cultural change that delivers sustainable safety and productivity outcomes.

Over the next five years we will establish and embed a regulatory framework that places safety as the highest priority for the NHVR and industry. The framework will focus resources on building a strong safety culture across the heavy vehicle industry including building a repository of safety knowledge. This will be supported by data and technology, fostering strong safety partnerships and reinforcing the NHVR’s role as a truly national regulator. Associated performance standards that promote a safe, professional and productive industry in accordance with regulatory and community expectations will also be established, monitored and maintained by the NHVR.

The principles outlined below will guide decision making and inform the development of key actions and initiatives.

<table>
<thead>
<tr>
<th>Safe</th>
<th>Establish a co-regulatory approach that supports a strong safety culture owned by the heavy vehicle industry, including all parties in the supply chain, based on risk management and continuous improvement.</th>
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<tbody>
<tr>
<td>Evidence-based</td>
<td>Utilise data and analytics to identify successful strategies that change unsafe and unlawful behaviour.</td>
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<tr>
<td>Fair</td>
<td>Create a regulatory environment that is consistent and based on procedural fairness through the development of transparent and accountable policies, procedures and processes.</td>
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<tr>
<td>Targeted</td>
<td>Develop intelligence-driven risk models of key industry segments based on qualitative and quantitative data that enable the NHVR to design risk-based policies and strategies.</td>
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<tr>
<td>Effective</td>
<td>Ensure that only drivers and operators who have adopted safe business practices can continue to operate in the industry.</td>
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National Heavy Vehicle Safety Strategy

Primarily this strategy will see the development of a regulatory framework which will support the heavy vehicle industry to take responsibility for managing their risks in order to deliver safety outcomes. In redefining responsibilities the NHVR will leverage off those industries, operators and organisations that have developed mature safety systems, knowledge and capabilities.

While safety is the primary focus of this strategy, its outcomes are inextricably linked to the productivity of the industry across all aspects of operations. Safer, more efficient vehicles and work practices incorporating the latest technologies will provide significant safety and productivity benefits and support sustainable environmental outcomes.

Similarly, the NHVR will be able to achieve significant productivity benefits by reframing the regulatory oversight function through ensuring that regulatory resources are appropriately allocated on the basis of evidence and risk. A regulatory safety program that coordinates and integrates the existing disparate jurisdictional services will reduce the regulatory burden, focus and standardise intervention activities and minimise industry confusion.

Our safety objectives are:

• Establish industry standards for heavy vehicle operators appropriate to the task.
• Maintain high safety standards that deter and discourage operators and drivers who demonstrate unacceptable levels of risk through an integrated compliance and assurance program.
• Promote and support continuous safety improvements in industry through information and education.

Fundamental in achieving these safety objectives are a number of safety principles and supporting work packages including:

• Embedding and enhancing a strong safety culture in every aspect of the heavy vehicle transport life-cycle.
• Utilising quality data, safety management systems, risk management frameworks and technology to inform decision making for all participants accountable for heavy vehicle safety.
• Utilise innovative ideas, information and education programs to support industry partners and the regulatory workforce.
Focus areas and goals

One safety regulator

We will
• Develop and maintain a national regulatory Safety Program.
• Commence and maintain a regulatory reform program enabling a flexible and responsive approach to improving safety and productivity within the industry.
• Review the oversight and control of safety related schemes and licensing.
• Develop a heavy vehicle incident investigations capability that focuses on causal factors and behavioural decision making.
• Establish a national centre of excellence to monitor and assess safety critical information and emerging risks.
• Develop and maintain a safety promotions, training and education capability.

Safety partnerships

We will
• Educate, promote and support industry through information, guidance, education and training.
• Establish joint safety initiatives with industry, partner agencies and other key stakeholders.
• Increase industry capability through the delivery of consistent and quality messaging in relation to safety management systems, performance standards and effective risk management.
• Engage with manufacturers to support and encourage voluntary uptake of safety technology.
• Acknowledge outstanding safety achievements.

Safety standards

We will
• Develop appropriate standards for entry and continued operation in the heavy vehicle industry.
• Review and maintain policies and standards including the development of policy and exit criteria for non-compliant entities identified through an effective assurance program.

Safety data and technology

We will
• Develop, maintain and share a single national source of heavy vehicle safety data.
• Develop a system that enables the reporting and review of incidents, near miss events and safety critical information.
• Lead the analysis and provision of heavy vehicle safety data for the purpose of continuous improvement and risk-based decision making.
• Establish a research and development capability in relation to safety innovation and technologies.
• Continue to monitor emerging technologies, safety-related trends and risk factors nationally and internationally.
• Support the uptake of innovative safety technologies.
National Heavy Vehicle Compliance and Assurance Strategy

The aim of regulatory assurance for the NHVR is to provide leadership in the delivery of consistent, coordinated and effective national compliance and intervention activities. This will encourage the adoption of compliant and safe practices in heavy vehicle operations. The national strategy will provide assurance to the Regulator, industry and the community regarding the effectiveness of the Regulator’s Safety Program and inform ongoing safety policy and decision making.

The NHVR will lead activities designed to improve compliance with the HVNL and encourage safer road use. A coordinated, intelligence-based approach will improve compliance and enable the development of targeted intervention activities. This will provide the NHVR and the community with confidence in relation to the safe operation of heavy vehicles.

Chain of Responsibility laws are pivotal to securing lasting improvements in business practices and to deter systemic failures that cause or encourage unsafe transport behaviours throughout the supply chain. Education and guidance in relation to industry’s responsibilities and obligations under the HVNL will encourage safe practices and improved compliance with the law. This is essential for the safety of road users, protection of the network and the wellbeing of the community. The NHVR will work with a range of partners, including road transport authorities and police to provide consistent compliance, assurance and intervention functions.
Focus areas and goals

Education
We will
• Ensure all parties are aware and have a clear understanding of their regulatory roles and responsibilities.
• Provide information, guidance and training to assist all parties in the supply chain to improve their business practices and identify, assess and mitigate risk.
• Provide clear direction and information in support of compliance investigations, enforcement and associated legal proceedings.

Intervention
We will
• Develop a consistent approach to interventions and investigations incorporating national standards and methodologies.
• Ensure interventions address the prevailing safety risk with the focus on higher risk activities and behaviours across the industry.
• Utilise Chain of Responsibility laws to drive compliant behaviour and best practice throughout the entire supply chain.

Assurance
We will
• Acquire and use heavy vehicle compliance data to contribute to a regulatory risk framework for intelligence-driven assurance operations and investigations.
• Lead the delivery of consistent and effective assurance operations through national collaboration and cross-border capability.
• Review business practices and behaviours through a range of regulatory monitoring and investigation tools and activities to ensure appropriate levels of safety and compliance are being achieved.
• Develop an integrated national heavy vehicle compliance information system to inform and support the compliance and assurance program.
• Establish a performance reporting framework to enable consistency in the delivery of regulatory services in accordance with NHVR requirements.

Improvement
We will
• Increase national consistency in compliance approaches by ensuring that all assurance and intervention activities are delivered in line with national standards.
• Evaluate and refine agreements with agencies that deliver regulatory services on behalf of the NHVR.
• Lead the development of a secure national compliance and assurance data and information sharing framework.
• Continue to lead the transition from state-based regulators to providing services under an independent single national regulator.
• Continue to review and improve the relevance and application of the provisions of the HVNL for compliance and assurance purposes.
• Investigate innovative applications of technology to support industry and partner agencies to achieve improved safety and compliance outcomes.
National Heavy Vehicle Productivity Strategy

Productivity is a priority for the NHVR and industry. We will develop and implement a heavy vehicle classification scheme which will ensure that one set of standards apply to similar vehicles operating under similar conditions.

Access decisions will be based on actual and known risks to industry, the community and infrastructure. The decision making process will be supported by a system which is:

- simple
- consistent
- transparent
- effective and
- fair.

Inextricably linked to the safety of the industry, compliant operators will gain seamless access to a national network for safer and more productive vehicles. This will enable transport operators across Australia to improve both their efficiency and productivity by minimising disruption to the freight task.
Focus areas and goals

Consistent productivity standards
We will
• Develop nationally consistent heavy vehicle classifications and standards.
• Develop consistent decision making guidelines for access including route assessment and risk management.
• Streamline administrative procedures.
• Develop a clear and consistent national Performance Based Standards framework.

Productivity data and technology
We will
• Develop and maintain a simple, consistent, transparent and efficient national access management system.
• Continuously review and update the regulatory framework to support productivity initiatives.
• Support the adoption of innovative technology.

Productivity partnerships
We will
• In association with road managers and other relevant stakeholders develop an effective national access management framework.
• Optimise access for high productivity vehicles and reduce the need for permits for low-risk vehicles.
• Develop and deliver a range of tools including systems, information and guidance to support access decision making.
• Encourage industry and road managers to take more responsibility for their contributions to timely access decisions.
Measuring our success

The success of these strategies will be measured through evidence of a discernable improvement in the behaviours and safety culture of the heavy vehicle industry. Ongoing monitoring and evaluation of the strategies and action plans will be undertaken in order to ensure the intended outcomes are delivered and they contribute to the continuous improvement in safety and productivity benefits. As these strategies are implemented a framework and associated performance indicators will be developed in line with the national performance measures.

NHVR Safety and Assurance Model

Sustainable and acceptable levels of safety will be achieved when all participants accept mutual responsibility and accountability for the outcomes. The NHVR envisages a culture where risk based safety management is embedded in every aspect and activity of the heavy vehicle industry and the associated supply chain.
### The regulatory environment we want by 2020

<table>
<thead>
<tr>
<th>Within the NHVR</th>
<th>Across Industry</th>
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<tbody>
<tr>
<td>A national regulator without borders where safety and the management of risk is the priority</td>
<td>An industry operating without borders where safety and the management of risk is the priority</td>
</tr>
<tr>
<td>Risk and evidence-based decision making is embedded in all activities</td>
<td>A culture in which individuals and corporations are compliant and take responsibility and accountability for heavy vehicle safety and productivity outcomes</td>
</tr>
<tr>
<td>Nationally consistent and effective compliance and assurance operations</td>
<td>Compliant operators gain seamless access to the national network</td>
</tr>
<tr>
<td>A regulatory framework that supports the industry through clear, concise and consistently applied regulations</td>
<td>Recognise the NHVR as the only regulator of heavy vehicles and is perceived to be fair, consistent and transparent in all operations</td>
</tr>
<tr>
<td>Communication with industry is consistent, clear, targeted and effective</td>
<td>An industry with a clear understanding of their risks and they are effectively managed</td>
</tr>
<tr>
<td>A national access management system that is simple, transparent and fair</td>
<td>Engaged with the NHVR as the source of heavy vehicle regulatory guidance, education and reform</td>
</tr>
<tr>
<td>Recognised as the leader in the regulatory application of intelligent transport systems and technology supporting innovation, safety and productivity.</td>
<td>Active adoption of intelligent transport systems, technologies and design efficiencies as a way of improving their safety and productivity.</td>
</tr>
</tbody>
</table>
Next steps

To achieve a safer, productive and more compliant heavy vehicle industry we are committed to planning and working in close collaboration with all key stakeholders. In order to implement the strategies a rolling action plan will be developed. The action plan will be reviewed and assessed on an annual basis, against the key focus areas of each strategy. During 2016–17 priority activities include:

- Continue the National Heavy Vehicle Roadworthiness Program
- Develop and deliver guidance and education in relation to Safety Management Systems (SMS)
- Review existing accreditation/certification standards associated with heavy vehicles
- Develop a safety risk management framework
- Continue development of a voluntary electronic work diary system
- Develop and deliver a national heavy vehicle awareness road safety campaign
- Finalise and implement new guidelines for the registration of Industry Codes of Practice
- Develop and disseminate nationally consistent guidance and education material for Chain of Responsibility
- Finalise the proposal for the National Compliance Information System and camera network
- Promote and streamline access to Performance Based Standards scheme vehicles and networks
- Plan and develop a national heavy vehicle classification system
- Implement the NHVR Customer Portal
- Plan and develop a national intelligent transport systems framework for heavy vehicles
- Develop and implement a national access management framework
- Develop NHVR capacity to investigate and prosecute serious and complex Chain of Responsibility and other offences.
Communication with heavy vehicle industry stakeholders

During the development of Setting the Agenda – Strategies for a Safer, Productive and more Compliant Heavy Vehicle Industry, 2016–2020, discussions were held with the following government bodies, industry associations and sectors of the heavy vehicle industry. The discussions focused on current projects and future directions and sought the views of stakeholders.

The NHVR would like to acknowledge and thank those who participated in the discussions.

**Government**
- Department of Infrastructure and Regional Development (DIRD)
- Roads and Maritime Services, NSW (RMS)
- Transport for New South Wales (TfNSW)
- Department of Transport and Main Roads, QLD (TMR)
- Department of Planning, Transport and Infrastructure, SA (DPTI)
- VicRoads, VIC
- Department of Infrastructure and State Growth, TAS
- Department of Transport, NT
- Department of Main Roads, WA
- Victoria Police (VicPol)
- South Australian Police (SAPOL)
- Queensland Police Service (QPS)
- National Compliance and Enforcement Officers Forum (NCEOF)
- Australian New Zealand Policing Advisory Agency (ANZPAA)
- National Transport Commission (NTC)

**Industry associations and peak bodies**
- Australian Trucking Association (ATA)
- National Road Transport Association (NatRoad)
- Australian Livestock and Rural Transporters Association (ALRTA)
- Bus Industry Council (BIC)
- Australian Logistics Council (ALC)
- Australian Local Government Association (ALGA)
- NHVR Industry Reference Forum (IRF)
- The Crane Industry Council of Australia (CICA)

**Small, medium and large operators from the following transport sectors**
- Bulk fuel
- Cement
- General Freight
- Livestock
- Long Distance
- Refrigerated
- Steel
- Waste
Contact us

For further information about the NHVR’s activities, functions and services, please visit our website or contact us via:

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