

6th October 2025

National Heavy Vehicle Regulator
Via Email: codes@nhvr.gov.au

RE: Public Consultation Master Code of Practice

Dear Sir/Madam,

Please find below Grain Trade Australia's submission to the NHVR Master Code consultation.

Introduction

Grain Trade Australia (GTA) welcomes the opportunity to respond to the NHVR Master Code of Practice consultation. This submission reflects a practical approach to issues of concern to GTA members across the Australian grain supply chain—including grain receipt/storage sites, bulk terminals, transport operators, and technology providers. It highlights key operational realities and seeks to support safety, compliance, and efficiency within the context of the Master Code.

About Grain Trade Australia (GTA)

Grain Trade Australia is the peak industry body representing the commercial grain supply chain in Australia. GTA's members include grain marketers, storage and handling companies, transport operators, exporters, and technology providers. GTA works to:

- Promote trade facilitation and supply chain efficiency
- Develop and maintain industry standards, codes of practice, standard form contracts and trade rules
- Advocate for regulatory frameworks that support safe, efficient, and competitive grain supply chains
- Provide training, technical guidance, and dispute resolution services to support industry professionalism and compliance.

Our submission draws extensively from the principles and responsibilities embedded in the **GTA Transport Code of Practice**, which has been in place in the grains industry since 2014. The GTA Transport Code of Practice is a central element of the Australian grain industry self-regulatory framework. It sets out industry-endorsed obligations for safe and compliant transport operations, including load management, vehicle standards, fatigue, and chain of responsibility. This Code has been widely adopted by GTA members and provides a practical benchmark for aligning industry practice with NHVR's regulatory objectives.

We urge the NHVR to maintain a risk-based, outcome-oriented regulatory posture, avoid unnecessary prescription, and to build on the demonstrated success of industry-driven codes

In terms of key points in relation to the NHVR Master Code in our view the following should be considered in as underlying principles:

- **National Food Security & Critical Supply Chain:** The grain industry underpins food security, exports, and rural jobs. Efficient, practical transport regulation is essential to maintain competitiveness at both domestic and global levels.

- **Code Alignment & Best Practice:** The GTA Transport Code of Practice is consistent with the primary duty, safety, hygiene, and food security requirements of the HVNL and the evolving NHVR Master Code.
- **Support for Activity-Based, Risk-Informed Approach:** The grain sector welcomes the move to an activity-based, practical Code that reflects real-world operations, supply chain variation, and emerging risks.
- **Operational Reality in Grain Transport:** Specific grain supply chain dynamics exist—thousands of origination points, limited fixed weighbridge infrastructure, and reliance on diverse carriers (including farmers). The Code must remain adaptable, pragmatic, and not adversely impact regional agricultural productivity.
- **Shared Responsibility & Continuous Improvement:** GTA believes ongoing education, robust internal and external audits, proactive risk management, and co-regulation in partnership with NHVR is important to safety and continued improvement.
- **Ongoing Collaboration:** GTA seeks ongoing engagement to develop guidance, harmonise between the Code and specific grain industry activities, functions and circumstances.

More specifically,

- **Operational realities:** The Master Code must balance regulatory intent with operational reality. Where technical limitations or commercial impacts are significant, the Code should require NHVR to provide transition support, reasonable timeframes, and pragmatic alternatives.
- **Primary responsibility:** Drivers and accredited vehicle operators must remain the primary parties responsible for axle group and gross combination mass compliance. Receival sites should have clear, finite supporting obligations limited to data capture, basic checks and escalation protocols.
- **Harvest management:** Efforts to harmonise state based harvest arrangements towards a National harvest concessional framework is important to reduce compliance costs and enable targeted enforcement.
- **Systems and technology enablement:** NHVR should seek to incorporate technology, for example to assist in a Route Planner and National Network Maps to reduce manual work, training burden and decision errors.

We also raise the following Key Items for consideration.

1. Axle group management

- The grain vehicle fleet includes numerous trailer permutations and axle spacings. A single weighbridge cell spacing cannot consistently capture all axle group combinations in a single pass without bespoke engineering, causing variability in measured axle group masses.
- On-site practice relies on drivers instructing load distribution and on receival staff performing declared-weight checks and re-loads where necessary. This is an operational control accepted across the sector.
- In our view there could be stronger recognition within the Code of this complexity, such as the number of truck/trailer combinations, and make attempts to simplify this complexity in regulation.

We foresee several practical issues and risks if the Code places primary duty on receival sites, including:

- Significant capital expenditure for weighbridge redesign or installation of multiple weigh stations per site.
- Major system and process redesign, increased throughput times, and training costs.

- Inconsistent implementation across small and large sites, creating competitive distortions and compliance burdens.
- We therefore suggest the Code should explicitly recognise weighbridge engineering limits and assign primary axle group compliance to vehicle operators.
- Further, where weighbridge design prevents reliable single-movement capture of all axle groups, primary responsibility for ensuring axle group mass compliance rests with the vehicle operator.
- As an operational control for receival sites, they should record declared weights; provide a documented opportunity for drivers to adjust loads; log re-weigh attempts and outcomes; and potentially escalate repetitive suspected non-compliance to NHVR or road managers for enforcement action.

2. Overload management during harvest

- Grain loaded on farm can display high variability in test weight across commodities, variety, moisture and paddock conditions. State harvest schemes rightly allow some concessions, but differing rules across jurisdictions create cross-border complexity. As a core principle, GTA encourages simplicity and consistency in any regulatory regime to reduce uncertainty including the regulatory and compliance burden on industry.
- As operational controls grain receival operators already perform data checks, driver engagement and selective rejection or re-distribution of loads where practical.

3. Structure, Scope, and Accessibility of the Revised Master Code

The transition from a role-based to an activity-based Code is positive but requires calibration to industry-specific operational realities, including varied business models, carrier types (contracted, agency, primary producers), and infrastructure constraints.

Consideration should be given to:

- Retain flexibility by linking ‘activities’ to practical examples from both small and large-scale grain operations.
- Prioritise plain language and practical illustrations in each section of the Master Code, referencing sector codes (such as the GTA Transport Code) as exemplars.
- Maintain wide applicability across the supply chain, acknowledging ‘off-road’ and on-farm activities, not just regular commercial carriers and facilities.

GTA’s Transport Code of Practice is deliberately activity-based, addressing risks in contracting, scheduling, packing, loading, transporting, and receiving grain, and supported by risk control guidelines for mass, dimension, loading, driver fatigue, roadworthiness, and biosecurity.

4. Alignment & Harmonisation with Grain Industry Best Practice and GTA Transport Code Obligations

There is potential for dilution of acknowledged best practice if the Master Code omits, supersedes, or conflicts with sector codes already in practice under the HVNL.

Consideration should be given to:

- Explicitly reference mutual recognition and harmonisation with reputable sector codes, including the GTA Transport Code, and advance a national assurance framework that endorses sector codes under the Master Code umbrella.
- Include a quick-reference guide to assist businesses operating under both codes.

GTA's Code requires all parties to clarify and demonstrate compliance with road safety, hygiene, environmental, and food industry obligations, and provides detailed risk and compliance management protocols.

5. Identification and Management of Hazards and Controls Relevant to the Grain Transport Task

The evolving nature of grain freight—facing capacity limitations, infrastructure variability, weather volatility, regulatory shifts, and workforce shortages—demands ongoing consideration within the Master Code.

Consideration should be given to:

- Require specific risk identification, assessment, and control documentation for major hazards, such as:
- Mass and dimension management amidst loading point constraints
- Variability in seasonal freight volumes and decentralised origination
- Compliance by non-commercial participants (farmers, co-ops)
- Load hygiene, pest, and residue contamination risk
- Fatigue, fitness for duty, and diverse scheduling pressures
- Integration of new transport and vehicle technologies
- Encourage flexible, fit-for-purpose risk control templates and audit tools, adaptable to regional and operational variation.

GTA's Code offers risk control guidelines explicitly tailored to mass, loading, high-risk behaviour, fatigue, fitness, and vehicle standards in the grain supply chain, addressing the realities of regional dispersal and multi-modal logistics.

6. Governance, Accreditation, Enforcement, and Assurance

Industry adoption, buy-in, and self-regulation are maximised when governance and enforcement are clear, collaborative, risk-proportionate, and evidence based rather than punitive and one-size-fits-all.

Consideration should be given to:

- Endorse mutual recognition and a tiered assurance framework, where compliance with an industry recognised code (such as GTA's) provides a streamlined accreditation and reduces duplicative auditing.
- Embed continuous improvement and focus enforcement resources where systemic non-compliance or risk is detected.

Conclusion

The revised NHVR Master Code of Practice stands as an important document in Australia's heavy vehicle safety landscape. The GTA submission underscores both strong sectoral alignment and the necessity of the Code's evolution to reflect specific grain industry realities: high variability in supply chain structures, regional diversity, dynamic risk environments, the critical importance of food safety, and the economic imperatives for efficient operations.

GTA's Transport Code of Practice is practical, demonstrably effective, and serves as the grain industry's go-to resource for CoR and road safety management. Its role within the NHVR Master Code framework will drive mutual benefits through regulatory certainty, operational coherence, practical safety outcomes, and a foundation for future innovation.

GTA is willing to engage with NHVR to:

- Endorse sectoral codes (GTA and equivalent) as recognised compliance pathways;
- Continue collaborative development of tailored guidance and digital resources for the grain sector;
- Involve the grain industry in ongoing code review, best practice dissemination, and enforcement consultation (data sharing, audit design, continuous improvement);
- Support harmonisation and data-driven regulation across state, federal, and grain market requirements.

GTA extends its appreciation for this consultative process and looks forward to strengthening the partnership between industry and NHVR to deliver safer, more competitive and efficient grain supply chains for the benefit of all stakeholders.

Please do not hesitate to contact GTA at any stage.

Yours faithfully,



Pat O'Shannassy
CEO, Grain Trade Australia



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	A3	Cargill Australia	Zsolt Kocza	www.cargill.com.au
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		Associated Grain t/a Agrocorp Processing Australia	Russell Darbey	www.agrocorp.com.au
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		Pacific National (NSW) Pty Ltd	Paul Scurrah	www.pacificnational.com.au
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		Holding Redlich	Geoff Farnsworth	www.holdingredlich.com
		Intertek	Debbrah Millard	www.intertek.com
		Mars Petcare Australia (t/a Mars Birdcare)	Kurt Sosinski	www.mars.com.au
		Oldendorff Carriers Melbourne	Allen Dewhirst	www.oldendorff.com
		PSC Griffith Goodall Insurance Brokers	Mandy Gladman	www.pscggb.com.au
		SBA Law	Jeremy Rosenthal	www.sbalaw.com
		SGS Australia	Trent Charlton-Maughan	www.au.sgs.com
		T-Ports	Nathan Kent	www.tports.com
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		Advance Trading Australasia	Andrew Woodhouse	www.advance-trading.com.au
		AEGIC	Courtney Draper	www.aegic.org.au
		AgriDigital	Emma Weston	www.agridigital.io
		Ag Scientia	Lloyd George	www.agscientia.com.au
		AgVise (WA) Pty Ltd	Shane Sander	www.agvise.com.au
		Aperture Ag Pty Ltd	Alex Campbell	www.apertureag.com.au
		Basis Commodities	Chris Whitwell	www.basiscommodities.com
		BSM Global	Jason Flemming	www.buysellmove.com
		Cloudbreak Grain Marketing	Ed Scamps	www.cloudbreak.com.au
		Cropify	Anna Falkiner	www.cropify.io
		Delta Agribusiness	Michael Parry	www.deltaag.com.au
		E P Integrated Commodities	Tracey Lehmann	epicbrokers.biz
		Farmanco Marketing Pty Ltd	Donald McTaggart	www.farmanco.com.au
		FARMARCO Australia Pty Ltd	Rob Imray	www.farmarco.com.au
		Finesse Solutions	Malcolm Finlayson	malcolm@finessesolutions.com.au
		Flexi Grain Pty Ltd	Jarrold Tonkin	www.flexigrain.com.au
		Futari Grain Technology Services	Leah Petrie	www.futari.com.au
		Goldstar Commodities	Geoff Webb	www.goldstarcommodities.com.au
		Graintec Scientific	Lucas Anstiss	www.graintec.com.au
		Grainx	Judi Morgan	www.grainx.com.au
		Greenoaks Agriculture Pty Ltd	Richard Perkins	https://linkedin.com/in/richard-perkins-39090a3b/
		Harvestcheck Pty Ltd	Stephen Schumacher	www.harvestcheck.com.au
		Hay Plains Grain Storage Pty Ltd	Ron Harris	www.fellowsbulk.com.au/grainstorage
		IKON Commodities	Ole Houe	www.ikoncommodities.com.au
		Indyn	Rob Martin	www.indyn.net
		Lachstock Consulting	Nick Carracher	www.lachstockconsulting.com.au
		MarketAg Pty Ltd	Mark Martin	www.marketag.com.au
		McMullen Consulting	Gerard McMullen	www.mcmullengrainagricultural.com
		Mirfak P/L	Josh Whelan	www.mirfak.com.au
		National Grower Register	Debbie Newmarch	www.ngr.com.au
		OMIC Australia Pty Ltd	Koji Nakashima	www.omicaustralia.com.au
		Perten Instruments	Raul Ovelar	www.perten.com
		Pinion Advisory	Chris Heinjus	www.pinionadvisory.com
		Planfarm Marketing Pty Ltd	Jerome Critch	www.planfarm.com.au
		Priag Marketing Pty Limited	Kevin Schwager	www.priag.com.au
		Profarmer and Australian Crop Forecasters	James Maxwell	www.nzx.com
		Saputo Dairy Australia	Ashley Denishensky	www.saputo.com
		SGA Solutions Pty Ltd	David Hudson	linkedin.com/in/david-hudson-8240b913
		Sizer & Cogill (t/a NQ Bulk)	Chris Sizer	www.sizercogill.com.au
		Ten Tigers	Chris Tonkin	www.tentigers.com.au
		TE Storage & Logistics Pty Ltd	Tom Hage	www.testorage.com.au
		TT Club Mutual Insurance	Rhys Richards	www.ttclub.com
		Wattletree Consulting	Joe Righetti	www.wattletree.net.au
		Windarra Grain Storage	Jessica Russ	
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International Affiliate		CIS Commodity Inspection Services	Paul Schweitzer	www.cis-inspections.com
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Industry Association		Grain Growers Limited (GGL)	Shona Gawel	www.graingrowers.com.au
		Grain Industry Association of WA (GIWA)	Peter Nash	www.giwa.org.au
		Grain Producers Australia Ltd (GPA)	Colin Bettles	www.grainproducers.com.au
		NSW Farmers Association	Elen Welch	www.nswfarmers.org.au
		Stock Feed Manufacturers' Council of Australia (SFMCA)	Duncan Rowland	www.sfmca.com.au

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Merchant Association		Grain Industry Association of SA (GIASA)	Marie Cunningham	www.giasa.org.au
		Grain Industry Association of VIC (GIAV)	Colin Peace	www.giav.com.au
		Grain NSW	Joanne Ware	www.grainnsw.com.au
		Queensland Agricultural Merchants (QAM)	Rob Imray	www.qam.org.au
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