National Automated Access System for heavy vehicles

Memorandum of Understanding

between

contributing governments

April 2026

1. Background

The National Automated Access System (NAAS)

1.1 Infrastructure and Transport Ministers (ITMM) have agreed to progress a national automated access system for all heavy vehicles, known as the NAAS. In accordance with Heavy Vehicle National Law reform proposition 2.3, the NAAS is intended to provide a solution to replace 90 per cent of current access permit requests, while recognising access permits will still be needed for a minority of journeys.

1.2 A national automated access system will provide road managers with the ability to provide instant and more consistent and transparent access decisions. The NAAS will provide industry with a seamless customer experience, and greater quality, consistency, access certainty and timeliness in access decision-making by significantly reducing the need for permits.

1.3 The NAAS will be based on the high-level modular architecture of the Tasmanian Heavy Vehicle Access Management System (HVAMS). HVAMS has been operating in Tasmania since 2016 and Queensland since 2025.

1.4 When the NAAS is operational, it is expected the National Heavy Vehicle Regulator (NHVR) website will continue to be the central point for all heavy vehicle applicants seeking road access. There may also be further integration between the NAAS and the NHVR Portal for other NAAS functionality, to maximise benefits the system can provide to industry users.

1.5 A NAAS based on HVAMS can provide a step change in road freight productivity by:

a) Streamlining the current cumbersome and resource-consuming process.

b) Increasing access certainty, transparency and consistency (including across boundaries), without compromising safety or road asset stewardship.

c) Encouraging industry innovation through varying individual loads, configurations and trips to optimise road network use.

d) Use of telematics data to support compliance and highlight pressure points in the road network, inform future investment decisions, and help manage network resilience and interruptions.

1.6 Establishing the NAAS is a big commitment from all participating governments, on top of major investments already made. The work done collectively by Tasmania, Queensland and Victoria as early adopters will inform and create efficiencies for future efforts.

Heavy Vehicle Access Management System (HVAMS)

1.7 HVAMS is a system that delivers notice-based access to Restricted Access Vehicles under the Heavy Vehicle National Law. It delivers significant permit reductions by enabling more heavy vehicle activity to operate under notice, allowing road managers to make access decisions on their road network and have these delivered in real time to industry.

1.8 HVAMS generates the appropriate map for the input vehicle which depicts the road manager's decisions. HVAMS supports core road manager functions and is built in a modular way so that road managers can easily use its functionality and approach to assess structures and networks more broadly. Road managers can use assessment modules developed within HVAMS or use their own methodology in determining the capacities of their infrastructure.

Heavy Vehicle Structural Assessment Permit System (HVSAPS)

1.9 The Victorian Department of Transport and Planning is replacing its manual system for assessing heavy vehicle road access requests for structures (mainly bridges and culverts) with an automated structural assessment process system (HVSAPS). HVSAPS will act as a single point to view, manage and conduct heavy vehicle structural assessments. It will automate the structural assessment process for Class 1 and Class 2 heavy vehicles.

1.10 The parties to this MoU acknowledge Victoria's commitment to HVSAPS pre-dates ITMM's August 2022 commitment to the NAAS, and was noted in ITSOC's July 2023 decision to base the NAAS on the HVAMS architecture. HVSAPS will be an integral part of a NAAS based on HVAMS for any jurisdiction that adopts it, as set out in section 4 of this MoU.

2. Parties

2.1 The Parties to this MoU are departments representing governments contributing to the national project costs of NAAS Phase 2:

a) The Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts, Australian Government (DITRDCSA).
b) Transport for New South Wales.
c) The Victorian Department of Transport and Planning.
d) The Queensland Department of Transport and Main Roads.
e) The South Australian Department of Infrastructure and Transport.
f) The Tasmanian Department of State Growth.
g) Roads ACT, Australian Capital Territory.

3. Purpose

3.1 The purpose of this MoU is to formally agree, among contributing governments, arrangements for how the NAAS as a national project will be managed and governed.

3.2 NAAS will be based on the high-level modular architecture of HVAMS, to deliver on ITMM's commitment to greatly reduce permits.

4. Scope and context

4.1 On 17 October 2025, the Infrastructure and Transport Senior Officials Committee (ITSOC) agreed national funding of $40.37 million for the NAAS over the period October 2025 to September 2028. That decision was supported by a work plan for Phase 2 of the NAAS developed by the NAAS Technical Advisory Group (NAAS-TAG) and endorsed by the Heavy Vehicle National Law Reform Implementation Steering Committee (the HVNL Steering Committee). That work plan is at Attachment A.

4.2 These contributions will fund the costs of the national NAAS project team, so the team can finish developing NAAS product features and onboard each jurisdiction for Phase 2 releases. These contributions are in addition to national funding of $6.94 million contributed in 2024-25 for Phase 1 of the NAAS. Phase 1 is due to conclude in May 2026.

4.3 The NAAS is a significant initiative requiring buy-in from all jurisdictions—time, resources and funding. In addition to national project team contributions, each participating jurisdiction will incur in-house costs to prepare for NAAS releases (such as data collection and cleansing, internal systems integration, completing readiness checklists) and to implement each release (including change management).

4.4 Tangible outputs and benefits for every participating jurisdiction will be delivered over the next three years under the Phase 2 work plan at Attachment A. The pathway for delivering Phase 2 of the NAAS will include:

a) Victoria will pursue implementation of HVSAPS integrated with the NHVR Go portal in 2026. This automation will speed up decisions on permit requests involving structures, as an interim step to replacing permits with notice-based NAAS.

b) Other jurisdictions who wish to implement HVSAPS as an interim step will confirm that intention by end of 2026.

c) By December 2026, HVSAPS in Victoria will be fully integrated into a NAAS based on the high-level HVAMS architecture (i.e. as an automated structure assessment module).

d) Once integrated, the NAAS can be used as a testing environment for Victoria and other relevant jurisdictions, in which operators who want to experiment with the HVAMS front end for different vehicle types can do so before applying for a permit.

e) In 2026 and 2027, governments will continue gathering structure and road geometry data to be uploaded into the NAAS. By late 2027, the process of migrating actual road access decision-making for Victoria (and any other jurisdiction using HVSAPS) from the NHVR Go portal to the NAAS will have started.

f) By 2028, the NAAS build will be complete and most road access decisions currently dealt with through permits will have fully transitioned to the NAAS. The NAAS will at that time operate as a single national system generating road access decisions based on assessment modules in each jurisdiction.

g) Across the period 2026 to 2028, local councils will also be progressively brought into the NAAS for decision-making on their roads, provided there is the resourcing, data and national product features to do so. The parties acknowledge that widespread local government implementation is essential to achieve the stated national intent of the NAAS.

4.5 Some of the costs of adopting HVSAPS will be covered by national project co-funding for Phase 2: namely, the cost of tools for integrating HVSAPS into the NAAS as a structure assessment module. National project co-funding for Phase 2 won't cover the cost of:

a) developing, buying or implementing HVSAPS itself

b) preparing the structures data needed to automate assessment

c) integrating the NAAS with any other road manager database or system, or

d) managing those road manager databases and links into the future.

(Noting that database costs will occur for any road manager participating in the NAAS, regardless of whether HVSAPS or another assessment module is chosen.)

4.6 Phase 2 work includes considering how best to transition the NAAS out of project mode by the end of Phase 2 and into a more business-as-usual operating model. This work will include addressing questions around who should own the NAAS once operating, and how its ongoing operation (including support services, maintenance and improvements) should best be governed and funded. Recommendations will be put to ITSOC for decision by the end of 2027, and then on to ITMM for decision where appropriate.

4.7 A business-as-usual Phase 3 of the NAAS would include remaining product releases to cover all HVNL jurisdictions and restricted access vehicle categories, to achieve the 90% permit reduction target. The NAAS will be progressively updated and enhanced over time to maintain relevance for road managers, industry, and their customers.

5. Project management and governance (roles and responsibilities)

5.1 Recognising strengthened project management and governance will be needed to deliver Phase 2 of the NAAS, the following arrangements will be established.

5.2 A NAAS Steering Committee will be accountable to ITSOC and ITMM, for delivery of the national NAAS project to meet the outcomes and targets set by ITMM and ITSOC.

a) The NAAS Steering Committee will consist of an independent Chair and up to nine additional Members representing contributing jurisdictions. Voting Members will be a senior official from each contributing jurisdiction with authority to take decisions and provide strategic direction on the implementation of this important national project.

b) The Australian Local Government Association (ALGA) may nominate a non-voting Member, reflecting their role as a NAAS delivery partner. The National Heavy Vehicle Regulator (NHVR) will be invited to participate in Steering Committee meetings as needed.

c) The NAAS Steering Committee will report progress annually to ITSOC, and will refer matters to ITSOC as necessary. This will include a report on the status of the support being provided to local councils to implement the NAAS.

d) The NAAS Steering Committee will oversee the 2025-26 transition of national project hosting from Tasmania to Queensland.

e) Terms of Reference for the NAAS Steering Committee are at Attachment B.

5.3 An enhanced NAAS Project Management Office (PMO) will manage national NAAS project plans and resources, and will be responsible for project delivery.

a) The PMO will procure resources (including the national NAAS project team) and will manage plans and resources to optimise delivery.

b) The national NAAS project team will continue to work with contributing jurisdictions, under the direction of the PMO.

c) The PMO will provide detailed reporting to each meeting of the NAAS Steering Committee, including on expenditure and progress against the Phase 2 work plan.

d) The PMO will provide to the NAAS Steering Committee, by 31 October each year, an audited financial statement of income and expenditure for the prior financial year.

e) Where changes to the NAAS Phase 2 work plan may be required (such as to budget, timetable or outputs), or other joint decisions on NAAS delivery are needed from all contributing jurisdictions, the PMO will seek decisions from the NAAS Steering Committee.

f) The NAAS-TAG will provide technical input to the PMO and to the NAAS Steering Committee.

g) The requirements for the PMO are set out at Attachment C.

5.4 Heavy vehicle industry stakeholders will be kept updated on NAAS progress through regular meetings of an appropriate national road access forum, and will be consulted as appropriate on different releases under the Phase 2 work plan.

5.5 Consistent national communications material will be agreed and regularly issued through the NAAS Steering Committee.

5.6 Parties will work proactively and constructively to communicate and resolve any issues that arise relating to delivery of outputs under this MoU.

6. National project team funding and hosting

6.1 At the time of agreeing this MoU, the role of hosting the national project team and providing administrative support has transferred from the Tasmanian Department of State Growth to the Queensland Department of Transport and Main Roads. That includes the transfer of national project team funding previously contributed by the parties to this MoU and held by Tasmania.

6.2 The Queensland Department of Transport and Main Roads will administer the agreed national funding—$40.37 million for the period October 2025 to September 2028—and will be accountable for administration of those funds in alignment with delivery requirements for the national project team.

6.3 The parties to this MoU commit to, and agree to, payment of invoices in a timely manner to the Queensland Department of Transport and Main Roads for their annual instalment contribution to the agreed $40.37 million.

6.4 In May of each year, the Queensland Department of Transport and Main Roads will issue each contributing jurisdiction (including Queensland) with an invoice for their annual instalment contribution, to be paid by the end of July of that year.

7. Review

7.1 The parties to this MoU will undertake a brief, joint review of the effectiveness of this MoU, six months before the conclusion of NAAS Phase 2, with the findings to be provided to ITSOC.

8. Amendments

8.1 This MoU may be amended or renewed with the agreement in writing of all parties.

Attachments
Attachment 1: NAAS Phase 2 work plan
Attachment 2: NAAS Steering Committee Terms of Reference
Attachment 3: Requirements for the PMO

Signed on ....18th May.................................... **2026**

By (print name): ....JIM BETTS.. **Signature:** ....

Job title: ....SECRETARY..

On behalf of the
Department of Infrastructure, Transport, Regional Development, Communications, Sport and the Arts
(Australian Government)

Signed on 6th May 2026

By (print name): ...Josh Murray......................... Signature: ....

Job title: ...Secretary...

On behalf of
Transport for New South Wales
(New South Wales Government)

Signed on ....24 April.................. **2026**

By (print name): Jeroen Weimar.. **Signature:** ....

Job title: Secretary..

On behalf of the
Victorian Department of Transport and Planning
(Victorian Government)

Signed on ....20 April.......... **2026**

By (print name): ....Sally Stannard.......... **Signature:** ....

Job title: ....Director-General..........

On behalf of the
Queensland Department of Transport and Main Roads
(Queensland Government)

Signed* on ......1 May........................... **2026**

By (print name): ...Jon.....Whelan................ **Signature:** ....

Job title: ....Chief....Executive...

On behalf of the
South Australian Department of Infrastructure and Transport
(South Australian Government)

*Note: South Australia notes that its agreement to the commitment in clause 6.3 is subject to funding being secured through its state budget process.

Signed on ...21 APRIL... 2026

By (print name): ...CYNTHIA HEYDON... Signature: ....

Job title: ...DEP SEC TRANSPORT...

On behalf of the
Tasmanian Department of State Growth / Building Tasmania
(Tasmanian Government)

Signed on ...22 April... **2026**

By (print name): ...Dave Peffer... **Signature:** ...

Job title: ...Director-General...

On behalf of
Transport for Canberra and City Services
(Australian Capital Territory Government)