

Annual Report 2020–2021



Road Safety
Camera
Commissioner

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Camera Commissioner
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ACKNOWLEDGEMENT OF COUNTRY

The Office of the Road Safety Camera Commissioner pays
respect to the Traditional Owners of the land on which we
live and work. We pay our respects to Elders and all Aboriginal
and Torres Strait Islander peoples, who continue to care for
their Country, culture, and people.

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To

**The Honourable the President
of the Legislative Council**

**The Honourable the Speaker
of the Legislative Assembly**

I am pleased to present to you the Annual Report of the Road Safety Camera Commissioner for the financial year 2020–21 for presentation to Parliament, in accordance with section 21 of the *Road Safety Camera Commissioner Act 2011*.

Yours sincerely

A handwritten signature in black ink, appearing to read "S. Leane", written in a cursive style.

STEPHEN LEANE APM
Road Safety Camera Commissioner

Commissioner's Message

This is my second annual report to the Victorian Parliament since my appointment in December 2019. The past 12 months has been an extraordinary year as COVID-19 challenged the whole community, affecting both how the Office of the Road Safety Camera Commissioner (ORSCC) ran and the road safety camera program in general. Importantly, as an essential service with permitted authorised workers, the road safety camera system continued operating unaffected during each lockdown.

Due to good planning, our existing business continuity plan included a remote working pivot, meaning we were well prepared for this event. I would like to thank the Department of Justice and Community Safety (DJCS) for its generous IT support in getting this done.

Lockdowns and restrictions made site visits problematic and our investigations and inquiries more challenging. Despite this, we oversaw the system to ensure it remained accurate over the year and met the requirements of the *Road Safety Camera Commissioner Act 2011* (RSCC Act). A big part of this was the tireless work by the DJCS's staff, police, camera operators, contractors, and others allowing the critical services of the ORSCC to continue to function properly. COVID-19 changed how Victorians used the roads, resulting in fewer infringements, however, excessive speed and high-risk driving continued, even during the harshest lockdown periods.

The ORSCC remained focused on community and stakeholder engagement and published a community attitudes survey in late-2020 on our website. The results helped us and others working in road safety to better understand community attitudes on a range of issues related to safer driving. Following many online meetings, the early-2021 lifting of restrictions saw us return to face-to-face contact with vendors and contractors and on-site visits to speed camera operations.

There were two substantial investigations into new technology in the mobile and fixed camera program over the year. Another inquiry into the Lane Use Management System (LUMS) examined the infringement process for speeding vehicles on roads with variable speed limits. The results of the above inquiries are laid out on our website and in this annual report.

In the Annual Report 2019–20, we telegraphed a thorough review of the outstanding recommendations made by my predecessoring Road Safety Camera Commissioners. This was done in 2020–21. That process, somewhat laborious at times, has provided the opportunity to work with

the key stakeholders who have been delegated those recommendations, to acquit many of them, and to provide clarity as to the work required to acquit those still to be implemented.

Another comprehensive review into the outcomes and recommendations of the 2018 WannaCry Report investigated the 2017 cyberattack on the road safety camera system. Organisations and governments across the world continue to grapple with cybersecurity challenges. With the growth of cyberattacks during the pandemic, I spent a lot of time with the DJCS, its vendors, and contractors assessing their response to that report's recommendations and how prepared they are for this ever-evolving threat. I have advised the Acting Minister for Police and Emergency Services about the status of current protections and how to best protect ourselves.



It is pleasing to see the Victorian Road Safety Strategy 2021–2030 and the recently published Victorian Road Safety Action Plan 2021–2023 emphasising the future use of new technology, as discussed in last year's annual report. Expanding the use of road safety cameras and their value in reducing road trauma was also a feature. I was glad to note that a trial in 2020 of distracted driving technology (distraction camera technology) will lead to a full implementation starting in 2023, plus a project to expand the existing point-to-point camera network.

I can assure you the ORSCC will stay well informed of rapidly developing camera technologies to ensure they are introduced reasonably, and give the community confidence in their accuracy and appropriate use. In addition, we will remain focused on developing a vision for the future use of road safety cameras. We spent a good portion of this financial year acquitting recommendations of previous reports and working through what I require from the DJCS in terms of reporting expectations and standards. There will be a considerable amount of work ahead for the DJCS over the next year as a result.

STEPHEN LEANE APM

Road Safety Camera Commissioner



Office of the Road Safety Camera Commissioner

The ORSCC was established to enhance transparency and accountability in the road safety camera system.

Legislation

Under section 10 of the RSCC Act, the various functions of the Road Safety Camera Commissioner (the Commissioner) include:

- ▶ at least yearly, review and assess the road safety camera system's accuracy to ensure it complies with the requirements of the *Road Safety Act 1986* (Road Safety Act) and its regulations
- ▶ at least yearly, review and assess the information about the road safety camera system made publicly available by the DJCS
- ▶ undertaking investigations requested or agreed to by the Minister for Police (the Minister) into the road safety camera system's integrity, accuracy, or efficiency
- ▶ receiving complaints concerning any part of the road safety camera system and
 - if appropriate, refer a complaint to the appropriate person or body for further action or
 - to provide information on available avenues to resolve complaints
- ▶ investigating complaints to the Commissioner that indicate a problem with the road safety camera system and to make recommendations to the Minister to address any systemic issues
- ▶ investigating any road safety camera system-related matters the Minister refers to the Commissioner
- ▶ responding to information requests about the road safety camera system from a person or body
- ▶ advising the Minister on any matters related to the road safety camera system
- ▶ referring appropriate matters to the Road Safety Camera Commissioner's Reference Group (RSCC Reference Group) for research and advice
- ▶ keeping records of investigations undertaken and complaints received by the Commissioner and action taken, if any

- ▶ providing the Minister, on request, records of investigations undertaken and complaints received
- ▶ any other function conferred on the Commissioner by the Minister or under the RSCC Act or any other Act.

The ORSCC's main roles

REVIEW

The ORSCC independently reviews and assesses the accuracy of the road safety camera system to ensure its compliance with the requirements of the Road Safety Act. In addition, the ORSCC must regularly review information publicly available from the DJCS.

MANAGE FEEDBACK

Lodge any complaint concerning an aspect of the road safety camera system with the ORSCC. The feedback may be investigated where a complaint points to a systemic problem.

CONDUCT INVESTIGATIONS

The RSCC Act empowers the Commissioner to undertake investigations requested or agreed to by the Minister into the accuracy and efficiency of the road safety camera system. The Minister can also ask the Commissioner to investigate any matter in relation to the camera system.

PROVIDE ADVICE AND INFORMATION

The RSCC Act authorises the Commissioner to provide information about the road safety camera system following a request from a person or body. The Commissioner is also authorised to provide advice to the Minister on any matter in relation to the system if requested or required.

Vision

To provide a safe environment for all Victorian road users and increase public confidence in the accuracy, reliability, efficiency, and integrity of the Victorian road safety camera system.

Mission

To collaborate with other agencies and service providers, including state and local governments as well as non-government organisations, to provide Victorian motorists with ongoing support in relation to the state's road safety camera system, and providing an alternative avenue for complaints, quality assurance, and investigations.

Values

Independence, integrity, and impartiality. To act without fear or favour, and carry out functions with honesty, accuracy, consistency, and respect.

TRANSPARENCY AND ACCOUNTABILITY

Provide the Victorian Parliament and the community with expert and objective information about Victoria's road safety camera system, and to monitor and review its accuracy, integrity, and efficiency.

STAKEHOLDER ENGAGEMENT

Develop successful partnerships and create a shared understanding between key stakeholders to complement one another's collective impact on Victoria's road safety.

ADVANCING KNOWLEDGE

Advance knowledge, factors, and technological understanding to ensure the system's accuracy, reliability, and integrity.

Governance and organisational structure

The Commissioner is a statutory office holder appointed by the Governor in Council and reports to the Parliament of Victoria.

As of 30 June 2021, the ORSCC had two full-time permanent positions to enable the Commissioner to perform his functions and exercise powers under the RSCC Act. The two permanent staff members include an office manager and a senior technical officer. Staff are appointed by the Commissioner but are employed under Part 3 of the *Public Administration Act 2004* as employees of the DJCS. For the purposes of their work with the Commissioner, the Commissioner's staff work independently of the DJCS with the Commissioner committed to applying merit and equity principles when making appointments. The selection processes ensure applicants are assessed and evaluated fairly and equitably, based on the key selection criteria and other accountabilities, without discrimination.

Financial reporting obligations

The ORSCC's annual financial statements and report of operations have been consolidated into the DJCS annual financial statements and report of operations, pursuant to a determination made by the then Minister for Finance under section 53(1)(b) of the *Financial Management Act 1994*.

In addition, the ORSCC was granted a full exemption from the Standing Directions for the 2020–21 compliance year and successive compliance years. As part of the approval of the exemption, the ORSCC operates under an alternate governance process and reports under the DJCS Portfolio Entity Financial Management Compliance Framework 2020–21.

This annual report contains only the reporting requirements under Part 3 of the RSCC Act.



Year in Review

Annual reviews and assessments

The ORSCC monitors the accuracy, integrity, and efficiency of Victoria's road safety camera system.

Fixed road safety cameras

The DJCS's rigorous testing and maintenance regime for fixed cameras continued uninterrupted despite the various restrictions imposed by the COVID-19 lockdowns during 2020–21.

In line with the Road Safety (General) Regulations 2019 requirements, fixed road safety cameras are calibrated and certified annually.

The annual review analysed the testing and maintenance of cameras during 2020–21. Monthly test numbers vary in line with the schedule and the number of operating cameras. It is the DJCS's policy that cameras found to be non-compliant are immediately deactivated and the relevant issues resolved.

A test found that one lane of the intersection of Wells Road and Palm Grove Boulevard in Aspendale Gardens was non-compliant, but was not deactivated until two days later due to an administrative error. Five fines were issued during this time but were all withdrawn.

Testing demonstrated the continued accuracy and integrity of Victoria's fixed road safety cameras (Figure 1), except for this single instance of non-compliance with the policy.

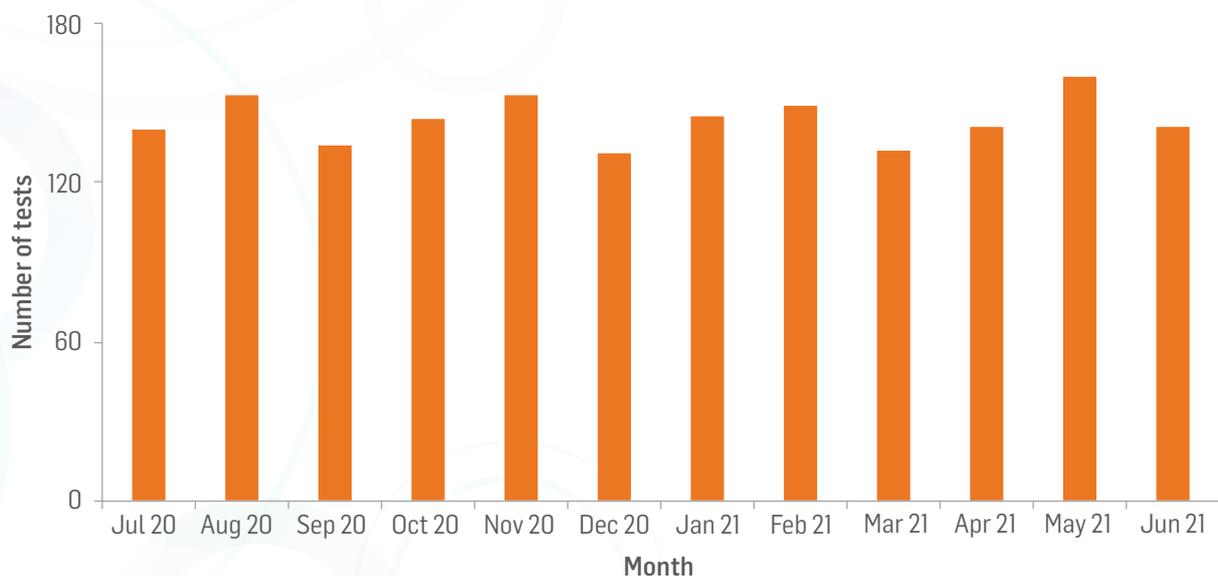


Figure 1: Number of fixed road safety camera tests performed monthly (total 1,723).

The ORSCC continued to monitor downtime following 2020's Downtime Inquiry, which examined the causes and extent of camera downtime when fixed road safety cameras were not enforcing. For this financial year, the approximately 18% downtime was largely caused by:

- ▶ roadworks (41%)
- ▶ camera upgrades (25%) (Figure 2).

Last financial year's downtime was approximately 20%. The DJCS's more active management of the fixed camera network includes a multi-stage plan to reactivate long-term deactivated cameras to reduce system downtime. The ORSCC will continue to monitor system downtime.

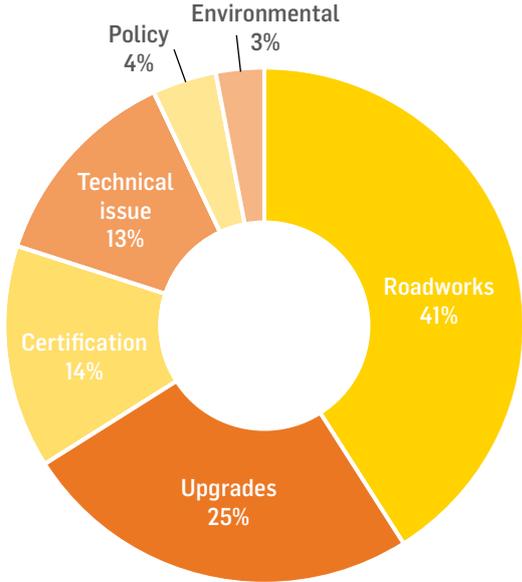


Figure 2: Downtime percentage by category.

Replacement of legacy systems

As recommended by previous Commissioners, the DJCS has begun replacing all analogue red-light cameras with digital cameras that should be operating by 2022. This is a critical step in modernising Victoria's road safety camera system.

Mobile road safety cameras

The first Sensys Gatso T-Series mobile road safety cameras began enforcement in December 2019, replacing the older Sensys Gatso GS-11 system. As with all Victorian road safety cameras, the T-Series is annually calibrated to ensure accuracy.

The mobile road safety cameras fleet grew from 80 to 150 this financial year and monthly operational hours was targeted to grow progressively from 9,300 to 16,300 by May 2021. This expansion project coincided with the COVID-19 pandemic. At times, Serco, the operator of Victoria's mobile cameras, was challenged in meeting its targeted hours but it met the 16,300 hours target a month early in April 2021.

In June 2021, the Commissioner was advised that mobile camera fines detected on Everleigh Drive in Diamond Creek were issued with the incorrect suburb name due to an administrative error by Serco. As a result, 211 fines issued from December 2020 to May 2021 were withdrawn by Victoria Police. Serco's plans for process improvements should ensure this does not happen again.



Publicly available information

The DJCS's Cameras Save Lives website is the public's primary information source about Victoria's road safety camera system.

General site content did not change during 2020–21. Updates occur when:

- ▶ the list of 'pre-commissioned' camera changes
- ▶ new camera certificates are available
- ▶ new mobile camera site lists are published
- ▶ guidelines are updated
- ▶ new statistics are published.

Four new cameras began operating in 2020–21:

- ▶ two at the intersection of Rosanna Road and Darebin Street in Heidelberg
- ▶ two point-to-point cameras on Peninsula Link at the Ballarto Road overpass.

They were listed as 'pre-commissioned' on the site, with temporary signage alerting the community before they started enforcing, and for some weeks after enforcement started. However, there was no corresponding notification on the website about these changes.

The two cameras in Heidelberg are in a variable speed limit and some members of the public contacted the ORSCC about this as the level of infringements were initially high. This is typical for new cameras and infringements usually go down when the community learns about the cameras. The DJCS data indicates infringements issued had halved by April 2021 since the peak in December 2020.

Providing the community with information about the road safety camera system is a key function of the Cameras Save Lives website and the DJCS could better inform the public about:

- ▶ changes to the system
- ▶ programs such as the replacement of older technology.

The continued and significant delay in the publication of infringement statistics was raised with the DJCS. The department undertook to improve its updating of statistics on the Cameras Save Lives website. On 16 July 2021, the first three quarters of statistics for 2020–21 were published. The ORSCC will continue monitoring the DJCS's performance.



Enquiries and feedback

WEBSITE

Our primary contact point with the public is our website at www.cameracommissioner.vic.gov.au. It also provides information about the Commissioner's role, reports, and publications.

During 2020–21, the site was visited 7,400 times by 6,788 individuals:

- ▶ 52% for information about the ORSCC and its role
- ▶ 31% to access reports and publications
- ▶ 17% seeking contact information (Figure 3).

ENQUIRIES AND COMPLAINTS

The ORSCC was contacted by phone and in writing by:

- ▶ 405 people in 2020–21
- ▶ 420 people in 2019–20
- ▶ 390 people in 2018–19 (Figure 4).

The level of public contact initially decreased during Victoria's second COVID-19 lockdown but increased once restrictions were lifted. Of the enquiries:

- ▶ 51% regarded cameras
- ▶ 34% regarded general enquiries
- ▶ 15% regarded fines (Figure 5).

Most mobile road safety camera complaints related to mobile cameras located too close to:

- ▶ driveways
- ▶ intersections
- ▶ other places considered dangerous by the public.

Fixed road safety camera complaints received from drivers predominately related to their concerns about the possibility of being incorrectly fined after witnessing a flash from a camera. Every complaint received by the ORSCC was reviewed and resolved.

The ORSCC continues to receive requests for new camera sites, demonstrating community confidence in the role road safety cameras play in reducing road trauma. The ORSCC is not responsible for selecting camera sites, so requests for fixed cameras go to the Fixed Camera Site Selection Committee while requests for mobile cameras go to Victoria Police.



Public contact provides the ORSCC with vital information about potential systemic issues and is also an important channel for better informing the public how the system operates.

I thank everyone who contacted the ORSCC during 2020–21.

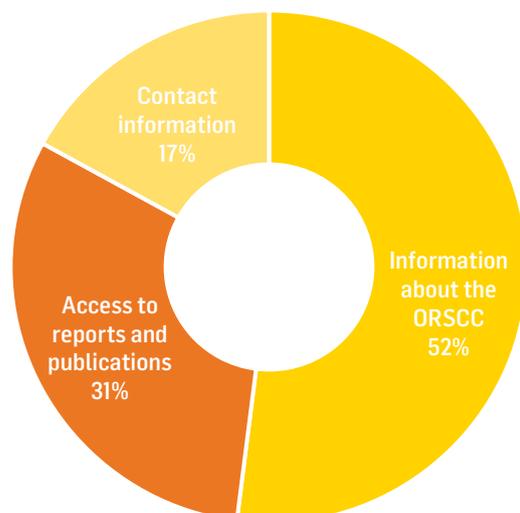


Figure 3: Type of website enquiries to the ORSCC.

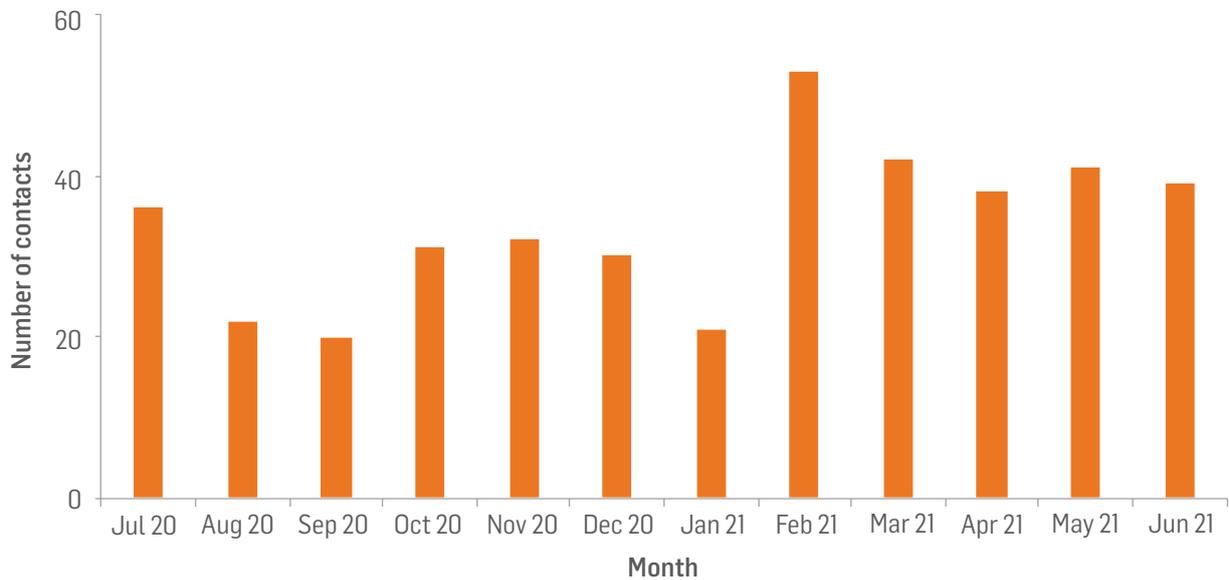


Figure 4: Number of contacts to the ORSCC by the public per month (total 405).

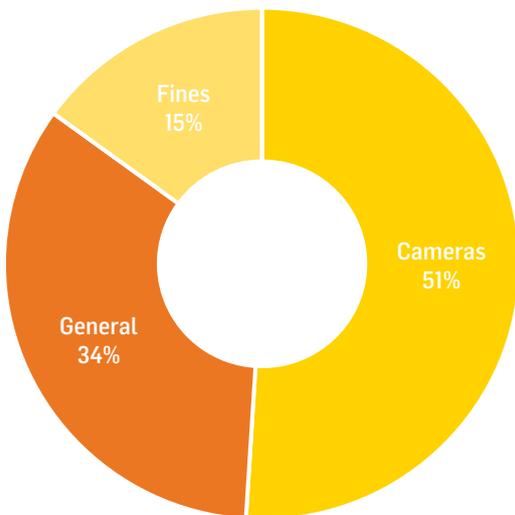


Figure 5: Type of phone or written enquiries to the ORSCC.

Continued effects of COVID-19

EFFECTS ON THE ORSCC OPERATIONS

Movement restrictions in Victoria were tightened on 2 August 2020 due to increasing COVID-19 cases. Staff worked remotely to ensure services, like managing enquiries and complaints, were not significantly impacted. The ORSCC’s meetings were conducted with all stakeholders online.

EFFECTS ON THE ROAD SAFETY CAMERA SYSTEM

During the COVID-19 lockdowns in 2020–21, the road safety camera system operated uninterrupted. Agency staff and contractors ensured the ongoing accuracy and integrity of cameras by continuing to test, certify, and maintain them.

It is pleasing that Victoria’s road safety camera system was able to continue to operate during this difficult time to perform its critical role in road trauma reduction.



EFFECTS ON TRAFFIC AND INFRINGEMENTS

The second lockdown began in July 2020 and movement was further restricted from 2 August 2020. The Department of Transport (DOT) data indicates that these restrictions lowered traffic volumes:

- ▶ on motorways by up to 45%
- ▶ on arterial roads by up to 60%.

Traffic returned to pre-pandemic levels by December 2020 after restrictions were lifted. Similar falls in traffic volume were seen in the 'circuit breaker' lockdowns of February and May 2021.

The DJCS data demonstrated the average infringement rate for cameras during the pandemic was 33% lower than pre-pandemic levels during the second lockdown. Despite traffic returning to pre-pandemic levels by December 2020, speed infringement rates at these cameras stayed 18% below pre-pandemic levels between December 2020 and February 2021.

Community engagement

Engaging community and key stakeholders is critical to our effectiveness. COVID-19 presented many challenges over the year with many meetings conducted virtually. Once restrictions were eased, the ORSCC took numerous opportunities to fully engage with the community. This included:

- ▶ a comprehensive community survey (read this annual report for the results and process)
- ▶ ongoing RSCC Reference Group meetings
- ▶ meetings with the Minister and the Acting Minister for Police and Emergency Services and their ministerial staff
- ▶ meeting with the Secretary of the DJCS, the Chief Commissioner of Police, various Deputy Secretaries from the DJCS and the DOT, and other departmental officials and members of senior police command
- ▶ a comprehensive series of teleconferences and site visits to all contractors providing road safety cameras, maintenance, testing, and back-office processing
- ▶ site visits to roadside mobile and fixed camera operations
- ▶ continued engagement with the road safety research community including a presentation to an Australasian College of Road Safety seminar/webinar on reducing road trauma in April 2021
- ▶ meetings with the DJCS auditors and KPMG partners
- ▶ teleconferences with NSW and Queensland officials responsible for road safety cameras and with Road Safety Support in the UK
- ▶ spots on radio, print, and TV.



Parliamentary Inquiry into the Increase in Victoria's 2019 Road Toll

On 6 October 2020, I appeared before the Parliament of Victoria's Legislative Council Economy and Infrastructure Committee (the Committee) Inquiry into the increase in Victoria's 2019 road toll.

I outlined the history, role, and significant community interest in the ORSCC and the role road safety cameras play in reducing road trauma in Victoria.

I provided evidence of the number of contacts and nature of enquiries the ORSCC receives. I also referenced the evidence provided to the Committee by the Monash University Accident Research Centre (MUARC) and their research into the effectiveness of road safety cameras over the last few decades.

I outlined community attitudes to road safety cameras as revealed by our second Public Perceptions Survey in 2020. This annual report outlined details of the survey and the full survey is available on our website at www.cameracommissioner.vic.gov.au.

The Committee invited me to advise it on the work needed to effectively manage road safety cameras. This covered governance issues, the collection and use of data, and my vision for the future use of camera technology. Most importantly, I reinforced the need for fostering transparency and community confidence by engaging with the community at every turn of the development and introduction of new technologies.

I note the Committee's findings and recommendations and I am pleased to see particular attention paid to further developing cooperation and transparency of the activities of our road safety partners, building public confidence, and improving data quality and use.



Public Perceptions Survey 2

In 2017, the ORSCC conducted a community perceptions survey. The results were summarised in the Annual Report 2016–2017. In 2020, the ORSCC conducted its second survey.

To make sure the ORSCC fulfils its role in providing information and oversight of Victoria's camera system, we must understand community views about:

- ▶ road safety
- ▶ Victoria's road safety camera system
- ▶ other road safety initiatives.

In 2020, EY Sweeney was engaged to conduct the second community perceptions survey. While 90% of the first survey's questions were retained, new questions covered:

- ▶ distracted driving technology
- ▶ point-to-point speed cameras
- ▶ driver behaviour during COVID-19 lockdowns.

GENERAL ATTITUDES AND BEHAVIOUR

More than half of respondents who received a speed or red-light fine stated they changed their driving behaviour. This included:

- ▶ avoiding roads known to have road safety cameras
- ▶ being more mindful of speed limits and traffic lights (this was the majority response).

Drivers who had received a fine were three times more likely to be involved in a collision, as also shown in the 2017 survey. The chance of being involved in a collision increased if a driver received more than one fine. This survey also identified that about one-in-four drivers deliberately speed at least some of the time.

Of the 66% respondents that considered themselves above-average drivers:

- ▶ 69% were younger drivers (aged 18 to 29 years)
- ▶ 71% were male drivers.

It is concerning these results identified that a significant portion of the community overestimate their driving ability while also underestimating the inherent risks of their driving behaviour.

UNDERSTANDING OF THE CAMERA SYSTEM

A significant portion of respondents mistakenly believed the camera system was administered by:

- ▶ VicRoads – now part of the DOT (31%)
- ▶ the ORSCC (19%)
- ▶ Victoria Police (15%).

Younger drivers aged 18 to 29 years (43%) had less understanding of the Commissioner's role compared to older drivers aged 60 years and older (86%). This demonstrates the need for improved community messaging about the administration of Victoria's road safety camera system and who the public can turn to for help and information.

ATTITUDES ABOUT CAMERAS

Fewer people considered speed cameras to be revenue raising in 2020 (53%) compared to 2017 (69%). However, only about one-third of respondents were confident in the camera system's accuracy and its management. This has not changed substantially since 2017. More concerning is that approximately 30% of respondents reported lower confidence in the system after being fined.

Despite this, there was broad community support for advanced camera systems including:

- ▶ point-to-point cameras (57%)
- ▶ distracted driving technology (63%).

While there were concerns about system accuracy and privacy, the general level of support indicates community recognition that these systems will help to encourage safer driving behaviour.

PROFESSIONAL DRIVERS

The Victorian Road Safety Strategy 2021–2030 has a focus on supporting and enhancing road safety outcomes for those who drive for a living. Professional drivers were surveyed as a target group for the 2021–2030 Strategy.

Most of these respondents were:

- ▶ male (67%)
- ▶ under 35 years of age (61%).

Of those who responded, 76% considered themselves to be above-average drivers compared to 62% of non-professional drivers. Professional drivers were also less likely than non-professional drivers to support road safety initiatives such as alcohol and drug testing by an average of approximately 10 percentage points. These results indicate there is much work ahead to address the attitudes of professional drivers.

NEXT STEPS

The full report of the 2020 survey is available [here](#). The results can be used as a starting point for further exploration by the road safety research community.

The survey identified the need to enhance community engagement. During 2021, the ORSCC implemented an engagement plan, meeting with:

- ▶ each road safety camera program contractor
- ▶ camera operations in the field
- ▶ each road safety partner
- ▶ the road safety research community.

Another survey will be conducted in 2023 to measure changes in community attitudes and perceptions of Victoria's road safety camera system.



Commissioner's Reference Group

The RSCC Act authorises the Commissioner to establish a RSCC Reference Group, consisting of selected experts in their respective fields, to inform and advise the Commissioner.

The RSCC Reference Group meets at least four times a year to share their knowledge, expertise, and feedback with the Commissioner. However, due to the COVID-19 pandemic, only two meetings were held during this 2020–21 period.

The RSCC Reference Group's membership for 2020–21 consisted of:

EMERITUS PROFESSOR BRIAN FILDES Monash University Accident Research Centre

Emeritus Professor Brian Fildes is a foundation member of the Monash University Accident Research Centre, from its formation in 1987 until the end of 2020. After retiring, he accepted an emeritus position with the university and is still involved in road safety.

Brian holds a PhD in Behavioural Research and qualifications in science and engineering. He is also a visiting professor at the Transport Safety Research Centre at Loughborough University, United Kingdom. His research interests include:

- ▶ vehicle safety
- ▶ speeding
- ▶ driver perception
- ▶ injuries to our elderly on the road and at home.

TIA GAFFNEY National Leader, Safe Mobility Outcomes, Australian Road Research Board

Ms Tia Gaffney is the National Leader of the Safe Mobility Outcomes Portfolio at the Australian Road Research Board. Tia graduated from the University of California (Santa Barbara) with a BSc degree in Mechanical Engineering and has over 15 years' experience evaluating the behaviour of vehicles and occupants in crashes. She specialises in applying physical and engineering sciences to safety across many areas, ranging from transport to workplace occupational health and safety.

Tia's extensive work covers:

- ▶ road safety
- ▶ crashworthiness
- ▶ accident and incident investigation
- ▶ biomechanical analysis
- ▶ mitigation for injury prevention.

Before moving to Australia, Tia was with General Motors in Detroit, Michigan. She also led road safety work at automotive safety research firms Safety Analysis and Forensic Engineering (Santa Barbara, California) and Delta-V Experts (Melbourne, Victoria) and at her own consultancy, Hindsight Forensic Engineering. Her career encompasses extensive analysis, testing, and research related to severe vehicle collisions.

PAULINE KOSTIUK Firearms Appeals Committee

Ms Pauline Kostiuk served for 35 years with Victoria Police, with 19 years in senior management positions representing Victoria Police at national and international forums. She worked across areas including traffic, liquor licensing, training, and prosecutions and has been responsible for liquor and gambling compliance, enforcement, investigation, and intelligence functions. Pauline also lectured at TAFE in leadership, management, and criminal law. She recently retired from her position as Deputy Director, Compliance Division, at the Victorian Commission for Gambling and Liquor Regulation.

Pauline is currently a Hearing Officer at the Firearms Appeals Committee. Pauline is committed to road safety, with a special interest in education and proactive strategies.

MR DUKE TRENCH-THIEDEMAN

Para-Badminton Club of Victoria

Mr Duke Trench-Thiedeman worked as a computer engineer for over 40 years, including developing onboard computer systems for trucks and road train safety with a German instrument company.

After becoming paraplegic in a 2009 motor vehicle accident, Duke retired to become more active in the community through:

- ▶ mentoring inpatients at the Austin and Royal Talbot Rehabilitation Hospitals
- ▶ promoting sports for disabled people through the YMCA
- ▶ becoming a Champion for Seniors
- ▶ involvement in a Banyule City Council project on housing for the ageing
- ▶ serving as the inaugural and current President of Victoria's first Para-Badminton Club.

Duke is also the:

- ▶ 2020 Disability Sport and Recreation Master Sportsperson of the Year
- ▶ Ambassador for Para-Badminton at Badminton Victoria
- ▶ Ambassador for Solve/TAD Disability Solutions Group
- ▶ Badminton Oceania Athletes Commission appointment
- ▶ Banyule City Council Local Legend

Duke represented Australia in the 2017 World Para-Badminton Championships in Ulsan, South Korea, and the 2019 Total World Para-Badminton Championships in Basel, Switzerland.

Duke's advocacy for the needs of people with disabilities offers an acute awareness of the wide-ranging solutions required.

PROFESSOR CAROLYN UNSWORTH

Occupational Therapy, School of Health, Federation University Australia

Professor Carolyn Unsworth is the Professor and Discipline Lead of Occupational Therapy at Federation University Australia.

Carolyn is an internationally respected researcher and educator with expertise in community transport mobility among older adults and people with disabilities.

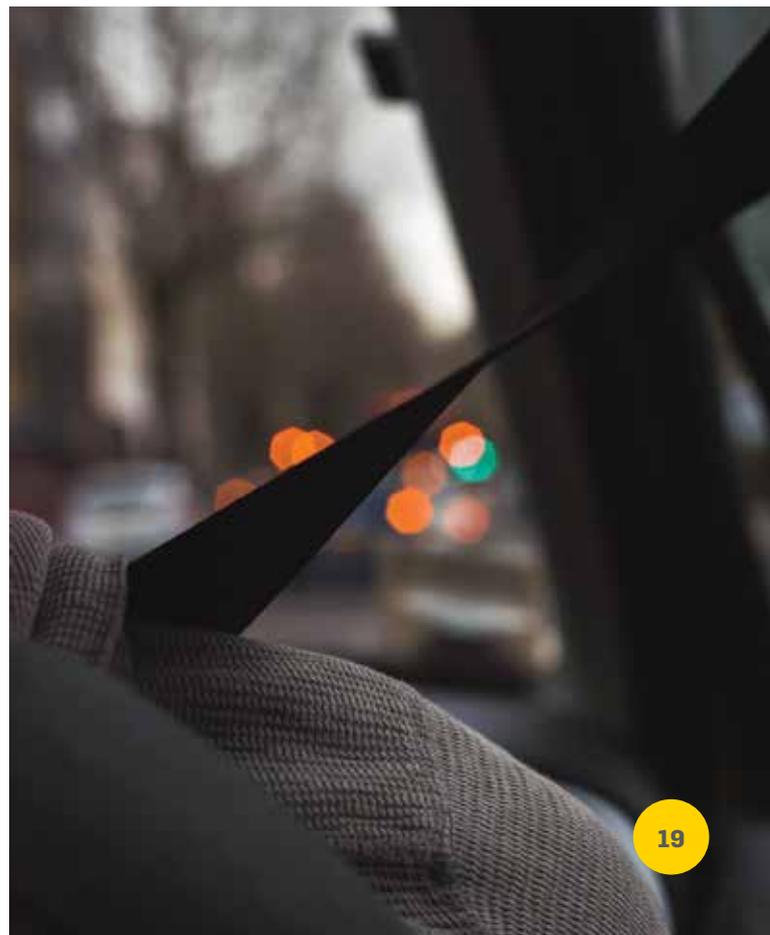
In addition to her role at Federation University Australia, Carolyn holds Adjunct Professor positions at:

- ▶ Monash University
- ▶ Jönköping University, Sweden
- ▶ James Cook University, Queensland.

Carolyn has published research on:

- ▶ the assessment and rehabilitation of older and functionally impaired drivers
- ▶ scooter and powered wheelchair mobility use and public transport access.

Carolyn is also a registered Occupational Therapy Driver Assessor.



Reconciliation of Past Recommendations

The RSCC Act authorises the Commissioner to investigate the integrity, accuracy, or efficiency of Victoria's road safety camera system as requested or agreed to by the Minister for Police. The Commissioner produces reports, makes recommendations, and provides advice based on these investigations.

Review Roadmap

The Annual Report 2019–2020 reconciled the 102 recommendations from the preceding eight years to outline the progress made by the road safety partners in addressing them, using the Review Roadmap to determine the status of outstanding recommendations.

Actions to be completed by the road safety partners were defined by the Review Roadmap in synthesising the work needed to acquit the remaining recommendations.

WORK OUT WHEN THEY WILL BE DONE

The Annual Report 2019–2020 identified 64 outstanding recommendations:

- ▶ 34 general recommendations
- ▶ 30 recommendations related to the 2018 WannaCry Virus Report.

The road safety partners are now at the second last step of the Review Roadmap and are progressing all remaining outstanding recommendations (see the Review Roadmap diagram on the next page).

OUTSTANDING GENERAL RECOMMENDATIONS

On 26 May 2021, the ORSCC published an update to the remaining general recommendations:

- ▶ 18 out of 34 general recommendations are now closed
- ▶ 16 general recommendations remaining as of 30 June 2021. The road safety partners expect to finalise many of these by December 2021.

The responsible agencies for the remaining general recommendations are the:

- ▶ DJCS – 15 recommendations
- ▶ DOT – 1 recommendation

The Transport Accident Commission (TAC) has addressed all its remaining recommendations during 2020–21.

OUTSTANDING WANNACRY VIRUS RECOMMENDATIONS

The DJCS is still to implement 30 outstanding recommendations relating to the 2018 WannaCry Virus Report. A considerable amount of work was done during the year to better understand the status of these recommendations and how they relate to the current challenges present within the cybersecurity space.

These recommendations have been revised with a DJCS workplan set to deliver on both the intent of the outstanding recommendations and the identified new outcomes to keep the road safety camera system secure.

It is anticipated that most of the recommendations will be completed by 2022 with the ORSCC providing a progress report on the WannaCry Virus recommendations to the Minister in 2021–22.

ONGOING MONITORING OF DELIVERY OF NEW RECOMMENDATIONS

To ensure traction on the delivery of recommendations made during this and future years, future annual reports will include details about the ongoing process of reconciling recommendations.

Read the full report [here](#).

REVIEW ROADMAP



Identify repeated issues and common themes across the reports



Begin talking with agencies



Understand the work status of each recommendation



Understand any implementation delays and challenges



Work out when they will be done



Finish the reconciliation

Road Safety Camera System Reviews

Rosanna Road fixed camera review

Sensys Gatso Australia (Sensys Gatso) was contracted to install four new fixed road safety cameras at the intersections of Rosanna Road and Banyule Road in Rosanna, and Rosanna Road and Darebin Street in Heidelberg. Significant technical issues were encountered during commissioning of the cameras. The Minister requested the Commissioner review their development, approval, and testing and independently assess their suitability for enforcement. This review examined:

- ▶ the project's procurement, testing, and Type Approval
- ▶ resolution of technical issues
- ▶ the way forward for the road safety camera program.

The ORSCC interviewed the DJCS staff and two independent testing agencies on their assessment of the accuracy of the fixed T-Series cameras, legislative compliance, and suitability for enforcement.

The Rosanna Road project used the 'design and build' procurement approach. The DJCS considered this suited a project aimed at modernising Victoria's camera system. While an accepted method in the Victorian Public Service, the inherent risks of this approach materialised in the project. In Victoria, fixed road safety cameras must produce specific data logs with methods for independent secondary speed verification. The issues mainly related to integrating systems to meet those requirements with the fixed T-Series system, requiring repeated retesting before approval.

The issues this project presented has seen the DJCS propose a new approach to camera procurement. New research, development, and testing capabilities will aim to ensure Victoria's camera system keeps pace with technological developments. This proposal has merit and continues to be developed together with existing and new vendors.

The DJCS is to be commended for identifying issues with its procurement process and devising a solution. However, this review also identified remaining gaps in governance. This included developing an Asset Management Strategy alongside an overall Road Safety Camera Strategy and a Road Safety Camera Project Delivery Framework to keep Victoria's camera system up-to-date with technology.

Following the publication of this review, the DJCS has completed a comprehensive Road Safety Camera Strategy including an Asset Management Strategy component. While much work remains for the DJCS in maturing its management approach, there has been great progress.

The cameras at the intersection of Rosanna Road and Darebin Street in Heidelberg were activated in October 2020. The other camera system at the intersection of Rosanna Road and Banyule Road in Rosanna was operational at the time of the review's publication.

RECOMMENDATIONS

Read the full report [here](#).

The Commissioner's recommendations for the DJCS are to:

1. Complete an overarching Road Safety Camera Strategy that includes an Assets Management Strategy component.
2. Continue to develop the Road Safety Camera Project Delivery Framework proposal.
3. Increase its engagement with its partners across the sector in developing its project management approach to introducing new technology.
4. Explore the opportunity to re-create a National Road Safety Camera Forum to share learnings across jurisdictions.



Sensys Gatso T-Series mobile camera review

The new Sensys Gatso T-Series mobile camera system (the system) began enforcing on 12 December 2019. On 5 March 2020, Mr Julian Kennelly of the Community and Public Sector Union (CPSU) raised concerns on 3AW radio, with host Neil Mitchell, about its accuracy, the health and safety of camera operators, and other work practices.

On 10 March 2020, the Minister asked the Commissioner to review the accuracy and legislation compliance of the system. Following this the:

- ▶ DJCS provided a detailed response to the CPSU's issues
- ▶ camera operators were invited to contact the ORSCC about their concerns
- ▶ DJCS staff, the CPSU's Victorian Secretary, and an Industrial Officer met to work through the issues.

Accuracy concerns included:

- ▶ the detection of large vehicles at double the actual speed (the Double Doppler Effect – DDE)
- ▶ some sessions not complying with legislation and policies (e.g. site setup)
- ▶ some cameras operating despite damaged certification seals.

As a result, I requested the DJCS audit approximately 200,000 detections. One was found to be affected by the DDE and withdrawn. Aside from this infringement, all detections remained valid. Software and process upgrades will prevent this from happening again. Audits of site setups found no evidence of non-compliance.

Advice, documents, and briefings provided to me by the DJCS prove the system's accuracy and that it operates according to relevant legislation and policies.

The review found some of the CPSU's issues could have been resolved if the change management process was more effective during the introduction of the system. The DJCS and Serco began to manage the mobile T-Series camera rollout more actively as the review progressed. This included directly engaging the CPSU officers in raising issues and town hall-style meetings with camera operators.

The outcome of the positive work by Serco and the DJCS with the CPSU officers included a joint committee for resolving issues. I am very pleased to see this review successfully influencing stakeholders to engage and collaborate in resolving issues.

RECOMMENDATIONS

Read the full report [here](#).

The Commissioner's recommendations are that:

1. An evaluation of the project management of the roll out of the T-Series cameras be conducted to identify lessons learnt in the change management process.
2. Engagement with mobile camera operators and the CPSU, such as town hall meetings, continue in a structured and regular format.
3. The DJCS provide periodic update advice as to the progress of review of camera sites following the publication of this review.
4. Once completed, updated operating manuals and policies be provided to the ORSCC and dates set to conduct periodic review of those materials.

LUMS inquiry

The DOT operates the Lane Use Management System (LUMS) on freeways like the Western Ring Road, Monash, Westgate, and Tullamarine Freeways. LUMS comprises overhead electronic signs at regular intervals on each lane. The DOT uses LUMS to monitor and control risks at roadworks and hazards by reducing speed limits and restricting lane access. CityLink and the EastLink tunnels use similar systems. On some LUMS controlled freeways, fixed speed cameras are linked to the signage and are adjusted to enforce lower speed limits and manage risks.

The DJCS developed the DJCS LUMS Business Rule Process Guide (the Process Guide) to help Victoria Police determine enforcement. Monthly reports from the DJCS revealed many detections were not enforced by Victoria Police because they did not meet the Process Guide. Victoria Police data revealed rejections of LUMS site detections grew from 36,545 in 2018 to 119,904 in 2020 – a 228% increase. This indicates significant issues in enforcing speed limits on freeways and increased road safety risks to the community.

The inquiry demonstrated that only 10% of the 380 enforcements rejected in 2020 were due to not meeting the Process Guide. The remainder were rejected by Victoria Police for reasons such as:

- ▶ the speed limit reduction not being required
- ▶ insufficient information provided to Victoria Police about traffic management
- ▶ inappropriate signage
- ▶ roadworks occurring at or near cameras.

The DOT, the DJCS, and Victoria Police are addressing the considerable issues impeding effective enforcement. This includes improving:

- ▶ information quality
- ▶ IT systems
- ▶ information sharing processes
- ▶ interagency collaboration.

The DOT also needs to:

- ▶ review existing policies and standards applied on motorways
- ▶ enhance the governance of traffic management contractors.

The 2013 and 2017 inquiries by previous Commissioners identified that many drivers judge for themselves:

- ▶ when it was safe to accelerate
- ▶ what a 'safe' speed was during reduced speed limits.

This indicates that drivers need to be reminded and educated about the importance of complying with reduced speed limits.

RECOMMENDATIONS

Read the full report [here](#).

The Commissioner's recommendations are that:

1. The DOT improves the quality of information it collects from its traffic management contractors and ensures that traffic management set ups comply with approved traffic management plans.
2. The DJCS, in collaboration with Victoria Police, develop broader LUMS enforcement rejection reasons to enhance business intelligence and reporting.
3. The DOT deliver its upgraded IT system to enhance information sharing capabilities for the road safety partners.
4. The DOT, in consultation with its partners, review the design of fixed LUMS infrastructure with the view to improving effective enforcement on Managed Motorways (MMW).
5. The DOT reviews its MMW policies and standards and continues to do so periodically.
6. The DJCS reviews the DJCS LUMS Business Rule Process Guide and continues to do so periodically.
7. The road safety partners review the membership, agenda, performance, and roles of established joint committees in relation to LUMS enforcement.

8. The road safety partners monitor LUMS enforcement performance and act to address issues affecting that performance.
9. The DOT ensures traffic management contractor performance is in accordance with published standards and approved traffic management plans.
10. The DOT develops an education program for its traffic management contractors and internal stakeholders to improve their understanding and consideration of camera operations when planning and undertaking roadworks.
11. The road safety partners deliver community messaging relating to the safety needs in complying with reduced speed limits along MMWs.



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Commissioner's Recommendations

Recommendations from the Rosanna Road fixed camera review

The DJCS is recommended to:

1. Complete an overarching Road Safety Camera Strategy that includes an Assets Management Strategy component.
2. Continue to develop the Road Safety Camera Project Delivery Framework proposal.
3. Increase its engagement with partners across the sector in developing its project management approach to introducing new technology.
4. Explore the opportunity to re-create a National Road Safety Camera Forum to share learnings across jurisdictions.

Recommendations from the Sensys Gatso T-Series mobile camera review

1. An evaluation of the project management of the roll out of the T-Series camera be conducted to identify lessons learnt in the change management process.
2. Engagement with mobile camera operators and the CPSU, such as town hall meetings, continue in a structured and regular format.
3. The DJCS provides periodic update advice as to the progress of review of camera sites following the publication of this review.
4. Once completed, updated operating manuals and policies be provided to the ORSCC and dates set to conduct periodic review of those materials.

Recommendations from the LUMS inquiry

1. The DOT improves the quality of information it collects from its traffic management contractors and ensures that traffic management set ups comply with approved traffic management plans.
2. The DJCS, in collaboration with Victoria Police, develop broader LUMS enforcement rejection reasons to enhance business intelligence and reporting.
3. The DOT deliver its upgraded IT system to enhance information sharing capabilities for the road safety partners.
4. The DOT, in consultation with its partners, review the design of fixed LUMS infrastructure with the view to improving effective enforcement on MMWs.
5. The DOT reviews its MMW policies and standards and continues to do so periodically.
6. The DJCS reviews the DJCS LUMS Business Rule Process Guide and continues to do so periodically.
7. The road safety partners review the membership, agenda, performance, and roles of established joint committees in relation to LUMS enforcement.
8. The road safety partners monitor LUMS enforcement performance and act to address issues affecting that performance.
9. The DOT ensures traffic management contractor performance is in accordance with published standards and approved traffic management plans.
10. The DOT develops an education program for its traffic management contractors and internal stakeholders to improve their understanding and consideration of camera operations when planning and undertaking roadworks.
11. The road safety partners deliver community messaging relating to the safety needs in complying with reduced speed limits along MMWs.

Progress With New Technology

The last annual report focused on future road safety camera technologies and recommended investing in two new technologies.

There has been pleasing progress with investigation of both new technologies:

- ▶ point-to-point cameras – calculate average speed by determining time taken to travel between two points
- ▶ distracted driving technology – detects illegal mobile phone use.

The 2019–20 Victorian budget included a commitment to investigate innovative camera technologies and in late-2020, funded a three-month distracted driving technology trial. Using NSW's existing distracted driving technology, the trial showed that in addition to detecting illegal mobile phone use, they can also detect drivers not wearing seatbelts.

The DJCS is currently working through procurement and following the required legislative reform, distracted driving cameras will be enforcing by 2023.

Victoria Police advised that they issued some 37,000 infringements for illegal mobile phone use alone in 2019–20. MUARC research indicates that the distracted driving cameras could prevent 95 serious crashes a year, which would not only save valuable police time but has the potential to significantly reduce road trauma.

The Victorian Road Safety Strategy 2021–2030 and Victorian Road Safety Action Plan 2021–2023 identified the need for further expansion of the camera program, including point-to-point systems on two new highway networks. These systems are still in the planning stages but show excellent progress towards making Victorian roads safer.

In 2021, the DOT, on behalf of the road safety partners, commenced two pilot projects utilising new camera technologies:

- ▶ railway level crossing safety cameras at the Macaulay Road level crossing near Kensington Railway Station
- ▶ use of congestion cameras for vehicles blocking intersections and causing congestion.

Railway level crossing safety cameras

After a site visit to the Macaulay Road level crossing near Kensington Railway Station, the Commissioner met with the DOT staff and the contractors providing the technology for the railway level crossing trial.

The system was able to identify vehicles blocking the railway level crossing in heavy traffic but the technology is not quite ready for enforcement. On review of the images taken during the trial, it was also apparent that the system could be further developed to identify other high-risk activities, such as:

- ▶ drivers illegally using their mobile phones
- ▶ drivers not wearing their seat belts
- ▶ drivers making illegal turns into side streets adjacent to the railway level crossing from the wrong side of the road.

Congestion cameras

The congestion camera pilot project utilises remote monitoring and enforcement congestion cameras as part of a broader Road Optimisation and Movement Strategy (ROaMS). The links to road safety imperatives are not clear at this stage but, if the pilot is implemented, it should fall within the remit of the ORSCC as it will involve infringements for breaching road rules.

The use of artificial intelligence (AI) to identify offending vehicles in emerging road safety camera technology is a predominant feature in both the DOT project and the DJCS distracted driving project. As AI technology grows, it is addressing many of the current limitations that are faced. It is now possible for relatively cheap CCTV technology to be combined with AI to convert existing and new CCTV systems on our road network to enforce a broad range of driver offending. This includes:

- ▶ illegal mobile phone use
- ▶ non-wearing of seatbelts
- ▶ railway level crossing offences
- ▶ speed over distance measurement (point-to-point).

AI technology

Rapidly advancing AI technology suggests CCTV cameras may soon be in use for fixed speed measurement. New camera technology policies and legislation must carefully consider privacy and human rights concerns, comparable to during the rollout of road safety cameras. Other challenges will be testing systems for accuracy and developing the legislative framework under which they operate.

As is the practice of the ORSCC, the Commissioner will publish a paper outlining the vision for the future use of technology and community protection issues after further research over the next year.



Victorian Road Safety Strategy 2021–2030

In December 2020, the Victorian Government published the new 10-year *Victorian Road Safety Strategy 2021–2030* (the Strategy). The ORSCC was consulted on several occasions during its development, which was appreciated. The use of road safety cameras is a stated component of the Strategy so it is appropriate this annual report considers the Strategy's impact on camera operations in Victoria.

The Strategy is focused on creating a safe road environment and supporting road users to make safe choices. Ambitious targets were set to halve lives lost and reduce serious injury collisions by 2030. In setting these, the Victorian Government recognises road safety is complex and success needs a collective response across government agencies, industry partners, and the community. The Strategy identified three location types where crashes predominately resulted in fatalities:

- ▶ high speed rural roads
- ▶ intersections
- ▶ mid-blocks on urban arterial roads.

The Strategy also identified the overrepresentation of young people in road trauma and other vulnerable road users including older drivers, pedestrians, motorcyclists, and cyclists. The main culprits are speed and distraction.

As can be seen from this brief articulation of the research underpinning the Strategy, road safety cameras continue to address driver behaviour. "Fixed and mobile road safety cameras have been used successfully in Victoria for more than 30 years and are fully established as an effective road safety intervention through their general deterrence effect. Stronger and smarter enforcement practices will provide for improved road trauma outcomes in the short-term."

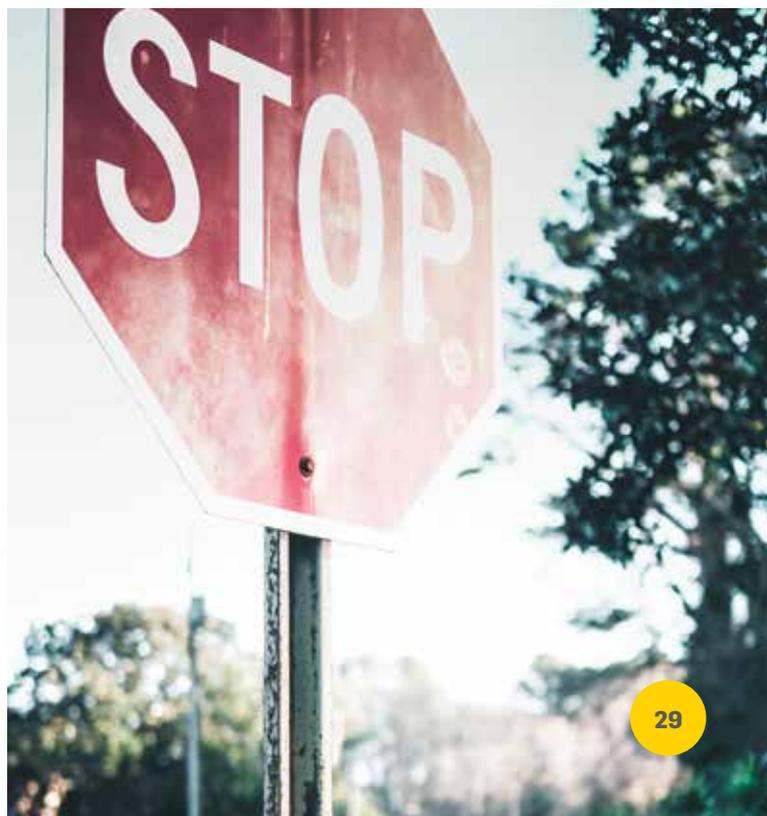
The Strategy identified it will take some time for major infrastructure and more vehicle safety features to combine to significantly reduce road trauma.

Implementing the Strategy calls for action plans to cover identified strategic focus areas. The first action plan, announced in May 2021, is the Victorian Road Safety Action Plan 2021–2023 (the Action Plan) and it details government investment in camera enforcement technology including:

- ▶ more mobile camera hours
- ▶ cameras to detect illegal mobile phone use and seat belt offences
- ▶ 35 new fixed intersection and two new point-to-point highway road safety camera systems.

The first Action Plan recognises the capability of road safety cameras to change driver behaviour through specific and general deterrence. However, the community must feel comfortable with expanding the road safety camera program to ensure the greatest general deterrence and embed a culture of road safety. The Strategy quite rightly recognises most Victorians do the right thing on our roads. However, building community confidence in expanding road safety camera use needs to focus on locations of high road trauma and crashes identified in the Strategy, protecting high-risk road users, and encouraging road users to obey designated speed limits that are based on road type and use.

Increased technology use will grow the capability of the road safety camera system. The Commissioner seeks that the various road safety partners remain focused on the research underpinning the Strategy when executing the Action Plan, and to engage with the community at every opportunity to ensure camera technology is used fairly and achieves the greatest behavioural change.



Supplementary Information

Freedom of Information

The *Freedom of Information Act 1982* (the FOI Act) ensures the public can access our documents.

The ORSCC did not receive any Freedom of Information applications during 2020–21.

HOW TO MAKE A FREEDOM OF INFORMATION REQUEST

Write to the Freedom of Information Officer, as per section 17 of the FOI Act and:

- ▶ identify as clearly as possible the documents you are requesting
- ▶ pay the application fee with your request.

Application fees are sometimes waived for financial hardship reasons. Access charges (for example, photocopying or search and retrieval) may apply once a decision on your request is made.

Address your request in writing to the:

Freedom of Information Officer
Office of the Road Safety Camera Commissioner
Locked Bag 14
Collins Street East
MELBOURNE VIC 8003

Or email:

commissioner@cameracommissioner.vic.gov.au

To find out more information about Freedom of Information requests, you can visit the website of the Office of the Victorian Information Commissioner at **www.ovic.vic.gov.au**.

Public interest disclosures

Public interest disclosures were previously known as protected disclosures or 'whistleblower' complaints.

The *Public Interest Disclosures Act 2012* (PID Act) ensures anyone reporting improper conduct and corruption in the Victorian public sector can do so with confidence their identity will not be revealed and they will be protected from things like bullying, harassment, or legal action.

REPORTING PROCEDURES

Under the PID Act, the ORSCC cannot receive public interest disclosures.

Please address disclosures of improper conduct or detrimental action by the Commissioner or employees of the ORSCC to the:

Independent Broad-based Anti-corruption Commission (IBAC)
GPO Box 24234
MELBOURNE VIC 3001

Or email: **info@ibac.vic.gov.au**

For further information on making a public interest disclosure, you may telephone IBAC on 1300 735 135 or visit the website at **www.ibac.vic.gov.au**.

Acknowledgements

My second annual report to the Victorian Parliament has been an exercise in adapting to new working challenges brought on by the COVID-19 pandemic and the accompanying restrictions. I gratefully acknowledge the DJCS's support, which allowed the ORSCC a relatively smooth transition to a productive remote working environment.

I would like to thank all the executives within the road safety partnership who helped with all my enquiries despite these difficult circumstances. They all stayed responsive, providing the information I needed for my reviews and ongoing reconciliation of past recommendations.

I would like to acknowledge the extraordinary cooperation and assistance of the:

- ▶ DJCS: Ms Rebecca Falkingham, Secretary, Ms Corri McKenzie, Deputy Secretary of Police, Fines and Crime Prevention, and Mr Bill Kyriakopoulos, Deputy Secretary of Police, Community Safety and Communications
- ▶ Victoria Police: Chief Commissioner Shane Patton, Deputy Commissioner Wendy Steendam, Specialist Operations, and Assistant Commissioner Libby Murphy, Road Policing Command
- ▶ DOT: Mr Paul Younis, Secretary, and Ms Robyn Seymour, Deputy Secretary of Network Planning
- ▶ TAC: Mr Joe Calafiore, Chief Executive Officer and Ms Samantha Cockfield, Head of Road Safety
- ▶ all their staff.

Their attentiveness and collaboration allowed the ORSCC to deliver on its essential reviews and progress many important projects. I am optimistic that despite all that COVID-19 thrust upon us, the road safety camera system remained relatively robust and is well placed to manage the challenges that lie ahead as camera technology continues to evolve.

I would like to also express my gratitude to all the RSCC Reference Group members for continuing to provide their thoughtful input and suggestions to better prepare the road safety camera system for future challenges.

Finally, I would like to make clear my great appreciation to the ORSCC's key staff – Senior Technical Officer, Mr Zhi Peng Ye, and Office Manager, Ms Catherine Mackintosh – for always stepping up to meet the occasion and for their calm stewardship as we transitioned to working from home. I am deeply grateful to them both for ensuring our outputs remained high, and for resolving all my IT-related queries. Ms Mackintosh, whose tenure at the ORSCC concluded at the end of May 2021, will be greatly missed and I wish her the best with her new endeavours.

Notes



**Road Safety
Camera
Commissioner**

www.cameracommissioner.vic.gov.au