ANNUAL REPORT 2021–2022









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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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Letter of Transmittal



From the Road Safety Camera Commissioner

FOREWORD

Thank you for taking the time to read the Road Safety Camera Commissioner *Annual Report 2021–2022*. This is the eleventh annual report produced by the Office of the Road Safety Camera Commissioner (the Office).

I was appointed the Road Safety Camera Commissioner (the Commissioner) on 6 June 2022, after serving as Acting Commissioner for six months. My predecessor, Commissioner Stephen Leane APM, formally resigned in April 2022 to continue as the interim Chief Executive Officer of the Emergency Services Telecommunications Authority (ESTA 000).

I am the fourth Commissioner since the Office was established on 6 February 2012 and gratefully acknowledge the contributions of my three predecessors.

I thank outgoing Commissioner Leane for his achievements since December 2019. His tenure saw great improvements to the governance and accountability of the road safety partners and road safety camera stakeholders with a number of important investigations published including the:

- **■** Downtime Review
- Mobile T-Series Camera Review
- Rosanna Road Review
- **LUMS Inquiry**

Commissioner Leane's reviews highlighted the governance of the road safety partnership and identified opportunities to improve cooperation between the Department of Justice and Community Safety (DJCS), the Department of Transport (DoT), and Victoria Police.

One of his enduring achievements is the accountability of the road safety partners in progressing and finalising the vast majority of the legacy recommendations.

Commissioner Leane recognised the safety benefits of road safety cameras as early as when he was the Assistant Commissioner at Victoria Police in Road Policing Command. He gave evidence about this to the Victorian Parliamentary Inquiry into the 2019 increase in the number of lives lost on Victorian roads. His tireless community engagement and advocacy for road safety cameras were rewarded with the results of the November 2020 **Road Safety Camera Perceptions Wave 2 Survey** (the 2020 survey).



This survey into community perceptions about road safety cameras commissioned by the Office revealed fewer Victorians believed cameras were mere 'revenue raising' exercises compared to the initial 2017 survey. In 2023, I will honour the former Commissioner's commitment to a third survey.

As Acting Commissioner from December 2021, I was able to quickly and effectively instil confidence in the Office by maintaining and delivering on Commissioner Leane's priorities. In my first six months, I prioritised developing relationships with and understanding the roles of relevant ministers, senior executives from the road safety partnership, the contractors, the camera vendors and testers, and the Road Safety Camera Commissioner Reference Group (the Reference Group).

I look forward to building on these relationships and making a meaningful contribution to better road safety outcomes by drawing on my expertise and experiences and the fantastic work already in progress.

Through my engagement with the above parties, I have identified the five areas to focus on during my tenure as Commissioner:

- 1. Collaboration between the road safety partnership
- 2. Future visions in automated road safety camera technologies and enforcement
- 3. Perceptions of road safety cameras by professional road users
- 4. Factors influencing road users' choice of speed when driving
- 5. Awareness by road users of the link between their speed and road trauma.

These five areas meet my statutory obligations under section 10 of the RSCC Act by ensuring the system:

- maintains its integrity by operating accurately and reliably
- is transparent with decisions based on evidence and research
- enjoys high community confidence.

Finally, the 2021–22 reporting period saw no investigations or formal reviews under the provisions of the RSCC Act.

Neville Taylor APM
Road Safety Camera Commissioner

Vale

HIS HONOUR GORDON LEWIS AM

Road Safety Camera Commissioner 2012–2016

I was deeply saddened by the passing of the inaugural Road Safety Camera Commissioner His Honour Gordon Lewis AM on 22 August 2022, aged 88 years. Gordon is survived by Rhonda, his wife of 40 years, his three children, David, Richard, Ginny, and their families.

His tenure from February 2012 to February 2016 greatly strengthened the road safety camera system's integrity measures. As a former County Court of Victoria judge with previous assurance and integrity roles, Gordon's valuable skills successfully established the foundations of the Office and the commissionership role. As he noted in his first annual report, Gordon saw himself "as the representative of road users, with the task of ensuring within [his] powers, that road safety cameras are accurate and used fairly." Over his four years Gordon:

- improved the camera system's transparency, accuracy, accountability, and reliability
- successfully campaigned to allow drivers online access to images of their infringements
- made infringement notices easier to understand
- spent countless hours engaging the community
- led various investigations
- advocated tirelessly for the role of road safety cameras in improving driving behaviour.

Myself and all my staff fondly acknowledge Gordon's many years of public service and leadership, especially in establishing our foundations and our ongoing direction and principles.

INTRODUCING VICTORIA'S FOURTH ROAD SAFETY CAMERA COMMISSIONER

About me

My appointment as Commissioner is an honour and follows 40 years of policing here and overseas, during which time I have advised other areas of government and the private and not-for-profit sectors and held executive leadership roles in:

- building organisational capability
- governance improvements
- risk
- audit
- accountability, specifically in road safety
- corruption and discipline investigations.

Road trauma profoundly impacts many Victorians. I am committed to growing community trust and confidence in road safety cameras as an effective enforcement tool to reduce road trauma. The *Victorian Road Safety Strategy 2021–2030* (the Strategy) aims to halve road deaths and reduce serious injuries by 2030. With my extensive road safety knowledge, I will explore how the road safety camera system can be used to meet these ambitious targets.

The best way to ensure road safety is by detecting and preventing dangerous driving behaviours, anytime and anywhere. This can be done through targeted or general deterrence operations using camera technology, which can also create lasting changes in behaviour. However, people will only have confidence in camera technology if it is transparent and trustworthy.

As the former head of Road Policing Operations in Victoria, I was a senior member of the Victorian road safety partnership and led the work in researching and implementing new enforcement technologies to reduce high-risk driving behaviours of speed, impaired driving, and fatigue. This included expanding technological innovations in roadside alcohol and drug testing and automatic number plate recognition technology to remove from our roads high-risk unauthorised drivers and vehicles. As a member of the Victorian Road Freight Advisory Council, I advised on enforcement capabilities in developing the electronic work diaries technology and the chain of responsibility powers of the National Heavy Vehicle Regulator. My experience has taught me that when introducing new road safety enforcement technology, it is important for the community to understand its intended purpose and benefits. This builds trust and confidence in the technology and encourages people to change their behaviour based on a better understanding and acceptance of the road safety outcomes. As the new Commissioner, I am duty bound to ensure all Victorian road safety camera technologies operate at the same level of accuracy and reliability.



BACKED BY RESEARCH

REDUCING ROAD TRAUMA

Peer-reviewed research consistently confirms that road safety cameras are a cost-effective enforcement tool for changing driver behaviour and reducing road trauma. However, a persistent section of the community continues to wrongly assume they are just revenue raisers. The road safety benefits are evident. The Monash University Accident Research Centre (MUARC) conducted independent research that influenced the April 2021 decision to increase monthly mobile camera enforceable hours by 75 per cent. The research indicated this increase could save up to 30 lives in Victoria a year.

I am pleased to see the 2020 survey shows a 16 percentage point decline in participants who believe the camera system is just a revenue raising tool. This belief dropped from 69 per cent in the 2017 survey to 53 per cent in the 2020 survey.

Although the 2020 survey suggests a growing acceptance of the safety advantages of road safety cameras, over half of the participants still believe cameras are simply revenue raising tools.

Road safety cameras are controversial and subject to intense scrutiny with many unsupported assumptions and strong opinions. To maintain their integrity, it is crucial to challenge the revenue raising argument whenever we can.

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How I will approach my role as the Commissioner

I have benefited greatly from the excellent work, investigations, and implemented recommendations of my three predecessors – His Honour Gordon Lewis AM, John Voyage, and Stephen Leane APM. The improvements to the integrity and governance of the road safety camera system have enabled me to be proactive in my role and to understand the complex factors that influence people's perceptions and confidence in the camera system as a life saver.

During my six months as Acting Commissioner, I developed ongoing relationships with executives and employees at various government departments and agencies, camera vendors, testers, contractors, and the Reference Group. Everyone spoke passionately about their role in reducing road trauma. Feedback from them and the public have crystallised my approach to fulfilling my legislative obligations as per sections 10 and 11 of the RSCC Act.

Road safety cameras play an important enforcement role in making our roads safer. Even though cameras are only one of the various road safety enforcement measures employed, they often receive criticism from certain members of the public and on social media.

I acknowledge that people's perception of road safety cameras is based on personal experiences and the belief other factors might have influenced their driving behaviour at the time.

The community needs to see that there is a high degree of integrity and transparency in the use of road safety cameras to bolster confidence that they are a legitimate and effective application within a suite of road safety measures deployed. Achieving sustained behavioural change needs a high level of trust, accuracy, and reliability in how cameras make roads safer. This conclusion was first drawn by the inaugural Commissioner and all subsequent commissioners have built and expanded on it. According to His Honour Gordon Lewis AM, the Commissioner's purpose is to be "the representative of road users, with the task of ensuring within [the Commissioner's] powers, that road safety cameras are accurate and used fairly." My tenure will protect this ethos as underpinned by my three foundational pillars:

- 1. Integrity
- 2. Transparency
- 3. Community confidence.

OUR THREE KEY PILLARS



AREAS OF FOCUS

THE VAGO REPORT

BUILDING PUBLIC TRUST

Back in 2011, the Auditor-General

published the Victorian Auditor-General

VAGO report, a "high-level of [technical]

confidence in the accuracy and reliability

Road Safety Camera Program report

(the VAGO report). According to the

of the equipment used in the road

public trust. The VAGO report also

acknowledged that making relevant

documentation publicly available is

crucial for system transparency and

When the then Minister for Police and

Ryan MP, introduced legislation in late-

Emergency Services, the Hon Peter

public peace of mind.

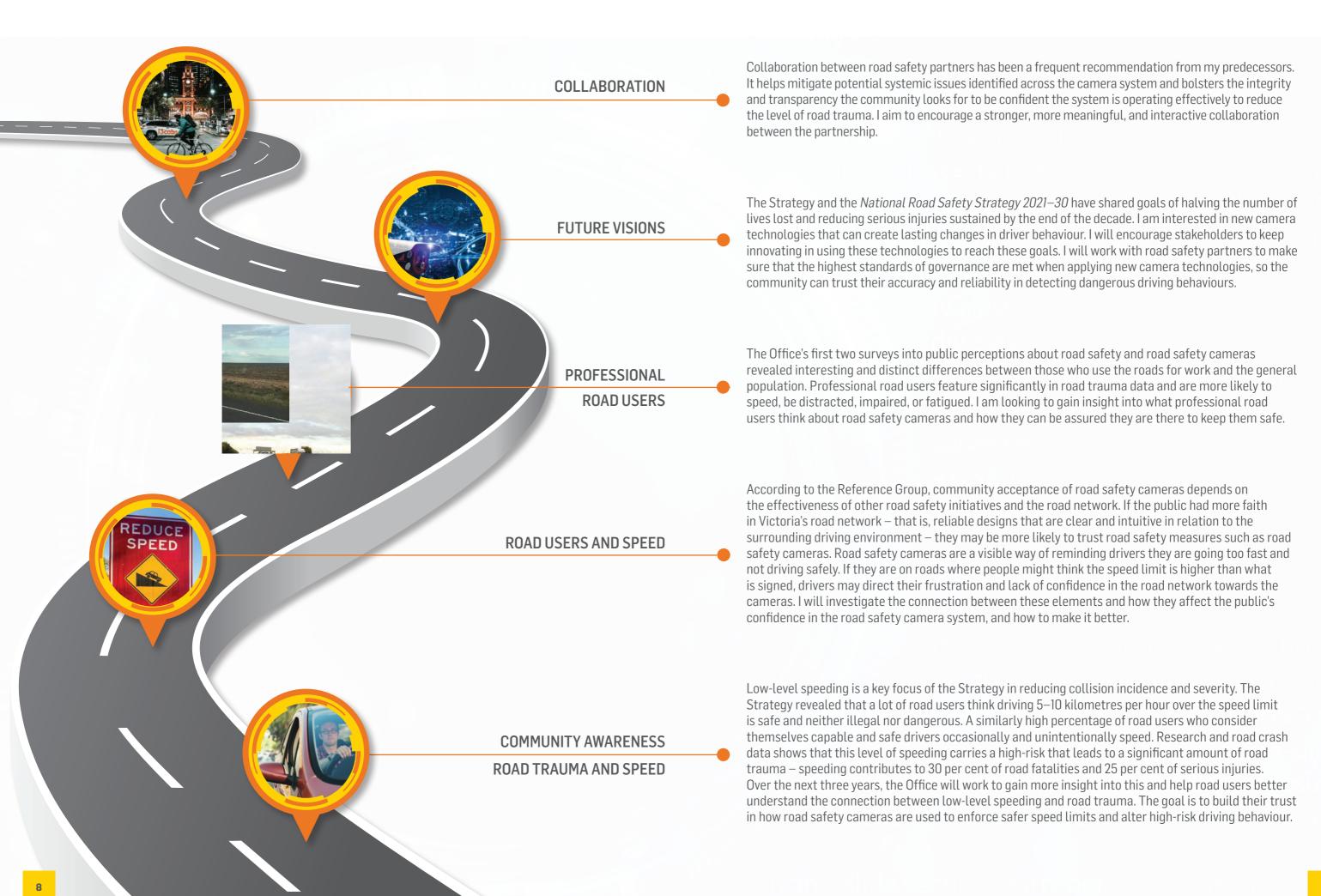
safety camera system" is required for

I was formally appointed the Road Safety Camera Commissioner on 6 June 2022. The business and capability plan I intend to present to the Victorian Parliament and publish on the Office's website will outline the strategic focus of my three-year term.

The plan will outline how I can effectively fulfil the Commissioner's role and legislated functions under the RSCC Act and promote the link between road safety cameras and responsible driving.

During my six months as Acting Commissioner, I listened to feedback from our road safety partners, camera vendors and testers, and contractors about the road safety camera network and general road safety concerns. The expert network available to me as a member of the Australasian College of Road Safety (ACRS) has significantly furthered my knowledge as has the Reference Group's immense expertise and advice. This has led me to identify five areas of focus during my term. The first two are underpinned by the pillars of integrity and transparency, and the other three by the pillar of community confidence.





About us

THE OFFICE OF THE ROAD SAFETY CAMERA COMMISSIONER

The Office of the Road Safety Camera Commissioner is an independent oversight body established by the Victorian Government to enhance community confidence in the road safety camera system.

It commenced operations on 6 February 2012 under the RSCC Act, which took effect on 31 December 2011. The Office supports the Commissioner to fulfil the powers and functions under the RSCC Act.



OUR VISION AND VALUES

VISIO

Provides a safe environment for Victorian road users and increase community confidence in the integrity, transparency, accuracy, reliability, and efficiency of the road safety camera system.

MISSION

Collaborates with government departments and agencies and service providers, including non-government organisations, on road safety cameras and to provide road users with an alternative avenue for complaints, quality assurance, and investigations.

VALU

Independence, integrity and impartiality. Act without fear or favour and exercise our powers and functions with honesty, accuracy, consistency, and respect.

Transparency and accountability

Provides the Victorian Parliament and the community with expert and objective information about the road safety camera system, and monitors and reviews that information to ensure ongoing integrity, transparency, and community confidence.

Stakeholder engagement

Developing successful partnerships with key stakeholders and to foster understanding by complementing their collective impact on road safety.

Advancing knowledge

Advancing knowledge and technological understanding to ensure the road safety camera system operates accurately, reliably, and with integrity.



MAIN ROLES OF THE OFFICE

Review

The Office independently reviews the accuracy and reliability of the road safety camera system to ensure it complies with the *Road Safety Act 1986* and the Road Safety (General) Regulations 2019. The Office also regularly reviews relevant information made publicly available by the DJCS.

Managing feedback

Members of the public can lodge enquiries and complaints with the Office about any aspect of the road safety camera system. When systemic issues are identified, the Office can recommend remedial actions to the Minister for Police (the Minister). The Office may also refer enquiries and complaints to other departments or agencies, where appropriate.

Investigations

The Commissioner is empowered to conduct investigations requested or agreed to by the Minister into any aspect of the road safety camera system, including its integrity, accuracy, or efficiency.

Advice and information

The RSCC Act authorises the Commissioner to provide information about the road safety camera system in response to requests, and to advise the Minister on any matter relating to the camera system.

LEGISLATION

Functions

Under section 10 of the RSCC Act, the Commissioner has the following functions:

- a) To undertake, at least annually, reviews and assessments of the accuracy of the road safety camera system to monitor compliance of the system with the requirements of the Road Safety Act 1986 and regulations made under that Act.
- b) To undertake, at least annually, reviews and assessments of the information about the road safety camera system that are made available to the public by the DJCS.
- To undertake investigations requested or agreed to by the Minister into the integrity, accuracy, or efficiency of the road safety camera system.
- d) To receive complaints concerning any aspect of the road safety camera system and
 - i. if appropriate, to refer a complaint to an appropriate person or body for further action, or
 - to provide information on the available avenues for resolution of a complaint.

- e) To investigate complaints referred to in paragraph (d) that appear to indicate a problem with the road safety camera system and to make recommendations to the Minister to address any systemic issues identified.
- f) To investigate any matter in relation to the road safety camera system that the Minister refers to the Commissioner.
 - i. To provide information about the road safety camera system in response to a request for information from a person or body.
- g) To provide advice to the Minister on any matter in relation to the road safety camera system.
- h) To refer appropriate matters to the Reference Group for research and advice.
- i) To keep records of investigations undertaken and complaints received by the Commissioner and the actions taken in response, if any.
- j) To make available to the Minister, on request, the records kept under paragraph (i).
- k) Any other function conferred on the Commissioner by or under the RSCC Act or any other Act.

Powers

Under Section 11 of the RSCC Act:

- 1. The Commissioner has all the powers necessary or convenient to perform his or her functions.
- 2. Without limiting subsection (1), the Commissioner may:
 - a) request information from the DJCS concerning the operation of the road safety camera system
 - b) make copies of, or take extracts from, any document relating to the operation of the road safety camera system.
- 3. In exercising his or her powers, the Commissioner must comply with any relevant requirements specified by or under any other Act.

Governance and organisational structure

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

At 30 June 2022, the Office of the Road Safety Camera Commissioner had two full-time permanent staff members – a senior technical officer and an office manager. There is also a part-time permanent position for a research executive assistant, which was vacant for the second half of the reporting period.

Though legally employed by the DJCS under the *Public Administration Act 2004*, Office staff are appointed by the Commissioner and work independently of the DJCS. When choosing staff, the Commissioner is required to assess applicants fairly, equitably, and without discrimination, based on merit and other key selection criteria.

FINANCIAL REPORTING

Obligations

The Office's annual report and financial statements for 2021–22 are contained within the annual report and financial statements of the DJCS, under an exemption determined by the former Minister for Finance under section 53(1)(b) of the *Financial Management Act 1994*. The exemption, designed to reduce the reporting compliance burden, means the Office operates under an alternate governance process, and reports under the DJCS Portfolio Entity Financial Management Compliance Framework.

Attestation

This annual report contains information required under Part 3 of the RSCC Act. The financial reporting obligations are attested as follows:

Portfolio Financial Management Compliance Attestation Statement

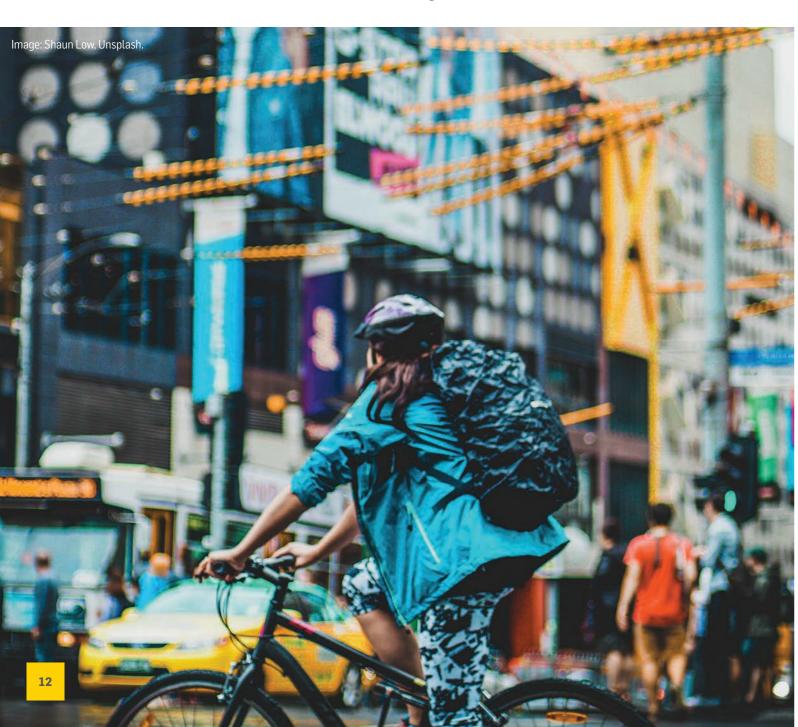
I, Neville Taylor APM, Road Safety Camera
Commissioner, certify that the Office of the Road
Safety Camera Commissioner has been granted an
exemption from the Standing Directions 2018 under
the Financial Management Act 1994 and Instructions.
This exemption has been granted by
the Assistant Treasurer on the basis that the Office
of the Road Safety Camera Commissioner complies
with the Department of Justice and Community
Safety Portfolio Entity Financial Management
Compliance Framework.

N. Hyla

23 June 2023

Signature

Date



Road Safety Camera Commissioner Reference Group

The RSCC Act authorises the Commissioner to establish a Road Safety Camera Commissioner Reference Group, consisting of selected experts in their respective fields, to advise and inform the Commissioner in fulfilling his functions under the Act.

The Reference Group consists of the Commissioner and three to seven other experts appointed by the Minister on the Commissioner's recommendation.

The members of the Reference Group for this reporting period are:

Brian Fildes Emeritus Professor

Monash University Accident Research Centre

- 35 years' experience in road safety research.
- Knowledge in a key area of focus influencing behavioural change of motorists and their awareness of the relationship between their speed and their risks of road trauma.

Tia Gaffney

Senior Forensic Engineer and Collision Reconstructionist William Keramidas and Associates

Research background in road safety with extensive application within transportation safety, vehicle crashworthiness, occupational health and safety, public liability, accident investigations, and injury prevention mitigation.

Pauline Kostiuk Hearing Officer Firearms Appeals Committee

- Professional senior manager with a strong policy making background within multidepartmental committees across a diverse range of settings including regulation, resource management, risk management, business process re-engineering, emergency management and response, stakeholder engagement, and education and training.
- Lived experience with the impact of losing a family member to road trauma.

Duke Trench-Thiedeman

President

Ability Para Badminton Club

- Lived experience as a victim of road trauma due to a motorcycle accident in 2009 that left him a paraplegic.
- Lived experience with the transition from able-bodied driving to disabled driving in a modified vehicle.
- Regularly mentors spinal inpatients at the Austin Hospital and Royal Talbot Rehabilitation Hospital.
- Former computer engineer of 40 years with strong analytical and technical solution skills.

Carolyn Unsworth

Professor
Discipline Lead Occupational Therapy
Federation University Australia

- Academic background in occupational therapy education and research.
- Tireless promoter for change in community transport mobility to enable people with disabilities and older people to participate in their communities.
- Expertise around older road users aligns with the Strategy.

The Reference Group would normally meet at least four times a year to share their knowledge, expertise and feedback with the Commissioner. Due to the disruptions of the COVID-19 pandemic and the transition to a new commissioner, only two formal meetings were held during this 2021–22 period, on 28 July 2021 and 31 March 2022.

At the 31 March 2022 meeting, which was the first meeting I attended with the Reference Group, I took the opportunity to understand more about each member's individual and collective value proposition to my work as the Commissioner. I acknowledged the diversity and breadth of expertise across the members of the group in specialist areas of road safety, academia and research, engineering, technology, enforcement, policy, governance, and oversight functions. We discussed the sociology of sustained driver behavioural changes, the current research agenda in road safety in Australia and internationally, and ways I could engage with the professional road user cohort in Victoria to influence perceptions of the road safety camera system – a key outcome from the second survey in 2020.

Year in review

As per section 10 of the RSCC Act, the Commissioner is required to assess and review, at least annually, "the information about the road safety camera system that is made available to the public by the" DJCS.

This annual review and assessment gives an opportunity for the road safety partnership, industry stakeholders, and the public an insight into the operational robustness of the road safety camera system in continuing to be accurate and reliable.

The DJCS provides regular camera performance reports to the Commissioner for consideration and assessment. These performance reports, which are provided monthly, enable the Commissioner to strategically monitor and assess camera performance, particularly regarding the accuracy and reliability of the measurement of speed and red-light offences.

ROAD SAFETY CAMERA SYSTEMS

Fixed digital

In accordance with the Road Safety (General) Regulations 2019 requirements, fixed digital road safety cameras are tested and certified annually by an independent testing laboratory.

The annual review, which incorporates the monthly camera performance reports from the DJCS, analysed the testing and maintenance of cameras during the 2021–22 period. Monthly test numbers vary in line with the schedule and the number of operating cameras. The DJCS policy requires cameras that are found to be non-compliant to be immediately deactivated and the relevant issues resolved. The cameras undergo a rigorous verification process before cameras are reactivated and enforcement can recommence.

Mobile digital

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 Gatso T-Series mobile is annually calibrated to ensure accuracy.

The Office has made inquiries into routine testing and maintenance of the mobile cameras. At the request of the Office, the DJCS is investigating the possibility of implementing a routine testing regime that had previously been recommended in the VAGO report. The routine testing will ensure the continued accuracy and integrity of Victoria's mobile road safety cameras.

Throughout 2021–22, there were a number of late notifications from the DJCS to the Office on reporting these issues, which I discussed with the DJCS. I am encouraged that my feedback was taken onboard with the DJCS commencing a review to develop a notification framework for issue notifications to the Office in a more consistent and timely manner. Improvement in this process will enable the Commissioner to continue to advise the Minister for Police in a timely manner on any systematic issues likely to impact the road safety camera system.

WORKING WITH PARTNERS

IMPROVING STAKEHOLDER ENGAGEMENT

The road safety camera sites at Bagshot level crossing on the Midland Highway were deactivated westbound in July 2021 and eastbound in September 2022 due to vehicle sensor degradation and road condition. The long duration of deactivation was due to difficulties getting approval to resurface the road within proximity of the train line. The cameras were still deactivated as at 30 June 2022. The Office's enquiry into the lack of road safety camera stakeholder engagement led to the issue being resolved, and resulted in improved stakeholder engagement within the DJCS.

Downtime

In the monthly camera performance process, the Office monitors the hours where cameras are not operating for various reasons across all fixed digital road safety camera sites. The overall period of time where cameras are not activated is reported as 'downtime'. The Office has been monitoring downtime since its 2020 Inquiry into Downtime, which examined the causes and extent of camera downtime when fixed road safety cameras were not enforcing.

For this reporting period, uptime was approximately 78 per cent. The downtime in this period was largely caused by:

- technical issues (35 per cent)
- roadworks (30 per cent)

Last reporting period's uptime was approximately 80 per cent. 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 Office will continue to monitor system downtime.

Replacement of legacy systems

As recommended by previous Commissioners, the DJCS has begun replacing all analogue red-light cameras with digital cameras. The existing analogue cameras will remain in place until each upgrade is installed. The overall project status is on track. At the end of this 2021-22 reporting period, 19 out of 33 sites have been upgraded and are now enforcing.

The ageing Hume Highway instantaneous and point-to-point road safety camera network is in the early stages of being upgraded and is expected to be completed in October 2023. As part of the upgrade program, four new sites will be added extending the Hume network to Seymour and Euroa.

These two projects are a critical step in modernising Victoria's road safety camera system.

The integrity of infringements

Victoria rigorously tests camera accuracy and operates robust assessments before issuing any infringement.

Fixed cameras measure speed using two independent devices. An infringement can only be issued if both devices record speeds within a small margin. There are no indications any fixed camera infringements were incorrectly issued.

Mobile camera operators follow operational procedures that include strict compliance with the road rules. This includes:

- confirming the speed limit
- parking the vehicle correctly
- working out if any objects might interfere with the camera
- taking test shots to confirm accuracy.

PROTECTING THE SYSTEM

PROMPT RESPONSE CONFIRMS SYSTEM IS SECURE

The DJCS engages five testing service providers for its fixed cameras. In December 2021, one of the testing service providers experienced a cyber attack on their head office overseas. The Australian-based division of the company responded immediately and undertook an investigation that found no attack on the Australian network. The DJCS notified the Office of the cyber attack and the immediate response in assessing any risk to the road safety camera system. The Commissioner was able to advise the Minister that there was no systemic issue identified that would impact the road safety camera system in Victoria.

Every mobile camera operation session is virtually supervised, and verification processes are in place to ensure the accuracy and reliability of each session.

Publicly available information

The DJCS 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 2021–22. Updates occur when:

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

The DJCS also communicated road safety camera news and updates on the Cameras Save Lives website. This includes:

- the commencement of the new Calder Freeway test sites project
- the upgrade of fixed analogue road safety cameras (wet-film) to new digital road safety cameras
- the delivery of the new distracted driving camera technology.



PREVENTING DOWNTIME

REMEDIAL ACTION ENSURES MOBILE CAMERA SYSTEM WON'T BE IMPACTED AGAIN

The DJCS was advised in mid-November 2021 that the mobile road safety camera system had Electronic Camera Operator Statement (ECOS) transmission failures. This affected 2 per cent of the rostered hours in November 2021, which meant that the mobile road safety cameras that were impacted were unable to enforce during this time. Remedial steps have since been taken that have prevented this issue from reoccurring to ensure that cameras are enforcing in appropriate areas and meeting the targeted 16,300 hours a month to minimise the risk of road trauma. The Office is monitoring the progress of the mobile camera operations, including the targeted hours, through the monthly camera performance reports.

OFFICE OF THE ROAD SAFETY CAMERA COMMISSIONER 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 2021–22, the site was visited 7,688 times by 7,135 individuals:

- 58 per cent for information about the Office and its role
- 29 per cent to access reports and publications
- 13 per cent seeking contact information.

Enquiries and complaints

The Office was contacted by phone and in writing by:

■ 435 people in 2021–22

compared to

- 405 people in 2020–21
- 420 people in 2019-20.

Of the enquiries made in 2021–22:

- 58 per cent were regarding cameras
- 25 per cent were general enquiries
- 17 per cent were regarding fines.

Most mobile road safety camera complaints received by the Office related to mobile cameras located too close to:

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

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

The Office continues to receive requests for new camera sites, demonstrating that there is some level of community confidence in the role road safety cameras play in reducing road trauma. The Office is not responsible for selecting camera sites, so requests for fixed cameras go to the Fixed Camera Site Selection Committee, which is chaired by Victoria Police and has representatives from the DJCS and the DoT, while requests for mobile cameras go to Victoria Police.

Public contact provides the Office with vital information about potential systemic issues within the road safety camera system. The Commissioner's website is also an important channel to better inform the public on how the system operates through links to the Cameras Save Lives website, as well as reports on the Commissioner's investigations and findings and recommendations made to the Minister.

I thank everyone who contacted the Office during 2021-22.

Project updates and recommendations

RECONCILIATION OF LEGACY RECOMMENDATIONS

Since the establishment of this Office in February 2012 more than a decade ago, all previous Commissioners have made recommendations to the road safety partnership, via the Minister, of issues identified with the road safety camera system as per the requirements stated within section 10 of the RSCC Act.

All recommendations have been designed to provide the community with the highest confidence that the road safety camera system is accurate and reliable and operating with the highest levels of integrity and transparency.

My immediate predecessor undertook the enormous task of reconciling all previous 102 recommendations in the Annual Report 2019–2020. In last year's annual report, he reported that there remained 16 general recommendations to be addressed as well as 30 recommendations relating to the 2018 WannaCry Virus Report. Additionally, in former Commissioner Leane's Annual Report 2020–2021, he summarised the new recommendations he made as a result of three investigations he conducted during this period.

Table 1: Closed recommendations since the close of the 2020-21 reporting period.

Agency	General	WannaCry
Department of Justice and Community Safety	22	17
Department of Transport	7	0
TOTAL	29	17

I am pleased to have been advised that the road safety partners have a workplan system in place to address both the older and newer recommendations. I note that the DJCS has addressed the requirements of three older recommendations and has successfully closed them, with two of them originally recommended during the 2014–15 reporting period, including exploring new innovative camera technologies utilised in other jurisdictions and advising the public the reasonings behind the selection of camera locations.

Table 2: Outstanding recommendations as at the close of the 2021–22 reporting period.

Agency	General	WannaCry
Department of Justice and Community Safety	36	13
Department of Transport	3	0
TOTAL	39	13

Camera network security

The DJCS is yet to implement 13 outstanding recommendations relating to the 2018 WannaCry Virus Report (WannaCry). Much work has been conducted in response to the recommendations, in particular to improve understanding of how the recommendations relate to current cyber security challenges. It is a complicated technical project involving many different elements to reconfigure the camera network and keep it secure. Upgrades of the technical security provisions and infrastructure are required, as well as managed and secured network services being delivered through a qualified telecommunications partner.

A separate project to replace the DJCS's ageing asset management software in response to the WannaCry recommendations is also continuing. The new computerised maintenance management system (CMMS) should be delivered by the next reporting period, completing action on the vast majority of outstanding WannaCry recommendations.

OUTSTANDING LEGACY RECOMMENDATIONS

Annual Report 2018–2019

Recommendation 3 – Disclosure of video

Most red light road safety cameras, in addition to taking still images, record video for around 12 seconds when the light turns red or an infringement is detected. The Commissioner at the time identified the following benefits of video disclosure:

- i. Drivers alleged to have committed red light offences could be provided with accurate real-time evidence of the alleged offence.
- ii. Reduced contested hearings for red light offences.
- iii. Transparency, enhancing the integrity of the road safety camera system.
- iv. Speedier payment of appropriate fines.

In the next reporting period, I will engage with each relevant department and agency to determine their final positions on this recommendation. I believe providing video footage to people who have failed to stop at a red light would provide unambiguous evidence to them of their high-risk behaviour, while also enhancing transparency and public confidence in the camera system and the infringement process. Increased confidence in the system should lead to necessary behavioural changes.

I appreciate, however, that this is a complicated recommendation that may require amendments to the legislation and substantial resources to implement. Strict guidelines would also be needed to prevent frivolous requests to view video footage.

Identification of Uninhibited Drivers Report – September 2019

Recommendation 4

DJCS should bring its CSL [Cameras Save Lives] website data more up to date, rather than posting results from 8 months earlier. DJCS should also explain to the public what the posted data depicts.

In the next reporting period, I will engage with the DJCS about progress on this recommendation and any plans for a fixed schedule for its implementation. It is important for community confidence in the camera system that publication of the quarterly infringement data is not unnecessarily delayed. I appreciate that there will always be some community members who raise the revenue raising argument. But having read the research and seen the benefits that road safety cameras bring, I am confident these benefits can be easily demonstrated by the provision of timely data.

NEW RECOMMENDATIONS

No formal investigation conducted during 2021–22

During this reporting period of 2021–22, no formal investigation was requested by the Minister or initiated by me or my predecessor into the road safety camera system, in line with section 10 of the RSCC Act.

As it is the Commissioner's role to ensure there is integrity, transparency, and community confidence in Victoria's road safety camera system, the Commissioner does not need to undertake a formal investigation to make recommendations for the road safety partnership to make improvements on matters that may impact on the community's confidence in the camera system.

Thanks to the relationships I built through regular meetings with the executives of the road safety partnership during my acting commissionership,

each partner has developed and established an issues notification process. Each partner alerts me of potential issues to be aware of that could lead me to identifying and making a recommendation to make improvements.

Alerted to a potential issue by the DJCS

Shortly after my appointment as Acting Commissioner, I was alerted through the DJCS's issues notification process to an article in *The Age* suggesting that due to the expansion of mobile road safety camera enforcement – a 75 per cent increase of operational hours to 16,300 per month – the number of speeding fines issued doubled with "more than one million infringement notices handed out between January and November 2021" ('Huge surge in fines from Victoria's new mobile speed cameras' by Cameron Houston and Paul Sakkal, *The Age*. Originally published online on 29 December 2021 and reproduced in print as 'New speed cameras net surge in fines' on 30 December 2021).

The article was accompanied by a graphic purporting to show a huge increase in the number of speeding incidents captured by mobile cameras in the first 11 months of 2021. During the first 11 months of 2021, there was a huge increase in the number of speeding incidents captured by the mobile cameras with some months double or triple the number of detected incidents from the corresponding month in 2020.

Incidents detected are not the same as infringements issued

All speeding incidents captured by road safety cameras are verified through a two-step approach that includes both multiple automatic and human verification processes. This means there are more

GUIDED BY RESEARCH

ROAD SAFETY BENEFITS
DELIVERED BY MOBILE ROAD
SAFETY CAMERA ENFORCEMENT

The increase in mobile camera
enforcement hours was guided by
MUARC research, which is independent
and evidence-based. The article quoted
Professor Stuart Newstead from MUARC
defending mobile cameras as an efficient
enforcement tool that assists in reducing
trauma on Victorian roads by changing
driver behaviour.

incidents detected than the ultimate number of infringements issued. This two-step approach is indicative of the strong processes already in place to provide the community with reassurance there is a high level of integrity in the decision to issue any infringement. Only incidents captured that meet the evidentiary threshold will be issued as infringement notices by Victoria Police. I am disappointed that the article appears to have conflated incidents with infringements based on incorrect assumptions the journalists have made.

Unvalidated data utilised

After the publication of the article, enquiries made by the DJCS concluded that *The Age* published an article based on data that was not sourced through the appropriate and validated avenues at the DJCS including from the publicly available statistics published on the Cameras Save Lives website. The information relied upon by the authors was processing data of speeding incidents produced for contract management discussions. None of the incidents had gone through the rigorous verification processes to determine if they met the evidentiary threshold to be issued as infringements. The authors concluded that more than one million speeding infringements were issued from just mobile road safety cameras alone, during the first 11 months of 2021. Information publicly available on the Cameras Save Lives website did not support this conclusion. In fact, it shows that this figure was more reflective of the total number of infringements issued in 2021 - 1.2 million - for all speeding offences detected across the entire road safety camera network, including fixed and mobile cameras.

The misrepresentation of this unverified data risked inflaming public conversation that the expansion in mobile camera enforcement was made for other reasons that were unrelated to road safety. Despite compelling and independent evidence from MUARC recommending the 75 per cent increase in mobile road safety camera enforcement, there was political commentary in the article alleging that this increase was used to raise revenue and repair the state budget. Additionally, there was an implicit suggestion that despite the increase in mobile camera enforcement, the cameras were not effective because the 2021 road toll increased by 10 per cent compared to the previous year. No other alternative explanations were put forward by the authors to this complex matter.

While I respect the aims and endeavours of journalists seeking to obtain information for articles they believe are in the public interest, I am extremely disappointed that *The Age* article did not establish the difference between speeding incidents detected and infringements issued.

New recommendation by the Road Safety Camera Commissioner

All the road safety partners reported to me that through their separate lines of enquiries, the unvalidated data sourced by *The Age* could not be established. Given that the misinterpretation of the data could very likely have contributed to a reduction in community confidence towards the benefits of increasing the hours of mobile camera operations, I have asked that the security surrounding the dissemination of the processing data produced for contract management purposes be reviewed.

As a result, I make the following recommendation:

1. That the Department of Justice and Community Safety review the span of distribution of the mobile road safety camera speeding incident processing data that is prepared for the Traffic Camera Services Project Control Group.



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

On 25 March 2021, the Economy and Infrastructure Committee of the Legislative Council, Parliament of Victoria, published its report and findings into the **Inquiry into the increase in Victoria's 2019 road toll** (the Inquiry). The committee made a total of 36 recommendations.

The DoT led the Victorian Government's 7 October 2021 **Response to the Inquiry** and indicated that of the 36 recommendations made:

- 10 recommendations will be supported in full
- 5 recommendations will be supported in part
- 13 recommendations will be supported in principle
- 5 recommendations will be placed under review, and
- 3 recommendations will not be supported.

One of those recommendations is related to the road safety camera system:

Recommendation 15

That the Victorian Government develop a strategy to improve public confidence in the speed camera system, including increasing public awareness of the Cameras Save Lives website and where money raised by fines is invested. I was pleased to read that the government has supported this recommendation in full. This recommendation aligned with previous repeated recommendations made by my predecessors, going as far back as 2016–17, to more proactively communicate to the public about the road safety benefits and outcomes delivered by the camera system and to counter the narrative of revenue raising.

I concur with the government's response to Recommendation 15 that it is imperative that the community has a high level of trust in the road safety camera system given that it has expanded its mobile camera operations, has commenced the expansion of its fixed camera network, and will be introducing in April 2023 new camera technology to automatically detect distracted driving and seatbelt offences.

I have separately been briefed by the DJCS about their proposed communications strategy and planned changes to the content within their *Cameras Save Lives* website. I am encouraged by what I have read and how their new website, which is anticipated to go live in April 2023, will better inform the public about the road safety benefits the camera system provides in changing driver behaviour and reducing the level of road trauma on our roads. I look forward to reporting in next year's annual report about how the DJCS, through the *Cameras Save Lives* website, is proactively countering the revenue raising narrative.

New camera technology

New and emerging technologies form a major part of a ten-year strategy "to drive more positive road safety outcomes...[that] will likely bring significant benefits for road safety, trauma reduction and network efficiency".

The Victorian Government is committed to publishing periodic action plans to support the goals of reducing road trauma and achieving zero lives lost on Victorian roads by 2050.

APPLYING THE LATEST TECHNOLOGY TO ROAD SAFETY

In my time as Commissioner, I have observed strong commitments by Victoria's road safety partners to trial and invest in new road safety camera technology.

Advances in technologies like tracking radar, video, global positioning systems (GPS) and scanning laser, combined with artificial intelligence (AI) and machine vision, have enhanced road safety camera capabilities. The latest vehicle sensors, for example, can track vehicles over short distances in three dimensions, providing greater accuracy and information to AI and machine vision software.

Given the prominence of technology in the Victorian Government's Strategy to reduce road trauma, it is important for the Commissioner to be aware of and understand new camera technology. I have gained my current level of knowledge from multiple sources, including research by my Office on available and emerging technologies from various camera developers, advice received by the Reference Group, consultations with industry stakeholders, and other resources from the ACRS.

Some of the latest technologies developed around the world may play an important future role, or an increased role, on Victorian roads. Some advanced cameras can detect:

- illegal mobile phone use
- seatbelt offences
- point-to-point speeding
- excessive speeds in zones with variable speed limits including near building sites and schools, and on some freeways and tollways
- driving offences near railway level crossings
- illegal lane use
- tailgating
- excessive speed approaching red-light traffic signals (to potentially prevent T-bone collisions)
- intersection blocking
- heavy vehicle non-compliance
- unregistered vehicles and unauthorised drivers.

Some of these capabilities are already being used in Australia and elsewhere; others are being considered.



Trailer-based camera systems are also being used to provide safe zones around schools and roadworks sites. And on rural roads, mobile cameras with 'inmotion' speed detection can detect speeding vehicles in both directions, providing greater regional coverage.

Improvements in road safety camera capabilities are driving changes in driver behaviour and providing safety benefits across metropolitan, regional and vulnerable community areas. The Office will continue to monitor and examine emerging research and development in camera technology and community protection issues over the next year and beyond.

'Distracted driving' cameras and the Action Plan

The Victorian Road Safety Action Plan 2021–2023 (the Action Plan) committed \$33.7 million in funding for new 'distracted driving cameras' that can detect illegal mobile phone use and seatbelt offences using tracking radar technology and AI. A trial of the technology in 2020 found one in 42 drivers were illegally using mobile phones while at the wheel. In 2021–22, Victoria Police issued 17,937 infringements for illegal mobile phone use. As reported in the previous year's annual report, independent research by MUARC has indicated that the distracted driving cameras could prevent 95 serious crashes annually in Victoria. It is therefore pleasing to report that the DJCS has finalised procurement and the new distracted driving cameras are due to be rolled out for enforcement in April 2023.

I wrote elsewhere in this report about my time as the head of Road Policing Operations in Victoria and the first-hand knowledge I gained into how new technology can enhance enforcement on Victorian roads. It is important that any new technology meets the highest thresholds of integrity and transparency to ensure community confidence in their use. To this end, I will be carefully monitoring the use of the new distracted driving cameras after their introduction.

Intersection cameras

Under the Action Plan, the government also committed \$49 million for fixed digital cameras at 35 new intersection sites and fixed point-to-point camera systems on two additional highway networks. The new intersection sites were selected in response to requests from members of the public, and after approval by the Fixed Camera Site Selection Committee, which includes members of Victoria Police, the DJCS and the DoT. Site requests are assessed using historical crash data analysis, public complaints history, local police intelligence about high-risk driving behaviours, and engineering and structural analysis. Site selection is also guided by independent research to determine anticipated road safety benefits.

It is pleasing to report that work commenced on installing these 35 new fixed intersection camera systems and the two fixed point-to-point highway camera systems during 2021–22.

Fixed point-to-point cameras

Fixed point-to-point cameras have been in use on some Victorian highways for more than 15 years. The cameras calculate the average speed of cars by measuring the time taken to travel between two points. The cameras also detect the actual speed at each point.

Mobile point-to-point cameras

In 2021, the DJCS commissioned a 'proof-of-concept' trial with previously untried mobile point-to-point cameras, fulfilling a recommendation made in the *Annual Report 2018–2019*.

The trial demonstrated that mobile point-to-point camera technology is conceptually sound and potentially able to produce reliable photographic evidence of average speeds between two points in excess of the posted speed limit.

However, the trial also identified limitations in the mobile point-to-point cameras and the verification system. It found these limitations would need to be addressed if the concept was to be implemented – in line with the high standard that all new camera technology must meet before its introduction to ensure the community can be confident that the cameras are accurate and reliable, and provide road safety benefits.

Calder Freeway point-to-point trial

A trial of new fixed point-to-point camera technology is underway on the Calder Freeway, covering approximately 28 kilometres in both directions. Roadside signs have been installed to ensure all drivers are aware of the camera trial. The trial will provide different road safety camera developers real-time information about the capabilities of their new cameras, helping to inform and reduce risks for the possible future implementation.

The aim is for these new technologies to be proven, approved, and available for future projects. The trial fulfils a recommendations made in the September 2020 Rosanna Road Review by my immediate predecessor.

Railway crossing and congestion cameras

As flagged in the *Annual Report 2020–2021*, VicTrack is currently preparing for the possible rollout of railway level crossing camera technology at high-risk sites in Victoria. Any proposal would be subject to funding and legislation changes.

The congestion camera pilot program, also cited in the *Annual Report 2020–2021*, is now complete and the data and results are undergoing assessment.

I will report further updates on these two safety camera initiatives in my next annual report.

Supplementary information

FREEDOM OF INFORMATION

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

The Office did not receive any freedom of information (FOI) applications during the 2021–22 reporting period.

How to make a Freedom of Information request

Write to the FOI 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, for photocopying or search and retrieval) may apply once a decision on your request is made.

Address your request in writing to:

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

For more information about lodging a FOI request, you may telephone the Office of the Victorian Information Commission on 1300 006 842 or visit its website 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* (the 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 actions such as bullying, harassment or legal proceedings.

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

No public interest disclosures about the Commissioner or employees of the Office were made during the 2021–22 reporting period.

How to make a public interest disclosure

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

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 its website at **www.ibac.vic.gov.au**.

camera systems during 2021–22.

Acknowledgements

I would like to acknowledge outgoing Commissioner Stephen Leane APM for his assistance in providing a smooth transition to my current role after commencing my term as Acting Commissioner.

I would also like to thank and acknowledge Sean Carroll, the Victorian Racing Integrity Commissioner, for temporarily fulfilling the role and functions of the Commissioner during that transition period.

My first annual report to the Victorian Parliament was completed as I concluded an initial six-month period as the Acting Commissioner and commenced my three-year tenure as Victoria's fourth appointed Road Safety Camera Commissioner. This has been a period of significant challenges for the Office, with the gradual whole-of-government return to work schedule after two years of COVID-19 restrictions, along with some staff vacancies.

I am very appreciative of the support provided to me and the Office by executives of the road safety partnership as well as the relevant ministerial offices. I would like to acknowledge the extraordinary cooperation and assistance of:

Parliament

- The Hon Lisa Neville MP, Minister for Police;
 David Griffith, Chief-of-Staff; Michelle Gordon and Rebecca Johnson, Ministerial advisers
- The Hon Danny Pearson MP, Acting Minister for Police and Emergency Services
- The Hon Ben Carroll MP, Minister for Roads and Road Safety; Michael Livingstone, Chief-of-Staff; Emma Henderson, Ministerial adviser.

DJCS

- Rebecca Falkingham, Secretary
- Corri McKenzie, Deputy Secretary of Police, Fines and Crime Prevention; Bill Kyriakopoulos, Deputy Secretary of Police, Community Safety and Communications
- Vivienne Clare, Executive Director, Police and Community Safety; Craig Howard, Executive Director, Fines and Enforcement Services
- Simon Grieve, Director, Road Safety, Road Safety Camera Program; Sitthana Theerathitiwong, Acting Director, Road Safety, Road Safety Camera Program.

DoT

- Natalie Reiter, Deputy Secretary of Policy, Precincts and Innovation
- Carl Muller, Executive Director, Road Safety Victoria; Marcelo Vidales, Acting Executive Director, Road Safety Victoria.

Transport Accident Commission

- Joe Calafiore, Chief Executive Officer
- Samantha Cockfield, Head of Road Safety.

Victoria Police

- Chief Commissioner Shane Patton APM
- Deputy Commissioner Wendy Steendam, Specialist Operations
- Assistant Commissioner Glenn Weir, Road Policing Command; Acting Assistant Commissioner Justin Goldsmith, Road Policing Command; Superintendent David Griffin, Road Policing Enforcement Division.

All have been very welcoming to me in this oversight role and very responsive and engaged with my questions, particularly through our initial meetings. I am very grateful to all the Reference Group members and their ongoing and thoughtful input in shaping my focus over my coming three year term.

Finally, I would like to pay special thanks to my Office's key staff:

- Zhi Peng Ye, Senior Technical Officer, who has remained available and contributed to my work remotely during a period of leave of absence
- John Pini, Senior Technical Officer, who has kept me well informed and advised on all the technical aspects of the system to be able to fulfil my role and functions as the Commissioner in the overall review of the operations of the road safety camera system. I thank the DJCS for allowing John to be seconded to my office while Zhi is on leave
- Jason Chen, Office Manager, who has been the one constant and very capable member of the team during this transition to ensure the obligations of the Commissioner under the RSCC Act have been met appropriately
- Carmela Germano, Executive and Research Assistant, who ably supported both me and my predecessor. Carmela completed her tenure at the office in December 2021. I wish her well with her future endeavours.

