



PARLIAMENT OF
NEW SOUTH WALES

Mobile speed camera enforcement programs in NSW

New South Wales Parliamentary Library cataloguing-in-publication data:



A catalogue record for this
book is available from the
National Library of Australia

ISBN: 978-1-925214-10-9

The motto of the coat of arms for the state of New South Wales is “Orta recens quam pura nites”. It is written in Latin and means “newly risen, how brightly you shine”.

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Membership

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Chair's foreword and summary

In November 2020, the NSW Government announced changes to the state's mobile speed camera program. These changes involved removing portable warning signs, reducing markings on detection vehicles and increasing enforcement hours. Large increases to mobile speed camera detected speeding offences and fine revenue were subsequently reported, sparking public outcry.

The strength of community engagement with this inquiry demonstrates the depth of concern about these changes, with more than 1400 submissions received. On behalf of the Committee, I thank every person who made a submission and gave evidence in this inquiry. This greatly helped the Committee understand how the changes were perceived and the impact of mobile speed cameras on our roads. I also thank all of the other inquiry stakeholders who provided submissions and evidence to the Committee including local councils, industry peak bodies, research bodies, mobile speed camera operators and Transport for NSW.

The majority of submissions received by the Committee, including most submissions from the public, strongly opposed the removal of mobile speed camera signage. This was for two key reasons. First, many inquiry stakeholders were concerned about the impacts of removing warning signs and highlighted the advantages of overt operations. Second, stakeholders highlighted the view that the changes focused on revenue raising rather than road safety.

Transport for NSW told the Committee about the reasons for the changes, and how they were introduced to address recommendations made by the NSW Auditor-General in 2018. Transport said the changes aligned New South Wales with similar programs in other jurisdictions and enhanced the perception that drivers can be caught speeding anywhere, anytime.

The level of opposition indicates that the reasons for change were not clearly communicated to the public. Transport for NSW's failure to publish the modelling supporting its implementation of the changes at the time they were announced highlights the need for Transport for NSW to prioritise clear communication. Improved communication and education can help increase understanding and acceptance of the mobile speed camera program. The need for Transport for NSW to consult and communicate more clearly and frequently with stakeholders was an issue raised throughout the inquiry.

The Committee also heard reasons opposing and supporting the removal of mobile speed camera signage as part of the November 2020 changes. Many inquiry stakeholders told the Committee that overt operations with warning signs educate road users, encourage safer driving behaviours and are fairer. Other stakeholders, including Transport for NSW, told the Committee about the reasons for removing warning signs and making operations less overt, including to encourage speed limit compliance across the whole road network and not only at particular locations.

Changes were made to the mobile speed camera signage after this inquiry was announced, including changes announced shortly after the Committee's public hearings in November 2021. In early December 2021 it was announced that retractable warning signs would be installed on mobile speed camera detection vehicles.

The Committee acknowledges the decision of the NSW Government to listen to the people of NSW and re-implement some mobile speed camera signage. The Committee recommends that signage must be suitably visible to address community expectations around the use of mobile speed cameras. The Committee has recommended that Transport for NSW make operations sufficiently overt to address these concerns to educate drivers in real time.

While the removal of mobile speed camera signage was the most prominent concern raised during the inquiry, the Committee also heard evidence and made recommendations regarding a number of other issues relating to the program.

The Committee heard views on the locations of mobile speed cameras, including the recurrent view that cameras should operate at locations with a history of crashes, and that certain locations appeared not to be justified by crash or traffic data. Transport for NSW told the Committee that it selects locations based on a criteria which includes crash history. The Committee recommends that Transport for NSW explain and promote why locations are selected for enforcement on the Centre for Road Safety's website and in a public information campaign. It considers that this can help to build public trust in and acceptance of the program.

The evidence to this inquiry also showed a clear need for greater consultation between Transport for NSW and local councils regarding the mobile speed camera program, including nominated camera locations and upcoming operations in each council area. Regular consultation and data sharing with key stakeholders, including local councils and peak bodies, is recommended to better inform their understanding of future changes to the program. The Committee also recommended that data and information published by the government about speeding is easily accessible.

The inquiry also highlighted a lack of community awareness about what happens to mobile speed camera revenue. Improved public awareness about how and where revenue is spent, including through an education campaign and publication of relevant information on the Centre for Road Safety's website, could help improve community acceptance of the program.

The Committee heard about other speed management measures which can be used as part of a multi-pronged approach to complement mobile speed cameras and encourage speed limit compliance. These measures include driver education, road safety programs delivered by local council, well maintained and appropriate road infrastructure and engineering and police enforcement.

Speeding fines and loss of licence can contribute to financial hardship for some people, particularly in rural and regional areas where there are limited or no public transport options. The Committee recommended that the government consider how to alleviate this hardship. This includes the effectiveness and uptake of current hardship mechanisms and the fines appeals process.

Mobile speed cameras have a role in managing speed on our roads, and are part of a range of safety measures that aim to protect all road users. However, the success of the mobile speed camera program requires awareness by the public of its operation, understanding of its purpose and ongoing support.

The reasons for the November 2020 changes to the mobile speed camera program were not clearly communicated and were contrary to the expectations of many members of the public. This has led to a lack of community understanding and support for the program.

The Committee hopes that the recommendations in this report ultimately strengthen community support for the mobile speed camera program so that, together with other speed management measures, increased safety can be achieved across the whole road network. I thank all members of the Committee for their informed and valuable contributions to this report. I also thank the Committee staff for their support.



The Hon. Lou Amato MLC
Chair

Findings and recommendations

Finding 1 _____ 4

Evidence to the Committee indicates that the people of New South Wales opposed the removal of signage as part of the November 2020 changes to the mobile speed camera program.

Recommendation 1 _____ 9

That Transport for NSW promote the mobile speed camera program in a public education campaign including how it supports keeping drivers safe on New South Wales roads.

Recommendation 2 _____ 9

That Transport for NSW commission and publish on the Centre for Road Safety's website an independent review of the recent changes to the mobile speed camera program.

Finding 2 _____ 15

The Committee acknowledges the NSW Government's decision to listen to the people of NSW. The Committee finds that the recent installation of fixed signs across the road network and signs on mobile speed camera detection vehicles has helped to address some of the concerns raised by the community about the mobile speed camera program.

Finding 3 _____ 15

The Committee remains concerned that the reintroduction of signage on speed camera detection vehicles still may not go far enough to meet community expectations about the mobile speed camera program.

Finding 4 _____ 15

Visible signage on mobile speed camera operations helps promote community confidence and acceptance of the mobile speed camera program.

Recommendation 3 _____ 15

That Transport for NSW make mobile speed camera operations sufficiently overt to address key community concerns.

Recommendation 4 _____ 19

That Transport for NSW consider whether additional signage in the vicinity of mobile speed camera operations should be implemented in rural and regional areas to promote road safety.

Recommendation 5 _____ 27

That Transport for NSW consider publishing on the Centre for Road Safety's website the criteria for mobile speed camera enforcement locations.

Recommendation 6 _____ 27

That Transport for NSW promote in a public education campaign the policy criteria for locations of mobile speed camera enforcement, and the outcomes of increasing enforcement hours.

Recommendation 7 _____ 27

That Transport for NSW consider reviewing the safety benefits and nature of appropriate speed enforcement in road work zones.

Recommendation 8 _____ 34

That Transport for NSW consult and share information with local councils about mobile speed camera locations and program.

Recommendation 9 _____ 34

That Transport for NSW consult with local councils, relevant peak bodies and road safety advocates when implementing future changes to the mobile speed camera program, to promote understanding and awareness of the changes.

Recommendation 10 _____ 34

That Revenue NSW publish data on the number of speeding offences by heavy vehicles captured by mobile speed cameras.

Recommendation 11 _____ 34

That Transport for NSW provide feedback to local councils on mobile speed camera enforcement in the local government areas.

Recommendation 12 _____ 40

That Transport for NSW consider a notification system to notify local councils when information specific to their local government area has been updated.

Recommendation 13 _____ 40

That Transport for NSW review how information about speed-related crashes is presented on the Centre for Road Safety's website and the local council portal, to ensure it is presented in a user friendly format.

Recommendation 14 _____ 40

That Revenue NSW review how information about speeding offences are presented on its website.

Finding 5 _____ 44

There is a lack of community awareness about where revenue from the mobile speed camera program is allocated and spent.

Recommendation 15 _____ 44

That Transport for NSW promote an education campaign to inform the public about how fine revenue from the mobile speed camera program is spent on road safety initiatives through the Community Road Safety Fund.

Recommendation 16 _____ 44

That Transport for NSW regularly publish, on the Centre for Road Safety's website, information about the Community Road Safety Fund including the outcome of all funded programs and initiatives.

Recommendation 17 _____ 52

That Transport for NSW consider integrating the mobile speed camera program into the NSW Road Safety Action Plan.

Recommendation 18 _____ 61

That Transport for NSW and Revenue NSW consider how to alleviate hardship caused by fines and loss of licence, including the effectiveness and uptake of current hardship mechanisms and the fines appeals process.

Chapter One – Changes to the mobile speed camera program

Background to the mobile speed camera program

Summary

The main purpose of mobile speed cameras is general network deterrence that aims to improve driver behaviour. The cameras are part of a broader network-wide speed management approach, complementing education and police enforcement activities.

- 1.1 Mobile speed cameras were initially operated in New South Wales (NSW) from 1991 to December 2008. They were re-introduced in July 2010 following an increase in the road toll, especially speed related crashes, in 2009.¹
- 1.2 In response to a recommendation of the NSW Auditor-General in its 2011 report on improving road safety and speed cameras, the NSW Speed Camera Strategy was published in June 2012 by Transport for NSW. Under that strategy, from June 2012 until the implementation of changes to the program announced in November 2020, the mobile speed camera program operated overtly. The program:
 - used marked detection vehicles
 - deployed portable warning signs before and after each vehicle to warn drivers of speed enforcement operations
 - operated mobile speed cameras for 7000 hours per month.²
- 1.3 The NSW Speed Camera Strategy states that the main purpose of mobile speed cameras is general network deterrence. This continues to be the main purpose of the program.³
- 1.4 The Committee was told that general network deterrence occurs when a driver refrains from speeding because they perceive there is a high likelihood they could be caught speeding and penalised. This perception is said to motivate a change in driver behaviour.⁴
- 1.5 Transport for NSW informed the Committee that because mobile speed cameras can be moved around the road network, it makes it more difficult for drivers to predict when and where enforcement will occur. This increases the perceived and

¹ Transport for NSW, [NSW Speed Camera Strategy](#), NSW Government, June 2012, p [10](#); [Submission 378](#), NSW Government, p [13](#); [Submission 581](#), National Roads and Motorists' Association (NRMA), p [2](#).

² Audit Office of NSW, [Improving Road Safety: Speed Cameras](#), Performance audit report, July 2011, p [3](#); [NSW Speed Camera Strategy](#), pp [4](#), [10](#); [Submission 378](#), NSW Government, p [13](#); [Submission 581](#), NRMA, p [2](#).

³ [NSW Speed Camera Strategy](#), p [10](#); [Submission 378](#), NSW Government, pp [11](#), [13](#).

⁴ [Submission 378](#), NSW Government, p [10](#).

real likelihood that drivers can be caught speeding anywhere, anytime. This, in turn, increases the likelihood that drivers will comply with the speed limit across the whole road network, rather than only at locations where they know speed enforcement is occurring.⁵

- 1.6 The 2018 NSW Auditor-General's report said that to create this perception of anywhere, anytime enforcement, mobile speed cameras should:

...

- expose a significant number of road users to enforcement and cover a significant amount of the road network
- operate at various times and locations over a broad geographical area
- be unpredictable regarding the exact location of deployment
- be supported by well publicised information campaigns
- focus on times and locations of higher crash risk and/or high violation.⁶

- 1.7 In correspondence with the Committee, Transport for NSW highlighted that mobile speed cameras form part of a broader network-wide speed management approach, complementing education and police enforcement activities.⁷

- 1.8 Transport for NSW manages the NSW mobile speed camera program in collaboration with the NSW Police Force and Revenue NSW. The operation and maintenance of mobile speed cameras and detection vehicles is outsourced to private contractors.⁸

- 1.9 The current contractors are Redflex Traffic Systems Pty Ltd (Redflex) and Acusensus Pty Ltd (Acusensus). Redflex has provided speed camera services in NSW since 2010 and, since July 2021, has provided services for the northern part of the state, being north of Sydney Harbour. Acusensus has provided mobile speed camera services for the southern part of the state since July 2021.⁹

⁵ [Submission 378](#), NSW Government, pp 4, 13, 18; [NSW Speed Camera Strategy](#), p 10.

⁶ Audit Office of NSW, [Mobile speed cameras](#), Performance audit report, 18 October 2018, p 6.

⁷ [Correspondence from Mr Bernard Carlon](#), Chief, Centres for Road Safety and Maritime Safety, – Safety, Environment and Regulation, Transport for NSW, to the Joint Standing Committee on Road Safety, 23 February 2022, p 2; Mr Bernard Carlon, Chief, Centres for Road Safety and Maritime Safety – Safety, Environment and Regulation, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 26.

⁸ [Submission 378](#), NSW Government, p 25.

⁹ NSW Treasury, [Speed Camera Services – CW2435575](#), Contracts register, NSW Government, webpage, viewed 1 March 2021; NSW Treasury, [Speed Camera Services – CW2451556](#), Contracts register, NSW Government, webpage, viewed 1 March 2021; Mr Victor Wardrop, New South Wales Operations Director, Redflex Group, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, pp 2, 7; Mr Alexander Jannink, Manager Director, Acusensus, [Transcript of evidence](#), 30 November 2021, p 7.

Recent changes to the mobile speed camera program

- 1.10 The NSW Government made changes to the NSW mobile speed camera program throughout 2020 and 2021.
- 1.11 On 19 November 2020 the following changes were announced:
- an increase from 7000 to 21 000 enforcement hours per month
 - removal of portable warning signs 250 metres and 50 metres before the detection vehicle, and 50 metres after the vehicle
 - reduction in vehicle livery identifying the vehicle as being part of the mobile speed camera program, with 70 per cent of vehicles featuring markings and 30 per cent featuring no markings.¹⁰
- 1.12 These changes were rolled out progressively over the following year. Changes to vehicle livery were completed in January and February 2021. Enforcement hours increased slightly from early 2021 as a result of the time saved by not deploying portable warning signs, and increased progressively each month from July 2021. They were projected to reach 21 000 hours per month by the end of December 2021. Bidirectional enforcement, supported by the removal of warning signs, also commenced from July 2021.¹¹
- 1.13 In August 2021 Transport for NSW announced that, starting that month, 1000 fixed advisory signs would be installed across NSW to remind drivers they can be caught speeding anywhere, anytime. Transport for NSW advised the Committee that the signs 'are designed to increase community awareness about the use of mobile speed cameras in NSW' and are being installed across the road network, including in areas and on routes where mobile speed cameras are used. The signs supplement messaging on the 360 variable message signs already on the state's road network as well as an advertising campaign.¹²

¹⁰ Transport for NSW, [Major changes to road safety laws](#), Media release, NSW Government, webpage, 19 November 2020, viewed 4 February 2022; [Submission 378](#), NSW Government, p [16](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [18](#); Mr Robert Giltinan, Director of Policy and Public Affairs, National Roads and Motorists' Association, [Transcript of evidence](#), 30 November 2021, p [30](#).

¹¹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [18](#); [Submission 378](#), NSW Government, pp [4](#), [16](#).

¹² Transport for NSW, [New speed camera warning signs introduced](#), Media release, NSW Government, webpage, 3 August 2021, viewed 4 February 2022; [Correspondence from Mr Carlon](#), p [1](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [18](#).

Public reaction to the November 2020 changes

Summary

The November 2020 changes to the mobile speed camera program were not well received by the public.

Strong public opposition to the changes

Finding 1

Evidence to the Committee indicates that the people of New South Wales opposed the removal of signage as part of the November 2020 changes to the mobile speed camera program.

- 1.14 The majority of submissions received by the Committee strongly opposed the removal of signage as part of the November 2020 changes to the mobile speed camera program. The Committee heard from over 1000 members of the public who were opposed to the changes.
- 1.15 The submissions expressed two primary reasons for this opposition, which were also reiterated by inquiry participants throughout the public hearing:
- First, many authors were concerned about the impacts of removing warning signs and often highlighted the advantages of overt operations. Views about the reduced visibility of mobile speed camera operations will be discussed in chapter two.¹³
 - Second, a number of authors highlighted the view that the changes focused on generating more speeding fines and raising revenue for the NSW Government, rather than road safety.¹⁴ Views about revenue raising will also be discussed in chapter five.

¹³ [Submission 96](#), Wollondilly Shire Council, pp [1-2](#); [Submission 135](#), Name suppressed, p [1](#); [Submission 278](#), Miss Jacqueline Johnson, p [1](#); [Submission 548](#), National Road Transport Association (NatRoad), pp [2-3](#); [Submission 560](#), Motorcycle Council of NSW (MCC), p [3](#); [Submission 569](#), Cr Hugh Eriksson, pp [1-2](#); [Submission 579](#), National Motorist Association Australia (NMAA), p [12](#); [Submission 585](#), Wollongong City Council, pp [4-5](#), [11](#); [Submission 1486](#), Transport Workers' Union of NSW (TWU), p [6](#); Ms Karen McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p [1](#); Ms Leanne Ledwidge, Road Safety Officer, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, pp [2, 6](#); Mr Mark Ellis, Manager of Civil Works, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, p [2](#); Mr Warren Clark, Chief Executive Officer, National Road Transport Association, [Transcript of evidence](#), 29 November 2021, p [16](#); Mr Richard Olsen, State Secretary, Transport Workers' Union of NSW, [Transcript of evidence](#), 29 November 2021, pp [15, 17](#); Mr Brian Wood, Secretary, Motorcycle Council of NSW, [Transcript of evidence](#), 29 November 2021, pp [19-21](#); The Hon. Duncan Gay, former Minister for Roads, [Transcript of evidence](#), 29 November 2021, pp [40, 45](#); Mr Nathan McBriarty, Traffic and Transport Unit Leader, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p [12](#).

¹⁴ [Submission 33](#), Dr Kapila Samarasekara, p [1](#); [Submission 54](#), Name suppressed, p [1](#); [Submission 112](#), Name suppressed, p [1](#); [Submission 148](#), Cr Alex Christian, p [1](#); [Submission 182](#), Cootamundra-Gundagai Regional Council, pp [2-3](#); [Submission 240](#), Mr Brett Foreman, p [1](#); [Submission 253](#), Mr Mark Nielsen, p [2](#); [Submission 367](#), Mr Nigel Sharp, p [2](#); [Submission 560](#), MCC, p [3](#); [Submission 578](#), Bullbar Council, pp [3-4, 6](#); [Submission 579](#), NMAA, p [11](#); [Submission 580](#), Cessnock City Council, p [2](#); Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p [2](#); Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p [14](#); Mr Olsen, Transport Workers' Union, [Transcript of evidence](#), 29 November 2021, p [15](#).

Selected extracts of submissions expressing opposition to the November 2020 changes

'Most of the driving public are opposed to the use of hidden enforcement and the removal of warning signs is regarded as unacceptable conduct.'¹⁵

'I believe ...[the changes] to be a regressive move designed to raise revenue and not to educate motorists and improve driving conditions and safety as it removed the opportunity for motorists to make an "at the moment" change to their driving behaviour.'¹⁶

'In short I, and I believe most Australians, have come to the inevitable conclusion that these changes are a cash grab under the guise of road safety.'¹⁷

'If you remove the sign more people speed.'¹⁸

'This is clear a grab for more revenue. These cameras do not make people slow down as they are not even aware that the car is there.'¹⁹

'The Government's latest attack on the motorist is rightfully seen by us as an unconscionable, cynically opportunistic revenue-raising exercise.'²⁰

'DRIVERS ARE NOW SPENDING MORE TIME LOOKING AT THEIR SPEEDOS THAN ON THE ROAD...'²¹

'Removal of the signs and signage on and around mobile speed cameras has made mobile speed cameras less visible. Without visibility they have become a trap rather than a deterrent or a symbol for drivers to check their speed.'²²

'Hard and fast revenue raising appears to be the only motive. This is fast eroding any trust in the governments years of road safety messaging on the greater community.'²³

'I support the use of mobile speed camera cars but utilising unmarked camera cars without visual warning signs is not justified. Motorists need to know when they have infringed so that their behaviour is modified there and then.'²⁴

'The current system of no signage of mobile speed cameras is both unfair and dangerous.'²⁵

¹⁵ [Submission 579](#), NMAA, p [8](#).

¹⁶ [Submission 569](#), Cr Hugh Eriksson p [1](#).

¹⁷ [Submission 48](#), Mr Michael Elliot Young, p [1](#).

¹⁸ [Submission 83](#), Mr Tom Ellis, p [1](#).

¹⁹ [Submission 87](#), Mr Mark Waite, p [1](#).

²⁰ [Submission 126](#), Mr Warren Martin, p [1](#).

²¹ [Submission 184](#), Mr Arthur Banbas, p [1](#).

²² [Submission 273](#), Ms Keira Rose, p [1](#).

²³ [Submission 445](#), Mr Benjamin Waters, p [1](#).

²⁴ [Submission 471](#), Mr Robert McIntyre, p [1](#).

²⁵ [Submission 510](#), Name suppressed, p [1](#).

'The recent changes have done nothing to improve road safety. All they have done is alienate drivers from the Government...'²⁶

- 1.16 This opposition to covert operations aligns with the National Road and Motorists' Association's (NRMA) understanding of the public's view. It asserted that, prior to the November 2020 changes, support from its membership for a covert mobile speed camera program was the lowest of any road safety initiative. It indicated that a completely covert operation would not inspire public confidence.²⁷
- 1.17 The Committee acknowledges that people have been fined by mobile speed cameras for low range speeding (exceeding speed by 10 kilometres per hour or less), including when they have set up cruise control to the speed limit. Some stakeholders raised that low range speeding may occur when a car's speedometer reading is inaccurate. This includes when new tyres are fitted to a car, which increases the actual speed of the car compared to the indicated speed on the speedometer by up to 4 per cent. Although low range speeding is not encouraged by the government, submission authors said that it continues to be accepted within the community.²⁸ The Committee will look into speed limits and road safety in a future inquiry.
- 1.18 Taking this into account, the Committee considers that the widespread publicity of an increase in the number of fines following the implementation of the November 2020 changes, particularly for low range speeding, has generated opposition to the program and bolstered views that it focuses on revenue raising.
- 1.19 At the hearing, Transport for NSW provided that there is a speed tolerance threshold, but that it is government policy not to reveal it, to avoid setting a false speed limit. Additionally, Transport for NSW advised that the threshold in NSW is in general alignment with the other Australian jurisdictions.²⁹
- 1.20 In general, Transport for NSW indicated that there is community support for the use of mobile speed cameras. It also provided that the Centre for Road Safety commissioned attitudinal research in 2019 which asked participants about potential changes to the mobile speed camera program's size, signage, location coverage and visibility.³⁰ This research found:

Overall, there is reluctant acceptance toward the potential changes to speeding enforcement. There are varying degrees of attitude toward them, from loath

²⁶ [Submission 1472](#), Mr Peer Lehwess, p [1](#).

²⁷ Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, p [28](#).

²⁸ [Submission 13](#), Mr Graham Wenban, p [1](#); [Submission 33](#), Dr Kapila Samarasekara, p [1](#); [Submission 130](#), Mr Joel Dickinson, p [1](#); [Submission 161](#), Mr Michael Penfold, p [1](#); [Submission 168](#), Mr Gavin Arnold, p [1](#); [Submission 179](#), Penrith City Council, p [2](#); [Submission 182](#), Cootamundra-Gundagai Regional Council, p [3](#); [Submission 355](#), Mrs Samantha Allen, p [1](#); [Submission 376](#), Canberra Region Joint Organisation (CRJO), p [6](#); [Submission 378](#), NSW Government, p [22](#); [Submission 380](#), Dr Phillip St Flour, p [1](#); [Submission 548](#), NatRoad, p [4](#); [Submission 562](#), Snowy Valleys Council, p [2](#); [Submission 563](#), Canterbury Bankstown Council, p [1](#); [Submission 570](#), Australasian College of Road Safety – NSW Chapter (ACRS), pp [6-7](#); [Submission 578](#), Bullbar Council, pp [5, 8](#); [Submission 585](#), Wollongong City Council, pp [3, 5](#); Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, pp [1, 8](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [21](#).

²⁹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [23](#).

³⁰ [Submission 378](#), NSW Government, pp [4, 22-24](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [17](#).

acknowledgement to outright anger, with the majority of drivers seeming to sit attitudinally somewhere in the middle of this spectrum. Regardless of attitude, most believe that many of the changes have potential to reduce driving speeds at a broader level (rather than just temporarily).³¹

- 1.21 Transport for NSW remarked that this demonstrates there is a 'broad understanding' that the changes to the mobile speed camera program will reduce speeding and associated risks across the road network.³²
- 1.22 It was recommended to the Committee that public opinion about changes to the mobile speed camera program and speed enforcement be garnered through statistically representative surveys, noting that a driver's age may impact their perception of speed enforcement.³³
- 1.23 The Committee agrees, and notes that perceptions of speed enforcement may also be shaped by a range of other factors, including whether an individual lives in metropolitan, regional or rural NSW. It considers that statistically representative attitudinal research would be useful in informing future road safety initiatives.
- 1.24 The former NSW Minister for Roads, the Hon. Duncan Gay, explained to the Committee that when rolling out extra speed cameras, 'you need to have the public on side' and that 'mobile cameras are important' but it is also important 'to indicate that it is... fair... so that we can get community support with us'.³⁴
- 1.25 The Committee takes from this that public support is vital when making changes to the mobile speed camera program. This understanding is also supported by other evidence indicating the importance of building community support when operating and making changes to the mobile speed camera program.³⁵

Government response following Staysafe public hearings

- 1.26 Following the Committee's public hearing in November 2021, the NSW Government announced in December that signs would be placed on top of detection vehicles from February 2022. These retractable, double-sided signs warn drivers that 'Your speed has been checked' (see below), and will be displayed during enforcement operations to increase driver awareness of speed enforcement activities. The signs are similar to those installed on detection vehicles in the Australian Capital Territory (ACT).³⁶
- 1.27 In February 2022, the Committee was told that over 10 per cent of the signs have been installed and that Transport for NSW expects all fixed signs to be installed

³¹ [Submission 378](#), NSW Government, p 22.

³² [Submission 378](#), NSW Government, p 22.

³³ [Submission 585](#), City of Wollongong, pp 4-5, 10.

³⁴ The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, pp 40, 44.

³⁵ Mr David McTiernan, National Leader Transport Safety, Safer Smarter Infrastructure, Australasian College of Road Safety, [Transcript of evidence](#), 29 November 2021, p 13; Cr Hugh Eriksson, [Transcript of evidence](#), 30 November 2021, p 15; Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, p 28.

³⁶ NSW Government, [New mobile speed camera signs on the way](#), Media release, webpage, 17 December 2021, viewed 4 February 2022; [Correspondence from Mr Carlon](#), p 1.

by April 2022.³⁷ The effectiveness of these signs will be explored in the next chapter.



Figure 1: Retractable warning sign on detection vehicle on Cobbora Road in Dubbo³⁸

- 1.28 Transport for NSW informed the Committee that the ACT's program was evaluated by the Monash University Accident Research Centre (MUARC) and 'was associated with a 19.7 per cent reduction in casualty crash risk' at mobile speed camera locations.³⁹
- 1.29 When the rooftop signs were announced, the then Minister for Transport and Roads, the Hon. Rob Stokes MP, said that the priority for the rollout of these signs was for unmarked vehicles, being those vehicles featuring no livery following the November 2020 changes. Transport for NSW has said that it expects all detection vehicles to have rooftop signs by the end of March 2022.⁴⁰

Reasons for the November 2020 changes were not clearly communicated

Summary

Improved public communication and education campaigns can help increase public understanding and acceptance of the mobile speed camera program.

³⁷ [Correspondence from Mr Carlon, p 1](#).

³⁸ Z Marlan, [Mobile speed camera vehicle signs back on Mid-Western roads](#), News article, Mudgee Guardian, 17 March 2022, viewed 22 March 2022.

³⁹ [Correspondence from Mr Carlon, p 1](#).

⁴⁰ NSW Government, [New mobile speed camera signs on the way](#), Media release, 17 December 2021, viewed 4 February 2022; [Correspondence from Mr Carlon, p 1](#).

Recommendation 1

That Transport for NSW promote the mobile speed camera program in a public education campaign including how it supports keeping drivers safe on New South Wales roads.

Recommendation 2

That Transport for NSW commission and publish on the Centre for Road Safety's website an independent review of the recent changes to the mobile speed camera program.

Reasons provided by Transport for NSW for the changes

- 1.30 Transport for NSW indicated that changes to the mobile speed camera program were introduced in November 2020 because they:
- address recommendations made by the NSW Auditor-General in its 2018 report on mobile speed cameras⁴¹
 - align the NSW program with programs in other jurisdictions⁴²
 - enhance the perception of anywhere, anytime enforcement and the general network deterrence effect of the NSW mobile speed camera program.⁴³
- 1.31 In its 2018 report on mobile speed cameras, the Auditor-General recommended that Transport for NSW 'review the Speed Camera Strategy to ensure... [mobile speed cameras] provide effective general deterrence and complement other speed enforcement activities', including by (without limitation):
- undertaking and publishing a review of better practice mobile speed camera programs in other jurisdictions
 - reviewing the number of enforcement hours of the NSW program
 - reviewing signage requirements of the NSW program to ensure they support the purpose of mobile speed cameras and align with better practice.⁴⁴
- 1.32 Transport for NSW subsequently published an analysis of better practice in other Australian jurisdictions in October 2020.⁴⁵ This report provided that, compared to programs in other Australian jurisdictions, the NSW program had limited enforcement hours and locations and used highly visible vehicle livery and warning signs. Transport for NSW said that together these factors made the NSW program the 'most conspicuous and predictable of its type in Australia and relatively inflexible, limiting its potential to save lives'. The report sets out that

⁴¹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp [18](#), [21](#).

⁴² [Submission 378](#), NSW Government, pp [14](#), [18](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [18](#).

⁴³ [Submission 378](#), NSW Government, pp [4](#), [16](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [18](#).

⁴⁴ [Mobile speed cameras](#), p [4](#).

⁴⁵ Centre for Road Safety, Transport for NSW, [Mobile speed camera operations in other Australian jurisdictions](#), Research report, NSW Government, October 2020.

the perception that speeding can be detected anywhere, anytime can be amplified by using covert mobile speed cameras, increasing the number of enforcement hours and deploying the cameras to additional locations.⁴⁶

- 1.33 Below is a comparison of the key features of Australian jurisdictions' mobile speed camera programs as at 2019 and set out in that report. In its submission, Transport for NSW highlighted that increases to the number of enforcement hours for the Victorian and Queensland programs were announced or are underway.⁴⁷

	Signs	Vehicle markings	Hours /month	Directions measured	No. of sites
NSW	2 before, 1 after	Bright and distinctive	7,000	Single	1,024
VIC	None	None	9,300	Both	2,000
QLD	None	Yes, see below	>8,000	Both	>3,500
WA	None	None	3,500	Both	4,000
SA	None	None	3,750	Both	Not known
ACT	1 on van's roof	None (sign on van roof)	1,200	Not known	1,184

Table 1: Summary of features of mobile speed camera programs in Australian jurisdictions⁴⁸

- 1.34 That report also included a comparison of the livery on vehicles used in the NSW and Queensland programs at the time (see below). In its submission, Transport for NSW noted that 'NSW vehicles were brightly and distinctively marked. Queensland vehicle markings are not bright or particularly distinctive'.⁴⁹

⁴⁶ [Submission 378](#), NSW Government p 14; [Submission 581](#), NRMA, p 3; [Mobile speed camera operations in other Australian jurisdictions](#), pp 3-4.

⁴⁷ [Submission 378](#), NSW Government, pp 14-15.

⁴⁸ [Mobile speed camera operations in other Australian jurisdictions](#), p 12.

⁴⁹ [Submission 378](#), NSW Government, p 14.



Figure 2: NSW and Queensland mobile speed camera detection vehicles⁵⁰

1.35 In 2019, Transport for NSW also commissioned the Monash University Accident Research Centre (MUARC) to estimate the road safety benefits of expanding the NSW program. Specifically, by:

- changing the deployment model, including signage and vehicle livery, along the lines of the Victorian and Queensland programs to increase the area of influence of each camera site
- increasing enforcement hours, with the report estimating the benefits of deploying cameras under the NSW, Queensland and Victorian deployment models at 7000 hours per month, being the enforcement hours required under the NSW program at that time, and also at 10 500, 13 000 and 21 000 hours per month.⁵¹

1.36 The Victorian program operates covertly, with no signage or vehicle markings. The Queensland program has no signage and uses both marked vehicles and unmarked vehicles, with up 30 per cent of vehicles used in urban operations being unmarked. At the hearing, Transport for NSW noted that the altered requirements for NSW vehicles aligns with the Queensland model, which has achieved a 28 per cent reduction in casualty crashes in the state.⁵²

1.37 The report prepared by MAURC was released to the public in June 2021.⁵³

1.38 At the hearing, Transport for NSW stated:

The independent modelling by the Monash University Accident Research Centre, based on the results in Queensland and Victoria, indicates that the New South Wales program changes [should] be expected to save between 34 and 43 lives and prevent more than 600 serious injuries per year once fully implemented and compared to the previously highly overt mobile speed camera program which was estimated to

⁵⁰ [Mobile speed camera operations in other Australian jurisdictions](#), p 12.

⁵¹ S Newstead, [Analysis to estimate road safety benefits of expanding the NSW mobile speed camera program](#), Research note, Monash University Accident Research Centre, 2019, p 2; [Submission 378](#), NSW Government, p 14.

⁵² [Analysis to estimate road safety benefits of expanding the NSW mobile speed camera program](#), p 2; [Submission 378](#), NSW Government, pp 14, 41; [Submission 702](#), Pedestrian Council of Australia Limited, pp 3-4; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 18.

⁵³ [Submission 581](#), NRMA, p 4.

be saving five lives per annum and 72 prevented serious injuries. Value of this trauma saving to the community is calculated at \$664 million per year...⁵⁴

- 1.39 Additionally, Transport for NSW indicated that the removal of signage and reduction of livery enhances the perception that speed enforcement can be undertaken anywhere, anytime and the general network deterrence effect of the program by making mobile speed camera enforcement more unpredictable. This, in turn, increases speed limit compliance across the road network. This view was echoed by other stakeholders and will be discussed further in chapter two.⁵⁵
- 1.40 The November 2020 changes are also consistent with Priority 7 of the National Road Safety Action Plan 2018-2020, which includes increased 'targeted deployment of mobile speed cameras across the network to improve compliance with speed limits and reduce crash risk'.⁵⁶

Need for clear communication from Transport for NSW

- 1.41 The evidence, particularly the submissions received from members of the public, shows there is opposition to the November 2020 changes. Transport for NSW said attitudinal research demonstrates that drivers have a 'broad understanding' that the changes will reduce speeding and road safety risks. However, evidence to this inquiry suggests that there may not, in fact, be a such understanding in the community.⁵⁷
- 1.42 The level of opposition to the changes also indicates to the Committee that the reasons for changes were not clearly communicated to the general public, or broadly promoted.
- 1.43 The Committee notes that the MUARC report, which supported the implementation of the November 2020 changes, was not made public until June 2021. Non-publication of this report at the time the changes were announced received criticism.⁵⁸
- 1.44 The Committee considers that publishing, promoting and explaining the modelling relied on for the November 2020 changes at the time they were announced would have increased transparency around the changes.
- 1.45 The Committee also highlights the call for modelling to equally consider roads outside of metropolitan areas and accommodate the differences in conditions including lower traffic volumes and 'inferior road networks' which interact with primary rural activities.⁵⁹

⁵⁴ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 18.

⁵⁵ [Submission 378](#), NSW Government, pp 4, 16, 19; [Submission 564](#), Roads Australia, p 1; Mr Jeremy Woolley, Associate Professor, Centre for Automotive Safety Research, University of Adelaide, [Transcript of evidence](#), 29 November 2021, pp 34-35; [Submission 179](#), Penrith City Council, p 3; [Submission 301](#), Centre for Automotive Safety Research, University of Adelaide (CASR), p 4;

⁵⁶ [Submission 378](#), NSW Government, p 16; Transport and Infrastructure Council, [National Road Safety Action Plan 2018-2020](#), Strategy report, Commonwealth of Australia, May 2018, p 9.

⁵⁷ [Submission 378](#), NSW Government, p 22.

⁵⁸ [Submission 152](#), Mr Dave Lardner, p 2; [Submission 579](#), NMAA, p 6.

⁵⁹ [Submission 251](#), Bega Valley Shire Council, p 1; [Submission 376](#), CRJO, p 3.

- 1.46 Additionally, while Transport for NSW published the October 2020 analysis of better practice in other jurisdictions on the Centre for Road Safety's website, the Committee thinks that promoting the findings of the report across multiple communications channels would have helped to create a greater understanding in the community of the rationale for the changes.⁶⁰
- 1.47 The Committee calls on Transport for NSW to prioritise clear communication with the general public about significant changes to the mobile speed camera program going forward. Specifically, it recommends that Transport for NSW promote in a public education campaign the reasons and evidence base for any changes to the program, and how the changes support the program's general network deterrence purpose.
- 1.48 The Committee also received evidence highlighting that public education campaigns are vital to achieving community support and the social licence required to operate mobile speed cameras. It was told that such campaign should include, among other things, the rationale for the program. The Committee also notes Redflex's statement that the introduction of the changes may have 'benefited from enhanced messaging around the importance of safety of the program'.⁶¹
- 1.49 The Committee thinks that promoting the reasons and evidence base for recent changes, particularly the changes to signage and vehicle livery, may help people to understand the changes and inspire greater levels of public confidence in the changes and broader program.
- 1.50 It was also suggested to the Committee that the community acceptance of the changes may have been improved by applying a staged approach to the implementation and grace periods following the changes.⁶²
- 1.51 In its submission, Transport for NSW said that an independent evaluation of the recent changes will be carried out when sufficient data is available and that the evaluation would consider whether the changes have been implemented as planned, how well the program is working, whether it is achieving its aims and the impact on road safety.⁶³ At the time of Transport for NSW's submission, the August 2021 and December 2021 changes to the program had not yet been announced.
- 1.52 Given community concerns, the Committee supports the call to commission an independent review into the changes to the mobile speed camera.⁶⁴

⁶⁰ [Submission 378](#), NSW Government, p 17; Centre for Road Safety, Transport for NSW [Reports and analysis](#), NSW Government, webpage, viewed 9 March 2022.

⁶¹ [Submission 585](#), Wollongong City Council, pp 2, 8-9; Mr McTiernan, Australasian College of Road Safety, [Transcript of evidence](#), 29 November 2021, p 13; Mr Michael Kilgariff, Chief Executive Officer, Roads Australia, [Transcript of evidence](#), 29 November 2021, p 24; Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, p 2.

⁶² [Submission 585](#), Wollongong City Council, p 2.

⁶³ [Submission 378](#), NSW Government, p 21.

⁶⁴ [Submission 179](#), Penrith City Council, p 3; [Submission 548](#), NatRoad, p 8; [Submission 570](#), ACRS, p 18; [Submission 579](#), NMAA, p 14; [Submission 585](#), Wollongong City Council, p 3.

1.53

The Committee considers that an independent review is essential in order to uphold accountability, encourage transparency, contribute to community acceptance of the program and promote road safety. To this end, it recommends that the review:

- evaluates the success of the changes to the mobile speed camera program, and the mobile speed camera program generally, in achieving a reduction in speeding across the road network
- clearly articulates the safety outcomes measured in its evaluation, including the impact on the number of fines issued for mobile speed camera detected offences and fatality and serious injury crashes
- is published on the Centre for Road Safety's website.

Chapter Two – Mobile speed camera signage

New signage does not meet community expectations

Summary

The NSW Government's decision to install signage on mobile speed camera detection vehicles does not meet community expectations about making mobile speed cameras more overt. Visible signage should be used to warn drivers of the camera's presence and notify them of the posted speed limit.

Finding 2

The Committee acknowledges the NSW Government's decision to listen to the people of NSW. The Committee finds that the recent installation of fixed signs across the road network and signs on mobile speed camera detection vehicles has helped to address some of the concerns raised by the community about the mobile speed camera program.

Finding 3

The Committee remains concerned that the reintroduction of signage on speed camera detection vehicles still may not go far enough to meet community expectations about the mobile speed camera program.

Finding 4

Visible signage on mobile speed camera operations helps promote community confidence and acceptance of the mobile speed camera program.

Recommendation 3

That Transport for NSW make mobile speed camera operations sufficiently overt to address key community concerns.

- 2.1 The Committee welcomes the introduction of fixed advisory warning signs across the road network and signs on detection vehicles. It is encouraged that the changes help address concerns raised by the people of NSW about the removal of mobile speed camera warning signs. In particular, because the retractable signs on top of detection vehicles give approaching drivers some warning of active mobile speed camera operations.
- 2.2 However, the Committee is also concerned that these signs do not make operations sufficiently overt so as to address key community concerns around the removal of advance warning signs. It notes the educational value of the advance warning signs which, unlike the retractable signs being installed on detection vehicles, included the speed limit. It also queries whether the changes increase the visibility of operations to the extent that safety concerns including erratic braking behaviour will be avoided. If not, the Committee considers there is a risk that public cynicism towards the mobile speed camera program, fuelled by the November 2020 changes, will continue.

- 2.3 The Committee therefore urges Transport for NSW to consider whether the installation of vehicle signage makes operations sufficiently visible to approaching drivers to address the key concerns raised by stakeholders in their evidence to this inquiry.
- 2.4 The Committee is interested in how the signs on detection vehicles will continue to be implemented and how they will be received by the community. The Committee will keep a watching brief on this matter.
- 2.5 In reaching this view, the Committee took into account the arguments presented by stakeholders opposing and supporting the changes. In particular, it noted:
- the key message by stakeholders opposing the changes that warning signs provide important educational and safety value
 - the evidence of the NRMA to this inquiry which provided that the signage model for the NSW mobile speed camera program prior to the changes announced in November 2020 did not achieve the best outcome.⁶⁵
- 2.6 This evidence is discussed further below.
- 2.7 If supported by broad and consistent education about the mobile speed camera program, including the rationale for the changes, the Committee considers that the introduction of the fixed warning signs and signs on vehicles will help to build public trust in the program. To this end, the Committee recalls the evidence about the vitality of public education campaigns in achieving community support for the mobile speed camera program, set out above, and reiterates its recommendation that Transport for NSW promote, in a public education campaign, the reasons and evidence base for any changes to the program and how this supports the program's general network deterrence purpose.
- 2.8 Support was also expressed in the evidence for more educational signs, such as signs with the road toll in black spot locations, signs identifying problematic stretches of road, signs and road stencils with speed limits and speed awareness monitoring signs. It was suggested that speed awareness monitoring signs could be deployed prior to the implementation of mobile speed cameras. The Committee was told that such signage must be relevant to the particular environment to be effective.⁶⁶
- 2.9 The Committee considers that additional speed limit signs and road stencils, along with signage educating drivers about the safety conditions or accident history of particular roads, are likely to make drivers immediately more aware of their road environment, comply with the speed limit and/or reinforce road safety messaging. It supports the installation of educational signage and stencils which are appropriate for the particular road environment.

⁶⁵ Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, pp 29-30.

⁶⁶ [Submission 572](#), City of Newcastle, p 1; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, pp 7-8; Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, p 20; Mr Michael Lane, National Media Liaison Officer, National Motorists Association Australia, [Transcript of evidence](#), 29 November 2021, pp 29-30; Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 16.

Stakeholder views of changes to mobile speed camera signage

Committee heard mixed views

- 2.10 Stakeholders expressed mixed views on the removal of portable warning signs and reduction of highly visible vehicle livery.
- 2.11 The evidence highlights that many stakeholders clearly opposed these changes and supported the reintroduction of signage for all mobile speed camera operations.⁶⁷
- 2.12 Key arguments for opposing the changes are set out below, and include that overt enforcement is:
- educational and slows people down
 - safer
 - fairer and promotes public confidence in the program.
- The Committee was told that the changes have not improved road safety.
- 2.13 Stakeholders that presented these arguments included local councils, motoring and industry representative groups and individual members of the general public.
- 2.14 Some stakeholders highlighted the benefits of overt enforcement, particularly the educational value of signage, and expressed support for signage different to that which was in place prior to the November 2020 changes. For example, Penrith City Council said that signage 'did to some extent reduce the overall program effectiveness as it reduces the likelihood' of the mobile speed cameras achieving a general network deterrence purpose, but also highlighted that signs educate drivers and remind them of their speed and the consequences of speeding. It therefore recommended the use of both overt and covert mobile speed cameras as part of the mobile speed camera program.⁶⁸
- 2.15 The NRMA also supported a different signage model. It stated in its submission that 'warning and education signs come in many forms', with there being 'appropriate installations for each type of detection camera, depending on the desired outcome'. In relation to the NSW mobile speed camera program, it said that it would like to see:

...

⁶⁷ [Submission 96](#), Wollondilly Shire Council, p 2; [Submission 152](#), Mr Dave Lardner, p 1; [Submission 179](#), Penrith City Council, p 1; [Submission 182](#), Cootamundra-Gundagai Regional Council, pp 2-3; [Submission 301](#), CASR, p 4; [Submission 376](#), CRJO, p 4; [Submission 377](#), Goulburn Mulwaree Council, p 1; [Submission 548](#), NatRoad, p 8; [Submission 560](#), MCC, p 3; [Submission 563](#), Canterbury Bankstown Council, p 7; [Submission 569](#), Cr Hugh Eriksson, p 2; [Submission 578](#), Bullbar Council, p 7; [Submission 581](#), NRMA, p 6; [Submission 585](#), Wollongong City Council, p 2; [Submission 596](#), Central NSW Joint Organisation (CNSWJO), p 3; [Submission 1486](#), TWU, p 6; Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p 15; Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, p 29.

⁶⁸ [Submission 179](#), Penrith City Council, pp 1, 4-5.

- Warning signs introduced to create a general speed deterrence effect across the road network while reminding drivers to slow down at particular locations of increased risk; and
 - Education signs or road markings (i.e. the speed limit) introduced at approved detection sites.⁶⁹
- 2.16 It added that appropriate installations for mobile speed cameras will help promote better driving behaviours, educate drivers on the speed limit at detection sites, enhance public confidence in the mobile speed camera program and create a general speed deterrence effect.⁷⁰ The Committee notes that the creation of a general speed deterrence effect aligns with the purpose of the NSW mobile speed camera program.
- 2.17 It also notes the public statements of NRMA spokesperson Mr Peter Khoury regarding the removal of mobile speed camera signage, emphasising that signage is educational and slows drivers down.⁷¹ Mr Khoury stated that warning signs 'remind people to do the right thing and it internalises their behaviour while they're behind the wheel'.⁷²
- 2.18 At the hearing, Mr Robert Giltinan, Director of Policy and Public Affairs, NRMA, told the Committee that 'co-locating signage with a mobile speed camera limits the area of influence around that program'. Additionally that, compared to the previous signage requirements of the NSW program, a better outcome can be achieved by having 'some signage across the network and potentially one sign located with a detection vehicle', as is done in the ACT or in Queensland on occasion.⁷³
- 2.19 Mr Giltinan advised that a better road safety outcome can also be achieved by having a totally covert program. However, he also stated that support from its members for a covert program is the lowest of any road safety initiative.⁷⁴
- 2.20 The Committee notes the NRMA's media release of 17 December 2021, about mobile speed camera signage, the same day that the NSW Government announced that signs would be installed on detection vehicles.⁷⁵

⁶⁹ [Submission 581](#), NRMA, p 5.

⁷⁰ [Submission 581](#), NRMA, p 5.

⁷¹ NRMA Insurance, [Mobile speed camera warning signs will be scrapped in NSW](#), Content hub, 26 November 2020, viewed 7 April 2022; J Dowling, [Renewed calls for mobile speed camera warning signs as a year's worth of fines are issued in a month](#), News article, Drive, 26 July 2021, viewed 7 April 2022; 9News Staff, [Removing NSW mobile speed camera warning signs 'wrong'](#), News article, 9News, 30 November 2021, viewed 7 April 2022; J Mahony, [NRMA calls on Perrottet Government to reintroduce speed camera signs 'as quickly as possible' as fine revenue breaks records](#), News article, Sky News, 1 December 2021, viewed 7 April 2022.

⁷² T Scare and S Woolley, [Removal of mobile speed camera warning signs in NSW sees speeding fines SKYROCKET in February](#), News article, 7News.com.au, 29 March 2021, viewed 7 April 2022.

⁷³ Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, pp 29-30.

⁷⁴ Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, pp 28, 30.

⁷⁵ NSW Government, [New mobile speed camera signs on the way](#), Media release, 17 December 2021, viewed 4 February 2022.

The refinement to the NSW Mobile Speed Camera Program announcement by the NSW Government is supported by the NRMA...

Co-located, highly visible signage at fixed speed and red light camera sites is designed to achieve compliance at specific locations where there is a demonstrated history of crashes or increased risk.

Mobile speed cameras, however, are designed to be portable and used arbitrarily to achieve a network-wide effect on driver behaviour and speed compliance...

The NRMA is now focusing on education and the need to make motorists aware of speed limits through the provision of speed limit signs and road markings, including at mobile speed camera sites.⁷⁶

2.21 Views supporting the changes were also expressed to the Committee. Key arguments in support are set out below, and include:

- the changes enhance the anywhere, anytime aim of mobile speed camera enforcement
- the changes increase specific deterrence
- the removal of warning signs increases technician safety.

The Committee was told that the changes indicate a reduction in speeding across the road network.

2.22 Stakeholders that presented these arguments included Transport for NSW, mobile speed camera operators, research bodies, representative and peak groups and individual members of the general public.

2.23 Key arguments opposing and supporting the changes which were presented to the Committee are set out below.

Key arguments opposing changes to mobile speed camera signage

Recommendation 4

That Transport for NSW consider whether additional signage in the vicinity of mobile speed camera operations should be implemented in rural and regional areas to promote road safety.

2.24 The Committee received the following key arguments opposing the removal of warning signs and reduction of vehicle livery:

2.25 First, that **overt enforcement is educational and slows drivers down.** Stakeholders provided that both highly visible vehicle livery, which makes detection vehicles similar to a marked police car, and warning signs remind drivers to be aware of their speed and helps ingrain better driving habits. Importantly, warning signs display the speed limit, which was said to:

⁷⁶ NRMA, [NRMA supports reinstatement of mobile speed camera warning signage](#), Media release, 17 December 2021, viewed 7 April 2022.

- immediately alert drivers to check their speed and, if necessary, slow down. Stakeholders considered that this visual cue helps drivers to make real time behavioural changes and is particularly important for drivers travelling long distances in rural and regional NSW
 - educate drivers on the speed at detection sites in real time
 - remove confusion of the speed limit on a particular stretch of road, important for drivers in unfamiliar areas, roads where the speed limit changes frequently or where there is limited signposting of the speed limit.⁷⁷
- 2.26 The Committee was also told that a driver passing an unsigned and unmarked detection vehicle is less likely to be aware of the speeding offence and associated fine until receiving a fine in the mail weeks later, when they may not recall the circumstances. It was argued that being aware of the offence as the result of overt operations educates drivers in real time of their speeding behaviour and the factors potentially contributing to that behaviour. The Committee learned that this also deters drivers from speeding from the time they pass the detection site, due to the threat of further penalties and potential loss of licence.⁷⁸
- 2.27 Wollondilly Shire Council's evidence highlighted that some local government areas do not have fixed cameras with accompanying signage. Council explained that mobile speed camera signage therefore plays a vital role in educating drivers in its locality.⁷⁹ The Committee recommends that Transport for NSW consider implementing additional signage in the vicinity of mobile speed camera operations in local government areas without any fixed mobile speed cameras, with the intention of encouraging speed limit compliance and promoting road safety.
- 2.28 Second, that **overt enforcement is safer**. It was submitted that because warning signs provide notice of speed enforcement they allow drivers, if necessary, to slow down safely in order to comply with the speed limit. Further, where a driver is inadvertently speeding, they are also likely to be able to slow down safely prior to the detection vehicle. The Committee received evidence that the removal of signs has increased the number of drivers braking erratically when they realise enforcement is or may be underway, including when they have a panicked

⁷⁷ [Submission 13](#), Mr Graham Wenban, p 1; [Submission 96](#), Wollondilly Shire Council, pp 1-2; [Submission 273](#), Ms Keira Rose, p 1; [Submission 430](#), Mrs Flossy Chisholm-Ray, p 1; [Submission 560](#), MCC, p 3; [Submission 569](#), Cr Hugh Eriksson, p 1; [Submission 581](#), NRMA, p 5; [Submission 585](#), Wollongong City Council, pp 4, 8, 11; [Submission 596](#), CNSWJO, p 2; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, p 40; Mr Christopher Burns, Secretary, Bullbar Council, [Transcript of evidence](#), 30 November 2021, pp 27-28.

⁷⁸ [Submission 39](#), Mr Mitchell Harnett, p 1; [Submission 54](#), Name suppressed, p 1; [Submission 96](#), Wollondilly Shire Council, p 1; [Submission 150](#), Mr Robert Eveleigh, p 1; [Submission 157](#), Mr Ben Campbell, p 1; [Submission 168](#), Mr Gavin Arnold, p 1; [Submission 312](#), Mr James Morris, p 1; [Submission 569](#), Cr Hugh Eriksson, p 1; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, pp 2-3; Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, p 19; The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, p 45.

⁷⁹ Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 7.

- response because they see a car parked on the roadside or are driving in an unfamiliar area.⁸⁰
- 2.29 The Committee was also told that warning signs help keep drivers safe by providing notice of a parked vehicle ahead. It heard that in the absence of warning signs, trying to identify if a parked vehicle on either side of the road is a detection vehicle, distracts motorists from the driving task, which is particularly important for motorcyclists, heavy vehicle operators and drivers on rural roads.⁸¹
- 2.30 The IPWEA submitted that 'mobile speed cameras are not effective in rural areas, due to low traffic volumes and visibility of the camera on the network'. Mr Brian Wood from the Motorcycle Council of NSW reinforced that detection vehicles are more obvious on rural roads, as they are usually located where vehicles are not usually parked.⁸²
- 2.31 The IPWEA said that a more effective approach to improving road safety in rural areas includes increasing funding for road maintenance to provide better roads, 'setting more appropriate speed limits' and public education programs.⁸³ Other measures to address speeding, including infrastructure adjustments and education, are discussed in chapter six. The Committee notes that speed limits and road safety will be considered in a future inquiry.
- 2.32 On semi-rural and rural roads or other areas where there are limited sites for mobile speed cameras to be safely deployed, the Committee urges Transport for NSW to consider implementing additional signage, such as fixed signs or warning signs, in the vicinity of enforcement operations to promote road safety.
- 2.33 Stakeholders advised of other risks presented by unmarked and unsigned mobile speed camera vehicles, including:
- that a vehicle pulled over on the side of the road could be incorrectly 'targeted' as an unmarked detection vehicle⁸⁴
 - that drivers of similar vehicles to detection vehicles are incorrectly targeted⁸⁵
 - the placing of informal warning signs by members of the public in known mobile speed camera locations, which the local council bears the financial burden of removing and distracts drivers.⁸⁶

⁸⁰ [Submission 20](#), Mr Gary Dooley, p 1; [Submission 135](#), Name suppressed, p 1; [Submission 516](#), Mr Matthew C, p 1; [Submission 569](#), Cr Hugh Eriksson, pp 1-2; [Submission 585](#), Wollongong City Council, p 5; [Submission 1486](#), TWU, p 6; Mr Olsen, Transport Workers' Union, [Transcript of evidence](#), 29 November 2021, pp 15-16; The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, p 40.

⁸¹ [Submission 96](#), Wollondilly Shire Council, p 2; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p 16; Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, pp 19-20.

⁸² [Submission 501](#), Institute of Public Works Engineering Australasia (IPWEA) NSW and ACT, pp 11-13; Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, p 19.

⁸³ [Submission 501](#), IPWEA, pp 11-13.

⁸⁴ [Submission 96](#), Wollondilly Shire Council, pp 1-2.

⁸⁵ [Submission 157](#), Mr Ben Campbell, p 1.

⁸⁶ Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2.

- 2.34 It was also suggested that removing warning signs may result in a driver causing an accident shortly after passing a mobile speed camera, or otherwise speeding or driving dangerously prior to a fine arriving in the mail. The Committee was told that this possibility may arise because drivers are not being made aware of, and therefore do not have the chance to change, their behaviour at the time they pass the detection point. Transport for NSW said there is no indication this has occurred in Queensland or Victoria, where advance warning signs are not used.⁸⁷
- 2.35 Third, that **overt enforcement is fairer and promotes public confidence in the program.** Stakeholders said that warning signs give attentive drivers the chance to slow down to the posted speed limit prior to the detection point and avoid a fine. Further, that removing warning signs and using unmarked vehicles reduces drivers' confidence towards authority and fuels the perception that the program is unfair and that the changes are revenue raising rather than for road safety.⁸⁸
- 2.36 Evidence was received that overt speed enforcement encourages transparency and improves community confidence in the program. Wollondilly Shire Council elaborated, stating that covert vehicles 'can be perceived as secretive and reduce the confidence of drivers towards authority'.⁸⁹
- 2.37 Wollongong City Council also submitted that drivers who don't identify that an unmarked detection vehicle has been tasked to a particular street are unfairly targeted. Council told that Committee that, because fines are issued up to three weeks after the offences, drivers have received multiple fines after continuing to commit the same offence at that location.⁹⁰

Key arguments supporting changes to mobile speed camera signage

- 2.38 The Committee heard the following key arguments supporting the removal of warning signs and reduction of vehicle livery:
- 2.39 First, that **the changes enhance the anywhere, anytime aim of mobile speed camera enforcement.** The Committee was told that overt enforcement used continually in the same locations has a localised "halo effect" on speeding, meaning that drivers reduce their speed temporarily on approach to, and speed up after, known detection points and otherwise do not reduce their speed across the road network. Members of the public have also observed this behaviour. The report prepared by the Monash University Accident Research Centre (MUARC) for Transport for NSW said it is likely the crash effects at mobile speed camera

⁸⁷ [Submission 171](#), Mr Krish Revo, p 1; [Submission 282](#), Name suppressed, p 1; [Submission 472](#), Mr Karl Sturmer, p 1; The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, pp [39-40](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [22](#).

⁸⁸ [Submission 96](#), Wollondilly Shire Council, p 2; [Submission 135](#), Name suppressed, p 1; [Submission 270](#), Jake Sheekey, p 1; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p [14](#); The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, p [44](#).

⁸⁹ [Submission 96](#), Wollondilly Shire Council, p 2; [Submission 581](#), NRMA, p 5; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p [14](#).

⁹⁰ [Submission 585](#), Wollongong City Council, p [11](#).

sites are likely to be localised to within 250 metres of the camera, reflecting the placement of signage deployed to identify the site.⁹¹

- 2.40 Stakeholders provided that while localised compliance is effective at certain locations, it does not encourage drivers to comply with the speed limit across the whole road network. It was submitted that making mobile speed camera enforcement highly unpredictable strengthens the perception that enforcement can occur anywhere at any time and encourages drivers to comply with the speed limit beyond camera sites.⁹²
- 2.41 Stakeholders argued that removing signs and vehicle markings from mobile speed camera operations increases the unpredictability of when and where mobile speed camera operations will occur. Transport for NSW said that along with the increase in enforcement hours, removing warning signs means mobile speed camera enforcement can occur on more types of roads more often, as signage requirements previously limited deployment to certain locations, including local roads where signs could not be placed. The Committee also received evidence that these requirements impeded the program's effectiveness by limiting bidirectional enforcement.⁹³
- 2.42 At the hearing, Professor Stephen Woolley from the Centre of Automotive Safety Research explained that introducing criteria to limit the number of camera sites makes their deployment 'more predictable' and decreases road network coverage, and that opening up the randomness of locations would result in the mobile speed camera program being 'better off'. The Committee understands Professor Woolley's position is that the changes mean that camera locations are less predictable, cameras can be deployed more randomly and the program covers a greater amount of the road network. Stakeholders provided that greater randomness and unpredictability strengthens the perception of anywhere, anytime enforcement, extends the enforcement effect beyond camera locations and enhances the program's general deterrence effect; with the program more likely to delivery network-wide trauma reductions.⁹⁴
- 2.43 However, in its submission, the Centre for Automotive Safety Research highlighted that determining the general deterrent effect of mobile speed cameras, either overt or covert, is problematic. This is because the extent to which changes in speed and crash rates across the network can be attributed to automated speed enforcement cannot be reliably determined as road safety is influenced by other factors including traffic volumes, other police activity and

⁹¹ [Submission 51](#), Mr Robert Van Der Drift, p 1; [Submission 172](#), Mr Rod Paintner, p 1; [Submission 378](#), NSW Government, pp 11, 19, 22; [Submission 550](#), Mr Jan Phillip Trevillian, p 1; [Submission 570](#), ACSR, p 15; [Submission 1454](#), Mr Benjamin Reynolds, p 1; Mr McTiernan, Australasian College of Road Safety, [Transcript of evidence](#), 29 November 2021, p 11; [Analysis to estimate road safety benefits of expanding the NSW mobile speed camera program](#), p 2.

⁹² [Submission 378](#), NSW Government, pp 4, 11, 19; [Submission 570](#), ACSR, p 11; Mr Woolley, Centre for Automotive Safety Research, [Transcript of evidence](#), 29 November 2021, pp 34-35.

⁹³ [Submission 378](#), NSW Government, pp 4, 16; [Submission 570](#), ACSR, p 11; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 18.

⁹⁴ [Submission 378](#), NSW Government, pp 4, 11, 16, 19-20; [Submission 570](#), ACSR, p 11; Mr Woolley, Centre for Automotive Safety Research, [Transcript of evidence](#), 29 November 2021, p 35; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp 18, 20.

- public education campaigns. It provided that there is potential to increase general network deterrence where the public is aware of covert enforcement.⁹⁵
- 2.44 Second, that the **changes increase specific deterrence**, whereby a driver 'penalised for a speeding offence refrains from further speeding behaviour for fear of incurring additional punishment'. Transport for NSW provided that the changes to the mobile speed camera program (including the increase in enforcement hours) mean that those who continue to speed are more likely to be caught, penalised with a fine and demerit points and are therefore more likely to change their future behaviour.⁹⁶
- 2.45 Regarding the offences being caught by mobile speed cameras, Transport for NSW highlighted that more than 80 per cent of fines are issued to drivers travelling at eight kilometres per hour or more over the speed limit. Also, that in the 12 months before the Committee's public hearings, more than 1200 drivers were detected travelling more than 30 or 45 kilometres per hour over the speed limit.⁹⁷ The Committee notes that drivers fined for travelling between 8 to 10 kilometres per hour over the speed limit fall into the low range speeding band (10 kilometres per hour or less).
- 2.46 The Centre for Automotive Safety Research pointed out that the research is insufficient to definitively comment on the effectiveness of automated speed enforcement on specific deterrence. Although, based on research, it provided that there is a possibility that the threat of further demerit points for an offence detected by automated technology, when a driver is close to losing their licence due to the accrual of demerit points, may increase specific deterrence.⁹⁸
- 2.47 Third, that **the removal of warning signs increases technician safety**. The Committee was told that deploying and retrieving warning signs is a work health and safety risk for technicians employed by mobile speed camera operators. Technicians drive detection vehicles to mobile speed camera sites, set up the camera and ensure it is operating properly.⁹⁹
- 2.48 Mobile speed camera operator Redflex stated that the risk its technicians face is 'both in terms of personal injury and drawing attention to our vehicles for abusive and threatening behaviours by members of the public in a small but not insignificant number of cases'. Injuries sustained include broken ankles from tripping, falling or stumbling on uneven ground, particularly in the evening, and aggressive behaviour from the general public includes:

...swerves towards our vehicles, cars blowing their horns, gestures, shouting, objects thrown at vehicles, the vehicles attacked. We have had a member of public shoulder charge a vehicle. We have had the rear windows of the vehicles spray painted to obscure the detection equipment and have had people come up and speak very

⁹⁵ [Submission 301](#), CASR, p 3.

⁹⁶ [Submission 378](#), NSW Government, p 10; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 18.

⁹⁷ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 23.

⁹⁸ [Submission 301](#), CASR, p 2.

⁹⁹ [Submission 378](#), NSW Government, pp 16, 25; [Submission 570](#), ACSR, p 12; Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, p 2.

aggressively towards our operators, park behind the vehicles, put their bonnets up and then abuse staff as well.¹⁰⁰

- 2.49 Redflex told the Committee that technicians are secured in the detection vehicle and can leave to protect themselves. Redflex also said that removing signage has changed the nature of 'abuse' experienced by its operators but not the number of events.¹⁰¹ The Committee therefore understands that the changes have eliminated the risk of technicians sustaining personal injuries when deploying and retrieving warning signs, as they are no longer required to do so. However, that the technicians still encounter the risk of aggressive behaviour from the general public.
- 2.50 The Committee also heard that reinstating advance warning signs would be inconsistent with other enforcement operations, including general speed enforcement by police.¹⁰²

Caution advised in using recent data to determine effectiveness of changes

- 2.51 Two key arguments highlighted above appear to rely on recent crash and/or fine data. Specifically:
- the argument raised in opposition to the changes, that the changes have not improved road safety
 - the argument raised in support of the changes, that the changes indicate a reduction in speeding across the road network.
- 2.52 In relation to the view that the changes have not improved road safety, the Committee received evidence relying on crash or fine data including:
- at the time of submissions, the road toll had not reduced. Some stakeholders highlighted that the road toll was in fact higher than the same time in the previous year, indicating that the changes have not saved lives and are unjustified.¹⁰³
 - the increase in speeding fines generated by mobile speed cameras, compared to prior to the changes, indicates that drivers are not slowing down or adopting an anywhere, anytime perception of speed enforcement.¹⁰⁴
- 2.53 The view that the changes indicate a reduction in speeding across the road network also relied on crash data. At the hearing, Transport for NSW stated:

¹⁰⁰ Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, pp [2-3](#).

¹⁰¹ Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, pp [3, 5-6](#).

¹⁰² Mr Harold Scruby, Chairman/Chief Executive Officer, Pedestrian Council of Australia Limited, [Transcript of evidence](#), 29 November 2021, p [9](#).

¹⁰³ [Submission 13](#), Mr Graham Wenban, p [1](#); [Submission 96](#), Wollondilly Shire Council, p [1](#); [Submission 131](#), Mr Brendan Mullins, p [1](#); [Submission 135](#), Name suppressed, p [1](#); [Submission 179](#), Penrith City Council, p [2](#); [Submission 316](#), Miss Lilith Clark, p [1](#); [Submission 545](#), Mr Chris Callicot, p [1](#), [Submission 570](#), ACRS, p [5](#); [Submission 578](#), Bullbar Council, pp [9-10](#); [Submission 585](#), Wollongong City Council, p [3](#);

¹⁰⁴ [Submission 148](#), Cr Alex Christian, p [1](#); [Submission 548](#), NatRoad, p [5](#); [Submission 560](#), MCC, p [3](#); [Submission 563](#), Canterbury Bankstown Council, p [2](#); [Submission 564](#), Roads Australia, p [1](#); [Submission 570](#), ACRS, [3](#); [Submission 585](#), Wollongong City Council, p [3](#); [Submission 1486](#), TWU, p [5](#).

In the year since the optimisation of the program was announced, up to 19 November 2021 inclusive, fatalities have reduced by 21 per cent, which translates to 71 lives saved. Speed-related fatalities have reduced by 23 per cent in this period compared to the three-year average prior to the changes. The number of drivers caught by the cameras has reduced from one in 131 in October compared to the peak of one in 86 drivers being caught by the cameras in early April 2021.¹⁰⁵

- 2.54 The Australasian College of Road Safety – NSW Chapter urged caution in comparing, interpreting and drawing conclusions based on 2020 crash data until the impacts of COVID-19 on road safety have been vigorously researched.¹⁰⁶
- 2.55 The Committee considers that caution in comparing, interpreting and drawing conclusions based on early crash and fine data is appropriate in the circumstances. In particular, because at least some of the data relates to periods when traffic volumes were impacted as a result of the COVID-19 pandemic.
- 2.56 For this reason, the Committee reiterates its recommendation that Transport for NSW commission an independent review of the recent changes to the mobile speed camera program. The review should take into account the impact of the changes on the number of fines issued for mobile speed camera detected offences and fatality and serious injury crashes.

¹⁰⁵ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 18.

¹⁰⁶ [Submission 570](#), ACRS, p 4.

Chapter Three – Selection of mobile speed camera locations

How mobile speed camera locations are selected

Summary

Greater public awareness and understanding of how and why locations are selected for the mobile speed camera program can help promote trust in and acceptance of the program.

Recommendation 5

That Transport for NSW consider publishing on the Centre for Road Safety's website the criteria for mobile speed camera enforcement locations.

Recommendation 6

That Transport for NSW promote in a public education campaign the policy criteria for locations of mobile speed camera enforcement, and the outcomes of increasing enforcement hours.

Recommendation 7

That Transport for NSW consider reviewing the safety benefits and nature of appropriate speed enforcement in road work zones.

Transport for NSW selects locations

- 3.1 The Committee was informed that Transport for NSW selects locations for mobile speed camera operations based on criteria, including: crash history, risk of future trauma or locations nominated by the police or by the community. Mobile speed camera operators provide site survey data to Transport for NSW regarding the operational needs of the camera and work health and safety risks for technicians. The operators have no input into the selection of future locations of mobile speed camera activities.¹⁰⁷
- 3.2 The Committee was told that 2500 specific locations are currently approved for mobile speed camera operations in NSW. The Committee understands that these locations are situated on 1166 stretches of road.¹⁰⁸
- 3.3 Transport for NSW provided that, with the increase of the program's enforcement hours, the number of approved locations will increase to ensure the 'network-wide deterrent effects or demagnification across the network' of the

¹⁰⁷ Mr Jannink, Acusensus, [Transcript of evidence](#), 30 November 2021, pp [7-8](#); Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, p [8](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp [17, 20](#).

¹⁰⁸ [Submission 378](#), NSW Government, p [13](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp [17, 20, 23-24](#); Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, p [29](#).

additional hours.¹⁰⁹ The Committee understands this to mean that increased enforcement hours will not be concentrated on a limited number of sites and instead will be applied to approved locations across the whole road network.

- 3.4 The Transport Workers' Union of NSW submitted that the additional hours must not result in particular regions or categories of road users being disproportionately targeted by mobile speed cameras. To avoid this occurring, it recommended that factors such as population distribution, traffic volumes, road safety data and the mix of vehicle types be considered. It also recommended that these factors be considered when considering new locations for enforcement.¹¹⁰
- 3.5 The process for deploying mobile speed cameras to selected locations was described to the Committee. Transport for NSW provides a list of deployment locations and other information, including the time and duration of deployment, to mobile speed camera operators a month in advance. The operators roster technicians to ensure that mobile speed camera vehicles are deployed to the locations at the right times and for the required duration.¹¹¹

Explain why locations are selected to help promote public trust

Stakeholder concern that locations are not supported by evidence

- 3.6 Stakeholders expressed or highlighted concerns or confusion as to why certain locations are chosen for mobile speed camera operations. There was a recurrent view that mobile speed cameras should operate at black spots and other locations with a history of crashes. Some stakeholders observed that certain locations had little or no crash history or low recorded traffic speeds, which contributed to the belief that the cameras are misplaced and, at times, the view that the program focuses on revenue raising rather than road safety.¹¹²
- 3.7 However, Transport for NSW stated that of the locations currently approved for mobile speed camera operations:
- ...99 per cent of those locations have at least had one casualty crash within the 12-month period prior and 92 per cent have had a fatality crash...many people may see particular locations and not be aware that there have been trauma-related crashes in those locations, but that is currently the case.¹¹³
- 3.8 The Committee also heard that:

¹⁰⁹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 24.

¹¹⁰ [Submission 1486](#), TWU, p 6.

¹¹¹ Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, p 6; Mr Jannink, Acusensus, [Transcript of evidence](#), 30 November 2021, p 6.

¹¹² [Submission 34](#), Mr Paul Hall, p 1; [Submission 39](#), Mr Mitchell Harnett, p 1; [Submission 148](#), Cr Alex Christian, p 1; [Submission 182](#), Cootamundra-Gundagai Regional Council, p 2; [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 302](#), Mr Sven Barter, p 1; [Submission 376](#), CRJO, pp 2-3; [Submission 489](#), Mr Matthew Wood, p 1; [Submission 515](#), Mr Noel Cook, pp 1-2; [Submission 548](#), NatRoad, p 8; [Submission 562](#), Snowy Valleys Council, p 3; [Submission 578](#), Bullbar Council, p 9; [Submission 584](#), Miss Jessica Gough, p 1; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 3; Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, p 3; Mr Burns, Bullbar Council, [Transcript of evidence](#), 30 November 2021, p 28.

¹¹³ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 20.

- the localised enforcement effect of overt speed cameras, with drivers slowing down before and speeding up after passing the detection point, means they are well suited to enforcing speed limit compliance at high risk locations and black spots. The NSW fixed camera program targets speeding at black spots and high-risk locations over a kilometre length, and its red light speed camera program addresses high risk intersections.¹¹⁴
 - crashes are a lag indicator of the risk associated with a particular location, and locations of fatal crashes are not a strong indicator of where future fatal crashes will occur. Extending the program to other locations across the road network locations randomises camera deployment, maximises network coverage and supports the general network deterrence effect of mobile speed cameras.¹¹⁵
- 3.9 The Australasian College of Road Safety – NSW Chapter suggested that prioritising and placing a greater emphasis on enforcement at higher risk locations may help build public trust.¹¹⁶
- 3.10 Other opinions about mobile speed camera locations are discussed below.

Promote reasons for site selection to help build trust and transparency

- 3.11 Based on the evidence, the Committee believes that both the criteria for selecting mobile speed camera locations and the reasons why approved sites have been selected has been poorly communicated to the general public. It considers that this has contributed to public distrust and frustration in relation to the mobile speed camera program.
- 3.12 The Committee recommends that Transport for NSW publish on the Centre for Road Safety's website the applicable selection criteria for each approved mobile speed camera location. Making this information available to the public is likely to help build public trust and break down the perception that locations are selected for a revenue raising purpose.
- 3.13 Roads Australia also indicated that creating an education program about the reasons why locations are selected for mobile speed camera enforcement will contribute to community acceptance of the program.¹¹⁷
- 3.14 The Committee also recommends that Transport for NSW promote in a public education campaign, the reasons why locations are selected for mobile speed camera enforcement. This campaign should address the purpose of increasing enforcement hours and the extension of the program to additional locations.

¹¹⁴ [Submission 378](#), NSW Government, pp [11](#), [47](#); Mr Woolley, Centre for Automotive Safety Research, [Transcript of evidence](#), 29 November 2021, p [34](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [17](#); Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, p [30](#).

¹¹⁵ Mr McTiernan, Australasian College of Road Safety, [Transcript of evidence](#), 29 November 2021, p [12](#); Mr Woolley, Centre for Automotive Safety Research, [Transcript of evidence](#), 29 November 2021, pp [35](#)-[37](#); Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [20](#).

¹¹⁶ Mr McTiernan, Australasian College of Road Safety, [Transcript of evidence](#), 29 November 2021, p [11](#).

¹¹⁷ Mr Kilgariff, Roads Australia, [Transcript of evidence](#), 29 November 2021, pp [25](#)-[26](#).

- 3.15 The Committee acknowledges that the Centre for Road Safety's website publishes locations approved for mobile speed camera operations, including the suburb and road where speed enforcement may occur. In relation to the process for selecting mobile speed cameras, that website also states that locations are selected 'based on road safety criteria that was determined by Transport for NSW in consultation with the NSW Police Force and the NRMA'.¹¹⁸
- 3.16 In its submission, the Australasian College of Road Safety – NSW Chapter described the drop down menus which the public had to navigate to search for locations on the Centre for Road Safety's website as 'cumbersome'. It stated that 'beyond official auditing requirements, the site offers little benefit to the public'.¹¹⁹

How site selection is done in other jurisdictions

- 3.17 Information about enforcement locations and the location selection criteria is also published for mobile speed camera programs in other Australian jurisdictions.
- 3.18 The Committee was told that the South Australia (SA) government publishes mobile speed camera locations ahead of enforcement. Cr Hugh Eriksson told the Committee that this 'has been extremely well received' and helped the public in SA to regain confidence that the program is about safety and not revenue. A website dedicated to camera speed enforcement publishes lists of roads where operations will occur in upcoming weekly and fortnightly periods, in metropolitan and country areas respectively.¹²⁰
- 3.19 The Committee notes that the SA government website also clearly sets out how mobile speed camera locations are chosen. It provides that SA Police identify high-risk roads by analysing four criteria:
- 1 casualty crashes
 - 2 Traffic Watch reports
 - 3 expiations (fines) exceeding the speed limit by 30 kilometres per hour or more
 - 4 all other offences relating to road safety.
- 3.20 Each criterion is assigned a weighting descending from criterion 1, with the greatest weighting, to criterion 4, with the lowest weighting. It is represented in a user-friendly graphic, below. The criteria 'aims to improve safety by enforcing speed limits and to act as a general deterrent'.¹²¹

¹¹⁸ [Submission 378](#), NSW Government, p 17; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 20; Centre for Road Safety, Transport for NSW, [Current locations](#); [Mobile speed cameras FAQs](#), NSW Government, webpages, viewed 18 May 2022.

¹¹⁹ [Submission 570](#), ACSR, p 16.

¹²⁰ [Submission 569](#), Cr Hugh Eriksson, p 2; [Submission 570](#), ACSR, p 16; Cr Eriksson, [Transcript of evidence](#), 30 November 2021, p 12; Government of South Australia, [Camera locations](#), webpage, viewed 28 February 2022.

¹²¹ Government of South Australia, [How mobile camera locations are chosen](#), webpage, viewed 28 February 2022.



Figure 3: Weighting of South Australia mobile speed camera criteria¹²²

- 3.21 The Committee also heard about the Western Australia (WA) mobile speed camera program and was told that, despite not having 'an approach of anywhere anytime...their road toll is actually decreasing, as is their serious injuries year on year'.¹²³
- 3.22 The Committee notes that the WA Police Force also publishes mobile speed camera locations, updated each month as required, which outlines why each site was selected. These reasons include:
- 1 occurrence of fatal or serious crash within the last three years
 - 2 speed related complaint (including from the Hoon Hotline) school zone
 - 3 speed in excess of posted speed limit recorded by more than 15 per cent of road users.¹²⁴
- 3.23 In relation to the above, the Committee notes that:
- the selection criteria for the SA and WA mobile speed camera programs is clearly set out on the relevant websites. While the NSW selection criteria is referred to on the Centre for Road Safety's webpage about mobile speed cameras, the individual criterion do not appear to be published on that webpage.¹²⁵
 - the SA Government and WA Police Force both publish more information about their approved mobile speed camera locations compared to the information published by the Centre for Road Safety for NSW locations. The information is more specific in terms of upcoming enforcement and, in relation to WA locations, includes why they were chosen.

¹²² [How mobile camera locations are chosen](#).

¹²³ Cr Eriksson, [Transcript of evidence](#), 30 November 2021, p 13.

¹²⁴ Western Australia Police Force, [Camera Locations](#), WA Government, webpage, viewed 28 February 2022; Road Safety Commission, Western Australia Police Force, [Perth Metropolitan Mobile Road Safety Camera Deployment Locations](#), WA Government, 1 January 2022, viewed 28 February 2022.

¹²⁵ [Mobile speed camera FAQs](#), viewed 18 May 2022.

- 3.24 The Committee considers that, by including the selection criteria applicable to each location that will be enforced, the WA Police Force promotes public understanding of why mobile speed camera locations are selected and transparency of the selection process.

Other views on location selection

- 3.25 Some stakeholders submitted that mobile speed cameras should be deployed to local roads, roadwork zones and school zones.¹²⁶
- 3.26 The Committee learned there is support for increased enforcement on the local road network. Local councils highlighted that while most accidents in their areas occur on local roads, mobile cameras are predominately deployed to state roads and are deployed repeatedly to the same locations.¹²⁷
- 3.27 For example, Penrith City Council stated that it is as if cameras are 'scheduled on a regulated rotation along arterial roads only' and supported more random deployment of cameras across the road network, and at local speeding hot spots to support the anywhere, anytime detection strategy.¹²⁸
- 3.28 Kempsey Shire Council said that enforcement often occurs at the same sites and is not spread throughout the rural and urban areas in its locality. In the Queanbeyan-Palerang Regional Council local government area, no new locations had been identified for a number of years despite residents nominating mobile speed camera locations.¹²⁹
- 3.29 Transport for NSW provided there is scope for increased enforcement on local roads with the removal of advance warning signs.¹³⁰
- 3.30 The Committee also heard calls for automated speed enforcement in roadwork zones, which are a high risk area for workers, drivers and passengers, incident response crews and emergency services workers. The IPWEA told the Committee that only police can enforce speed limits in NSW work zones. It recommended that work zones be recognised as speed enforcement zones and mobile speed cameras used to enforce temporary speed limits.¹³¹
- 3.31 Roads Australia emphasised that Queensland has seen a 'significant impact' on driver behaviour following the installation of speed cameras in roadwork zones. It

¹²⁶ [Submission 567](#), Kempsey Shire Council, p 2; Mr Scruby, Pedestrian Council, [Transcript of evidence](#), 29 November 2021, p 14.

¹²⁷ [Submission 251](#), Bega Valley Shire Council, p 2; [Submission 379](#), City of Sydney, pp 1-2; [Submission 585](#), Wollongong City Council, p 11; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 3; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 4.

¹²⁸ [Submission 179](#), Penrith City Council, p 1.

¹²⁹ [Submission 376](#), CRJO, p 2; [Submission 567](#), Kempsey Shire Council, p 2.

¹³⁰ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 20.

¹³¹ [Submission 375](#), Transurban, p 2; [Submission 501](#), IPWEA, p 11; Ms Elizabeth Waller, Road Safety Manager, Transurban, [Transcript of evidence](#), 29 November 2021, p 23; Mr Kilgariff, Roads Australia, [Transcript of evidence](#), 29 November 2021, p 24.

- also highlighted that the use of visible hardware on worksites has also proven to be effective in increasing speed limit compliance.¹³²
- 3.32 The Centre for Automotive Safety Research informed the Committee that 'overt enforcement should be the primary strategy for locations and situations where it is important to slow vehicles down and reduce crash risk' including work zones.¹³³
- 3.33 The Committee also heard concerns about the application of lower speed limits in work zones when works are not occurring. The Committee recommends that Transport for NSW consider reviewing the safety benefits and nature of appropriate speed enforcement in roadwork zones.¹³⁴
- 3.34 Additionally, stakeholders were concerned that mobile speed cameras have been observed operating contrary to operating guidelines and expected practices, including concealed enforcement, operating during peak traffic periods, vehicles parking on grassed nature strips beside urban roads, parallel parked across angle parking zones and on footpaths.¹³⁵
- 3.35 Mobile speed camera enforcement has also been observed facing down or at the bottom of hills. This is widely considered to be unfair and unsafe as it forces motorists to "ride the brakes" and focus on the speedometer when travelling downhill to avoid travelling slightly over the speed limit. Some stakeholders also expressed that they consider this type of location to be aligned with a revenue raising purpose.¹³⁶
- 3.36 In countering this view, Transport for NSW said it avoids deploying cameras to locations where a vehicle may accelerate going downhill, unless it is a location that has had significant trauma-related crashes.¹³⁷

¹³² [Submission 564](#), Roads Australia, p 2; Mr Kilgariff, Roads Australia, [Transcript of evidence](#), 29 November 2021, p 26.

¹³³ [Submission 301](#), CASR, p 3.

¹³⁴ Cr Eriksson, [Transcript of evidence](#), 30 November 2021, p 15.

¹³⁵ [Submission 24](#), Mr Bodie Hannifey, p 1; [Submission 56](#), Mr Shane Maher, p 1; [Submission 182](#), Cootamundra-Gundagai Regional Council, p 2; [Submission 579](#), NMAA, p 8; [Submission 585](#), Wollongong City Council, p 6.

¹³⁶ [Submission 20](#), Mr Gary Dooley, p 1; [Submission 37](#), Mr Rod Hannifey, p 1; [Submission 130](#), Mr Joel Dickinson, p 1; [Submission 567](#), Kempsey Shire Council, p 2; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 8.

¹³⁷ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 23.

Chapter Four – Consultation and data sharing with local councils and peak bodies

Need for more consultation by Transport for NSW

Summary

Improved communication and data sharing with key stakeholders can help ensure future changes to the mobile speed camera program are better understood.

Recommendation 8

That Transport for NSW consult and share information with local councils about mobile speed camera locations and program.

Recommendation 9

That Transport for NSW consult with local councils, relevant peak bodies and road safety advocates when implementing future changes to the mobile speed camera program, to promote understanding and awareness of the changes.

Recommendation 10

That Revenue NSW publish data on the number of speeding offences by heavy vehicles captured by mobile speed cameras.

Recommendation 11

That Transport for NSW provide feedback to local councils on mobile speed camera enforcement in the local government areas.

- 4.1 As noted in chapter three, Transport for NSW determines locations for mobile speed camera operations based on criteria such as crash history, risk of future traumas or suggestions by police or the community.¹³⁸ Based on those consultations, Transport for NSW provides a list of deployment locations and other information, including the time and duration of deployment, to mobile speed camera operators a month in advance.¹³⁹

- 4.2 Local councils are involved in some level of consultation with Transport for NSW through their Local Traffic Committee meetings, the local council traffic portal and other publicly available means such as the Safer Roads nominations webpage. Councils acknowledged these avenues of consultation but told the Committee that they did not meet their expectations. Councils are of the view that they are best placed to nominate mobile speed camera locations using

¹³⁸ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 17; [Mobile speed camera FAQs](#), viewed 28 February 2022.

¹³⁹ Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, p 6; Mr Jannink, Acusensus, [Transcript of evidence](#), 30 November 2021, p 6.

knowledge of local developments affecting the road network, access to local traffic data, and feedback received from local residents.¹⁴⁰

- 4.3 As noted earlier, the Committee was told that while consultation with police and the community is part of the site selection process, no direct consultation occurs between Transport for NSW and local councils.¹⁴¹ Transport for NSW consults directly with police on mobile speed camera enforcement activity on a daily basis, but not on the locations of those cameras.¹⁴² The Committee repeatedly heard that councils wanted to be more involved in the process of site selection and the program generally.¹⁴³
- 4.4 For example, Mr Mark Ellis, Manager of Civil Works, Cootamundra-Gundagai Regional Council, stated that the Council had never been asked about recommendations for mobile speed camera locations.¹⁴⁴
- 4.5 Ms Leanne Ledwidge, Road Safety Officer at Wollondilly Shire Council, and Ms Karen McKeown, then Mayor of Penrith City Council, respectively told the Committee that Transport for NSW did not share data with them about the locations of mobile speed cameras.¹⁴⁵
- 4.6 Cootamundra-Gundagai Regional Council indicated that while they had some direct consultation with police about traffic and speed information, they tended not to have any contact with Transport for NSW over mobile speed camera locations:
- We don't seem to get a great deal of information of where the cameras are going to be set up. We noted there that the low speed and some of the locations of which are sort of what we'd call back areas of the town. Potentially, we've got other streets which might be more prone to having motorists speeding, and that consultation with us doesn't seem to be there.¹⁴⁶
- 4.7 Wollondilly Shire Council recommended that local councils should be able to provide traffic and speed information directly to Transport for NSW to ensure that the cameras are being stationed at appropriate sites. The Committee was told that in Wollondilly Shire Council mobile speed cameras were only located on regional roads as opposed to high-speed local roads. The Council preferred for cameras to be located on those high-speed local roads as that is where crashes have tended to occur.¹⁴⁷

¹⁴⁰ [Submission 376](#), CRJO, p 3.

¹⁴¹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 25.

¹⁴² Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 26.

¹⁴³ [Submission 182](#), Cootamundra-Gundagai Regional Council, p 2; [Submission 376](#), CRJO, p 3; [Submission 377](#), Goulburn Mulwaree Council, p 1; [Submission 379](#), City of Sydney p 3; [Submission 585](#), Wollongong City Council, p 11. Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, pp 2, 4; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, pp 2, 4; Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, pp 3, 4.

¹⁴⁴ Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, p 3.

¹⁴⁵ Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 3; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 3.

¹⁴⁶ Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, p 3.

¹⁴⁷ Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 4.

- 4.8 Wollongong City Council also supported collaboration with Transport for NSW, telling the Committee that the local councils' knowledge of the roads would provide 'a solid knowledge source for extended periods of time working with Transport for NSW'.¹⁴⁸
- 4.9 This lack of consultation means local councils are not aware that mobile speed cameras are present in their areas. Councils advised they would only become aware of mobile speed cameras in their area if they manually searched for them on the Safer Roads website¹⁴⁹ or if local residents complained to the council about them.¹⁵⁰
- 4.10 The Committee agrees that Transport for NSW should directly consult with local councils when determining where to deploy mobile speed cameras, as the Committee recognises the specialised knowledge of local roads that local councils possess.

More feedback on nominated mobile speed camera locations

- 4.11 As noted, Transport for NSW selects its mobile speed camera sites based on a number of criteria, including suggestions by the community. Local councils may also contribute to the nomination of mobile speed cameras sites through making nominations on the Safer Roads website.¹⁵¹
- 4.12 The Committee was made aware that while nominations for mobile speed camera locations may be made by anyone in the community, their nomination is not necessarily accepted. Transport for NSW told the Committee they received 1333 community nominations for speed camera operations in 2020, and as at the date of the public hearing in November, had received 1391 nominations during 2021.¹⁵² Transport for NSW did not advise the Committee on how many of those nominations had been accepted nor how many were made by local councils.
- 4.13 The Canberra Region Joint Organisation, which comprises of 10 local councils, expressed that despite making nominations for mobile speed camera sites, local communities have reported not seeing changes in response to those nominations over the past 3 to 4 years.¹⁵³
- 4.14 The Organisation submitted that the lack of communication from Transport for NSW in response to nominations is 'leading to feelings of being unheard and reducing the likelihood of compliance with future road safety measures'.¹⁵⁴
- 4.15 Snowy Valleys Council also recognised that the nomination webpage notifies the applicant that they will not receive an outcome, and will only be contacted if

¹⁴⁸ Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 14.

¹⁴⁹ Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 4.

¹⁵⁰ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 5.

¹⁵¹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 25; Mr Wardop, Redflex Traffic Systems, [Transcript of evidence](#), p 8.

¹⁵² Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 20.

¹⁵³ [Submission 376](#), CRJO, p 3.

¹⁵⁴ [Submission 376](#), CRJO, p 3.

further information is required from the applicant.¹⁵⁵ Goulburn Mulwaree had similarly received no response to its nominations for mobile speed camera locations.¹⁵⁶

- 4.16 Recognising the potential this may have in encouraging dialogue between local councils and Transport for NSW, the Committee recommends that Transport for NSW provide councils with feedback on all mobile speed camera site nominations that they make. Feedback should be provided irrespective of whether the nominations are accepted or rejected. The Committee also recognises the provision of feedback may assist local councils in making future nominations should they choose to do so.
- 4.17 Though not raised directly by councils during the inquiry, Transport for NSW agreed that the process of nominating a location via the local council traffic portal was impersonal and that a better outcome may be for Transport for NSW to attend Local Traffic Committee meetings instead. The Committee supports improved consultation with local councils through both the LTC and provision of feedback.

Consultation with Local Traffic Committees is limited

- 4.18 Local councils operate a Local Traffic Committee (LTC) which is responsible for advising the council on traffic related matters referred to it by the council. These committees were established as an advisory body only with no decision-making powers delegated to them under legislation.¹⁵⁷ An LTC is comprised of four representatives, one each from the local council, police, the department, and the local State Member of Parliament or their nominee.¹⁵⁸ The Committee understands these meetings ordinarily occur every 1-2 months depending on the council.
- 4.19 At the hearings the Committee considered the effectiveness of LTC meetings in allowing councils to share information and recommendations directly with the police and transport representatives. The Committee also considered whether enhanced follow-up processes could assist local councils in collaborating with Transport for NSW. Penrith City Council and Wollondilly Shire Council described the provision of recommendations at LTC meetings as 'one-way' flows of information, as they often did not receive any responses to recommendations put forward,¹⁵⁹ despite following them up.¹⁶⁰
- 4.20 Local councils informed the Committee that LTCs had not been beneficial in generating dialogue with government. When asked if mobile speed camera site recommendations are made at LTC meetings, Cootamundra-Gundagai Regional

¹⁵⁵ [Submission 562](#), Snowy Valleys Council, p 2.

¹⁵⁶ [Submission 377](#), Goulburn Mulwaree Council, p 1.

¹⁵⁷ Roads and Maritime Services, Transport for NSW, [Delegation to Councils – Regulation of Traffic](#), NSW Government, 31 October 2011, viewed 22 February 2022.

¹⁵⁸ Transport for NSW, [Traffic Committees](#), NSW Government, webpage, viewed 22 February 2022.

¹⁵⁹ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 4; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 4.

¹⁶⁰ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 4; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 5.

Council told the Committee they had not directly engaged with the department representative who would ordinarily attend those meetings, but that this could be facilitated in the future.¹⁶¹

- 4.21 Penrith City Council told the Committee that discussions about speeding hotspots took place at LTC meetings but that those discussions usually engaged police.¹⁶²

Local councils should be made aware of mobile speed camera locations

- 4.22 Local councils were unable to comment on the effectiveness of mobile speed camera operations in their local government areas. As noted earlier, local councils are often unaware of the locations of the cameras as they are not officially notified of their presence, with councils often only aware of their presence when residents complain about them to council. Also, the cameras may only be present in the area for a short time. This also meant that councils were unable to comment on the revenue raised from mobile speed cameras and whether the cameras have actually reduced crash or fatality occurrences.¹⁶³ Penrith City Council stated:

...because we're not consulted on where they [mobile speed cameras] go, we cannot access the statistics on what the revenue is, we don't know how they've performed in any given area at any given point in time. So no, from my perspective, we cannot evaluate information that we don't have.¹⁶⁴

- 4.23 Other road safety measures, such as the mobile alert LED sign used by Penrith City Council, may provide Transport for NSW with valuable information on traffic flow and movement in particular local government areas. Penrith City Council told the Committee the information collected from that device is provided to police, however they stated there was currently no way to share that information with Transport for NSW.¹⁶⁵ The Committee encourages greater consultation between local councils and Transport for NSW in order for councils and the government to use data captured from local council initiatives.
- 4.24 Local councils generally agreed that Transport for NSW providing information about the location of mobile speed cameras could help reduce crashes and fatalities, and better manage safer roads.¹⁶⁶ The Committee agrees with that notion.

Improved consultation with peak bodies could lead to better policy outcomes

- 4.25 Peak bodies such as the Motorcycle Council of NSW also expressed a willingness to be involved in consultation with Transport for NSW, noting it would assist in

¹⁶¹ Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, p 4.

¹⁶² Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 4.

¹⁶³ Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, p 5; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, pp 5-6; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 6.

¹⁶⁴ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, pp 5-6.

¹⁶⁵ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 3.

¹⁶⁶ Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 3.

understanding why signage was removed from mobile speed cameras in the first instance.¹⁶⁷

- 4.26 Support was expressed for the creation of a panel of industry personnel to be involved in the consultation process.¹⁶⁸ The National Road Transport Association noted that the involvement of industry would only improve any changes, telling the Committee:

...industry needs to be at the table when the government is making the decisions.... You've got ministers relying on departments that aren't working in the industry. They don't understand the industry, they're not on the roads every day. Our people are on the roads 24/7. They keep the country moving. That is a very good suggestion; it would mean the minister would be able to make a more informed decision.¹⁶⁹

- 4.27 The Committee supports the creation of an expert panel and greater consultation with industry specialists to facilitate the diverse input of expertise into the selection of mobile speed camera deployment and better road safety outcomes generally.

Separation of light and heavy vehicle data to help industry target speeding and safety issues

- 4.28 Revenue NSW and Transport for NSW provide publicly available statistics on crash and fine data on their respective websites. This data is categorised by offence type and the resulting revenue collected. Some stakeholders acknowledged that data on these websites does not distinguish between offences committed in light or heavy vehicles. Stakeholders said that being able to distinguish between light and heavy vehicle offences would assist industry peak bodies in understanding the prevalence of offences committed by heavy vehicle drivers, and whether further driver education is needed.¹⁷⁰

- 4.29 Specifically, the Transport Workers Union and National Road Transport Association agreed they would benefit from Transport for NSW providing them with data that distinguished between offences committed in both heavy and light vehicles. They told the Committee this information was important as it would identify the environments in which offences occur, if the offences are systemic and for the development of safer roads.¹⁷¹

- 4.30 The National Road Transport Association told the Committee that access to data showing offences committed in heavy vehicles plays an important role in understanding industry-specific issues of safety:

...data plays a massive role in the operations of the heavy vehicle sector. After the state government made its announcement and as the news broke about stabilising fines, NatRoad went looking for the data that informed those decisions. We wanted

¹⁶⁷ Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, p 21.

¹⁶⁸ Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p 16; Mr Olsen, Transport Workers' Union, [Transcript of evidence](#), 29 November 2021, p 16.

¹⁶⁹ Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p 16.

¹⁷⁰ Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, pp 14-17; Mr Olsen, Transport Workers' Union, [Transcript of evidence](#), 29 November 2021, p 15.

¹⁷¹ Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, pp 15-16.

to understand the impact on safety. NatRoad wrote to Transport for NSW on 25 May 2021 seeking confirmation of these statistics and a breakdown of the number of heavy vehicles and light vehicles. On 11 June Transport for NSW responded by indicating that they are in the dark with these numbers. Revenue New South Wales, which issues the penalty notices for speeding offences, doesn't split the data between light and heavy vehicles which is a ludicrous situation.¹⁷²

- 4.31 The Centre for Road Safety also stated that the heavy truck data prepared by Transport for NSW does not provide a sufficient degree of analysis of these factors.¹⁷³
- 4.32 Mr Bernard Carlon, Chief, Centres for Road Safety and Maritime Safety, Transport for NSW, advised that the reports of the Road Safety Advisory Council include a detailed statistical analysis of factors contributing to crashes involving heavy vehicles. The Committee was told that those reports are provided to stakeholder groups and are regularly distributed across district councils.¹⁷⁴

Data and information should be accessible and user friendly

Summary

When publishing data, such as the number of speed-related crashes or speeding offences, it is important that this data is easily accessible. It should also be presented in a user friendly format to ensure stakeholders can find the information most relevant to them.

Recommendation 12

That Transport for NSW consider a notification system to notify local councils when information specific to their local government area has been updated.

Recommendation 13

That Transport for NSW review how information about speed-related crashes is presented on the Centre for Road Safety's website and the local council portal, to ensure it is presented in a user friendly format.

Recommendation 14

That Revenue NSW review how information about speeding offences are presented on its website.

- 4.33 The Committee notes that local councils would like more information about the crashes and fatalities that occur in their local government areas. Councils have access to some data through their local council portal,¹⁷⁵ which is updated quarterly or when there is a fatality in their local government area.¹⁷⁶ Stakeholders also expressed support for additional data about speeding, fines

¹⁷² Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p 14.

¹⁷³ Towards Zero, Centre for Road Safety, Transport for NSW, [NSW heavy truck fatal crashes](#), NSW Government, weekly statistics, viewed 10 January 2022.

¹⁷⁴ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 22.

¹⁷⁵ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 24.

¹⁷⁶ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 25.

and revenue to be collected, and if already collected, to be made available for them to access.¹⁷⁷

- 4.34 Transport for NSW told the Committee that councils can access records of crash incidents and fatalities by local government area and street name by logging into the local council portal. Currently road safety officers, engineers and selected members of council have access to that portal.¹⁷⁸ The portal is updated with records of fatalities daily and councils may receive notifications of a fatality via that portal if it has occurred in their local government area. Otherwise, the portal is updated every quarter to provide an update of all information that is available to every council.¹⁷⁹
- 4.35 While Transport for NSW stated local councils are notified via the portal whether a fatality has occurred in their council area, the Committee recognises the benefit in changing that notification method to an email notification. This mechanism has the potential to make councils more aware of crash sites and possible underlying issues with roads in particular areas in a catered and clear format.
- 4.36 Where local councils may not have access to data via their portal, they can access revenue data via the publicly available Revenue NSW website, and crash and casualty maps on Transport for NSW's public website. Fatality and speed camera location data is available on the Centre for Road Safety website.¹⁸⁰ Councils may also request data directly from Transport for NSW and councils indicated that Transport has ordinarily agreed with those requests.¹⁸¹
- 4.37 In light of councils having access to this data through various public websites, the Committee recommends that Transport for NSW review how crash data is presented on the Centre for Road Safety website so that access to it is streamlined and simplified.
- 4.38 As previously noted, the Australasian College of Road Safety compared publicly available information on the respective government-operated crash data websites of South Australia, Victoria and NSW. The College noted South Australia is the only jurisdiction to publish mobile speed camera locations in advance of their deployment. In Victoria, the *Cameras Save Lives* website has a map of all fixed camera sites and a spreadsheet showing mobile speed camera locations. At the time of their submission, the College noted that the NSW Centre for Road Safety website involved using 'cumbersome' drop-down menus requiring the user to search by type of camera, suburb and the road. The College also noted a list of fixed camera locations may be downloadable from the Transport for NSW website.¹⁸²

¹⁷⁷ Mr Olsen, Transport Workers' Union, [Transcript of evidence](#), 29 November 2021, pp [15-16](#); Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p [15](#).

¹⁷⁸ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [24](#).

¹⁷⁹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp [24-25](#).

¹⁸⁰ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [20](#).

¹⁸¹ Mr William Barton, Board Director, Institute of Public Works and Engineering Australasia (IPWEA) NSW and ACT, [Transcript of evidence](#), 29 November 2021, p [37](#).

¹⁸² [Submission 570](#), ACSR, p [16](#).

- 4.39 The Committee acknowledges revisions made to the Centre for Road Safety's website since the conclusion of the Committee's public hearings, including the replacement of drop-down menus with direct links. While developments have been made to simplify its presentation, the Committee recommends that greater communication and summaries of that data be made available so that it is more user-friendly for both local councils and the general public.

Present speeding offence data in a user friendly format

- 4.40 Revenue NSW is responsible for collecting revenues and in the process of administering the *Fines Act 1966*, also processes images captured by speed cameras and issues fines. Revenue NSW additionally collects and collates data relating to those fines and publishes that raw data on its website. The website allows users to download data in the form of Microsoft Excel spreadsheets. That data includes police-issued fines in a separate spreadsheet.
- 4.41 In its submission, Transport for NSW depicted a pie-chart to illustrate the number of speeding fines issued between the period from January 2019 to April 2021. The chart illustrates the proportion of fines issued by police, as well as those captured by fixed speed cameras, red-light speed cameras, mobile speed cameras and average speed cameras.¹⁸³
- 4.42 The Committee formed the view that the visual representation of these distinctions is not readily available on the Revenue NSW website as the statistics are contained only in downloadable Excel documents which require analysis and interpretation. A comparison of the extract from Transport for NSW's submission and a screenshot of Revenue NSW's website are illustrated in the figure below.

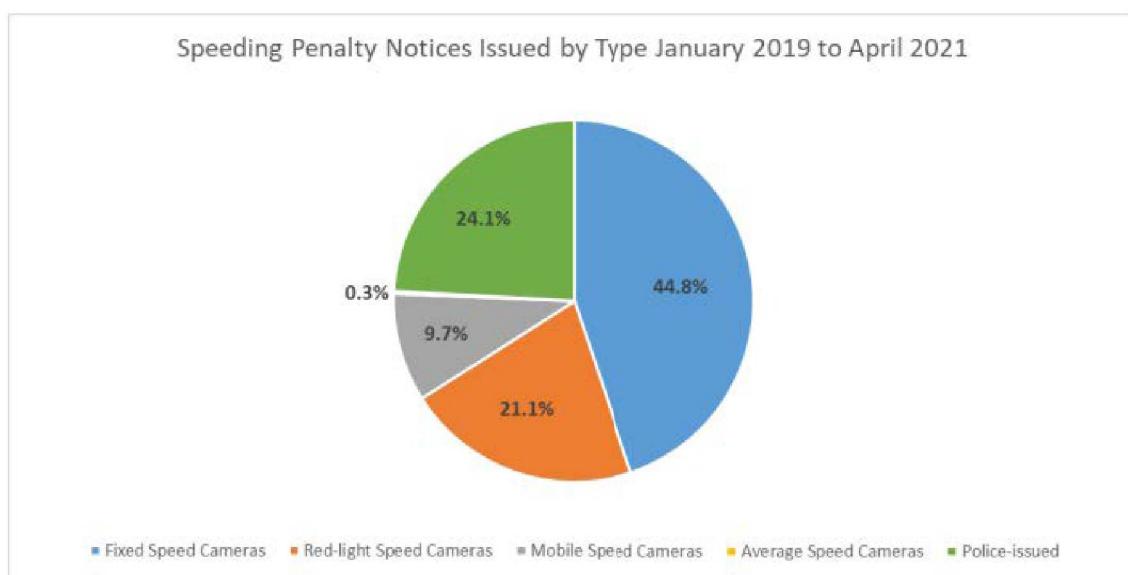


Figure 4: Pie-chart extracted from Transport for NSW's submission showing proportion of fines detected by fixed speed cameras, red-light speed cameras, mobile speed cameras, average speed cameras and police-detected between January 2019 and April 2021. Data provided by Revenue NSW. (Submission 378, Transport for NSW, p. 31)

¹⁸³ [Submission 378](#), NSW Government, p 31.

- 4.43 The Committee further acknowledges the value of Revenue NSW's penalty notice dashboard,¹⁸⁴ but recognises that this function does not distinguish between police and non-police issued fines. The Committee therefore recommends a review into how information about speeding offences, including mobile speed camera and police-issued fines, are presented on its website, to ensure it is presented in a user friendly format.

¹⁸⁴ Revenue NSW, [Penalty Notice Dashboard](#), NSW Government, webpage, viewed 20 February 2022.

Chapter Five – Revenue from mobile speed camera operations

Improve community awareness about what happens to mobile speed camera revenue

Summary

Improved community awareness about how and where revenue from the mobile speed camera program is spent could help improve community acceptance of the program.

Finding 5

There is a lack of community awareness about where revenue from the mobile speed camera program is allocated and spent.

Recommendation 15

That Transport for NSW promote an education campaign to inform the public about how fine revenue from the mobile speed camera program is spent on road safety initiatives through the Community Road Safety Fund.

Recommendation 16

That Transport for NSW regularly publish, on the Centre for Road Safety's website, information about the Community Road Safety Fund including the outcome of all funded programs and initiatives.

- 5.1 Based on evidence received, the Committee finds that there is a lack of community awareness about what happens to the revenue from mobile speed camera fines, and fines from other road traffic related offences. Numerous submissions indicated that many people are unaware that this revenue is paid into the Community Road Safety Fund (CRSF), to promote road safety initiatives, and is not part of the government's general consolidated revenue stream. Further information about the CRSF is outlined below.
- 5.2 The Committee believes that an increased awareness about the CRSF, and its role in promoting road safety, may help to dispel the perception that the mobile speed camera program is a revenue raising strategy. Improved reporting on the specific programs and initiatives funded by CRSF, and their achievements, may also help to make the work of the CRSF more transparent and increase community acceptance of the mobile speed camera program.
- 5.3 As noted earlier, a common issue raised in numerous submissions to the inquiry was that the November 2020 changes to the mobile speed camera program were implemented as a revenue raising measure. This sentiment appears to contribute to a lack of community acceptance of the program as a road safety measure. The perception that the changes were not instigated as a road safety measure was

also fuelled in part due to the increased number of fines issued after the changes were enforced.

Need to increase public awareness about the purpose of the Community Road Safety Fund

- 5.4 Ms Karen McKeown, from Penrith City Council, told the Committee that 'the majority of our community believe the mobile speed camera program to be solely a revenue-raising exercise'.¹⁸⁵ This view was shared by a large number of individual members of the public, local councils, and also by organisations including the Transport Workers' Union of NSW and the National Road Transport Association, among others.¹⁸⁶
- 5.5 The Motorcycle Council of NSW noted that the fine notice drivers receive in the mail is from Revenue NSW. They suggested that this may also reinforce the perception of the mobile speed camera program as a revenue raising exercise, with the implication that the fine revenue goes in to the state's general revenue.¹⁸⁷
- 5.6 Some stakeholders noted that having the mobile speed camera outsourced to private operators also created the view that the program is about revenue raising.¹⁸⁸
- 5.7 The National Road Transport Association stated that road safety messaging, including changes to the mobile speed camera program, should reinforce that fines from the program go directly to the CRSF to support road safety programs. They argued that without this type of messaging, the community may only see the program as revenue raising.¹⁸⁹
- 5.8 Mr David McTiernan, representing the Australasian College of Road Safety – NSW Chapter referred to the success of previous public education awareness campaigns such as random breath testing (RBT) in the 1980s. Mr McTiernan suggested that for an awareness campaign to succeed it needs to be constant and broadly applied so that the public understands that the focus of the mobile speed camera program is to improve road safety for all road users.¹⁹⁰
- 5.9 Cootamundra-Gundagai Regional Council advised the Committee that they requested staff to anonymously give their opinion about the mobile speed camera program. It was noted by staff that the program was seen as a revenue

¹⁸⁵ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 1.

¹⁸⁶ See for example: [Submission 20](#), Mr Gary Dooley, p 1; [Submission 34](#), Mr Paul Hall, p 1; [Submission 37](#), Mr Rod Hannifey, p 1; [Submission 135](#), Name suppressed, p 1; [Submission 148](#), Cr Alex Christian, p 1; [Submission 182](#), Cootamundra-Gundagai Regional Council, p 2; [Submission 251](#), Bega Valley Shire Council, p 1; [Submission 302](#), Mr Sven Barter, p 1; [Submission 515](#), Mr Noel Cook, pp 2-3; [Submission 548](#), NatRoad, pp 6-8; p 4; [Submission 562](#), Snowy Valleys Council, p 2; [Submission 567](#), Kempsey Shire Council, p 2; [Submission 578](#), Bullbar Council, p 6; [Submission 584](#), Miss Jessica Gough, p 1; [Submission 585](#), Wollongong City Council, p 5; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p 14; Mr Olsen, Transport Workers' Union, [Transcript of evidence](#), 29 November 2021, p 15.

¹⁸⁷ Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, p 19.

¹⁸⁸ [Submission 134](#), Mr Jonathan White, p 2; [Submission 166](#), Mr Darryl Bailey, pp 1-2; [Submission 239](#), Ms Michelle Durham, p 1; [Submission 340](#), Mr Ryan Howells, p 1; [Submission 517](#), Mr Michael Sherry, p 1.

¹⁸⁹ [Submission 548](#), NatRoad, p 4.

¹⁹⁰ Mr McTiernan, Australasian College of Road Safety, [Transcript of evidence](#), 29 November 2021, p 11.

raising strategy. Wollongong City Council also garnered similar community views of the program.¹⁹¹

- 5.10 Mr Nathan McBriarty, Traffic and Transport Unit Leader, Wollongong City Council told the Committee how important it is to communicate with the community and show the benefits of what can be done with funding to improve road safety. Mr McBriarty used the example of Wollongong Council establishing pop-up cycleway infrastructure within its central business district. Mr McBriarty explained how this new infrastructure is also helping to reduce the speed of vehicles using the adjacent travel lanes.¹⁹²
- 5.11 The former NSW Minister for Roads, the Hon. Duncan Gay, also noted the community's cynicism about the mobile speed camera program, especially after the November 2020 changes were applied.¹⁹³
- 5.12 Mr Gay told the Committee that it should be made clear to the public that fine revenue is spent on saving lives through improved road safety. He noted that he had not heard that message being conveyed 'for a while'. He also noted that educating the public about this 'is probably the best thing we should do'.¹⁹⁴
- 5.13 In response to these comments, Mr Bernard Carlon, from Transport for NSW, told the Committee that he recognises the need the need to communicate with the community at a broader level.¹⁹⁵

Improve reporting on allocation of money from the Community Road Safety Fund

- 5.14 The Committee also shares the view of stakeholders that improved reporting and transparency on how money from the CRSF is spent can help increase community awareness of the fund, and reduce resentment towards the mobile speed camera program.
- 5.15 The National Motorists Association Australia was critical of the fund and stated that there should be greater oversight of it. They referred to a 2020 report from the NRMA that argued for greater oversight of the way funds are allocated and spent.¹⁹⁶
- 5.16 In a 2020 report, the NRMA recommended independent oversight of the allocation and expenditure of CRSF fine revenue. They also argued that more transparent and regular reporting on CRSF funded programs, and ensuring expenditure is spent on improving road safety would help in overcoming perceptions of revenue raising.¹⁹⁷

¹⁹¹ [Submission 182](#), Cootamundra-Gundagai Regional Council, pp [2-3](#); [Submission 585](#), Wollongong City Council, p [5](#).

¹⁹² Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p [16](#).

¹⁹³ The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, pp [39, 40, 44](#).

¹⁹⁴ The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, p [44](#).

¹⁹⁵ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [24](#).

¹⁹⁶ [Submission 579](#), NMAA, p [10](#).

¹⁹⁷ NRMA, [It's not fine: Delivering better outcomes through the Community Road Safety Fund](#), Report, October 2020, pp [3, 14](#).

- 5.17 The National Road Transport Association called for better reporting on how money from the CRSF is spent on road safety and on the results of those programs funded under the CRSF. They argued this would help reinforce the public's understanding and value of the fund.¹⁹⁸
- 5.18 A similar view was shared by Wollongong City Council who recommended that all public messaging about road safety benefits, including about the allocation of fine revenue to the CRSF, be made in a clear and transparent way. The council advised that messaging about the CRSF should not just focus on where the revenue comes from but should have a broader scale in terms of showing the benefits of what can be done with the money and where it is being spent. They also argued how this could improve community understanding and decrease resentment toward the mobile speed camera program.¹⁹⁹
- 5.19 Penrith Council stated that they support the government's policy of investing mobile speed camera revenue in road safety projects. They recommended establishing a transparent and audited framework to show the community how that fine revenue is spent solely on road safety initiatives.²⁰⁰
- 5.20 Bega Valley Shire Council submitted to the Committee that:
- All communities have concerns with road deaths, however this is not always associated with the implementation of mobile speed cameras. The general community sees these as purely revenue raising and see little to no connection to the road improvement programs being introduced by the state government. A more transparent system of income disbursement needs to be forthcoming from the state government, along with an advertising campaign which highlights the expenditures in these key areas.²⁰¹
- 5.21 Transport for NSW informed the Committee that the CRSF is included in its Financial Statements, and audited by the Audit Office of NSW annually. A progress report that outlines the main road safety activities funded from the CRSF is published annually on the Centre for Road Safety website.²⁰²
- 5.22 While acknowledging that Transport for NSW publishes information about the CRSF, and that this is audited, the Committee notes that evidence to this inquiry indicates a lack of stakeholder awareness about this information. The Committee recommends the need for improved awareness and transparency about the work of the CRSF.

The Community Road Safety Fund

- 5.23 Fines from the mobile speed camera program, red-light traffic cameras, and from camera-detected mobile phone use are paid into the CRSF. This is in accordance

¹⁹⁸ [Submission 548](#), NatRoad, p 4.

¹⁹⁹ [Submission 585](#), Wollongong City Council, p 7; Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 16.

²⁰⁰ [Submission 179](#), Penrith City Council, pp 1_3-4.

²⁰¹ [Submission 251](#), Bega Valley Shire Council, p 1.

²⁰² [Submission 378](#), NSW Government, p 29.

with *Transport Administration Act 1988*, which directs all hypothecated fines paid into the CRSF to be spent on programs to designed to improve road safety.²⁰³

5.24 The CRSF, set up by the NSW Government in 2013, ensures that all fines from these camera-related offences are spent on programs that will improve road safety. The CRSF provides funding for road safety measures which includes road safety education programs, road safety advertising campaigns, school crossing supervisors and road safety officers.²⁰⁴ The fund was also set up to improve transparency and community confidence in camera operated road safety programs.²⁰⁵

5.25 Other programs and initiatives funded by the CRSF include:

- Graduated Licensing Scheme reforms
- Safer Roads Program
- new and used car safety ratings and vehicle research
- flashing lights at schools, and
- community road safety grants.²⁰⁶

5.26 During his appearance before the Committee, Mr Carlon outlined some other initiatives funded by the CRSF. These included an additional 3300 kilometres of audio tactile line markings, protective safety features like flexible safety barriers on roads, wide centrelines, curb treatments and traffic calming measures with a focus on improving safety on country roads.²⁰⁷

5.27 Mr Carlon also outlined that the CRSF provides for programs like Safer Drivers and the Driver Licensing Access program for novice drivers. There has also been investment in developing opportunities for safer vehicles with the Australasian New Car Assessment Program (ANCAP).²⁰⁸

5.28 Transport for NSW explained that the CRSF has two parts:

- all hypothecated fines, which must be paid into the fund, and
- any additional amounts paid from Transport – a ‘top-up’ amount, above the amount from camera fines alone and the government’s commitment to a ‘baseline’ level of road safety funding, and any other announced commitments.²⁰⁹

²⁰³ [Submission 378](#), NSW Government, p 28.

²⁰⁴ [Submission 378](#), NSW Government, p 28; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp 18-19.

²⁰⁵ [Submission 378](#), NSW Government, p 28.

²⁰⁶ Towards Zero, Centre for Road Safety, Transport for NSW, [Road Safety Plan 2021](#), ‘The Road Safety Plan 2021 builds on what has already been delivered through the Community Road Safety Fund’, NSW Government, p 26, viewed 9 February 2022; Joint Standing Committee on Road Safety (Staysafe), [Reducing trauma on local roads in NSW](#), Report 1/57, Parliament of NSW, July 2021, pp 34-35; [Submission 179](#), Penrith City Council, p 3.

²⁰⁷ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp 18-19.

²⁰⁸ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, pp 18-19, 26.

²⁰⁹ [Submission 378](#), NSW Government, p 28.

- 5.29 In 2019-20, the fund's total expenditure was \$344 million. This included \$155.9 million in fines. In 2020-21, the total budgeted expenditure was \$488 million.²¹⁰
- 5.30 Mr Carlon highlighted some funding examples to the Committee including, paying out over \$36 million in funding to local government, and more than \$28 million to the Safer Driver course. Mr Carlon also explained that there have also been year-on-year increases in the allocation of funds to promote safer roads and save lives on country roads. This included spending \$217 million on lifesaving treatments on the road network to reduce trauma in 2020.²¹¹
- 5.31 In its submission, the NSW Government outlined the road safety measures introduced over the five years up to 2021 as part of the Road Safety Plan 2021. These included the introduction mobile phone detection cameras, infrastructure safety measures across the road network, road safety education programs and advertising campaigns, and school crossing supervisors. It also included drink driving reforms and the Driver Licensing Access Program.²¹²
- 5.32 An updated road safety plan is currently being developed by Transport for NSW. The 2026 Road Safety Action Plan will include road safety measures for the five-year period of 2022-26. Transport for NSW advised the Committee that under the new plan there will be more investment in road safety, informed by the planning process, aside from hypothecated camera fines.²¹³

Calls for continued investment in road safety

- 5.33 The Committee acknowledges requests from stakeholders for more investment in road safety, including improved road infrastructure, and education campaigns.
- 5.34 Wollongong Council told the Committee that funding for ongoing road safety should not rely solely on revenue from the mobile speed camera program. They argued that in addition to revenue from the speed camera program, road safety and education should also be funded from other government contributions, including from state and federal levels of government.²¹⁴
- 5.35 A similar view was also expressed by the National Motorists Association Australian. They stated that funding for roads and safety measures should come from general government revenue.²¹⁵
- 5.36 There have been calls for a continued increase in funding for regional councils. The Committee was informed that regional councils have the largest Regional councils possess the largest share of rural roads with speed limits of 100 kilometres per hour and roadside environs that can pose a safety risk. The Committee was told that to reduce fatalities on rural roads there needs to be a

²¹⁰ [Submission 378](#), NSW Government, p 28.

²¹¹ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 26.

²¹² [Submission 378](#), NSW Government, p 28.

²¹³ [Submission 378](#), NSW Government, p 29.

²¹⁴ [Submission 585](#), Wollongong City Council, p 7.

²¹⁵ [Submission 579](#), NMAA, p 11.

'balance between advertising campaigns and physical road safety improvements'.²¹⁶

Operational costs of the mobile speed camera program

5.37 The Committee was also told by Mr Carlon, that fine revenue from the mobile speed camera program is used to pay for the operation of the program. Mr Carlon noted that in addition to promoting road safety, the mobile speed camera program is also cost effective.²¹⁷

5.38 The Committee heard from the mobile speed camera operators – Redflex and Acusensus – who stated that they are paid according to the number of hours their vehicles are deployed.²¹⁸

5.39 The Committee questioned the mobile speed camera operators about whether incentives were paid to them and their employees, or to subcontractors to increase the number of fines issued.

5.40 Mr Alexander Jannink, Manager Director, Acusensus, informed the Committee that:

There is absolutely no monetary link between the number of offences that a camera system can capture and the amount to which Acusensus is paid. So to answer your question, it has absolutely no bearing on Acusensus's finances whatsoever how many offences are generated from the program.²¹⁹

Mr Victor Wardrop, NSW Operations Director, Redflex Traffic Systems, stated that:

No, it is categorical. We do not pay our operators anything, we do not pay our management staff anything linked to number of infringements issued. We have no revenue linked to number of infringements issued ...²²⁰

5.41 Mr Wardrop agreed with the Committee that a clause for the retention of staff exists in their contract, however he advised that this was not related to the number of fines issued. He explained that:

So for our casual employees, we have that clause there for the opportunity to use that as an incentive if we wish. I have used that incentive scheme once. That was at the termination of the contract for the mobile speed camera program for 7000 hours. At that time we had a requirement to still continue to deliver hours of enforcement in the franchise that was lost to us and won by Acusensus.

To encourage staff to remain in employment and not seek work elsewhere, as is the want if you are losing your job, we paid a retention bonus which was to essentially turn up and do your roster, not call in sick unless you were sick, or change shifts or

²¹⁶ [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 376](#), CRJO, p 4; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 2.

²¹⁷ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 26.

²¹⁸ Mr Wardrop, Redflex Traffic Systems, [Transcript of evidence](#), 30 November 2021, p 4; Mr Jannink, Acusensus, [Transcript of evidence](#), 30 November 2021, p 9.

²¹⁹ Mr Jannink, Acusensus, [Transcript of evidence](#), 30 November 2021, p 9.

²²⁰ Mr Wardrop, Redflex Traffic Systems, [Transcript of in camera evidence](#), 30 November 2021, p 2.

drop shifts. It was an incentive bonus to attend work, in effect, equivalent to golden handcuffs. That was undertaken, the rules were clearly explained, there was no connection or link in any way to the number of infringements that were raised or generated through our camera systems. It was to ensure that we achieved the hours that we were contracted for and to avoid us paying service credit penalties to the client for failure to deliver service, the hours.²²¹

²²¹ Mr Wardrop, Redflex Traffic Systems, [Transcript of *in camera* evidence](#), 30 November 2021, p 1.

Chapter Six – Complementary measures to encourage speed limit compliance

Road Safety Action Plan to promote awareness of mobile speed camera program

Summary

In addition to mobile speed cameras, other measures such as education, programs delivered by local government, road infrastructure and police enforcement may also help address speeding and encourage speed limit compliance.

Recommendation 17

That Transport for NSW consider integrating the mobile speed camera program into the NSW Road Safety Action Plan.

- 6.1 Transport for NSW's 'Towards Zero' campaign has launched its 2026 Road Safety Action Plan, which builds on the Road Safety Plan 2021 that aimed to reduce road trauma by 30 per cent by 2021.²²² The 2026 Road Safety Action plan includes road trauma reduction targets for 2030 with the aim of zero deaths and serious injuries on NSW roads by 2050.²²³
- 6.2 The updated plan will set new strategic priorities and outline road safety actions that will be implemented for the next five years. As a key priority, the plan will include an integrated and network-wide approach to speed management. Development of the plan included getting community feedback on a range of road safety countermeasures.²²⁴
- 6.3 The Committee recommends that the mobile speed camera program is integrated into the 2026 Road Safety Action Plan as part of its approach to speed management and speed limit compliance strategies.
- 6.4 Evidence gathered by the Committee suggests that speeding is a common driver behaviour. Evidence also suggested that there are a range of factors that may influence driver behaviour including, road and environmental conditions, road sign visibility, driver knowledge, experience, distraction or lack of awareness, and reliance on technology.²²⁵

²²² [Submission 378](#), NSW Government, p 7.

²²³ Towards Zero, Transport for NSW, [2026 Road Safety Action Plan – Toward zero trauma on NSW roads](#), NSW Government, April 2022, p 4.

²²⁴ [Submission 378](#), NSW Government, pp 4, 23, 29.

²²⁵ [Submission 96](#), Wollondilly Shire Council, p 1; [Submission 148](#), Cr Alex Christian, p 1; [Submission 301](#), CASR, p 2; [Submission 375](#), Transurban, p 1; [Submission 379](#), City of Sydney pp, 2-3; [Submission 501](#), IPWEA, p 6; [Submission 548](#), NatRoad, p 1; [Submission 564](#), Roads Australia, p 1; [Submission 570](#), ACRS, p 6; [Submission 579](#), NMMA, p 7; [Submission 580](#), Cessnock City Council, p 2; [Submission 581](#), NRMA, p 6; [Submission 585](#), Wollongong City Council, pp 4-5; [Submission 1486](#), TWU, pp 7-9.

6.5 The Committee supports a multi-pronged approach of other measures to be implemented along with the mobile speed camera program to address speeding and to encourage speed limit compliance. Such measures include:

- education
- programs delivered by local government
- road infrastructure and engineering
- police enforcement

These issues are discussed in more detail below.

Speed management measures to complement mobile speed cameras

- 6.6 The Committee considers that mobile speed cameras alone are not enough to deter road users from speeding, and that a multi-pronged approach is needed to encourage a higher level of compliance. As pointed out by the National Road Transport Association, speed enforcement is not the 'silver bullet' to addressing road safety.²²⁶
- 6.7 The evidence gathered from this inquiry suggests that there is a degree of distrust in the community towards mobile speed cameras and the motives behind its policy and implementation.²²⁷
- 6.8 As previously noted, the Committee accepts that trust and confidence needs to be restored in the community with regards to road safety, and believe that additional measures are needed to encourage increased road safety awareness and avoid unnecessary risks on our roads.

Education

Visible signage

- 6.9 Education comes in many forms, and many stakeholders argued that visible signage is a form of education that immediately informs the road user of current road conditions and serves as a reminder to check their speed.²²⁸
- 6.10 Ms Karen McKeown from Penrith City Council highlighted that signage can help to change habitual behaviour ingrained in driver attitudes:

²²⁶ Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, p 14.

²²⁷ [Submission 96](#), Wollondilly Shire Council, p 2; [Submission 148](#), Cr Alex Christian, p 1; [Submission 182](#), Cootamundra-Gundagai Regional Council, pp 2-3; [Submission 251](#), Bega Valley Shire Council, p 1; [Submission 376](#), CRJO, p 3; [Submission 377](#), Goulburn Mulwaree Council, p 1; [Submission 548](#), NatRoad, p 3; [Submission 562](#), Snowy Valleys Council, p 2; [Submission 567](#), Kempsey Shire Council, p 2; [Submission 569](#), Cr Hugh Eriksson, p 3; [Submission 570](#), ACRS, p 13; [Submission 578](#), Bullbar Council, p 4; [Submission 579](#), NMAA, p 8; [Submission 580](#), Cessnock City Council, pp 1-2; [Submission 585](#), Wollongong City Council, p 5; [Submission 1486](#), TWU, p 6.

²²⁸ [Submission 96](#), Wollondilly Shire Council, p 1; [Submission 148](#), Cr Alex Christian, p 1; [Submission 301](#), CASR, p 4; [Submission 376](#), CRJO, p 4; [Submission 377](#), Goulburn Mulwaree Council, p 1; [Submission 548](#), NatRoad, p 1; [Submission 560](#), MCC, p 3; [Submission 562](#), Snowy Valleys Council, p 3; [Submission 569](#), Cr Hugh Eriksson, p 1; [Submission 572](#), City of Newcastle, p 1; [Submission 578](#), Bullbar Council, p 9; [Submission 579](#), NMAA, p 14; [Submission 585](#), Wollongong City Council, p 2; [Submission 596](#), CNSWJO, p 4; [Submission 1486](#), TWU, p 6; Ms Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, pp 39-40.

The speed we travel often comes down to habit and if signage around speed cameras helps embed a habit to travel more slowly in certain areas or to be more aware of our speed in general, this can only be a good thing.²²⁹

- 6.11 Mr Nathan McBriarty from Wollongong City Council, suggested that more lane markings on rural roads with constantly changing speed zones are needed:

We heavily work on less signs more lines and it is that communication piece with the stencils [you were talking about] on the road, because that is a really effective way. As we know, our roadside environment is heavily cluttered with no stopping signs or other visual cues, so a speed zone sign is just another layer, where the pavement is a really effective tool of actually communicating those messages when it changes regularly.²³⁰

- 6.12 Mr Robert Giltinan from the NRMA suggested that signposts deliver the message and a reminder to road users that enforcement programs were in operation. He noted that signage can help inform drivers about the enforcement practices that are current, including the speed limit. Mr Giltinan noted that:

So ultimately, on the [road] network at any point in time, we want the particular driver of a vehicle to know what the speed limit is and the fact that enforcement programs operate across the network.²³¹

Public awareness campaigns

- 6.13 Public awareness campaigns have been successful in road safety education, with past campaigns including 'Plan B', 'Get Your Hand Off It', 'Stop It ... or Cop It', and 'Ride to Live'.²³²

- 6.14 Media campaigns for low-range speeding are already circulating in the community with the tagline 'Casual speeding. Every K counts'. The mobile speed camera program also has a campaign, titled 'Speed Cameras Save Lives'.²³³

- 6.15 As previously noted, the Committee also heard from stakeholders who argued that awareness campaigns should address where the revenue from fines is spent to emphasise that the intention for such enforcements is not revenue raising.²³⁴

- 6.16 The IPWEA advised the Committee that strategies and programs to deal with driver behaviour such as speeding, or distraction and fatigue need to specifically address each factor. Programs that seek to influence this behaviour include

²²⁹ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 2.

²³⁰ Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 16.

²³¹ Mr Giltinan, NRMA, [Transcript of evidence](#), 30 November 2021, p 28.

²³² Centre for Road Safety, Transport for NSW, [Campaigns](#), NSW Government, webpage, viewed 3 March 2021.

²³³ Centre for Road Safety, Transport for NSW, [Casual speeding. Every K counts](#), NSW Government, webpage, viewed 3 March 2022; Towards Zero, Transport for NSW, [Speed Cameras Save Lives](#), NSW Government, webpage, viewed 3 March 2022; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 24.

²³⁴ [Submission 251](#), Bega Valley Shire Council, p 2; [Submission 376](#), CRJO, p 5; [Submission 570](#), ACRS, p 19; Mr McTiernan, Australasian College of Road Safety, [Transcript of evidence](#), 29 November 2021, p 11; Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 14.

education, enforcement and human-centric design and appropriate speed limits.²³⁵

- 6.17 Wollondilly Shire Council noted that education is important, through the media and visible road signage, to ensure long term changes in driver behaviour improve road safety.²³⁶

Programs delivered by local government

- 6.18 As the 'closest level of government to community', stakeholders, particularly from local councils, argued that local governments are best placed to implement tailored road safety education programs.²³⁷
- 6.19 The Committee's previous report, *Reducing trauma on local roads in NSW*, considered the role of Local Government Road Safety Program (LGRSP) and the work of road safety officers.²³⁸
- 6.20 The LGRSP is a partnership between Transport for NSW and 80 participating councils. It is a major part of the NSW Government's support to local councils to help them improve safety on local roads. A program funding agreement between Transport for NSW and the participating council sets out the responsibilities of both parties for delivery of the program. Participating councils also develop a three-year Road Safety Action Plan outlining the programs, projects and activities they will deliver to address local road safety issues.²³⁹
- 6.21 Canterbury-Bankstown Council highlighted the important role of local government particularly in large culturally and linguistically diverse and low socio-economic communities, and that funding should consider the tailored needs of target communities in each local government area.²⁴⁰
- 6.22 Local government-run education programs can be an opportunity to educate drivers about the speed zone in their areas that are high risk and used by vulnerable road users such as school children, seniors and people with disabilities, and road construction and emergency service workers.²⁴¹
- 6.23 However, Canterbury-Bankstown Council expressed that the funding for the LGRSP was insufficient. The Council explained that funding for the program was

²³⁵ [Submission 501](#), IPWEA, p 6.

²³⁶ [Submission 96](#), Wollondilly Shire Council, p 2.

²³⁷ [Submission 251](#), Bega Valley Shire Council, p 2; [Submission 376](#), CRJO, p 5; [Submission 377](#), Goulburn Mulwaree Council, p 1; [Submission 378](#), NSW Government, p 12; [Submission 379](#), City of Sydney, p 2; [Submission 501](#), IPWEA, p 6; [Submission 562](#), Snowy Valleys Council, p 1; [Submission 563](#), Canterbury Bankstown Council, p 4; [Submission 570](#), ACRS, p 14; [Submission 580](#), Cessnock City Council, p 3; [Submission 585](#), Wollongong City Council, p 4; [Submission 596](#), CNSWJO, p 3; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 2; Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 12; Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 25.

²³⁸ See: [Reducing trauma on local roads in NSW, Chapter 5](#), pp 48-58.

²³⁹ Towards Zero, Transport for NSW, [Local Government Road Safety Program Guidelines](#), NSW Government, Updated: April 2021, Version 2.1, p 2, viewed 21 March 2022.

²⁴⁰ [Submission 563](#), Canterbury Bankstown Council, p 4.

²⁴¹ [Submission 301](#), CASR, p 4; [Submission 375](#), Transurban, p 2; [Submission 501](#), IPWEA, p 11; [Submission 548](#), NatRoad, p 6; [Submission 585](#), Wollongong City Council, p 11; Mr Barton, IPWEA, [Transcript of evidence](#), 29 November 2021, p 33.

distributed equally across groups of councils and councils must match the funding. It argued that this structure creates a disparity between councils because it does not account for population growth, development and community demands that are unique to each local government area.²⁴²

- 6.24 Some stakeholders suggested that consequences and punishment should be incorporated into education programs to make speeding socially unacceptable, much like other risky behaviours such as drink driving.²⁴³
- 6.25 Ms Ledridge, Road Safety Officer, Wollondilly Shire Council, highlighted the role that road safety office have in promoting and educating the community about speeding, especially on rural roads which have high speed limits and hard road conditions.²⁴⁴

Road infrastructure and engineering

- 6.26 Road and environmental conditions can influence driver behaviour, and many rural and regional roads are generally subjected to more damage than roads in metropolitan areas due to heavy vehicle and supply routes.²⁴⁵
- 6.27 Evidence from local councils, particularly in rural and regional areas, suggested that many instances of speeding that occurred on local road networks had road and environmental conditions as key contributors to driver behaviour.²⁴⁶
- 6.28 Local road networks in rural and regional areas are typically characterised as narrow and winding, long stretches of roads with lower traffic volumes, poor street lighting, no kerb, and are both sealed and unsealed. Rural road networks also have less frequent road signage, including speed limit signs, and have a default speed limit of 100 kilometres per hour.²⁴⁷
- 6.29 Mr Michael Lane, National Media Liaison Officer, National Motorists' Association Australia explained how engineering problems contribute to speed and crashes:

...I would suggest that in nearly every case, if you have specific area where there is a lot of—a specific stretch of road, short stretch of road, where people are having crashes, then you have got an engineering problem and you must look at it. It may be a sight distance problem. It—there has been cases where you have got a dip in

²⁴² [Submission 563](#), Canterbury Bankstown Council, p 4.

²⁴³ [Submission 564](#), Roads Australia, p 2; [Submission 580](#), Cessnock City Council, p 2; Mr Kilgariff, Roads Australia, [Transcript of evidence](#), 29 November 2021, p 24.

²⁴⁴ Ms Ledridge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2.

²⁴⁵ [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 501](#), IPWEA, p 12; [Submission 548](#), NatRoad, p 7; [Submission 579](#), NMAA, p 12.

²⁴⁶ [Submission 96](#), Wollondilly Shire Council, p 1; [Submission 182](#), Cootamundra-Gundagai Regional Council, p 1; [Submission 251](#), Bega Valley Shire Council, p 1; [Submission 377](#), Goulburn Mulwaree Council, p 1; [Submission 562](#), Snowy Valleys Council, p 1; [Submission 567](#), Kempsey Shire Council, p 2; [Submission 580](#), Cessnock City Council, p 1; Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, p 21; Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, p 30.

²⁴⁷ [Submission 96](#), Wollondilly Shire Council, p 1; [Submission 182](#), p Cootamundra-Gundagai Regional Council, 1; [Submission 251](#), Bega Valley Shire Council, pp 1, 3; [Submission 377](#), Goulburn Mulwaree Council, p 1; [Submission 562](#), Snowy Valleys Council, p 1; [Submission 567](#), Kempsey Shire Council, p 2; [Submission 580](#), Cessnock City Council, p 1; Ms Ledridge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 6.

the road and something has been hidden in that and people think it is a straight road, for example.²⁴⁸

- 6.30 Some councils have argued that without visible road signs, drivers who travel on unfamiliar rural road networks may unknowingly speed by travelling at the default speed.²⁴⁹
- 6.31 IPWEA supported the argument that being unable to recognise the speed limit based solely on the road environment can cause road users to exceed the speed limit. In fact, IPWEA argued that the application of speed limits in NSW is confusing in itself.²⁵⁰
- 6.32 Speed zoning guidelines in New South Wales are based on default speed limits, vehicle and licence class, zoned areas, restricted speed limits and special speed limits.²⁵¹
- 6.33 As noted previously, the Committee will examine speed limits and road safety in a future inquiry.
- 6.34 During the public hearing Mr William Barton from IPWEA further highlighted the types of difficult scenarios road users may experience on rural roads where variable speeds would need to be applied:

In regional locations, ... you may see a slight increase in the number of driveways to access rural properties or industry. That won't immediately lend itself to alerting a driver to the change in a speed environment. So where there is a change in the speed zone, then quite often it is the case that in rural locations these speed zones change from 100 to 60. For whatever reason, whether it is fatigue, a lapse of judgment, sun in your eyes, distractions and so forth, motorists may well miss that speed zone change and the environment does not back up a reduction in speed either. The problem therein lies that if we have covert reinforcement in those situations, despite all things pointing to the driver that it is quite safe to travel at the previous speed, they may well find themselves driving either at a speed which sees a pretty serious fine issued or indeed a suspension of their license.²⁵²

- 6.35 Ms McKeown, from Penrith City Council, argued that some drivers can still get fined despite being cautious and trying to comply to the speed limit. She told the Committee that:

I constantly get representations from my communities about being fined when they're in a vehicle, they've set their cruise control to the speed limit and then they're picked up doing one or two kilometres over the speed limit because they

²⁴⁸ Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, p 30.

²⁴⁹ [Submission 96](#), Wollondilly Shire Council, p 1; [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 585](#), Wollongong City Council, p 4.

²⁵⁰ [Submission 501](#), p IPWEA, 7.

²⁵¹ See for further information: NSW Centre for Road Safety, Roads and Traffic Authority, [NSW Speed Zoning Guidelines 2011](#), NSW Government, 2011, pp 12-14.

²⁵² Mr Barton, IPWEA, [Transcript of evidence](#), 29 November 2021, p 38.

happen to be travelling on a road which is on an incline and they've been pinged at the bottom of a hill, for instance.²⁵³

- 6.36 The Committee received evidence that speed-related crashes are not limited to excessive speeding and also include not driving to the road conditions. Further, that the current broad definition of speeding may inflate the number of recorded fatalities attributed to speeding.²⁵⁴ The Committee also heard the view that greater specificity is required in reporting the contributing causes of crashes, and that this can be achieved through crash cause assessment.²⁵⁵
- 6.37 Bega Valley Shire Council and Canberra Regional Joint Organisation expressed that funding for infrastructure to mitigate dangerous driving environments in regional areas are insufficient, and that opportunities for government grants are competitive between regional and metropolitan councils. It was suggested that the lack of associated professional staff and competing priorities often leads to the most affected councils unable to submit grant applications within the allotted timeframe. This means councils often miss out on critical funding to improve road infrastructure within their area.²⁵⁶
- 6.38 A collaborative report between NRMA, IPWEA and Local Government NSW found that road trauma in rural and regional areas could double the amount to that of metropolitan areas due to the deterioration of roads and local bridges, and a lack of investment in road safety infrastructure.²⁵⁷
- 6.39 It was suggested that local government areas should be given adequate funding, and for local governments to be given the responsibility to allocate funds for the maintenance of their roads because councils are best placed to know the roads in their areas that require specific attention.²⁵⁸
- 6.40 However, IPWEA's submission highlighted a potential problem with the responsibility being given to local governments. There is a reported decline in engineering capacity in local government, especially in rural and regional areas.²⁵⁹ IPWEA recommended the introduction of programs to increase engineering skills in local government, particularly in rural and regional areas.²⁶⁰ This issue was previously considered in the Committee's report on *Reducing trauma on local roads in NSW*.²⁶¹

²⁵³ Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 8.

²⁵⁴ Centre for Road Safety, Transport for NSW, [Road Traffic Casualty Crashes in NSW – Statistical Statement for the year ended 31 December 2020](#), NSW Government, p 11; [Submission 579](#), p 3.

²⁵⁵ [Submission 579](#), NMAA, pp 3-4; Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, pp 28-29.

²⁵⁶ [Submission 251](#), Bega Valley Shire Council, pp 1, 3; [Submission 376](#), CRJO, pp 3-4.

²⁵⁷ [Submission 501](#), p IPWEA, 13.

²⁵⁸ [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 376](#), CRJO, p 4; [Submission 501](#), IPWEA, p 6; [Submission 563](#), Canterbury Bankstown Council, p 4; Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p 14.

²⁵⁹ [Submission 501](#), IPWEA, p 12.

²⁶⁰ [Submission 501](#), IPWEA, p 12.

²⁶¹ [Reducing trauma on local roads in NSW](#), pp 42-44.

Separation of light and heavy vehicles

- 6.41 Heavy vehicles are subject to different speed limits to light vehicles, and this can influence the behaviour of both heavy and light vehicle drivers. Speedometers on light vehicles are generally less accurate than those on heavy vehicles, which means a light vehicle could be travelling a few kilometres faster than a heavy vehicle even though the speedometers on both vehicles are displaying 100 kilometres per hour.²⁶²
- 6.42 Heavy vehicles regularly travel on roads that have variable speed limits where they are subject to lower speed limits to that of light vehicles, such as the NorthConnex tunnel and the Mount Ousley road network.²⁶³
- 6.43 The National Road Transport Association explained that differential speed limits often cause frustration among light vehicle drivers, and light vehicle drivers often try to overtake heavy vehicles in 'a dangerous manner'.²⁶⁴
- 6.44 Sections of road with a variable speed limit for heavy and light vehicles can also mean heavy vehicles are inadvertently speeding if speed warning signage is missing or inadequate.²⁶⁵
- 6.45 The National Roads Transport Association suggested, where possible, for separation of heavy and light vehicles to be incorporated in infrastructure development and road upgrades, citing the separate lanes on the Mount Ousley road network as an example.²⁶⁶
- 6.46 Heavy vehicle drivers also contend with poor visibility of warning signs and, in cases of changing road conditions, temporarily-placed signage can lead heavy vehicle drivers to 'inadvertent non-compliance'.²⁶⁷

Police enforcement

- 6.47 An overwhelming number of submissions called for an increase in police presence and police enforcement to crack down on speeding.
- 6.48 Unlike speed camera enforcement, where a fine is issued and the consequences are felt a few weeks after the event, the consequences of speeding are immediately felt with police enforcement.²⁶⁸
- 6.49 Many stakeholders argued that police enforcement was the best form of education and deterrence because police officers embodied the warning to road users that if they speed they will be caught. Police officers could also provide

²⁶² The Hon. Mr Gay, [Transcript of evidence](#), 29 November 2021, p [41](#).

²⁶³ [Submission 548](#), NatRoad, p [3](#).

²⁶⁴ [Submission 548](#), NatRoad, p [3](#).

²⁶⁵ [Submission 548](#), NatRoad, p [1](#).

²⁶⁶ [Submission 548](#), NatRoad, p [3](#).

²⁶⁷ [Submission 548](#), NatRoad, p [3](#); Mr Clark, NatRoad, [Transcript of evidence](#), 29 November 2021, pp [14-15, 17](#).

²⁶⁸ [Submission 580](#), Cessnock City Council, p [2](#); Cr Eriksson, [Transcript of evidence](#), 30 November 2021, p [15](#).

one-on-one conversations with road users about the road rules and the dangers of speeding.²⁶⁹

- 6.50 It was noted that the embarrassment caused by being pulled over by police, especially within a small community, along with the cost of the fine and the loss of demerit points 'are the best deterrent possible'.²⁷⁰
- 6.51 Police officers also have discretion not to issue fines and instead give a warning to novice drivers and first-time offenders.²⁷¹
- 6.52 Perhaps the most important argument for police enforcement is that police officers have the skill to observe and detect if other offences have been committed after a driver has been pulled over, such as intoxication or car theft.²⁷²
- 6.53 However, the NSW Government argued that an increase in police enforcement would not deliver the same efficiency and cost benefits as increasing mobile speed cameras. The Government explained that automated camera enforcement frees up police resources to target other high risk road behaviours such as drink and drug driving.²⁷³
- 6.54 In 2019-20, an increase of almost \$18.8 million was committed to the Enhanced Enforcement Program for additional on-road enforcement for state-wide operations, particularly on long weekends and public holidays.²⁷⁴
- 6.55 This was in addition to \$115 million from July 2018 over five years to improve overall road safety, which included additional highway patrol officers and training up to 1000 general duties officers, and deployment of additional mobile drug testing and random breath testing.²⁷⁵

²⁶⁹ [Submission 96](#), Wollondilly Shire Council, p 2; [Submission 562](#), Snowy Valleys Council, p 1; [Submission 564](#), Roads Australia, p 2; [Submission 569](#), Cr Hugh Eriksson, p 1; [Submission 570](#), ACRS, pp 12-13; [Submission 578](#), p Bullbar Council, 7; [Submission 579](#), NMAA, p 8; [Submission 580](#), Cessnock City Council, p 2; [Submission 581](#), NRMA, p 7; [Submission 585](#), Wollongong City Council, p 2; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2; Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, p 31.

²⁷⁰ Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, p 2.

²⁷¹ Mr Wood, Motorcycle Council, [Transcript of evidence](#), 29 November 2021, p 21; Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, p 31; Cr Eriksson, [Transcript of evidence](#), 30 November 2021, p 15.

²⁷² Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, p 30.

²⁷³ [Submission 378](#), NSW Government, p 30.

²⁷⁴ [Submission 378](#), NSW Government, p 30.

²⁷⁵ [Submission 378](#), NSW Government, p 30.

Chapter Seven – Addressing disadvantage caused by speeding fines

Fines contribute to financial hardship

Summary

Fines for speeding, and loss of licence, can cause financial hardship for some people, especially those in rural and regional areas with limited or no public transport options.

Recommendation 18

That Transport for NSW and Revenue NSW consider how to alleviate hardship caused by fines and loss of licence, including the effectiveness and uptake of current hardship mechanisms and the fines appeals process.

Fines overly impact members of the public experiencing financial disadvantage

- 7.1 The Committee received evidence that after the November 2020 changes to the mobile speed camera program, there has been an increase in the number of fines for mobile speed camera detected speeding offences, in particular low range speeding offences.²⁷⁶
- 7.2 This increase in fines presents financial challenges, particularly for groups who experience financial disadvantage. Local councils told the Committee that the cost of fines is disproportionate to household income and burdensome for many of their residents.²⁷⁷
- 7.3 For example, Cootamundra-Gundagai Regional Council said that the median weekly household income in Cootamundra is \$910. The weekly rent is \$195, leaving households with \$715 for their other expenses. The Council highlighted that a fine, including those for low range speeding, would comprise a large portion of the amount remaining for weekly expenses, causing a major financial burden.²⁷⁸
- 7.4 Canterbury Bankstown Council also stated that the changes 'have unfairly impacted on some of the most vulnerable persons within the Canterbury-Bankstown community, and broader communities across NSW'. It highlighted that Canterbury Bankstown is 'the third-most vulnerable community of

²⁷⁶ [Submission 148](#), Cr Alex Christian, p 1; [Submission 378](#), NSW Government, p 32; [Submission 579](#), NMAA, p 9; [Submission 585](#), Wollongong City Council, pp 3, 7; [Submission 1486](#), TWU, p 6; Mr Burns, Bullbar Council, [Transcript of evidence](#), 30 November 2021, p 29.

²⁷⁷ [Submission 182](#), Cootamundra-Gundagai Regional Council, p 3; [Submission 376](#), CRJO, p 6; [Submission 562](#), Snowy Valleys Council, p 2.

²⁷⁸ [Submission 182](#), Cootamundra-Gundagai Regional Council, p 3.

'Metropolitan Sydney', and that 29 per cent of households and 32 per cent of individual residents are in the lowest quartile for annual income.²⁷⁹

- 7.5 The Council's submission referred to a 2018 study by the Law and Justice Foundation about the impact of fines on disadvantaged people. The Council highlighted the study's finding that 'fines as a method of enforcement disproportionately affect disadvantaged people', with most disadvantaged groups and communities experiencing elevated "fines problems", including substantial fines problems'. The Council explained that disadvantaged groups considered by the study included people receiving welfare, Aboriginal or Torres Strait Islander peoples, people with disability, and single-parent families; all groups represented in the Canterbury Bankstown community.²⁸⁰
- 7.6 The Committee also heard that fines add to the financial pressure experienced by heavy vehicle operators. The Transport Workers' Union of NSW explained that the pressures faced by operators as a result of the highly cost-competitive nature of the transport industry, rising operational costs and poor pay and conditions may result in drivers seeking to gain a competitive advantage by, among other things, speeding. At the hearing, the Union further explained that fines will ultimately impact heavy vehicle drivers' weekly pay, meaning that necessary vehicle maintenance may be delayed.²⁸¹
- 7.7 Finally, the Committee notes that incurring demerit points increases drivers' insurance premiums for compulsory third party insurance and general insurance, being a financial cost borne by drivers in addition to the fine.²⁸²

Loss of licence contributes to hardship, particularly in rural and regional areas

- 7.8 It is evident to the Committee that loss of licence can cause significant economic and social hardship, particularly for those people living in rural and regional areas.
- 7.9 The Australasian College of Road Safety – NSW Chapter's submission stated that offences in the resulting in automatic loss of licence (exceeding the speed limit by more than 30 kilometres per hour and 45 kilometres per hour) has quadrupled in the period January to May 2021, compared to January to May 2017.²⁸³
- 7.10 Cessnock City Council also submitted that, while data is not made available to local councils regarding loss of licence for driving offences, there is potential for the number of drivers subject to 'demerit point and/or fine default and licence suspensions or cancellations' to escalate with the 'rapid increase' in fines generated by mobile speed cameras. The Council also advised, that until the

²⁷⁹ [Submission 563](#), Canterbury Bankstown Council, pp 1-2.

²⁸⁰ [Submission 563](#), Canterbury Bankstown Council, p 6; Z Wei, H M McDonald and C Coumarelos, *Fines: are disadvantaged people at a disadvantage?*, Justice issues paper 27, Law and Justice Foundation of NSW, Sydney, 2018, p 1.

²⁸¹ [Submission 1486](#), TWU, pp 8-9; Mr Olsen, Transport Workers' Union, [Transcript of evidence](#), 29 November 2021, p 17.

²⁸² [Submission 578](#), Bullbar Council, p 8; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 8.

²⁸³ [Submission 570](#), ACRS, p 10.

"anywhere, anytime" message promotes widespread changes in drivers behaviour, this will continue.²⁸⁴

- 7.11 Stakeholders highlighted that novice drivers are more at risk of losing their licence due to driving offences. Learner drivers and P1 licence holders, who have both limited driving experience and demerit points, will have their licences automatically suspended or refused for at least three months if they commit any speeding offence. The impact of the loss of licence on novice drivers in rural and regional areas will be explored in the Committee's upcoming report on support for rural and regional learner drivers.²⁸⁵
- 7.12 The Committee notes that, because of the lack of public transport, and the often need to travel further distances in rural and regional areas, residents in these areas rely heavily on private vehicles to attend work, school and medical appointments, do their grocery shopping, fulfil caring responsibilities and see friends. Without a licence, people generally need to rely on lifts and ride-sharing to attend work and other commitments, which places a burden on family and friends.²⁸⁶
- 7.13 Cessnock City Council explained that loss of licence can act as a 'major barrier to maintaining employment' for workers in rural and regional areas. Snowy Valleys Council highlighted that the need to maintain work may lead to unlicensed driving. Several respondents (including two former P plate drivers) to an anonymous survey of Snowy Valleys Council staff about the use of mobile speed cameras admitted 'to the necessity of driving to work while unlicensed due to penalties from speeding'.²⁸⁷
- 7.14 The effects of exclusion from authorised driving also impact people living in metropolitan areas. Canterbury Bankstown Council noted that a significant proportion of its community also relies on private vehicles to participate in the workforce, education and social pursuits, which compounds existing disadvantage and hardship experienced as a result of fines.²⁸⁸

Payment options drivers who are fined

Relief for drivers experiencing financial hardship

- 7.15 The Committee recommends that both Transport for NSW and Revenue NSW consider how to alleviate hardship caused by loss of licence, including the effectiveness and uptake of the current hardship mechanisms.

²⁸⁴ [Submission 580](#), Cessnock City Council, p 2.

²⁸⁵ [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 570](#), ACRS, p 14; NSW Government, [Speeding Offences](#), webpage, viewed 14 March 2022.

²⁸⁶ [Submission 96](#), Wollondilly Shire Council, p 1; [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 376](#), CRIO, p 6; [Submission 562](#), Snowy Valleys Council, p 3; [Submission 580](#), Cessnock City Council, pp 2-3; [Submission 596](#), CNSWJO, p 2; Ms Ledwidge, Wollondilly Shire Council, [Transcript of evidence](#), 29 November 2021, pp 2, 7; Mr Ellis, Cootamundra-Gundagai Regional Council, [Transcript of evidence](#), 29 November 2021, p 6; Ms McKeown, Penrith City Council, [Transcript of evidence](#), 29 November 2021, p 8.

²⁸⁷ [Submission 562](#), Snowy Valleys Council, p 3; [Submission 580](#), Cessnock City Council, pp 2-3.

²⁸⁸ [Submission 563](#), Canterbury Bankstown Council, pp 3, 6.

- 7.16 In its submission, Transport for NSW drew the Committee's attention to Revenue NSW's Hardship Policy, which provides alternatives to paying fines within the standard timeframe.²⁸⁹
- 7.17 The policy applies to people experiencing serious economic, medical or personal hardship. This includes people facing financial hardship because of domestic violence or a natural disaster, or vulnerability due to mental illness, an intellectual disability or cognitive impairment, homelessness or addiction.²⁹⁰
- 7.18 In its submission, Transport for NSW provided that the options available under the policy include flexible payment options, postponing the repayment and satisfying debt through a work and development order, which may involve doing unpaid work, taking a course or receiving treatment. On its website, Revenue NSW also provides that a driver can apply for their fine to be reduced if they satisfy eligibility criteria, or, if they are experiencing severe hardship and are unable to pay by instalments or complete a work development order, for the debt to be cancelled.²⁹¹
- 7.19 The Revenue NSW website provides that a person has until the fine reminder due date to set up a payment plan and make their first payment, or they incur an additional \$65 fee. At this point, Revenue NSW may also take action to recover the fine, including through imposing driving restrictions, seizing property, deducting money from the drivers wage or bank account or by taking court action. This may result in the driver being liable to pay more than the value of the fine set out in the penalty notice.²⁹²
- 7.20 The Committee notes that if a person misses a payment under a three-month payment plan, they must immediately pay the fine in full and a \$65 late fee.²⁹³
- 7.21 The Committee notes Canterbury Bankstown Council's evidence that people experiencing disadvantage are less likely to have the financial capability or knowledge to take the steps required to address their fines problems and are less likely to take any action.²⁹⁴
- 7.22 Canterbury Bankstown Council referred to research that found:

... disadvantaged people were also less likely to have the capability (both financial and knowledge) to handle their fines problems satisfactorily and that they were less likely to take any type of action. Notably, inaction in response to fines problems was linked to less favourable outcomes.

²⁸⁹ [Submission 378](#), NSW Government, p 36.

²⁹⁰ [Submission 378](#), NSW Government, p 36; Revenue NSW, [Difficulty with payment](#), NSW Government, webpage, viewed 17 March 2022.

²⁹¹ [Submission 378](#), NSW Government, p 36; [Difficulty with payment](#), viewed 14 March 2022.

²⁹² Revenue NSW, [Payment plans; Overdue fines](#), NSW Government, webpages, viewed 14 March 2022; NSW Government, [Search offences and penalties; Speeding offences](#), webpages, viewed 16 March 2022.

²⁹³ [Payment plans](#).

²⁹⁴ [Submission 563](#), Canterbury Bankstown Council, p 6.

These findings suggest a vicious cycle of fines, disadvantage and debt whereby heightened vulnerability to fines, inaction, further penalty and adverse consequences can compound disadvantage.²⁹⁵

- 7.23 The Committee did not receive information about the uptake of the Hardship Policy.

Revenue NSW fines appeals process

- 7.24 The Committee recommends that Transport for NSW and Revenue NSW consider the effectiveness and uptake of the fines appeals process, include to ensure that it is accessible to the general public.
- 7.25 Drivers have the option to request a review of their fine with Revenue NSW. This option is available to people who believe there was a mistake in the issuing of the fine or where there are other factors that contributed to the offence.²⁹⁶
- 7.26 Transport for NSW also informed the Committee that drivers can also request a review of certain offences if they 'have an otherwise good driving record'. It stated that, depending on circumstances, this review can result in a caution being issued to the driver and recorded on their driving history, meaning the driver does not pay a fine or lose demerit points. Transport for NSW said that fine notices include information about the review.²⁹⁷
- 7.27 However, some submission authors said the review process can be challenging. In particular, they highlighted that the delay between an alleged speeding offence and the penalty notice arriving in the mail makes it difficult for drivers to provide evidence to appeal a fine or recall the circumstances at the time of the offence, especially where operations are covert.²⁹⁸
- 7.28 The Committee did not receive information on the uptake of the appeals process.

Stakeholder suggestions for amended fine regime

- 7.29 Several stakeholders suggested changes to the fine regime to address disadvantage and road safety concerns, including:
- leniency for and low range speeding offences, including a 'two-strikes' policy²⁹⁹
 - rural and regional work licences for provisional drivers who lose their licence³⁰⁰

²⁹⁵ [Submission 563](#), Canterbury Bankstown Council, p 6.

²⁹⁶ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p 23; Revenue NSW, [Request a review](#), NSW Government, webpage, viewed 14 March 2022.

²⁹⁷ [Submission 378](#), NSW Government, p 36.

²⁹⁸ [Submission 33](#), Dr Kapila Samarasekara, p 1; [Submission 182](#), Cootamundra-Gundagai Regional Council, p 3; [Submission 367](#), Mr Nigel Sharp, p 2; [Submission 556](#), Mr James Madden, p 1; [Submission 562](#), Snowy Valleys Council, p 2.

²⁹⁹ [Submission 585](#), Wollongong City Council, pp 10-11.

³⁰⁰ [Submission 251](#), Bega Valley Shire Council, p 3; [Submission 376](#), CRJO, p 7.

- driver education programs, including as an alternative to fines for low range speeding or requiring a driver to sit a driving test before regaining their licence after a suspension³⁰¹
 - revising of the rates of fines by setting value of fines as a proportion of income rather than a flat rate³⁰²
 - setting up a scheme where fine revenue is held by the Community Road Safety Fund and credited to drivers purchasing newer vehicles to address safety issues caused by the continued use of older vehicles that lack modern safety features.³⁰³
- 7.30 When questioned at the hearing about the lack of leniency for low range speeding in the current fine regime, particularly in rural and regional areas, Transport for NSW:
- stated that 70 per cent of fatalities occur in regional areas and that measures addressing the significant trauma impact on regional communities should be considered and implemented
 - stressed the importance of penalties, particularly demerit points, attaching to speeding offences (Transport for NSW's view on the value of demerit points in deterring speeding is discussed in chapter two)
 - noted that drivers can seek leniency through the Revenue NSW appeals process
 - highlighted that the research clearly provides that 'for every kilometre over or additional kilometre that you travel, you increase your risk of a crash and you increase the impact on the human body' in the event of a crash. It surmised: 'the speed at which you travel determines whether you live or whether you are seriously injured'.³⁰⁴
- 7.31 The Australasian College of Road Safety – NSW Chapter included research in its submission supporting Transport for NSW's assertion about the impact of speed on crashes and their severity.³⁰⁵ Further discussion about low range speeding is included in chapter one.

³⁰¹ Cr Eriksson, [Transcript of evidence](#), 30 November 2021, p [12](#); Mr McBriarty, Wollongong City Council, [Transcript of evidence](#), 30 November 2021, p [12](#); Mr Lane, NMAA, [Transcript of evidence](#), 29 November 2021, p [32](#).

³⁰² [Submission 585](#), Wollongong City Council, p [9](#).

³⁰³ [Submission 570](#), ACRS, p [15](#).

³⁰⁴ Mr Carlon, Transport for NSW, [Transcript of evidence](#), 30 November 2021, p [21](#).

³⁰⁵ [Submission 570](#), ACRS, pp [7-8](#).

Appendix One – Terms of reference

The Committee will inquire into, and report on recent changes to the mobile speed camera program in NSW, with reference to:

- a. the nature and timing of those changes
- b. research, modelling, and the evidence base of fatality and serious injury reduction
- c. the views of key road user groups, including the community views towards these changes
- d. the nature and oversight of compliance or enforcement contracts with government and private companies
- e. the projected impact on revenue generated by these changes
- f. the ongoing funding of road safety and the Community Road Safety Fund, both through fines and enforcement activities, and future government contributions
- g. enforcement activities, including the balance between direct police enforcement and camera enforcement
- h. the impact to people living in regional and rural areas
- i. those of low socio-economic backgrounds and indigenous people
- j. the impact on P plate drivers
- k. any other related matters.

Appendix Two – Conduct of inquiry

On 24 May 2021, the Committee resolved to conduct an inquiry into mobile speed camera enforcement programs in NSW. Written invitations were sent to selected stakeholders and a media release was issued calling for submissions by 9 July 2021.

The Committee received 1487 submissions from government agencies, local councils, research bodies and academics, industry peak bodies and the general public.

Due to the large volume, only submissions with more than 250 words were published on the Committee's webpage. The full list of submissions appears in **Appendix Three**.

Two hearings were conducted at Parliament House. A full day hearing was held on Monday 29 November, and a half day hearing on Tuesday 30 November 2021. All witnesses appeared via videoconference.

Due to technical issues the public gallery for the hearings was not open but the hearings were broadcast live on the Parliament's website. Witnesses who provided evidence at the hearings are listed in **Appendix Four**.

Transcripts of the public hearings, together with select submissions, answers to questions on notice and additional information, are available on the inquiry's [webpage](#).

Appendix Three – Submissions

- 1 Mr Kevin Saul
- 2 Mr Wayne Flett
- 3 Mr Wayne Newing
- 4 Mr Brian Simpson
- 5 Miss Farahnaz Farahbakhsh
- 6 Name suppressed
- 7 Name suppressed
- 8 Confidential
- 9 Mr Ronald Blacker
- 10 Confidential
- 11 Mr Michael Thorpe
- 12 Confidential
- 13 Mr Graham Wenban
- 14 Mr Harold Christie-David
- 15 Nikola Ognenovski
- 16 Mr David Reynolds
- 17 Mr Alex Lofts
- 18 Mr Andrew Phillips
- 19 Miss Sally Boyle
- 20 Mr Gary Dooley
- 21 Dr Leonard Conrad
- 22 Confidential
- 23 Mr Leon Maguire
- 24 Mr Bodie Hannifey
- 25 Confidential
- 26 Mr Derek Baikie
- 27 Mr David Dean
- 28 Confidential
- 29 Mrs Sandta Patterson
- 30 Mr Peter Chappell
- 31 Name suppressed
- 32 Confidential
- 33 Dr Kapila Samarasekara
- 34 Mr Paul Hall
- 35 Mr Neil Hide
- 36 Confidential
- 37 Mr Rod Hannifey
- 38 Ms Marie-Lise Bouic
- 39 Mr Michael Harnett

40	Name suppressed
41	Mr Kevin Couter
42	Confidential
43	Mr Bryce Pender
44	Confidential
45	Mr Colin Hadden
46	Mr David Croston
47	Ms Monika Lopez
48	Mr Michael Elliot Young
49	Confidential
50	Mr David Brain
51	Mr Robert Van Der Drift
52	Mr Jesse Fulham
53	Name suppressed
54	Name suppressed
55	Mr Ian Campbell
56	Mr Shane Maher
57	Cait Lamont
58	Mr Nathan Felhberg
59	Mr David Spear
60	Mr Mark McLean
61	Mr Justin Hurst
62	Mrs Miriam Field
63	Mr Colin McGregor
64	Mr Emmanuel Garza
65	Name suppressed
66	Mrs Kayla Melhem
67	Mr Peter Galvin
68	Ms Eliza Charlett
69	Name suppressed
70	Confidential
71	Mr Grant Davies
72	Mr Paul Simon
73	Mr Greg Williamson
74	Mr Philip Petrie
75	Mr David Shakespeare
76	Mr Brett Piper
77	Name suppressed
78	Confidential
79	Dr Paul Kovac
80	Mr Graeme Tychsen
81	Mr John Guirguis
82	Confidential

83	Mr Tom Ellis
84	Name suppressed
85	Mrs Catherine McMillan
86	Mr Mark Lillis
87	Mr Mark Waite
88	Mr Hayden Sim
89	Name suppressed
90	Mr Travis Mudiman
91	Mr Luke Falconer
92	Name suppressed
93	Confidential
94	Mr Bradley Buchanan
95	Mr Ben Wright
96	Wollondilly Shire Council
97	Mr Jordan Clifford
98	Mr Andrew Johnson
99	Name suppressed
100	Mr Bryce Dunn
101	Mr Andrew Levy
102	Mr Evan Karagiannis
103	Mr Phil Krok
104	Mr Wesley Hockey
105	Confidential
106	Name suppressed
107	Mr Santheeran Mudely
108	Mr Brenden Mannix
109	Mr Simon Azar
110	Mr Jason Gough
111	Mr Jacky Yao
112	Name suppressed
113	Mr Darren Watts
114	Mr Allan Ready
115	Father Ethan Pinner
116	Mrs Michelle Chapman
117	Mr James Whittaker
118	Confidential
119	Mr James Harris
120	Name suppressed
121	Mr Miles Tulett
122	Confidential
123	Name suppressed
124	Confidential
125	Mr Guy Franklin

126	Mr Warren Martin
127	Name suppressed
128	Mr Allan Lewis
129	Mr Thomas Levy
130	M Joel Dickinson
131	Mr Brendan Mullins
132	Dion Scott
133	Mr Steve Steward
134	Mr Jonathan White
135	Name suppressed
136	Mr Damien Bowley
137	Mr David Abbott
138	Mr Deniz Cikla
139	Mr Tom Perkins
140	Mr Leo Sheppard
141	Name suppressed
141a	Name suppressed
142	Mr Tim Hooper
143	Mr Paul Pizsey
144	Mr Richard Johnson
145	Name suppressed
146	Confidential
147	Rev. Andrew Kyrios
148	Cr Alex Christian
149	Confidential
150	Mr Robert Eveleigh
151	Mr Scott Kermode
152	Mr Dave Lardner
152a	Mr Dave Lardner
152b	Mr Dave Lardner
153	Mr Ken Riley
154	Mrs Anne Thanudchang
155	Confidential
156	Mr Frank Bucca
157	Mr Ben Campbell
158	Name suppressed
159	Mr Scott Evans
160	Mr Anthony Foy
161	Mr Michael Penfold
162	Mr Peter Barton
163	Mr James Richardson
164	Mr James McFarlane
165	Name suppressed

166	Mr Darryl Bailey
167	Mr Raul Nigli
168	Mr Gavin Arnold
169	Mr Adam Kaddour
170	Mr Erik Lee
171	Mr Krish Revo
172	Mr Rod Paintner
173	Mr Mitch Rourke
174	Mr John Hathaway
175	Mr Lachlan Gabriel
176	Mr Stephen Dorian
177	Professor Alex Zelinsky
178	Confidential
179	Penrith City Council
180	Ms Ruby Ozolins
181	Mr Bruce Dean
182	Cootamundra-Gundagai Regional Council
183	Mr David Jeffery
184	Mr Arthur Banbas
185	Mr Daniel Endicott
186	Confidential
187	Confidential
188	Mr Joshua Foy
189	Mr John Fowler
190	Dr Steven Fleming
191	Ms Mandi Bennett
192	Miss Renay Clack
193	Name suppressed
194	Mr Mark Durie
195	Mrs Sally Sally
196	Mrs Yvonne Grima
197	Name suppressed
198	Ms Mary Harrington
199	Miss Samantha Rae
200	Ms Leigh King-Straney
201	Confidential
202	Mr Martin Geliot
203	Mrs Laura Ford
204	Mr Michael Rae
205	Miss Bethany Van Balen
206	Mr Sebastiaan De Jonge
207	Ms Suzy March
208	Mr Chris Lewis

209	Mrs Leanne Baldwin Schmitzer
210	Name suppressed
211	Mr Matthew Whitehouse
212	Mr Glenn Turton
213	Name suppressed
214	Mr John Ballantyne
215	Name suppressed
216	Mr Justen Smith
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221	Ms Karen Murchie
222	Confidential
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224	Ms Samantha Anderson
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228	Mr John Beattie
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231	Mrs Wendy Garthon
232	Mr Jackson Darnley
233	Ms Jane Heawood
234	Mr William Ridley
235	Ms Leonie Rowe
236	Mr Andrew Higham
237	Mr Dean Parker
238	Mr Stephen Kemsley
239	Ms Michelle Durham
240	Mr Brett Foreman
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245	Mr Angus Pearce
246	Confidential
247	Name suppressed
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250	Ms Kayla Travers
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259	Mr Ghazanfar Tahir
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264	Mr Matthew Reid
265	Confidential
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267	Mr Scott Cantly
268	Mrs Jeniveve Kruger
269	Mr Peter Tortorici
270	Mr Jake Sheekey
271	Mr Joseph Walsh
272	Name suppressed
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274	Mr Abdulla Elayache
275	Peter Wright
276	Mr James Paterson
277	Mrs Danielle Reed
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279	Mr Jordan Papallo
280	Mr James Menz
281	Mr Nelson Nascimento
282	Name suppressed
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286	Mr Mathew Mitchell
287	Mr Eric Nguyen
288	Mr Kym Lai
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317	Mr Roger Chambers
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319	Mr David Alderton
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322	Confidential
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331	Mr Dotan Kam
332	Mr Fawad Farid
333	Mr Douglas Braathen
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341	Mrs Helen Williamson
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347	Mr Dinko Gerstner
348	Miss Samia Harije
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367	Mr Nigel Sharp
368	Mrs Gail Jones
369	Mr David Gill
370	Name suppressed
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374	Ms Christa Bradley
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376	Canberra Region Joint Organisation
377	Goulburn Mulwaree Council
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390	Mr Peter Heffernan
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398	Mr Bill Burst
399	Mr Mark Sina
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404	Mr Adam Henry
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406	Mr Kevin Allen
407	Name suppressed
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409	Confidential
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411	Name suppressed
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413	Miss Bethany Argue
414	Name suppressed
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418	Name suppressed
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429	Haydon Hunt
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458	Confidential
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466	Ms Shanna Brough

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470	Mr David Lee
471	Mr Robert McIntyre
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522	Mr Tony O'Donnell
523	Mrs Karen Campbell
524	Mrs Julie Cook
525	Ms Christine Ivins
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540	Mr Samuel Perkins
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543	Name suppressed
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549	Royal Prince Alfred Hospital
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550a	Mr Jan Phillip Trevillian
551	Mr Michael Turnbull

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563	Canterbury Bankstown Council
564	Roads Australia
565	Mr Guy Wernhard
566	Ms Christine Le Jeune
567	Kempsey Shire Council
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569	Cr Hugh Eriksson
570	Australasian College of Road Safety – New South Wales Chapter
571	Name suppressed
572	City of Newcastle
573	Name suppressed
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575	Mr Edward Forgacs
576	Mr Clif Munro
577	Jey Sathanesan
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579	National Motorist Association Australia
580	Cessnock City Council
581	National Roads and Motorists' Association (NRMA)
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749	Mr Gagan Anand
749a	Mr Gagan Anand
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757	Mrs Cynthia Foote
758	Mr Alexander Foster
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765	Name suppressed

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768	Name suppressed
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1069	Name suppressed
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1210	Mr Andrew Farley
1211	Mrs Sharon Wagstaffe
1212	Dipak Patel
1213	Confidential
1214	Mr Benjamin Ross
1215	Confidential
1216	Thomas Cocks
1217	Mr Scott Bonnar
1218	Name suppressed
1219	Confidential
1220	Confidential
1221	Mr Timothy Sheldrick
1222	Ms Karen Akers
1223	Mr Oliver Caprile
1224	Mr Benjamin Helmore
1225	Confidential
1226	Mr Nathan Tracey
1227	Confidential
1228	Miss Jessica Fisher
1229	Mr Manish Kandy
1230	Mr Shakhawan Karimi
1231	Miss Anita Draskovic
1232	Miss Emily Ferrier
1233	Mr Paul Graham
1234	Mr Janes Prumm
1235	Mr Brad Maurice
1236	Confidential
1237	Confidential
1238	Mr Andrew Marselos

1239	Mr Luke Aleckson
1240	Mr Ashley Thompson
1241	Mr Michael Gardner
1242	Confidential
1243	Mr David Williams
1244	Mr Mark Hosking
1245	Mr Robert Emery
1246	Jessica Vella
1247	Peter Hanna
1248	Mr Brian Sherriff
1249	Mr Nick Searson
1250	Mr Bruce Pottinger
1251	Narelle Hanna
1252	Miss Tenielle Bartley
1253	Mrs Anne Emery
1254	Mr Tom Norris
1255	Confidential
1256	Mr Alex Conway
1257	Mr Dirk Erkelens
1258	Mr Perry Haramis
1259	Mr Paul Sanders
1260	Mr Gary Friedland
1261	Mr Rhys Wallis
1262	Ms Priya Atputharajan
1263	Mr Anujit Jana
1264	Confidential
1265	Confidential
1266	Name suppressed
1267	Confidential
1268	Mr Isaiah Gonzalez
1269	Mr Jai Gallagher
1270	Mr Gareth Blades
1271	Confidential
1272	Col Sattler
1273	Mr Jesse Jacobson
1274	Name suppressed
1275	Confidential
1276	Mr Casey Burns
1277	Mr Aiden Chalker
1278	Mr Luke McPaul
1279	Wajih Taouk
1280	Mr Leigh Fullerton
1281	Mr Nick Rowse

1282	Name suppressed
1283	Mr Alessandro Cassisi
1284	Mr Nik Gorbachev
1285	Confidential
1286	Name suppressed
1287	Name suppressed
1288	Mr Aaron O'Donoghue
1289	Miss Brianna Reichert
1290	Mr Juan Giraldo
1291	Mr Jon Campbell
1292	Mr Steve Ellery
1293	Confidential
1294	Mr Shyam Pokharel
1295	Harvinder Atwal
1296	Miss Paige Whitfield
1297	Mr Marc Too
1298	Mr Matthew La Scala
1299	Confidential
1300	Mr Philip Prior
1301	Mr Jaswinder Sran
1302	Tony Dean
1303	Chloe Rainbow
1304	Mr Benjamin Pailas
1305	Mr Andrew Martin
1306	Mr Tyler Luttrell
1307	Mr Samuel Takle
1308	Mr Daniel Iskandar
1309	Ms Toni Foot
1310	Luke Swanbury
1311	Steve Scott
1312	Ms Lisa Stathakis
1313	Mr Md Iftekher Nasir
1314	Mr Colin Liddell
1315	Mr Andrew Gregory
1316	Mr Tom Gillies
1317	Name suppressed
1318	Mr Peter McDonald
1319	Miss Denyer-Dobrowolski
1320	Mr Trent Walsh
1321	Confidential
1322	Mr Alex O'Brien
1323	Mr Michael Schulz
1324	Confidential

1325	Mr Darren Ridley
1326	Mr Barry Oliver
1327	Mr Jaysen Anderson
1328	Ms Marianne Linke
1329	Confidential
1330	Confidential
1331	Mr Peter Wilson
1332	Miss Esther Norfolk
1333	Confidential
1334	Mr Amitkumar Wadhwani
1335	Hayleigh Hedley
1336	Samuel Woodger
1337	Mr Ryan Wilks
1338	Miss Casey Provost
1339	Mr Samuel Bennett
1340	Ms Deb Shepherd
1341	Mr Ralph Smith
1342	Mr Ryan Agland
1343	Christopher Cowan
1344	Mr Craig Kendall
1345	Ms Stephanie Carroll
1346	Ms Karen Woulfe
1347	Mr Tane Charman
1348	Natalie Butterworth
1349	Mr Michael Tadros
1350	Mr Michael Ivill
1351	Mr Jackson Jackson
1352	Mrs Wanda de Jager
1353	Mr Ngoc Truong
1354	Mrs Krista Skinner
1355	Mrs Elizabeth Johnstone
1356	Mrs Alicia Brown
1357	Confidential
1358	Mr Peter Ryan
1359	Mr Dylan Walton
1360	Dr Oliver Brown
1361	Mr Peter Davison
1362	Mr John W Kindler
1363	Mr Gregory Cregan
1364	Mr Alan McCartney
1365	Mr Mark Jackson
1366	Confidential
1367	Mr Ismar Pasic

1368	Mr Daniel Iskandar
1369	Mr Maneesh Pareek
1370	Mr Anthony Sork
1371	Mr Sean Raynes
1372	Confidential
1373	Mr Tri Trung Nguyen
1374	Mr Peter Sharp
1375	Mrs Julie Wall
1376	Confidential
1377	Mr Russell Gately
1378	Mr Travis Johnston
1379	Confidential
1380	Jim Hughes
1381	Mrs Deborah Pearson
1382	Mr Michael Morand
1383	Confidential
1384	Confidential
1385	Confidential
1386	Mr Lawrence Bucca
1387	Confidential
1388	Mr Stuart Ruberry
1389	Confidential
1390	Mr Noel McLean
1391	Mr Liam Tuffley
1392	Mr O P
1393	Confidential
1394	Ms Victoria Collins
1395	Confidential
1396	Mr Matthew Cox
1397	Confidential
1398	Confidential
1399	Miss Samantha Attia
1400	Mr Jonathon Ivkovitch
1401	Mr Calvin Wong
1402	Mr Troy Baker
1403	Confidential
1404	Mr William Iliffe
1405	Mr Hoshang Omerbili
1406	Mr Greg Cockerell
1407	Mr Amir Ali Miriyani
1408	Confidential
1409	Confidential
1410	Mr Darryl Lewis

1411	Mr Nicholas Giller
1412	Mr Amir Reyad
1413	Confidential
1414	Miss Tarsha Poje
1415	Confidential
1416	Mr Matthew Harris
1417	Professor Steven Longden
1418	Name suppressed
1419	Mr Steven bromley
1420	Confidential
1421	Mr Jan Kwacz
1422	Mr Alexei Alexandrov
1423	Name suppressed
1424	Mr Jaison Jaiprakash
1425	Confidential
1426	Confidential
1427	Mr Joshua Langlands
1428	Mr Trent Cabban
1429	Mr Paul Smith
1430	Mr A Gowing
1431	Confidential
1432	Mr John Wellington
1433	Bob Chance
1434	Mr David Pollock
1435	Confidential
1436	Professor Thomas Parker
1437	Chris Ashworth
1438	Mr Oliver Garrett
1439	Mr Adnan Sajid
1440	Mr Timothy O'Connor
1441	Mr Matt Murphy
1442	Mr Jason Hart
1443	Scott Banning
1444	Daniel Taylor
1445	Mr Hadden Ervin
1446	Mr Jack Hong
1447	Ms Angela H
1448	Name suppressed
1449	Mr Marc Roset
1450	Confidential
1451	Mr Cameron McDonald
1452	Mr Richard Edwards
1453	Mr Brendan Kyling

1454	Mr Benjamin Reynolds
1455	Name suppressed
1456	Mr Daniel Carter
1457	Mr Stephen Huey
1458	Mr Colin Norris
1459	Mr Ethan Young
1460	Mr Alan Currall
1461	Mr Ben Lawson
1462	Confidential
1463	Mr Daniel McLean
1464	Confidential
1465	Mrs Georgia Lewer
1466	Dr Graham Godbee
1467	Confidential
1468	Confidential
1469	Confidential
1470	Ms Kirsty Thomas
1471	Mr George Bechara
1472	Mr Peer Lehwess
1473	Mr Stephen Fuller
1474	Mr Jacob Christopherson
1475	Mr Alexander Chatfield
1476	Confidential
1477	Mr Arne Wallace
1478	Confidential
1479	Mr Nathan Organ
1480	Name suppressed
1481	Cassandra Eloise
1482	Ninja B
1483	Confidential
1484	Ms Jillian Meyers-Brittain
1485	Ms Samantha Holden
1486	Transport Workers' Union of New South Wales
1487	Confidential

Appendix Four – Witnesses

29 November 2021, Room 814-815, Parliament House, Sydney

Witness and Position	Organisation
Mr Mark Ellis Manager, Civil Works	Cootamundra-Gundagai Regional Council
Ms Leanne Ledwidge Road Safety Officer	Wollondilly Shire Council
Ms Karen McKeown Mayor	Penrith City Council
Mr David McTiernan National Leader Transport Safety, Safer Smarter Infrastructure Portfolio Leader – Infrastructure Safety Performance, ARRB	Australasian College of Road Safety - New South Wales Chapter
Mr Harold Scruby Chairman / Chief Executive Officer	Pedestrian Council of Australia Limited
Mr Richard Olsen State Secretary	Transport Workers' Union of New South Wales
Mr Warren Clark Chief Executive Officer	National Road Transport Association
Mr Brian Wood Secretary	Motorcycle Council of NSW
Mr Michael Kilgariff Chief Executive Officer	Roads Australia
Ms Elizabeth Waller Road Safety Manager	Transurban
Mr Michael Lane National Media Liaison Officer	National Motorists Association Australia
Associate Professor Jeremy Woolley Director	Centre for Automotive Safety Research, University of Adelaide

Mr William Barton NSW & ACT Board Director – Vice President	Institute of Public Works Engineering Australasia NSW & ACT
The Hon. Duncan Gay Former Minister for Roads	

30 November 2021, Room 814-815, Parliament House, Sydney

Witness and Position	Organisation
Mr Victor Wardrop NSW Operations Director	Redflex Group, Redflex Traffic Systems
Mr Alexander Jannink Managing Director	Acusensus
Cr Hugh Eriksson	
Mr Nathan McBriarty Traffic & Transport Unit Leader	Wollongong City Council
Mr Bernard Carlon Chief - Centres for Road Safety and Maritime Safety - Safety, Environment and Regulation	Transport for NSW
Ms Andrea Parker Executive Director Regulatory Operations – Safety, Environment and Regulation	
Mr Robert Giltinan Director of Policy & Public Affairs	National Roads and Motorists' Association (NRMA)
Mr Christopher Burns Secretary	Bullbar Council

Appendix Five – Extracts from minutes

MINUTES OF MEETING No. 13

10:04 am, 24 May 2021

Online via Webex and Room 1136, Parliament House

Members present

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Stephen Bromhead MP, Mr Roy Butler MP, Mr Chris Gulaptis MP (via Webex)
Ms Wendy Lindsay MP, the Hon. Shaoquett Moselmane MLC (Room 1136)

Apologies

Mr Nick Lalich MP, the Hon. Reverend Fred Nile MLC

Officers in attendance

Elaine Schofield, Kieran Lewis, Cheryl Samuels, Aaron Willey, Abegail Turingan, Vanessa Gasiewski

1. Confirmation of minutes

Resolved, on the motion of Mr Moselmane, seconded by Ms Preston: That the minutes of the meeting held on 25 March 2021 be confirmed.

2. Mobile speed camera enforcement programs in NSW

Resolved, on the motion of Mr Moselmane, seconded by Ms Lindsay: That the Committee conduct an inquiry into mobile speed camera enforcement programs in NSW in accordance with the following terms of reference:

The Committee will inquire into, and report on recent changes to the mobile speed camera program in NSW, with reference to:

- a) the nature and timing of those changes
- b) research, modelling, and the evidence base of fatality and serious injury reduction
- c) the views of key road user groups, including the community views towards these changes
- d) the nature and oversight of compliance or enforcement contracts with government and private companies
- e) the projected impact on revenue generated by these changes
- f) the ongoing funding of road safety and the Community Road Safety Fund, both through fines and enforcement activities, and future government contributions
- g) enforcement activities, including the balance between direct police enforcement and camera enforcement
- h) the impact to people living in regional and rural areas
- i) those of low socio-economic backgrounds and indigenous people
- j) the impact on P plate drivers
- k) any other related matters.

Resolved, on the motion of Mr Moselmane: That the Committee call for submissions to be received by 9 July 2021 and write to the listed stakeholders.

The Committee discussed additional stakeholders that the secretariat should contact and invite them to make a submission.

3. ***

Next meeting

The meeting adjourned at 10:18 am until a date and time to be determined.

MINUTES OF MEETING No. 16

10.03 am, 30 September 2021

Online by Webex

Members present

The Hon. Lou Amato MLC (Chair), Mr Stephen Bromhead MP, Mr Nick Lalich MP, Ms Wendy Lindsay MP, the Hon. Shaoquett Moselmane MLC, Ms Robyn Preston MP (Deputy Chair), Mr Chris Gulaptis MP, the Hon. Reverend Fred Nile MLC, Mr Roy Butler MP

Officers in attendance

Sam Griffith, Emma Wood, Francesca Arciuli-Matar, Cheryl Samuels, Abegail Turingan

1. Apologies

Nil

2. Recording of proceedings

Resolved, on the motion of Mr Moselmane, seconded by Mr Lalich: That the Committee agree to record the meeting for the purposes of the secretariat preparing the minutes and that the recording be deleted when the minutes are settled.

3. Confirmation of minutes

Resolved, on the motion of Reverend Nile, seconded by Ms Preston: That the minutes of the meeting held on 14 July 2021 be confirmed.

4. ***

5. ***

6. Inquiry into mobile speed camera programs

6.1 Publication of submissions

The Committee considered the publication of submissions 1 to 1487.

Resolved, on the motion of Mr Moselmane, seconded by Reverend Nile:

- That the Committee make public all submissions listed in the Public Submission Publication Table but only publish on the website submissions with more than 250 words.
- That the Committee make public, with the authors' names suppressed, all submissions listed in the Partially Confidential with Name Suppressed Submission Publication Table but only publish on the website submissions with more than 250 words.
- That the Committee make public and publish on the website submissions numbered 83, 384, 515, 579 and 702 with material redacted per the Partially Confidential with Name Displayed Submission Publication Table.

- That submissions as listed in the Confidential Submission Publication Table remain confidential to the Committee and not be published.
- That the Committee publish the following words on the inquiry website to explain its decision to only publish submissions with more than 250 words:

Due to the very large number of submissions received, and the practical capabilities of the Parliament's website, the Committee has resolved to only publish submissions with more than 250 words. Submissions where the author asked for their submission not be published will stay confidential to the Committee.

All the submissions have been considered, and the Committee greatly appreciates the interest shown in this inquiry.

A full list of the names of all people who made submissions is available in the document below and will also be published in the Committee's report (except those who requested confidentiality or to have their name suppressed).

6.2 Public hearing arrangements

The Committee considered a list of possible witnesses. Mr Moselmane suggested that the Hon Duncan Gay in his capacity as the former Minister for Roads and the service provider that is contracted by Transport for NSW to operate and maintain the mobile speed cameras be invited to appear before the Committee at a public hearing. It was agreed that members would provide the Secretariat with their suggestions for possible witnesses by Friday 8 October 2021.

Resolved, on the motion of Mr Moselmane, seconded by Reverend Nile: That the Committee conduct public hearings in November 2021, and that the secretariat canvass members as to their availability.

7. ***

Next meeting

The meeting adjourned at 10.42 am until a date and time to be determined.

MINUTES OF MEETING No. 17

9.33 am, Monday, 29 November 2021

Room 814/815, Parliament House and by WebEx videoconference

Members Present

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Stephen Bromhead MP, Mr Roy Butler MP, Mr Nick Lalich MP, the Hon. Shaoquett Moselmane MLC

By videoconference: Ms Wendy Lindsay MP, Mr Chris Gulaptis MP, Reverend the Hon. Fred Nile MLC

Officers in attendance

Sam Griffith, Kieran Lewis, Rima Dabliz, Francesca Arciuli-Matar, Cheryl Samuels, Abegail Turingan, Siobhan Ryan

1. Apologies

Nil

2. Confirmation of minutes

Resolved, on the motion of Mr Moselmane seconded by Mr Lalich: That the minutes of the meeting held on 30 September 2021 be confirmed.

3. ***

4. ***

5. Inquiry into mobile speed camera enforcement programs in NSW

5.1 Public hearing

The Committee noted that the public hearing will start at 9.45 am. The Committee also noted the hearing schedule, suggested questions for witnesses, and hybrid hearing guidelines.

5.2 Publication orders

Resolved, on the motion of Mr Moselmane, seconded by Ms Lindsay: That the Committee authorises the audio-visual recording, photography and broadcasting of the public hearing on 29 November 2021, in accordance with the Legislative Assembly's guidelines for the coverage of proceedings for committees administered by the Legislative Assembly.

5.3 Transcript of evidence

Resolved, on the motion of Mr Moselmane, seconded by Ms Preston: That the corrected transcript of public evidence given on 29 November 2021 be authorised for publication and uploaded on the Committee's website.

5.4 Questions taken on notice and supplementary questions

Resolved, on the motion of Mr Lalich, seconded by Mr Bromhead: That witnesses be asked to provide answers to questions taken on notice and supplementary questions within 2 weeks of the date on which the questions are forwarded, and that once received, answers be published on the Committee's website.

5.5 Acceptance and publication of tendered documents (if any)

Resolved, on the motion of Mr Lalich, seconded by Mr Gulaptis: That documents tendered during the public hearing be accepted by the Committee and published on the Committee's website.

6. ***

The Chair adjourned the deliberative meeting at 9.44 am.

Public hearing

The Chair opened the public hearing at 9.45 am. All witnesses attended the public hearing via WebEx videoconference and the hearing was broadcast via the Parliament's webcast. The Chair made a short opening statement.

The following witnesses were admitted:

- Mr Mark Ellis, Manager, Civil Works, Cootamundra-Gundagai Regional Council, was affirmed and examined.
- Ms Leanne Ledwidge, Road Safety Officer, Wollondilly Shire Council, was sworn and examined.
- Cr Karen McKeown, Mayor, Penrith City Council, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Mr David McTiernan, National Leader Transport Safety, Australasian College of Road Safety - New South Wales Chapter, was affirmed and examined.
- Mr Harold Scruby, Chairman/CEO, Pedestrian Council of Australia Limited, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Mr Richard Olsen, State Secretary, Transport Workers' Union of New South Wales, was sworn and examined.
- Mr Warren Clark, Chief Executive Officer, National Road Transport Association, was sworn and examined.

Evidence concluded, the witnesses withdrew.

The following witness was then admitted:

- Mr Brian Wood, Secretary, Motorcycle Council of NSW, was affirmed and examined.

Evidence concluded, the witness withdrew.

The following witnesses were then admitted:

- Ms Elizabeth Waller, Road Safety Manager, Transurban, was affirmed and examined.
- Mr Michael Kilgariff, Chief Executive Officer, Roads Australia, was sworn and examined.

Evidence concluded, the witnesses withdrew.

The following witness was then admitted:

- Mr Michael Lane, National Media Liaison Officer, National Motorists Association Australia, was affirmed and examined.

Evidence concluded, the witness withdrew.

The following witnesses were then admitted:

- Associate Professor Jeremy Woolley, Director, Centre for Automotive Safety Research, University of Adelaide, was sworn and examined.
- Mr William Barton, Vice President, Institute of Public Works Engineering Australasia NSW & ACT, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The following witness was then admitted:

- The Hon. Duncan Gay, former Minister for Roads, was sworn and examined.

Evidence concluded, the witness withdrew.

The Chair closed the public hearing at 4.12 pm.

7. Post hearing deliberative meeting

The Chair opened the meeting at 4.13 pm.

7.1 Supplementary questions

Resolved, on the motion of Mr Bromhead, seconded by Mr Moselmane: That members have until 5pm on Friday 3 December to submit any supplementary questions via email to the secretariat for witnesses appearing on 29 and 30 November.

7.2 Apology

Mr Gulaptis advised that due to other commitments, he would leave the public hearing on 30 November after the morning break.

Next meeting

The meeting adjourned at 4.15 pm until 9.15am on Tuesday 30 November 2021 in Room 814/815 and by WebEx videoconference.

MINUTES OF MEETING No. 18

9:18 am, Tuesday 30 November 2021

Room 814/815, Parliament House and WebEx videoconference

Members Present

The Hon. Lou Amato MLC (Chair), Ms Robyn Preston MP (Deputy Chair), Mr Stephen Bromhead MP, Mr Roy Butler MP, Mr Nick Lalich MP, the Hon. Shaoquett Moselmane MLC, Reverend the Hon. Fred Nile MLC

By videoconference: Mr Chris Gulaptis MP, Ms Wendy Lindsay MP

Officers in attendance

Sam Griffith, Kieran Lewis, Rima Dabliz, Francesca Arciuli-Matar, Cheryl Samuels, Abegail Turingan, Siobhan Ryan

1. Apologies

Nil

2. Inquiry into mobile speed camera enforcement programs in NSW

2.1 Public hearing

The Committee noted that the public hearing will start at 9.30 am. The Committee also noted the hearing schedule, suggested questions for witnesses, and hybrid hearing guidelines.

3. ***

4. Inquiry into mobile speed camera enforcement programs in NSW, ***

4.1 Publication orders

Resolved, on the motion of Mr Butler, seconded by Reverend Nile: That the Committee authorises the audio-visual recording, photography and broadcasting of the public hearings on 30 November 2021, in accordance with the Legislative Assembly's guidelines for the coverage of proceedings for committees administered by the Legislative Assembly.

4.2 Transcripts of evidences

Resolved, on the motion of Reverend Nile, seconded by Mr Lalich: That the corrected transcripts of public evidence given on 30 November 2021 be authorised for publication and uploaded on the Committee's website.

4.3 Questions taken on notice and supplementary questions

Resolved, on the motion of Mr Butler, seconded by Mr Lalich: That witnesses be asked to provide answers to questions taken on notice and supplementary questions within 2 weeks of the date on which the questions are forwarded, and that once received, answers be published on the Committee's website.

4.4 Acceptance and publication of tendered documents (if any)

Resolved, on the motion of Mr Butler, seconded by Mr Moselmane: That documents tendered during the public hearings be accepted by the Committee and published on the Committee's website.

The Chair adjourned the deliberative meeting at 9.20 am.

Public hearing – Inquiry into mobile speed camera enforcement programs in NSW

The Chair opened the public hearing at 9.30 am. All witness attended the public hearing via WebEx videoconference and the hearing was broadcast via the Parliament's webcast. The Chair made a short opening statement.

The following witnesses were admitted:

- Mr Victor Wardrop, NSW Operations Director, Redflex Traffic Systems, was affirmed and examined.
- Mr Alexander Jannink, Managing Director, Acusensus was affirmed and examined.

Public evidence concluded, Mr Jannink withdrew.

At 10.26 am the Committee agreed to take *in-camera* evidence.

In-camera evidence concluded at 10.37 am, and the witness withdrew.

The public hearing resumed at 10.37 am.

Mr Gulaptis left the hearing at 10.37 am.

The following witnesses were then admitted:

- Cr Hugh Eriksson was sworn and examined.
- Mr Nathan McBriarty, Traffic and Transport Unit Leader, Wollongong City Council, was sworn and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Mr Bernard Carlon, Chief, Centres for Road Safety and Maritime Safety, Transport for NSW, was sworn and examined.

- Ms Andrea Parker, Executive Director, Regulatory Operations, Safety, Environment and Regulation, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The following witnesses were then admitted:

- Mr Robert Giltinan, Director of Policy and Public Affairs, National Roads and Motorists' Association, was sworn and examined.
- Mr Christopher Burns, Secretary, Bullbar Council, was affirmed and examined.

Evidence concluded, the witnesses withdrew.

The Chair closed the public hearing at 12.49 pm.

Next meeting

The meeting adjourned at 3.50 pm until 9.45 am on Tuesday 7 December 2021 in the Jubilee Room and by Webex videoconference.

UNCONFIRMED MINUTES No. 20

12.32 pm, 13 May 2022

Room 1254, Parliament House and WebEx videoconference

Members present

The Hon. Lou Amato MLC (Chair), Mr Nathaniel Smith MP (Deputy Chair), Mr Roy Butler MP, Mrs Shelley Hancock MP, the Hon. Shaoquett Moselmane MLC, Mr Christopher Gulaptis MP

By videoconference: Mr Nick Lalich MP, Reverend the Hon. Fred Nile MLC

Officers in attendance

Sam Griffith, Kieran Lewis, Francesca Arciuli-Matar, Rima Dabliz, Nicolle Gill

1. Apologies

Mr Stephen Bromhead MP

2. Committee membership

The Committee noted the membership change as recorded in the Legislative Assembly Votes and Proceedings, no 134, entry no 17:

Mrs Shelley Hancock MP and Mr Nathaniel Smith MP have been appointed to the Committee in place of Ms Wendy Lindsay MP and Ms Robyn Preston MP, discharged.

The Chair welcomed the new members.

3. Election of Deputy Chair

There being a vacancy in the office of Deputy Chair, the Chair called for nominations.

Mr Gulaptis moved that Mr Smith be the Deputy Chair of the Committee, seconded by Mr Butler.

No further nominations were received.

There being only one nomination, Mr Smith was declared to be the Deputy Chair.

4. Confirmation of minutes

Resolved, on the motion of Mr Gulaptis, seconded by Mr Moselmane: That the minutes of the meeting of 7 December 2021 be confirmed.

5. Recording of proceedings

Resolved, on the motion of Mr Smith, seconded by Mrs Hancock: That the Committee agree to record the meeting for the purposes of the secretariat preparing the minutes and that the recording be deleted when the minutes are settled.

6. ***

7. ***

8. Inquiry into mobile speed camera programs

8.1 Correspondence

Resolved, on the motion of Mr Gulaptis, seconded by Mr Smith: That the letter from Mr Bernard Carlon, Chief, Centres for Road Safety and Maritime Safety, Transport for NSW, dated 23 February 2022, be published on the Committee's webpage as an 'Other Document'.

8.2 Consideration of the Chair's draft report

Resolved, on the motion of Mr Smith, seconded Mr Moselmane: That the Committee consider the Chair's draft report *in globo*.

The Committee noted Mr Moselmane's objection to Mr Smith's amendments being circulated so close to the deliberative meeting, and that this did not allow enough time to consider the amendments.

Mr Smith moved the following amendments to the Chair's draft report:

- 1 That Finding 1 be amended to omit "strongly" before "oppose".
Discussion ensued.
Question put.
The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]

Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 2 That Finding 1 be amended to omit "oppose" and insert instead "opposed".
Discussion ensued.
Question put.
The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 3 That Recommendation 1 be amended to omit all words as follows "That Transport for NSW promote in a public education campaign the reasons and evidence base for any changes to the mobile speed camera program and how this supports the program's general network deterrence purpose" and insert instead: "That Transport for NSW promote the mobile speed camera program in a public education campaign, including how it supports keeping drivers safe on New South Wales roads"."

Discussion ensued.

Question put.

The Committee divided.

Ayes 6 [Mr Amato, Mr Butler, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 2 [Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 4 That Finding 3 be amended to omit "does not" and insert instead "may not"; omit "in meeting" and insert instead "to meet"; omit "making" before "the mobile"; and omit "more overt" after "speed camera program".

Discussion ensued.

Question put.

The Committee divided.

Ayes 6 [Mr Amato, Mr Butler, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 2 [Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 5 That Finding 4 be amended to omit "around" and insert instead "on".

Discussion ensued.

Question put.

The Committee agreed to the amendment.

That Finding 4 be amended to omit ", including warning signs featuring the posted speed limit" before "helps promote".

Discussion ensued.

Question put.

The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

That Recommendation 3 be amended to omit at the end ", including by considering the use of advanced warning signs and signs on detection vehicles which feature the posted speed limit".

Discussion ensued.

Question put.

The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 6 That Recommendation 4 be amended to omit "including advanced warning signs and fixed educational signs" before "should be implemented".

Discussion ensued.

Question put.

The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 7 That Recommendation 5 be amended to omit "publish" and insert instead "consider publishing"; omit "reason" and insert instead "criteria"; omit "at each" before "enforcement"; and omit "location" and insert instead "locations".

Discussion ensued.

Question put.

The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 8 That Recommendation 6 be amended to omit "reasons why locations are selected for" and insert instead "policy criteria for locations of"; and omit "purpose" and insert instead "outcomes".

Discussion ensued.

Question put.

The Committee divided.

Ayes 6 [Mr Amato, Mr Butler, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 2 [Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 9 That Recommendation 8 be amended to omit "regularly" before Transport for NSW; and omit "upcoming operations" and insert instead "program".

Discussion ensued.

Question put.
The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 10 That Recommendation 9 be amended to omit "local councils and relevant peak bodies before and after" and insert instead "local councils, relevant peak bodies and road safety advocates when".
Discussion ensued.
Question put.
The Committee agreed to the amendment.

- 11 That Recommendation 11 be amended to omit "all nominated" after "local councils on"; and omit "locations" and insert instead "enforcement in the local government areas".
Discussion ensued.
Question put.
The Committee divided.

Ayes 6 [Mr Amato, Mr Butler, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 2 [Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 12 That Recommendation 12 be amended to omit "implement an email alert system" and insert instead "consider a notification system"; omit "users of its" before "notify"; omit "council" and insert instead "councils"; and omit "portal" before "when information".
Discussion ensued.
Question put.
The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 13 That Recommendation 14 be amended to omit "to ensure it is presented in a user friendly format".
Discussion ensued.
Question put.
The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]
Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

The question was resolved in the affirmative.

- 14 That Recommendation 16 be amended to omit "detailed" before "information"; omit "how money from" before "the Community Road Safety Fund"; and omit "is allocated and spent" before "including the outcome".

Discussion ensued.

Question put.

The Committee divided.

Ayes 5 [Mr Amato, Mr Gulaptis, Mrs Hancock, Revd. Nile, Mr Smith]

Noes 3 [Mr Butler, Mr Lalich, Mr Moselmane]

Resolved, on the motion of Mr Gulaptis, seconded by Mrs Hancock:

- That the draft report as amended be the report of the Committee and that it be signed by the Chair and presented to the House.
- That the Chair and committee staff be permitted to correct stylistic, typographical and grammatical errors.
- That, once tabled, the report be posted on the Committee's website.

9. ***

10. ***

11. Next Meeting

The meeting adjourned at 1.45 pm until a time and date to be determined.