

**CITY OF MELBOURNE  
SAFE CITY CAMERAS  
PROGRAM**

**SAFE CITY CAMERAS PROGRAM  
AUDIT COMMITTEE  
REPORT**

**1 January 2023 – 31 December 2023**

**CITY OF MELBOURNE  
SAFE CITY CAMERAS PROGRAM  
AUDIT COMMITTEE**

Mr Dean Robertson  
 Director, City Safety, Security and Amenity  
 City of Melbourne  
 PO Box 1603M  
 MELBOURNE VIC 3000

Dear Mr Robertson

**SAFE CITY CAMERAS PROGRAM AUDIT COMMITTEE REPORT**

In accordance with the Safe City Cameras Program Audit Committee Terms of Reference, we submit our Report for the review period 1 January 2023 to 31 December 2023.

Yours sincerely,

Bill Horman AM APM	Margaret Rode	Paul Ryan
Consultant	Governance Professional	Legal Practitioner
Chairman	Member	Member
Appointed Chairman in 2018; (appointed to Committee in 2011).	Appointed to Committee on 18/01/2018.	Appointed to Committee on 21/02/2018.

*Signed*.....

*Signed*.....

*Signed*.....

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## 1. ESTABLISHMENT OF THE SAFE CITY CAMERAS PROGRAM & AUDIT COMMITTEE

On 6 December 1995, the City of Melbourne (CoM) resolved to establish a closed-circuit television system in Melbourne's Central Business District to be known as the "Safe City Cameras Program" (the Program or SCCP). The CoM SCCP became operational on 27 February 1997.

From its inception, a SCCP CCTV Audit Committee was established consisting of representatives of Victoria Police, the City of Melbourne and with three "independent" members one of whom is appointed as the Chairperson.

The inaugural Chairperson was the late Mr Norman Geschke, OBE the then immediate past State Ombudsman<sup>1</sup>.—The independent members include a lawyer and a community representative.

The SCCP helps create a safer environment and reduce crime levels by deterring potential offenders, helping in crime detection and providing evidence to assist in investigations and/or in Court.

The Program's aims are set out in the Safe City Cameras Program Manual and include:

- (a) aiding in the provision of a safer physical environment in the Melbourne CBD
- (b) assisting police to reduce crime levels by deterring potential offenders
- (c) aiding in early identification of criminal offences
- (d) generally assisting in emergency response.

The operation of the Program is regulated by "Standard Operating Procedures (SOP's), the "Training Manual" and a Memorandum of Understanding (MOU) with Victoria Police.

The Program Manual incorporates a Code of Practice, Privacy Principles, Product (i.e. copy of CCTV footage) tracking and release provisions and general management processes.

The Program uses closed circuit cameras (CCTV) positioned throughout the Melbourne Central Business District (CBD), monitored 24/7 by Safe City Camera Operators.

The Program is one aspect of the CoM's strategy for a safer city. Others include:

- The sites of the Safe City Taxi Ranks are still monitored by the camera network.
- Supports the Melbourne Liquor Licensees Accord with Melbourne liquor licensees and coordinates meetings of the Melbourne Liquor Forum

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<sup>1</sup> Norman Geschke OBE (1924-2018), State Ombudsman 1980-1984.

- Victoria Police and CoM lighting audits
- Promotion of visible police presence throughout the CBD
- Improved transport at night to and from the CBD
- Prohibition of consumption of alcohol in CBD public places
- Education, information and awareness campaigns.
- Various resident associations in the municipality.
- Local Safety Committee meeting - Neighbourhood Policing (Melbourne East and Melbourne West)
- Southbank Safety and Security Committee
- Annual Municipal Emergency Management Exercise
- Assisting Building Emergencies as part of council's municipal building surveyor functions.
- Assisting emergency services and statutory agencies during emergency incidents as part of follow-up or live investigations

## **2. SCCP OPERATIONS DURING 2023 AUDIT PERIOD**

### **Cameras in Operation**

There was an increased number of 280 cameras at 2023 year end comprising:

- 107 Pan Tilt Zoom Cameras
- 148 Fixed Cameras
- 08 Taxi Rank and Help Point Cameras
- 06Cameras on Safe City CCTV Mobile Vehicle
- 11 private cameras (Salvation Army and Hosier Lane)

During 2023 people returned to the Central Business District for work and leisure following the lifting of COVID 19 restrictions with resulting increase in incidents although at the time of writing this Report not all aspects of CBD activities had returned to pre-Covid levels.

During 2023, more footage was provided to Victoria police, due largely to more cameras in-situ that create more likelihood of capturing footage. The introduction of Evidence.Com created savings on materials, and greater efficiency on the timeliness of supply of footage to Victoria Police as it enables police to request footage electronically rather than having to attend the Control Room.

Requests for information regarding the Safe City Cameras' statistics of incidents may be directed to the Melbourne City Council.

The CoM's SCCP website provides a map of locations of the SCCP cameras. (It should be understood that the location of cameras is subject to ongoing review and change).

### **Mobile Camera Vehicle**

The Melbourne Safe City Cameras Program has, in addition to fixed cameras, a Mobile Camera Vehicle, introduced in 2009. Since 2022 footage from cameras in the Mobile Camera Vehicle is directly fed to the SCCP Control Room. The independent members of the Audit Committee was provided with an inspection and demonstration of the vehicle and cameras in action and have viewed the effectiveness of the live-feed.

### **Control Room, Footage & CCTV Product**

All fixed cameras feed footage, in real time, to screens located in the SCCP Control Room. Footage is recorded on the Video Management System ("VMS"). VMS screens are monitored 24 hours per day/seven days a week by Control Room Operators.

Control Room Operators may transfer incoming footage, in real time to dedicated monitors and control cameras to ensure detailed recording of any event. Control Room Operators notify police of incidents that they see unfolding and feed footage in real-time to Police Operation Centres.

When major events occur in Melbourne with the State Police Operations Centre (SPOC) in operation, the Victoria Police can select what cameras they want to view - but the Safe City Operators retain actual control of the cameras.

Control Room Operators make electronic or hand-written notes/"running sheets" which are used for inputting the incident report in the Incident Management System. Such documents aid subsequent interrogation of the Incident Management System in relation to specific events and retrieval of relevant product (i.e. footage provided to police or others).

Footage in relation to an event is retained on the Council server for a minimum of 28 days (the "Holding Period") after the event. In the absence of a request from Victoria Police or other relevant agencies or individuals, it is then recorded over. Should the Council receive a request for product from a relevant agency or individual within the Holding Period, two copies of the requested footage are made. One copy is provided to the requesting party and the other copy retained by Council for a minimum of two years, after which it is destroyed.

## **Product provided to Victoria Police**

In 2016, Victoria Police and CoM agreed that police to whom product was provided would be responsible for its safe storage and ultimate destruction when the product was no longer required by them.

Subsequently a copy of the Victoria Police instructions and procedures was provided to the Audit Committee and the SCCP Program Manual amended to incorporate the agreement.

During the 2023 review period no misuse or problem associated with product provided to Victoria Police was reported.

## **Dedicated Police Radio Base Station**

The operational benefits for the Safe City Camera Program in having a dedicated Victoria Police radio base station is evidenced by the increasing number of incidents the Control Room is alerted to via the Victoria Police radio network.

## **CCTV Product - Dissemination Tracking and Destruction**

Product continues to be made available only to those authorised under relevant provisions of the Program Manual and release of product occurs only upon acceptance by applicants of necessary confidentiality, tracking, storage and destruction obligations.

## **Control Room**

### **Security**

Access to the Control Room is strictly limited and controlled in accordance with provisions of the Safe City Camera Program Manual.

During 2023 City of Melbourne Management provided assurance to the Audit Committee that appropriate protection from hacking or other interference is in place and appropriate provisions are in place to ensure continuity of the Safe City Camera operations in the event of the SCCP Control Room being rendered inoperative.

City of Melbourne Management advised that they were structuring for cyber security baseline level within the Federal Government's framework of Essential Eight mitigation strategies, that none of CoM CCTV cameras are sourced from specific overseas providers of concern to the Federal Government, and that the Safe City Camera Program system is separate from the CoM corporate system, so is not vulnerable to any attacks on that system.

In 2023 the Southbank Security and Safety Committee visited the SCCP Control Room, providing them an opportunity to observe the capability of the cameras and CoM to highlight ways they could assist e.g. by ensuring trees/vegetation don't obstruct camera view.

The Audit Committee notes that the Technology and Digital Innovation team have penetration testing for SCCP on their schedule for 2023/2024.

In view of its importance, this Report recommends City of Melbourne again provides throughout 2024 updates and reassurance to the Audit Committee regarding security and business continuity.

### **Police Acknowledge Valued Partnership with Safe City Camera Program**

Control Room Staff are in direct radio contact with Victoria Police. SCCP Mobile Camera Vehicle staff are in direct contact with Control Room staff. The Audit Committee's Reports consistently note there is a very close working relationship between the Control Room Operators and Victoria Police. There is also a close working relationship between Victoria Police and the City of Melbourne management generally in regard to planning and operational matters, particularly relating to safety, security and counter-terrorism strategies and management of emergency responses.

In 2022 the Audit Committee was particularly pleased to record the exceptional honour and recognition given by the Victorian Chief Commissioner of Police Shane Patton APM to Mr Craig Buckingham, Team Leader, Security Services, and the Control Room Operators formally acknowledging the value of their work.

The inaugural award of the Victorian Police Company/Business Commendation to the City of Melbourne Safe City Cameras Program was presented in person by Chief Commissioner Patton, in the presence of the Lord Mayor Sally Capp, police representatives, City of Melbourne management, a number of SCCP Operators and members of the Audit Committee (both past and present members) on 27 October 2022 in the Melbourne Town Hall Commons area.

The citation reads:

***“In recognition of the exemplary working partnership with Victoria Police to improve community safety in Melbourne”.***<sup>2</sup>

The independent members of the CCTV Audit Committee were impressed by the fact that within a short period of time almost 150 messages of congratulations and support appeared on Linked-In in response to a post of SCCP Manager Craig Buckingham.

On 23<sup>rd</sup> December 2022, award-winning crime journalist Mr John Silvester for his weekly page “Naked City”, wrote an article *“Keeping an eye out across the city, on 222 cameras”*, focusing on the Melbourne Safe City Camera Program.<sup>3</sup> This was the first time the SCCP was the

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<sup>2</sup> See Appendix A

<sup>3</sup> See Appendix C

subject of such detailed media coverage with access to Lord Mayor Sally Capp, SCCP Management and the SCCP Control Room. The initiative was discussed in Audit Committee meetings and was strongly supported by the Audit Committee.

## **MOUs**

Current in 2023 were CoM Memoranda of Understanding (MOU) with Victoria Police and separately, the Independent Broad-based Anti-Corruption Commission and Emergency Management Victoria.

## **Public Address Speakers for Emergency Situations**

A Memorandum of Understanding between Victoria Police and Emergency Management Victoria (EMV) was signed in 2017 utilizing the SCCP hardware with public address speakers fitted onto cameras at CBD locations to be used in emergency situations.

The speakers can be used to provide an audible warning sound and a message from Victoria Police to the public in an emergency situation. The speakers were not required to be used during 2023 other than for testing purposes.

## **Control Room Contact with Victoria Police Monitoring Assessment Centre**

Since December 2016, the Victoria Police Monitoring Assessment Centre (MAC) has been able to select live-feeds from CCTV cameras in the CBD.

In view of the importance of the role of the Victoria Police MAC, its relationship with the SCCP and the live-use of SCCP footage, the Audit Committee maintains its interest in being kept informed as to any relevant impacts on the arrangements.

The Chairman and Audit Committee members visited the Victoria Police Monitoring Assessment Centre in 2018, 2019 and in 2023 and were provided with a detailed overview of its operations, access and use of the live SCCP camera coverage.

In 2022 City of Melbourne procured an extra five years Agreement for the use of optic-fibre cable from a telecommunications company from 2023 to 2028. This fibre is used to connect thirty-nine different points in the field of coverage back to the Safe City Control Room, and one of those links is the main link into City West Police Station.

In 2023 two independent members of the Audit Committee received a comprehensive tour of the Melbourne West Police Station. All independent members of the Audit Committee have previously attended a comprehensive tour of the Melbourne East Police Station

## **Extending Infrastructure and Sharing with Other Parties' Cameras**

In 2023 agreement was reached between CoM and the Victorian Department of Justice for provision of additional SCCP cameras north along Lygon Street into Carlton. This initiative has the strong support of businesses and residents of Carlton and supported by the SCCP CCTV Audit Committee.

## **City Safety, Counter-Terrorism, Major Emergencies and the SCCP**

Major incidents in past years involving vehicles posing a threat to the lives and safety of CBD users, demonstrated the importance of the SCCP in prevention, deterrence, critical incident response and providing footage to form part of the police investigation as well as evidence when matters are before the Coroner or criminal prosecutions proceed to Court from any acts of terrorism, crimes or serious incidents.

Police representatives have commented very favourably on the improved speed of communication and supply of footage following the introduction of "Evidence.Com" software and online procedures.

## **Exercise Red Flight**

A multi-agency Emergency Management Exercise – Exercise Red Flight – was organized by the City of Melbourne on 9 June 2023. This simulated emergency provided representatives from multiple relevant agencies the opportunity to demonstrate their knowledge, skill and experience while identifying areas for improvement. Two independent members of the Audit Committee attended as observers and were impressed with the standard of the exercise and the valuable benefits of such exercises.

## **Disparity between Program's Aims & Operating Procedures**

During the reporting period, the Audit Committee did not become aware of any allegation or complaint claiming or suggesting there was a disparity between the Program's Aims and Operating Procedures.

## **Complaints**

The CoM website provides advice for members of the public to facilitate complaints about the Program operation.

The SCCP Manual also sets out a process by which complaints can be made about the operation of the Program.

Any complaint lodged against the SCCP is the subject of focus by the Audit Committee.

No ~~2~~ complaints wereas received in 2023.

## **Freedom of Information**

FOI requests lodged relevant to the SCCP are also subject of focus by the Audit Committee.

Three ~~2~~ Freedom of Information request ~~was~~were received in 2023.

## **Victorian Auditor-General's 2018 Review of CCTV Camera Operations**

During 2018 the Victorian Auditor-General's Office (VAGO) carried out an extensive review of the Public Safety and Corporate CCTV cameras of a number of local governments including the City of Melbourne's Safe City Cameras Program.

The VAGO report "*Security and Privacy of Surveillance Technologies in Public Places - September 2018*" can be found here:

<https://www.audit.vic.gov.au/sites/default/files/2018-09/20180919-Surveillance-Technologies-in-Public-Places.pdf>

While the VAGO report was generally favourable, the Audit Committee noted there were areas where the SCCP (Public Safety CCTV) was not fully compliant and made recommendations addressing those issues. The recommendations have been progressively implemented and reported on.

The independent members of the Audit Committee are mindful that the Auditor General may revisit local government operations of CCTV in light of rapid changes in technology and the challenge of managing community expectations regarding safety, security and privacy.

This Report recommends that in 2023 the Audit Committee, in conjunction with City of Melbourne, review the Program's manuals and operating procedures to ensure it is up-to-date with current practices and procedures.

### **3. SCCP AUDIT COMMITTEE**

#### **Establishment**

The City of Melbourne made the operation of the Safe City Cameras Program operation subject to audit against its protocols and operating procedures by an independent committee called the Melbourne Safe City Camera Audit Committee. The Audit Committee is required to report to the CoM annually pursuant to the Committee's Terms of Reference. The Report is available to the public.

Independent auditing of the Program's operation is intended to:

- (a) ensure congruence between the Program's operation and the parameters set out in the Operations and Training Manual and the Program Manual;

- (b) promote public confidence in the Program by making its operation transparent and accountable;
- (c) ensure the Program's efficient, effective operation and management;
- (d) support continuous improvement of the program through consideration and implementation of Audit Committee recommendations; and
- (e) identify any incidents of non-compliance with the terms of the Operations and Training Manual or the Program Manual.

From inception, the CoM SCCP Audit Committee has been and continues to be independent of the Program operation.

### **Membership 2023**

During the 2023 audit period, the SCCP Audit Committee's three independent members were long-serving member Mr Bill Horman AM APM who was appointed Chairman, with 2018 appointees, Ms Margaret Rode (Governance Professional and Community Representative) and Mr Paul Ryan (Solicitor). Chairman Mr Bill Horman was a member of the then Melbourne Safe City Executive when the Safe City Cameras Program was conceived and established.

### **Meetings of SCCP Audit Committee 2023**

During 2023 the SCCP Audit Committee met on the following dates:

- 14 February 2023
- 11 April 2023
- 20 June 2023
- 8 August 2023
- 10 October 2023
- 12 December 2023.

Between formal Committee meetings, the Chairman communicated with the independent and other members of the Audit Committee. The independent members consider their regular meetings and discussions to be valuable and have appreciated the resumed meeting face-to-face on a regular basis.

A schedule of meetings and attendees provided as ATTACHMENT A

### **Support to SCCP Audit Committee**

The Audit Committee wishes to express its appreciation for support throughout the audit period, provided by:

- Mr Dean Robertson, City of Melbourne Director City Safety, Security and Amenity

- Ms Christine Drummond, City of Melbourne Emergency Management Coordinator
- Mr Craig Buckingham, City of Melbourne Security Manager
- Victoria Police, the biggest single-user of the Program's product, was represented at all meetings of the SCCP Audit Committee significantly enhancing discussions and providing valuable feedback on police use of Product and police interaction with the Control Room. The Police representatives report at each meeting outlining some aspects of crime and particular incidents involving the police and the SCCP Control Room.

The Police representatives were:

- Senior Sergeant Guy Irvine - representing Melbourne East
- Senior Sergeant Peter Sambell – representing Melbourne West
- Other police members who attended meetings during 2023 were:
  - Inspector Craig Pearson
  - Acting Senior Sergeant Louis Du Plessis
  - Acting Senior Sergeant Joel Prathipaty
  - Acting Sergeant James Vass.

Continuity of police representation is viewed as important by the Audit Committee members and involvement was consistent throughout 2023.

Of particular value to the Committee throughout the audit period were Mr Buckingham's monthly Program Management Reports containing statistics, comparisons, commentary on notable incidents, as well as reports containing statistics on hits on the website provided by Ms Drummond.

The monthly Program Management Reports regularly featured expressions of police appreciation of the professionalism of the SCCP Operators and comments as to their good work in particular instances of specific incidents and outcomes

The Audit Committee noted the regular police praise and appreciation of the very timely assistance and expertise of the SCCP Operators.

**4. SCCP AUDIT COMMITTEE – EXECUTIVE SUMMARY 2023**

**CoM Response to Recommendations in the 2022 Audit Report**

At each Audit Committee meeting, the CoM reported on the progress and completion of each of the 2022 Report’s recommendations.

**Summary of SCCP activity in 2023**

The CCTV Audit Committee found that the Safe City Camera Program operated efficiently and effectively throughout the review period.

During the review period, the SCCP recorded a total of 5,941 incidents up from 5,587 in the same period in 2022.

The five (5) most reported incident categories during 2023 were:

<i>Incident Category</i>	<i>2023</i>	<i>2022</i>
Assault	1,183	1,103
Theft/Attempted Theft	1,075	844
Public Order	770	877
Traffic-related matters	753	727
Welfare Checks	441	582
Note: Drug-related matters	137	162

After Covid restrictions lifted and the city’s pedestrian and vehicle numbers increased, spikes in incident types were noted in the areas of Assault, Burglary, Criminal Damage, Drunk (Impaired) or Erratic Driver, Theft from Motor Vehicle and Traffic Matters. However, 2023 statistics show a reduction in the number of Assaults, Public Order, Sexual Assault and Welfare Checks,

In 2023 the SCCP produced a new record 1842 copies of footage removed.

**Findings 2023**

The Safe City Cameras Program Audit Committee reviewed the operation of the Melbourne Safe City Cameras Program for the period 1 January 2023 to 31 December 2023 in accordance

with its Terms of Reference and the relevant provisions of both the Program Manual and the Training Manual.

Besides site visits already referred to, Management reported regularly to Committee meetings and provided assurances that:

- (i) No instances of disparity between the Program's aims, protocols and operating procedures.
- (ii) No complaints about the Program were made during 2023.
- (iii) No evidence of failure by SCCP staff to observe security protocols and standard operating procedures as set out in the Training Manual.
- (iv) The Program and its operations were effectively and efficiently managed and coordinated.
- (v) There were no new major events requiring the supply of cameras into either the Melbourne Events Operations Centre or the State Government Operations Centre.
- (vi) No evidence that Control Room Operators' entries on the Program Management System failed to comply with the requirements set out in the provisions of the Operations and Training.
- (vii) No evidence of access to the Control Room outside the scope of the standard operating procedures and security protocols.
- (viii) Program staff maintained professional, cordial, efficient and effective interaction with authorised persons including police, other stakeholders and members of the public who visited the SCCP Control Room.
- (ix) No evidence of improper dissemination or use made of any Product.
- (x) No members of the public or stakeholders raised any public interest issues.
- (xi) Three ~~2~~-Freedom of Information requests were received.

### **Relationship between Victoria Police and SCCP Personnel**

The relationship between Victoria Police and the SCCP is crucial to its effectiveness and, ultimately, city safety and security. The independent members of the Audit Committee are pleased to report that the effectiveness of this relationship continues.

The Audit Committee commends the high level of professionalism, communication and co-operation between Control Room Operators and members of Victoria Police and other emergency services personnel.

The Audit Committee particularly commends the Program staff and City of Melbourne Management on the way they adapted to changed circumstances and requirements resulting from COVID 19 with its disruption to people's working and personal lives and the resumption of city life in 2023, while keeping the Safe City Camera Program operational throughout the period.

## **5. 2023 SCCP AUDIT COMMITTEE'S RECOMMENDATIONS**

The following recommendations are put forward by the Audit Committee for consideration by the City of Melbourne, Victoria Police and the SCCP Audit Committee in 2024.

1. The City of Melbourne provides the Audit Committee with an update in relation to the contract re SCCP operations as soon as practical.
2. The City of Melbourne provides the Audit Committee with current up-to-date SCCP manuals and procedures.
3. The City of Melbourne provides the Independent Members of the Audit Committee with the opportunity to view and have input to any City of Melbourne's proposal to widen the purpose and use of SCCP cameras and product.
4. The Independent Members of the Audit Committee visit the SCCP Control Room in 2024.
5. The City of Melbourne provides throughout 2024 updates and reassurance to the Audit Committee regarding security and business continuity.

## **ATTACHMENTS:**

**Appendix A:** Schedule of CCTV Audit Committee Meetings and Membership

## SCHEDULE OF MEETINGS 2022 – DATES AND ATTENDANCE

Member	14/02/23	11/04/23	20/06/23	08/08/23	10/10/23	12/12/23
BH	Y	Y	Y	Y	Y	Y
MR	Y	Y	Y	Y	A	Y
PR	Y	A	Y	A	Y	Y
CD	Y	Y	A	Y	A	Y
CB	Y	Y	Y	Y	N	Y
DR	Y	A	A	Y	Y	Y
ES	Y			Y		
JT		Y	N	N	Y	
OF				Y		
CS				Y		
HB	A				Y	
PS		Y	A	A	Y	A
JP		Y				
GI		A	Y	Y		
CP				Y		
YY					Y	
AJ						Y
GI	Y		Y		A	
LdP			Y			
AJ						Y

**INDEPENDENT MEMBERS**

BH BILL HORMAN (Chair)  
 MR MARGARET RODE  
 PR PAUL RYAN

**CITY OF MELBOURNE**

~~CDH~~ CHRISTINE DRUMMOND  
 CB CRAIG BUCKINGHAM  
 DR DEAN ROBERTSON

**VICTORIA POLICE**

AJ ANTHONY JOHNSON Senior Sergeant  
 GI GUY IRVINE Senior Sergeant  
 HB HELENA BRIEN Acting Senior Sergeant (for MICHAEL WILLMOTT)  
 JP JOELI PRATHUPATY Acting Senior Sergeant  
 LdP LOUIS de PLESSIS Acting Senior Sergeant  
 JV JAMES VASS Acting Sergeant (for Peter SAMBELL)  
 PS PETER SAMBELL Senior Sergeant  
 YY JK YIP Acting Senior Sergeant (for ~~Senior Sergeant~~ Guy IRVINE)~~E~~

