Date November 12, 2019

To Chair and Members
Committee of the Whole – Operations and Administration

From Brian Hutchings
Chief Administrative Officer

1.0 Type of Report

Consent Item [ ]
Item For Consideration [X]

2.0 Topic Downtown Surveillance System: Project Update [Financial Impact: None]

3.0 Recommendation

THAT report 2019-520 Downtown Surveillance System: Project Update BE RECEIVED.

4.0 Purpose and Overview

This report is in response to Council direction to explore options to install Closed-Circuit Television (CCTV) cameras in the downtown and provides background information on the proposed locations, different types of systems, estimated costs, and opportunities to mitigate the impact on personal privacy. As a first step, staff is recommending the completion of a Privacy Impact Assessment (PIA) to ensure the City is following best practices in the collection and use of video images. The cost to complete the PIA is estimated at $25,000 and will be brought as an unmet need within the 2020 Estimates Committee process.
5.0 Background

In May 2019, Council approved the following resolution:

**Motion to establish a Municipal Video Surveillance System within the Core Area of the City of Brantford**

WHEREAS, pursuant to section 8 of the *Municipal Act, 2001*, municipalities have been granted broad authority to govern their affairs as they consider appropriate and to enhance their ability to respond to municipal issues; and

WHEREAS subsection 10(1) of the *Municipal Act, 2001* provides that single-tier municipalities may provide any service or thing that the municipality considers necessary or desirable for the public; and

WHEREAS subsection 10(2) of the *Municipal Act, 2001* permits single-tier municipalities to pass by-laws to regulate, *inter alia*, the economic, social and environmental well-being of the municipality; the health, safety and well-being of persons; and the protection of persons and property; and

WHEREAS Council of The Corporation of the City of Brantford has invested a significant amount of time, effort and money into the revitalization of the City’s downtown core, including the establishment of the Downtown Brantford Business Improvement Area and strategic projects involving various post-secondary educational institutions in order to attract investment in the downtown core; and

WHEREAS the City of Brantford has been impacted by the national opioid crisis, as well as rising gun-related crime; and

WHEREAS Council is committed to balancing the public’s reasonable expectation of privacy with the necessity to protect the safety of the public and encourage the ongoing revitalization efforts in downtown Brantford; and

WHEREAS Council wishes to employ new strategies to deter and detect criminal and adverse behaviour in the City’s downtown core;

NOW THEREFORE BE IT RESOLVED THAT Staff BE DIRECTED to report back to Council with a plan to establish a municipal video surveillance system in the City of Brantford’s downtown core, and to include in the report back to Council all of the following:

1. a map showing proposed locations for municipal surveillance cameras;
2. an estimate of the cost of equipment, including lighting to ensure the cameras are as effective as possible, staff and training necessary in order to establish and maintain an effective surveillance system;
3. a summary of all grants available for the establishment of a surveillance system;
4. strategies to minimize the impact on the public's reasonable expectation of privacy;
5. a draft municipal surveillance policy governing, among other things, the use and collection of personal information through the proposed surveillance system, if finally approved by Council; and
6. consultation with the Downtown Brantford Business Improvement Area Board, postsecondary institutions located in the downtown core, the Wilfrid Laurier University Student Union, and the Brantford Police Service.

This Analysis Section of this report responds to above sub-clauses 1, 2, 3, and 6. Staff is recommending that a Privacy Impact Assessment be completed to inform strategies and policies to minimize the impact on the public's reasonable expectation of privacy, as referenced in sub-clauses 4 and 5.

6.0 Corporate Policy Context


7.0 Input From Other Sources

City of Brantford Staff from Finance, Legal and Real Estate Services, Corporate Records and Freedom of Information Services, Facilities and Asset Management, and Engineering Services
Branford Police Service
Branford Public Library
Wilfrid Laurier University
Conestoga College
Downtown Brantford Business Improvement Area Board
City of Cambridge
Region of Waterloo

8.0 Analysis

8.1 Municipal Use of Closed-Circuit Television (CCTV) Cameras
Municipalities can deploy a number of strategies including the use of closed-circuit television (CCTV) cameras to mitigate safety risk for residents, staff and visitors. CCTV can be used as a public safety tool and is designed to deter crime and change the environment where a crime could occur.

Evidence suggests that CCTV does not directly impact levels of violent crime but can have a positive effect in deterring certain crimes such as property offences. Research also suggests that CCTV is most effective when combined with other crime prevention through environmental design (CPTED) interventions, such as improved lighting and increased presence of security personnel.

The goal of CCTV cameras is to deter crime and change perceptions of safety. Factors such as flashing lights, prominent camera signage, visibility, location of buildings, privacy considerations, weather issues, surrounding vegetation and obstructions should all be considered when determining camera placement.¹

### 8.1.1 Active versus Passive Monitoring

When placing CCTV cameras, it is important to determine the extent to which cameras should be monitored. There are two types of camera monitoring – active and passive. *Active monitoring* involves monitoring cameras in real-time and requires additional personnel and equipment. *Passive monitoring* involves reviewing camera footage after a crime has taken place to assist in identifying suspects, victims, witnesses and other pertinent information². Active monitoring is more costly but can assist law enforcement and first responders in receiving information and responding to potential dangers faster.³

Research also identified that the most effective security and surveillance systems are those that are fully integrated and actively monitored. It is also preferable that the system have an easily-triggered response mechanism such as the ability to quickly dispatch security or by-law

---

¹ Pg. 3 Using Public Surveillance Systems for Crime Control and Prevention
² Pg. 37 Using Public Surveillance Systems for Crime Control and Prevention
³ Pg. 4 -5 Using Public Surveillance Systems for Crime Control and Prevention
personnel to investigate and address an issue, or alerting EMS to a criminal, safety, or medical issue.

8.2 Planning for CCTV Security System Implementation

8.2.1 Privacy Impact Assessment

Before implementing a CCTV security system, strategies to protect public privacy must be considered. The Information and Privacy Commissioner (IPC) of Ontario has set guidelines\(^4\) for Municipalities who are considering the use of video surveillance as a security measure. The IPC guidelines on video surveillance recommend that Municipalities consider the following:

- Surveillance systems should use as few cameras as possible, and cameras should be limited to locations that capture the least amount of personal information while still achieving the goals of the security program.
- Internal and external stakeholders who are impacted by the video surveillance should be involved in the planning and implementation of surveillance programs.
- Public notification of video surveillance is required. Signage needs to be displayed in plain language, and further information explaining legal authority for collection, how personal information will be used, and who the public should contact must be displayed on the City’s website.
- The collection, storage and disclosure of information is prohibited unless the reasons for use are consistent with the purpose of the security program. Information can only be disclosed when it is requested by police or when responding to access to information requests under MFIPPA. Data should be stored for as little time as possible, unless it has been released on an access request in which case, institutions must retain the images for one year after use.

\(^4\) Information and Privacy Commissioner of Ontario. Guidelines for the Use of Video Surveillance. October 2015
- Security measures such as clear policies and procedures regarding camera and information use, technical solutions such as data encryption, and physical measures such as locked areas for monitoring for active surveillance programs should be implemented.

As a best practice, municipalities are strongly encouraged to conduct a Privacy Impact Assessment (PIA) as a first step in their CCTV planning. A Privacy Impact Assessment conducted by external subject matter experts is an important risk management tool that helps to protect individuals and institutions. Benefits of PIA’s include 1) demonstration of due diligence, 2) reassurance to the public and other stakeholders that personal information is being handled responsibly, 3) better decision-making and 4) increased CCTV program transparency.\(^5\) In support of this project, staff will be bringing forward an unmet need in the amount of $25,000 to the 2020 Estimate Committee to fund a Privacy Impact Assessment.

Freedom of Information (FOI) Requests under the Municipal Freedom of Information and Protection of Privacy Act (MFIPPA) are also an important consideration when planning for recording and retaining public information. During consultations, other municipalities indicated they experienced significant staffing pressures due to an increase in FOI requests for camera footage, largely due to motor vehicle accidents that occurred in view of the cameras.

### 8.2.2 Supporting the Long-term Vision of the Downtown

The ongoing Brantford Downtown Revitalization Program involves the completion of an environmental assessment, including consultation with stakeholders and preliminary design alternatives. Brantford Police Services and other stakeholders will be consulted to ensure decisions regarding infrastructure and design, including the use of CCTV cameras, support community safety goals.

---

Staff continue to liaise with stakeholders in the downtown, including post-secondary institutions, to explore opportunities to work collaboratively on safety initiatives, and to encourage Memoranda of Understanding with the Brantford Police Service for enhanced information sharing.

8.2.3 Coverage Area - Proposed Locations

A series of locations for camera installation are being recommended based on consultation with the Brantford Police Service. The proposed locations for camera placement have been identified to allow for more complete coverage of the downtown. The proposed camera locations support, and enhance existing municipal security measures as well as measures implemented by private sector partners and post-secondary institutions. Camera locations will be further validated by the Privacy Impact Assessment, and will continue to be reviewed on an on-going basis to ensure the locations continue to meet the objectives of the security program.

The proposed locations are as follows:

1. Colborne Street and Queen Street Intersection
2. Colborne Street and Market Street Intersection
3. Colborne Street and Bain Street Intersection
4. Dalhousie Street and King Street Intersection
5. Dalhousie Street and Queen Street Intersection
6. Dalhousie Street and Market Street Intersection
7. Darling Street and Market Street Intersection
8. Wellington Street and Market Street Intersection
9. King Street southwest corner of Municipal Lot No. 4 (Pole required). Bullet Camera
10. A. Water Street Walkway – Water Street to Colborne Street PTZ
    OR
    B. Federal Building to Municipal Lot 2 and west side of Transit terminal PTZ
8.2.4 Required Equipment and Costs

The costs associated for the planning and implementation of a CCTV camera system are described in the table below.

<table>
<thead>
<tr>
<th>Planning and Policy Development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Item: Privacy Impact Assessment</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>CCTV Camera System</th>
</tr>
</thead>
<tbody>
<tr>
<td>Item: High definition 4 lens network</td>
</tr>
<tr>
<td>Item</td>
</tr>
<tr>
<td>---------------------------------------------------------------------</td>
</tr>
<tr>
<td>PTZ Cameras</td>
</tr>
<tr>
<td>Bullet Camera</td>
</tr>
<tr>
<td>RF Bridge for IP Surveillance Cameras</td>
</tr>
<tr>
<td>Provide electrical 110 outlets to devices or poles to service RF bridge</td>
</tr>
<tr>
<td>Service pole (c/w 110 outlet)</td>
</tr>
<tr>
<td>Misc. Cabling, POE switches, adapters</td>
</tr>
<tr>
<td>Signage</td>
</tr>
<tr>
<td>Labour (estimate)</td>
</tr>
<tr>
<td>Software Licenses</td>
</tr>
<tr>
<td>Video Capture System</td>
</tr>
<tr>
<td>Network Infrastructure (networking switching equipment)</td>
</tr>
<tr>
<td>Sub-Total:</td>
</tr>
<tr>
<td>Contingency – 15% of sub-total</td>
</tr>
<tr>
<td>Training and Warranty - 18% of sub-total</td>
</tr>
<tr>
<td>Approximate Total:</td>
</tr>
</tbody>
</table>
### Additional Costs:

<table>
<thead>
<tr>
<th>Fiber infrastructure - NetOptiks services (Brantford hydro)</th>
<th>monthly fee at approximately $200-$450 per camera location</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>10 x 200/450 = $2000.00 – $4500.00</td>
</tr>
</tbody>
</table>

The table above reflects the costs associated with purchasing and operating the equipment required for a passively monitored CCTV camera system. There would be additional costs associated with the implementation of an actively monitored system. Costs would be dependent on desired service levels such as response time, and hours of monitoring, and the type of security personnel that would be contracted: security guards, by-law, or special constables.

### 8.2.5 Funding

There are a number of granting programs through different levels of government or through large foundations that may fund security-related capital or program expenses. Municipal governments are often ineligible for funding under many of these grant programs; and therefore partnerships with public or non-profit institutions are usually required. Below are a number of potential funders that staff are currently exploring, and information about eligibility and deadlines.

<table>
<thead>
<tr>
<th>Grant</th>
<th>Details</th>
<th>Deadlines</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ontario Ministry of the Solicitor General - Current Grant Programs</strong></td>
<td><strong>Safer and Vital Communities Grant</strong> - Funding to community-based, not-for profit organizations and First Nations Chiefs and Band Councils— address local risks to safety &amp; community well-being</td>
<td>No calls for proposal currently open</td>
</tr>
<tr>
<td></td>
<td><strong>Proceeds of Crime – Frontline Policing Grant</strong> – Uses assets seized by the provincial &amp; federal government during criminal prosecutions to assist police in carrying out community crime prevention projects</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Community Safety &amp; Policing Grant</strong> – provides police services with tools &amp; resources to enable deployment of front-line officers where/when needed most, &amp; support police services</td>
<td></td>
</tr>
</tbody>
</table>
implementing public safety & community policing initiatives.

<table>
<thead>
<tr>
<th>Allstate Foundation</th>
<th>Funding to not-for profit or charitable organizations for crime prevention, road or home safety activities or educational initiatives.</th>
<th>Ongoing</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ontario Trillium Foundation Grant</td>
<td>Charitable organization/foundation, some not-for-profits, First Nation or First Nation library and Indigenous communities. Funding focused on positive community change – three streams - seed, grow and capital.</td>
<td>‘Grow’ program stream currently open</td>
</tr>
<tr>
<td>National Crime Prevention Centre - Security Infrastructure Program (SIP)</td>
<td>Funding to not-for-profit organizations at risk of being victimized by hate-motivated crime, including places of worship, provincially/territorially recognized private educational institutions and community centres.</td>
<td>Next call for applications will open Dec 1 2019</td>
</tr>
</tbody>
</table>

### 9.0 Financial Implications

There is no financial impact directly associated with this report. An unmet need will be brought forward to the 2020 Estimates Committee requesting $25,000 for the completion of a Privacy Impact Assessment.

### 10.0 Conclusion

Pending Council’s direction at Estimates Committee regarding the PIA unmet need, Staff will bring a report back to Council that includes: 1) the findings of the PIA, 2) a draft Video Surveillance Policy, 3) finalized costs and other considerations related to the implementation of both passively and actively monitored CCTV security systems. Staff would seek Council direction at that time regarding next steps for the project. It is anticipated that this report can be provided to Council in Q2 2020 dependent upon the duration of the Estimates Committee process.
In adopting this report, is a by-law or agreement required? If so, it should be referenced in the recommendation section.

By-law required [ ] yes [X] no

Agreement(s) or other documents to be signed by Mayor and/or City Clerk [ ] yes [X] no

Is the necessary by-law or agreement being sent concurrently to Council? [ ] yes [X] no