

Protecting NYCHA Communities



September 2012



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EXECUTIVE SUMMARY

Of the many demands facing the New York City Housing Authority (NYCHA), few are more important than the safety and security of its tenants. However, NYCHA's public safety challenges are real and on the rise, creating a city within a city where crime and its consequences have become a fact of life for too many New Yorkers.

Earlier this summer, New York Police Department (NYPD) Commissioner Ray Kelly indicated that 20 percent of the city's violent crimes are committed in NYCHA developments, despite the fact that NYCHA developments are home to only 5 percent of the city's residents.¹ Nevertheless, despite accounting for some 20 percent of violent crime in New York City, NYCHA developments receive only 9 percent of the approximately \$4.6 billion dedicated to the NYPD from the City's budget.

Recent media reports have added additional context to this alarming landscape, reporting that crime is up by 14 percent in NYCHA developments from 2010 to 2012² and shootings have increased this year by a disturbing 28 percent.³

In an effort to better understand tenant perceptions about crime and public safety, Manhattan Borough President Scott M. Stringer, State Senator Daniel Squadron, and Assemblymember Brian Kavanagh surveyed 520 NYCHA residents at ten developments on the Lower East Side of Manhattan over a three week period in July and August.

Among the most concerning results:

- 65% of survey respondents do not feel that there are sufficient protections to keep trespassers from entering buildings.
- Only 45% of survey respondents indicated that they have lobby doors with working locks.
- Only 49% of survey respondents indicated that they have a working intercom system at their development.
- Almost 50% of survey respondents think that the police presence in their building is not adequate.
- Nearly 80% of survey respondents who do not have security cameras at their developments indicated that they would feel safer if they did have security cameras.

To address these and other concerns and improve public safety for NYCHA tenants, and the public at large, this report recommends the following:

- NYCHA should heed calls to swiftly install security cameras at some 80 designated developments by the end of 2013, and to provide quarterly updates to the New York City Council, NYCHA residents, and the public as part of a broader effort to increase security and transparency. In addition, plans should be developed to monitor all NYCHA cameras.
- NYCHA should develop a detailed plan for replacing and repairing faulty doors, locks and intercoms so that tenants can feel secure in their homes.
- The City should renegotiate a Memorandum of Understanding (MOU) that requires NYCHA to channel approximately \$72 million from its U.S. Department of Housing and Urban Development

1 <http://www.nytimes.com/2012/07/06/nyregion/officer-shot-in-lower-east-building.html>

2 <http://www.nydailynews.com/new-york/crime-14-percent-new-york-city-housing-authority-developments-2010-2012-records-show-article-1.1145846>

3 http://articles.nydailynews.com/2012-07-14/news/32677675_1_security-cameras-housing-projects-bay-view

(HUD) Public Housing Operating Subsidy to the NYPD each year. Under no circumstance should NYPD force strength be reduced as part of this renegotiation.

- The New York City Council should pass Intro 540-2011. This bill, sponsored by Council Member Peter Vallone Jr. will require the NYPD to make crime statistics at each NYCHA housing development available to the public on the authority's website.
- Resources at the State and City level should be boosted to expand Resident Watch programs to every development.
- Section 3 employment opportunities for NYCHA residents should be further expanded.
- NYCHA should continue and expand upon programs that offer recreation, counseling, and other services targeted at youth and young adults who may otherwise be prone to gang activity and crime.

NYCHA should carefully consider each of the recommendations in this report as it works to improve public safety in its developments. Borough President Stringer, Senator Squadron, and Assemblymember Kavanagh stand prepared to assist the Housing Authority to ensure that tenants at Smith, Vladeck, Riis I and II, La Guardia, Rutgers, Gompers, Seward Park Extension, Campos Plaza I and Wald Houses – along with all other developments in New York City – receive the public safety supports that they deserve.

INTRODUCTION

The New York City Housing Authority (NYCHA), home to over 457,000 authorized residents in 345 different developments, faces enormous short- and long-term challenges. Among these, few are as important to the quality of life of NYCHA tenants as the issues of crime and public safety.

Although the City does not publish a central repository of NYCHA crime statistics, recent media reports have indicated that crime at NYCHA developments is on the rise.⁴ According to the New York Daily News, crime is up by 14 percent from 2010 to 2012⁵ and shootings have increased this year by 28 percent.⁶ New York Police Department (NYPD) Commissioner Ray Kelly has indicated that 20 percent of the city's violent crimes are committed in NYCHA developments – which are home to only 5 percent of the city's residents.⁷

The scale of the Housing Authority's public safety challenges are enormous and NYCHA residents are feeling the negative impacts.

According to the Housing Authority's own data, there is an overwhelming sense among tenants that NYCHA developments are unsafe. A Safety and Security Task Force report published by the Housing Authority in February 2011 noted that 78 percent of NYCHA residents remain very or somewhat fearful of crime in their developments, and a staggering 55 percent report that they do not leave their homes out of fear of crime. As NYCHA Chairman John Rhea stated in testimony before the New York City Council earlier this year, “we recognize that our efforts must both combat actual crime, as well as address residents' perceptions of crime, which erode their quality of life.”⁸

In recent weeks, NYCHA public safety concerns have been widely discussed and debated by New Yorkers. At the forefront has been some \$42 million in unspent

funding from local elected officials for security cameras at more than 80 NYCHA developments. Some have suggested that the recent shooting of Officer Brian J. Groves in a Housing Authority stairwell at Seward Park Extension could have been solved – or deterred – had security cameras been in place at that building.

In an effort to better understand tenant perceptions about crime and public safety, Manhattan Borough President Scott M. Stringer, State Senator Daniel Squadron, and Assemblymember Brian Kavanagh surveyed 520 NYCHA residents at ten developments on the Lower East Side over a three week period in July and August.

The results were concerning:

- 65% of survey respondents do not feel that there are sufficient protections to keep trespassers from entering buildings.
- Over 40% of survey respondents feel unsafe in staircases.
- Nearly 40% of survey respondents feel unsafe in their development at night.
- Only 45% of survey respondents indicated that they have lobby doors with working locks.
- Only 49% of survey respondents indicated that they have a working intercom system at their development.
- Only 21% of survey respondents indicated that they have a resident watch program at their development.
- Only 45% of survey respondents indicated that they have clearly posted building regulations at their developments.
- Almost half of the survey respondents think that the police presence in their building is not adequate.
- Over 40% of survey respondents reported that they hardly ever or never see police officers in a typical week.
- Nearly 80% of survey respondents who do not have security cameras at their developments indicated that they would feel safer if they did have security cameras.

4 http://manhattan.ny1.com/content/top_stories/132496/public-housing-crimes-on-the-rise-across-city

5 <http://www.nydailynews.com/new-york/crime-14-percent-new-york-city-housing-authority-developments-2010-2012-records-show-article-1.1145846>

6 http://articles.nydailynews.com/2012-07-14/news/32677675_1_security-cameras-housing-projects-bay-view

7 <http://www.nytimes.com/2012/07/06/nyregion/officer-shot-in-lower-east-building.html>

8 http://www.nyc.gov/html/nycha/downloads/pdf/examining_nychas_safety_security_task_force_testimony_for_chairman_rhea_final_2_17_2011.pdf

SURVEY DATA

From July 14 to August 3, representatives from Senator Squadron, Borough President Stringer, and Assemblymember Kavanagh's offices surveyed NYCHA tenants on their perceptions of and attitudes toward public safety at ten developments on the Lower East Side. Selected findings from the survey are presented in this section of the report. Quotes from open ended survey questions requesting comments and suggestions from tenants are also interspersed throughout the data below in order to add additional context.

A statistically significant sample of 520 tenants from ten Lower East Side NYCHA developments participated and surveys were provided in English, Spanish and Mandarin. All responses have a margin of error of +/- 4.25%.

Because most survey data was collected during afternoon hours on weekdays, a high number of respondents in this survey are over age 50. Two-thirds of the respondents were female. Responses by development generally coincided with the population size of each of the ten surveyed developments.

Appendix 3 at the conclusion of this report contains each of the surveys used in this study. Appendix 4 at the conclusion of this report contains tables detailing demographic breakdowns of survey respondents.

Access to Buildings

Among the most concerning information collected from survey respondents came from a question about access to their buildings. Survey participants were asked the following: What access control strategies does your building use to prevent crime? (circle all that apply):

- A working intercom system
- A resident watch
- Clearly posted building regulations
- Lobby doors with working locks
- Electronic key tag building access

Only 45% of survey respondents indicated that they have lobby doors with working locks, a reflection of how a basic protection that most New Yorkers take for granted – a secure entryway – is woefully lacking in many NYCHA developments. Further, only 49% of survey respondents indicated that they have a working intercom system at their development; 45% of survey respondents indicated that they have clearly posted building regulations at their developments, and 21% of survey respondents indicated that they have a resident watch at their development.

Slightly more than 15% of participants indicated that they have electronic key tag building access at their development, a security enhancement that has been introduced on a limited basis in certain developments.⁹ This limited introduction explains the low percentage of survey participants who responded this way.

But the vast majority of responses pointed to a fundamental lack of functional, effective security measures, a point underscored by tenant comments to open-ended questions. One tenant noted, *"Some intercoms work and some don't...Locks often break."* Another shared that *"the lobby doors have been broken for two months."*

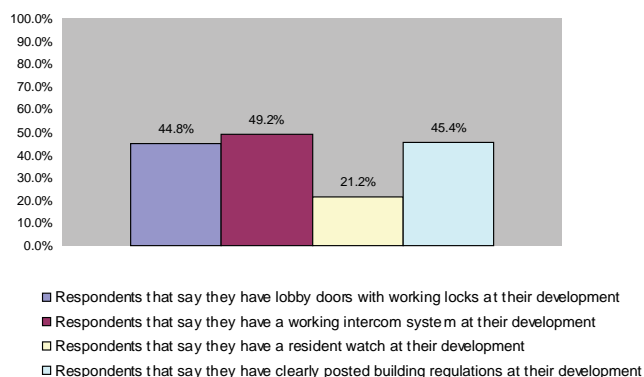
It was also apparent from tenant responses and from on-the-ground tours provided to the researchers of this report by tenant leaders that doors can be pulled open in many cases. One commenter noted that *"kids can rip doors open"* while others noted that *"too many kids around at night mess with the locks"* and that *"doors are locked but the people break them everyday."*

Indeed, while on a tour with tenant leaders at Campos Plaza I, a researcher of this report witnessed a first-hand demonstration of a locked door at the front of a building being pulled open by force.

⁹ <http://www.dnainfo.com/new-york/20120412/south-bronx/high-tech-security-coming-public-housing-citywide>

Figure 1 below displays answers to questions about control strategies to regulate building access.

Figure 1 – Access control strategies in LES NYCHA developments



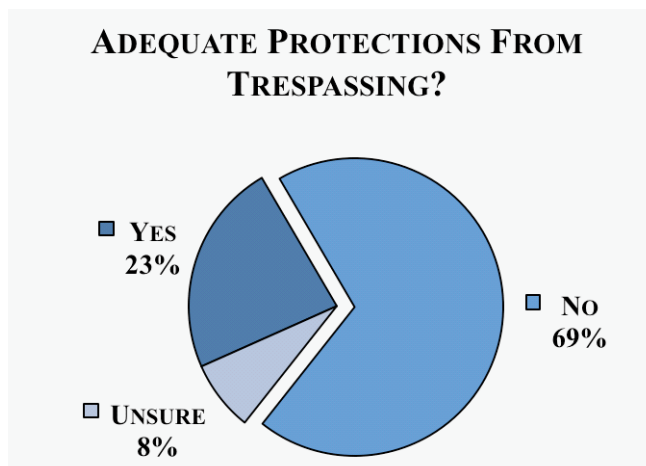
Trespassing

Issues related to building access likely impacted respondents' perceptions of trespassing at their developments as well. When asked whether they felt that their buildings had sufficient protections to keep trespassers from entering, 65% said no; 23% said yes; and 7.8% indicated that they were unsure. Figure 2 below illustrates these responses.

It is further possible that trespassing may impact tenant perceptions about safety in stairwells and staircases. When asked "Do you feel safe in your staircase?" 27% of respondents indicated that they do not feel safe and 14% said that they feel very unsafe in their staircase. One survey respondent noted that they "encounter druggies in the staircase." Another suggested that there should be increased "police presence during the evenings to stop drug dealing and groups loitering in the stairwells."

In comments about trespassing a suggestion was made that NYCHA should "make sure the intercoms work and that the door is functional... It shouldn't be so easy for strangers to enter the building." Another complained that "we shouldn't have trespassers in the building at night. Trespassers make it unsafe."

Figure 2 – In your building, do you feel that there are sufficient protections to keep trespassers from entering buildings?



Police Presence

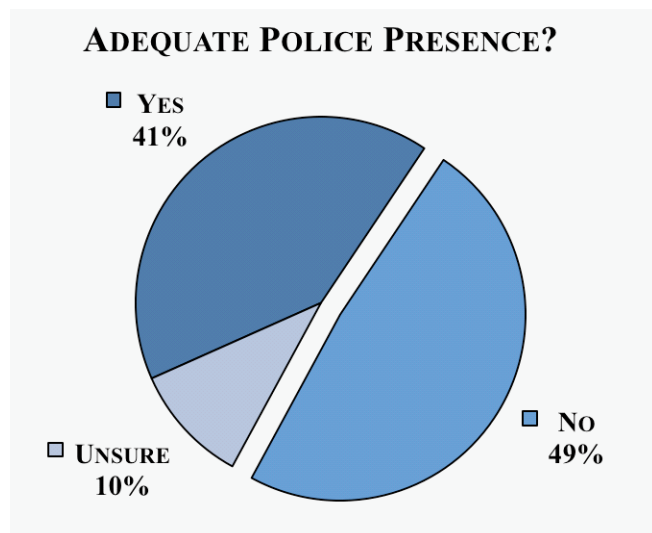
Survey respondents were asked to estimate how often they see police officers in or around their buildings during a typical week. Many indicated that they hardly ever (31%) or never (9.6%) see police officers in a typical week.

Survey respondents were asked whether they thought the police presence in their building was adequate. Figure 3 on the next page illustrates these findings.

A large number of tenants provided comments on the police presence at their developments. One survey respondent noted, "When I was growing up in the 1960's, we had security, beat cops...Beat cops made a big difference." Another commenter also alluded to the situation decades ago, suggesting that NYCHA should have "community officers in every building like they used to do so that there's no funny business."

A substantial percentage of tenants called for an increased police presence at their developments, saying, "You should have police presence all the time, not only when there is an emergency" and, "It's like cat and mouse. When police are around there is no crime. When they're gone, crime happens."

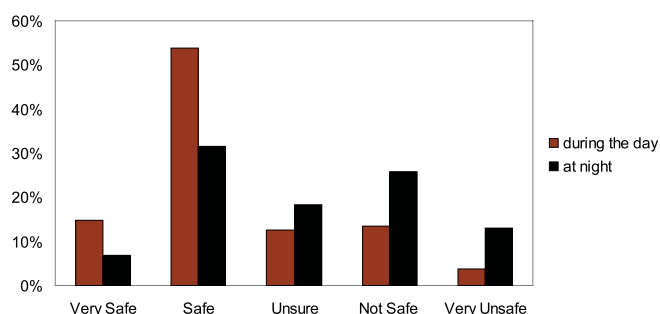
Figure 3 – Do you think that the police presence in your building is adequate?



Perhaps reflecting the city’s overall drop in street crime in recent years, many respondents indicated that they feel safe in and around their developments during the daytime. However, tenant safety concerns increase at night. To combat this problem, one tenant suggested that the Housing Authority “increase lighting at night.”

Figure 4 below contrasts responses to these two questions.

Figure 4 – Do you feel safe in your development (including outdoor grounds) during the day/at night?



Security Cameras

Several questions asked tenants to share their opinions about security cameras at their developments. Surveyed developments that do have security cameras include Riis I & II, Smith Houses and Wald

Houses. Surveyed developments that do not have security cameras include Campos Plaza I, Gompers Houses, Seward Park Extension, LaGuardia Houses, Rutgers Houses, and Vladeck Houses.

Sixty two percent of respondents at developments with cameras indicated that the security cameras made them feel much safer or somewhat safer. Figure 5 below illustrates the responses from this category.

Some tenants in developments that do have security cameras pointed out problems with how the cameras are used. One tenant noted, “*Most cameras don’t work. My son was mugged but when we went to the police, they couldn’t get a camera picture because the camera was off.*”

Survey respondents who do not have security cameras at their development overwhelmingly believe that they would feel safer if they had security cameras. Nearly 80% of respondents in this category indicated that they would feel much safer or somewhat safer with installed security cameras. Figure 6 below illustrates the responses from this category.

Many tenants commented on the lack of security cameras at their developments. One said, “*We need cameras in all the buildings, it would cut down on a lot of drug dealing and make everyone a little safer,*” while another noted that “*if there was a camera in the elevator, then many crimes would not be committed.*”

Figure 5 – How Security Cameras Make Residents Feel in Buildings with Security Cameras

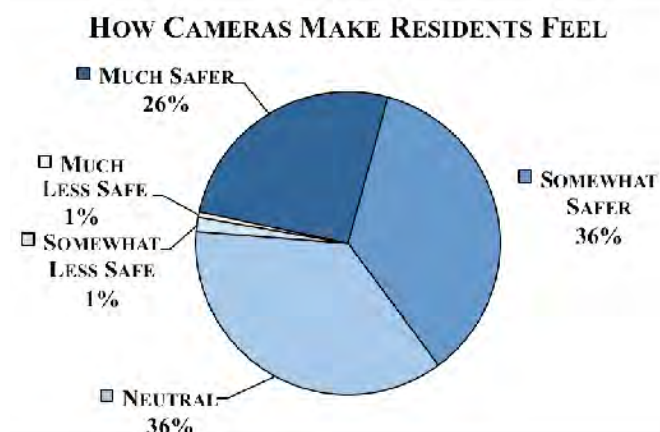
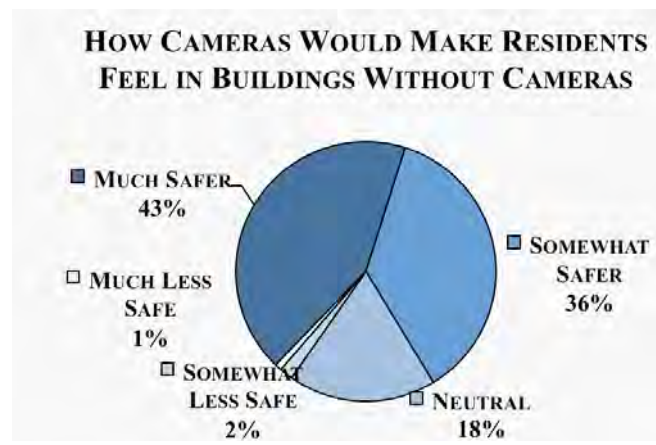


Figure 6 – How Security Cameras Would Make Residents Feel in Buildings Without Security Cameras



BACKGROUND ON PUBLIC SAFETY AND THE NEW YORK CITY HOUSING AUTHORITY

The NYPD Housing Bureau

On September 16, 1994 the NYPD and NYCHA published a Memorandum of Understanding (MOU) stating that the Housing Authority would reimburse the City for “above baseline services.” According to the NYPD, these services include: community affairs programs; domestic violence teams; emergency rescue teams; impact response teams; narcotics initiatives; vertical patrol programs; warrant initiatives; and other non-routine police functions.

Since the MOU was signed, NYCHA has diverted approximately \$1.2 billion into the City’s coffers.

According to a description of NYPD Housing Bureau functions published by the New York City Council Infrastructure Division on August 16, 2012:

“The NYPD Housing Bureau is divided into three Housing Boroughs: Housing Borough Brooklyn, Housing Borough Manhattan, and Housing Bor-

ough Bronx/Queens. Housing Borough Brooklyn includes Police Service Areas (“PSAs”) 1, 2, and 3. PSAs 4, 5, and 6 are located in Housing Borough Manhattan. Housing Borough Bronx/Queens encompasses PSAs 7, 8 and 9. The responsibility for policing public housing on Staten Island is under the purview of the Patrol Bureau of Staten Island. PSAs are the Housing Bureau’s basic patrol entities and each PSA has its own separate facility.”

On December 13, 2011, Senator Squadron, Borough President Stringer, Assemblymember Kavanagh, and other Lower East Side elected officials wrote to the city following complaints that Housing Bureau officers had been redeployed to unrelated operations, such as Occupy Wall Street. If NYCHA is required to pay for police protection, the elected officials stated, it should be compensated when officers are removed from their responsibilities at public housing developments.¹⁰

A July 2, 2012 response letter, sent by NYPD Commissioner Raymond Kelly, notes that “the total annual cost for Housing Police Services including straight-time, over-time and City benefits and pension costs is approximately \$482 million annually... \$410 million is funded by the New York City tax levy budget.”¹¹

Therefore, despite accounting for some 20 percent of violent crime in New York City, NYCHA developments receive only 8.9 percent of the approximately \$4.6 billion dedicated to the NYPD from the City’s budget.

Additionally, the Commissioner’s response underscores that the disproportionately small number of resources that are dedicated to the NYPD Housing Bureau are sometimes watered down in order to address other public safety issues.

As Commissioner Kelly noted, “there are always events, both planned and unplanned, that may require the redeployment of police officers from

¹⁰ December 13, 2011 letter to NYPD Commissioner Ray Kelly is copied in Appendix 1

¹¹ July 2, 2012 response letter from NYPD Commissioner Ray Kelly is copied in Appendix 2

commands throughout the city. These include, but are not limited to, parades, demonstrations, the yearly United Nations General Assembly, and Occupy Wall Street.”

Appendix 1 at the conclusion of this report contains a copy of the December 13, 2011 letter from Senator Squadron, Borough President Stringer, Assemblymember Kavanagh, and their colleagues to Commissioner Kelly. Appendix 2 at the conclusion of this report contains a copy of Commissioner Kelly’s July 2, 2012 response.

Recent NYCHA Crime Statistics

As a recent investigative report published by The New York Daily News notes, crime statistics at NYCHA developments are rising faster than overall citywide figures.

For example, while burglaries have increased by a marginal 0.2 percent citywide, at NYCHA developments burglaries have increased by 12 percent. Other categories show a similar trend: robberies have risen by 6 percent citywide compared to a 22 percent increase at NYCHA developments; rapes have increased by 13 percent citywide compared to 28 percent at NYCHA developments; citywide felony assaults have jumped by 12 percent compared to a 19 percent surge at NYCHA developments; and while grand larcenies have increased by 12 percent citywide they have increased by 16 percent at NYCHA developments.¹²

Security Cameras

The deployment of security cameras at Housing Authority developments has been a recent point of focus, with New York City Council Public Housing Committee chairperson Rosie Mendez convening an oversight hearing to discuss the topic on August 16, 2012.

There is strong reason to believe that the installation of security cameras at NYCHA developments results in meaningful decreases in crime.

¹² <http://www.nydailynews.com/new-york/crime-14-percent-new-york-city-housing-authority-developments-2010-2012-records-show-article-1.1145846>

At an October 2009 press conference to announce new City Council funding to install security cameras at Louis H. Pink Houses in Brooklyn, NYCHA Chairman John Rhea noted that “the data has shown that crime goes down 25 percent – 25 percent – immediately after the installation of cameras in housing developments. That is real.”¹³

Since then it has been reported that some \$42 million allocated by local elected officials to fund security cameras in over 80 developments has gone unspent. NYCHA has recently confirmed that it plans to install security cameras in these 80 developments by the end of 2013. And, in an important step towards more transparency at NYCHA, a City Hall spokeswoman has noted that the Housing Authority will document “where each development is in the (security upgrade) process.”¹⁴

In testimony at the August 16, 2012 hearing of the New York City Council on this topic Senator Squadron noted that “without a detailed timeline to expeditiously spend this money and a plan that includes specific benchmarks and deadlines, there is no way to ensure accountability and the protection that NYCHA residents need and deserve. NYCHA must make publicly available and easily accessible to its residents where exactly each development is in the upgrade process and continually update this information in real time.”

RECOMMENDATIONS

1. Timely and Accountable Installation of Security Cameras – It is encouraging that the City has pledged that the Housing Authority will install security cameras at some eighty different developments by the end of 2013. However, as NYCHA fulfills this commitment, transparency must be an important element of the process.

Real-time data tracking the installation of security cameras at NYCHA developments should be provided to the public on the NYCHA website. Access to this important information will help keep

¹³ <http://219mag.com/2011/11/10/nyc-surveillance-cameras-inconsistent-for-fighting-crime/>

¹⁴ http://articles.nydailynews.com/2012-08-03/news/33024333_1_nycha-tenants-mayor-bloomberg-nycha-chairman-john-rhea

tenants and elected officials apprised of NYCHA's progress on a regular basis.

At an August 16, 2012 oversight hearing of the New York City Council Public Housing Committee chaired by Councilmember Rosie Mendez, Council Speaker Christine Quinn requested that the Housing Authority "commit to enter into a memorandum of understanding with the City Council for quarterly public reporting on the timeframe, benchmarks and milestones on how the Housing Authority is spending City Council capital dollars."¹⁵

NYCHA Chairman John Rhea responded to this request stating, "What I will absolutely say is that NYCHA looks forward to more clarity and transparency around what information we are sharing with the Council members, the Council as a whole, and the timing – the periodic nature of which we would share that information, and I look forward to talking with you specifically about how we do that."¹⁶

NYCHA should clarify its position on transparency, consistent with the points made at the hearing by Senator Squadron and others, who requested that NYCHA make a clear commitment to transparency by pledging to publish and update a publicly accessible building-by-building timeline for security camera installations.

In addition to the timely installation of security cameras at NYCHA developments, the Housing Authority should develop a plan for monitoring of security cameras that integrates components of the existing NYPD Video Interactive Patrol Enhancement Response (VIPER) unit and the newly introduced NYPD Domain Awareness System.¹⁷

The NYPD VIPER unit monitors certain NYCHA security cameras. Recent evidence from a shooting earlier this year at Jamaica Houses in Queens indicates that the VIPER unit, when focused on

NYCHA developments, can quickly apprehend criminal suspects.¹⁸

2. Repair & Monitor Doors, Locks and Intercoms Broken doors, locks and intercoms pose an obvious security risk to NYCHA tenants. The Housing Authority must develop a detailed plan for replacing and repairing faulty doors, locks and intercoms so that tenants can feel secure in their homes.

According to the NYCHA Safety and Security Task Force Report, 50 percent of tenants that were surveyed reported broken intercoms in their buildings and another 48 percent reported broken locks and unsecured lobby doors. This mirrors many of the complaints detailed in this study's resident survey.

In order to increase public accountability around broken intercoms, broken locks and faulty doors, NYCHA should publish quarterly reports detailing resident complaints received through its Centralized Call Center and any other sources of tenant feedback. These quarterly repairs should include an explanation of what measures will be taken to address tenant complaints as well as a reliable repair timeline.

Additionally, the NYPD Housing Bureau should take concrete steps to deter tenants and trespassers who forcibly open locked doors at NYCHA developments. Increases in trespassing tickets for those that engage in this behavior could be one way to reduce this problem; the installation of security cameras could also serve as a deterrent.

3. Renegotiate the MOU – The City should renegotiate a Memorandum of Understanding (MOU) under which the city requires NYCHA to channel approximately \$72 million from its U.S. Department of Housing and Urban Development (HUD) Public Housing Operating Subsidy to the NYPD each year. Under no circumstances should NYPD force strength be reduced as part of this renegotiation. The time has come for stakeholders from City, State and Federal governments, along with

¹⁵ <http://legistar.council.nyc.gov/MeetingDetail.aspx?ID=201886&GUID=73F657A2-52F0-4453-9E01-33BF6F19BCB7&Search=Meeting+video+-+1:00:10>

¹⁶ Ibid. Meeting video – 1:01:01

¹⁷ http://www.nyc.gov/portal/site/nycgov/menuitem.c0935b9a57b-b4ef3daf2f1c701c789a0/index.jsp?pageID=mayor_press_release&catID=1194&doc_name=http%3A%2F%2Fwww.nyc.gov%2Fhtml%2Fom%2Fhtml%2F2012b%2Fpr291-12.html&cc=unused1978&rc=1194&ndi=1

¹⁸ <http://www.nbcnewyork.com/news/local/NYPD-Camera-Murder-Shooting-Jamaica-Houses-Queens-VIPER-141306653.html>

tenants and their advocates, to begin a frank dialogue about the appropriateness of pitting basic building maintenance and repairs, which are being short-changed as a result of the MOU, against policing and security - and feasibility of continuing the MOU in its current form in future years.

Given the monumental funding shortfalls that NYCHA has been forced to weather over the last decade, the MOU between NYCHA and the NYPD has been the subject of frequent criticism by tenants, housing advocates and local elected officials. NYCHA receives the vast majority of its funding from the federal government. In fact, Senator Squadron sponsored and passed legislation “federalizing” city- and state-owned developments, allowing NYCHA to draw nearly \$75 million a year in ongoing federal operating funds, as well as hundreds of millions of dollars for capital improvements. Assemblymember Kavanagh co-sponsored this legislation in the assembly.

The MOU as currently drafted is an indirect – and arguably inappropriate – subsidy that is in effect channeling NYCHA’s U.S. Department of Housing and Urban Development (HUD) Public Housing Operating Subsidy to the NYPD. Under this arrangement, residents are essentially charged twice for policing services – once through local taxes like all other New Yorkers, and once through the reimbursement required of their landlord.

To be clear, under no circumstances should the strength of the police force in NYCHA or citywide be reduced, nor should the NYPD’s flexibility in deployment be limited. Rather, the issue is the costly and unique burden that NYCHA is forced to bear in paying for NYPD services – a burden that is not applied to any other landlord or the vast majority of special events in the city. It is fundamentally a surcharge that unfairly penalizes residents and adds significantly to the authority’s fiscal deficit and its inability to fund security enhancements and attend to routine repairs in a timely manner.

4. Publish Crime Data – The New York City Council should pass Intro 540-2011 sponsored by Council Member Peter Vallone Jr. as soon as pos-

sible in order to reverse the negative tenant perceptions about crime that Chairman Rhea pointed out earlier this year.¹⁹ This bill would require the NYPD to make crime statistics at each NYCHA housing development available to the public on the authority’s website.

In 2009, and again in 2011, local laws were introduced in the New York City Council which would require the NYPD to make crime statistics at each NYCHA housing development available to the public on the authority’s website.²⁰ Those bills have not been brought to a vote.

In the past, the Housing Authority has resisted publishing crime statistics at its developments, with one NYCHA spokesman noting that “there are certain statistics that they wouldn’t want published.”²¹ Despite these misgivings, it is clear that this common sense legislation would increase transparency and accountability, while keeping tenants better informed about crime in their developments. The New York City Council should pass Intro 540-2011 without further delay.

5. Expand the Resident Watch Program – NYCHA should continue to expand the Resident Watch program to all of its developments and tenant-volunteers should receive increased support from the Housing Authority and the NYPD in order to ensure that they have all of the appropriate crime fighting tools at their disposal.

When famed urbanist Jane Jacobs introduced her “eyes on the street” theory in the 1960’s, she had the West Village in mind. But the simple concept that criminal and anti-social behavior can be curbed if a perpetrator believes that he or she will be seen by others also applies to NYCHA buildings. According to the Housing Authority, just over half of the City’s public housing developments have

19 Co-sponsors of Intro 540-2011 include: Fernando Cabrera, Margaret S. Chin, Lewis A. Fidler, Daniel R. Garodnick, Vincent J. Gentile, G. Oliver Koppell, Brad S. Lander, Rosie Mendez, Albert Vann, Jumaane D. Williams, James Sanders, Jr., James Vacca, Melissa Mark-Viverito, Michael C. Nelson, Peter A. Koo

20 <http://legistar.council.nyc.gov/LegislationDetail.aspx?ID=862332&GUID=7151115B-C810-44CD-88AC-6D3AE4BC5ABF&Options=&Search>

21 <http://219mag.com/2011/11/10/nyc-surveillance-cameras-inconsistent-for-fighting-crime/>

Resident Watches, where tenant-volunteers patrol their developments in an effort to prevent criminal incidents and bolster a sense of community among residents.

In recent years the Mayor's office has dedicated \$85,000 to the Resident Watch program, and legislators in Albany allocated \$752,000 in the most recent State budget to support the Resident Watch program. These funds should be used to introduce Resident Watch programs at every NYCHA development.

6. Expand Section 3 Opportunities for NYCHA Residents – In 1968, Congress passed Section 3 of the Housing and Urban Development Act. “Section 3” was established to provide employment opportunities, job training and other programs for low- and very low-income residents receiving certain types of HUD support.

On July 26, 2011, HUD determined that the 1994 Memorandum of Understanding between NYCHA and the NYPD requires the NYPD to follow Section 3 job and training requirements.²² This important step forward was the result of a hard fought advocacy campaign led by Victor Bach of Community Service Society and the NYC Alliance to Preserve Public Housing – a group of elected officials and housing advocates that Borough President Stringer, Senator Squadron and Assemblymember Kavanagh proudly serve on.

Further increasing Section 3 employment opportunities would represent an important step towards improving public safety at NYCHA developments and would help mitigate an estimated 27 percent unemployment rate among NYCHA tenants.²³

7. Expand Recreation and Counseling Programs for Youth and Young Adults – Earlier this year, Assemblymember Kavanagh worked with a wide range of officials and organizations – including Borough President Stringer, Senator Squadron, Congresswoman Nydia Velazquez, Council-

²² <http://nhlp.org/files/HUD%20letter%20to%20NYCHA%20re%20Section%203%20NYCPD%207-26-11.pdf>

²³ <http://www.cssny.org/news/entry/css-report-urges-nycha-and-city-agencies-to-expand-job-and-training-opportunities>

member Mendez, Manhattan District Attorney Cy Vance, the Police Athletic League, Henry Street Settlement, and NYCHA – to launch two new programs serving youth and young adults in public housing developments on the Lower East Side.

The programs are in part a response to a string of high-profile crimes involving teenagers and young adults, and are intended to build on a strong perception among community residents and law enforcement that crime prevention requires not only effective policing, but also alternative opportunities and constructive activities for young people who may otherwise be prone to gang-related activity and crime.

The programs, at Campos Plaza and Riis Houses, provide opportunities during evenings and weekends for teenagers and young adults to participate in competitive, organized athletic activities with a strong emphasis on skill-development and discipline. Counseling and other services are also offered.

NYCHA should continue to work with agencies with experience providing services to youth and young adults to expand these kinds of programs to other developments where opportunities for constructive activities may be lacking, especially in the evenings.

CONCLUSION

As tenants in Lower East Side NYCHA developments have noted in their survey responses, the Housing Authority has considerable public safety challenges that must be met. Indeed, few challenges facing the Housing Authority are as important as tenant safety. This report adds important new context to these challenges and provides a real-time snapshot of tenant concerns.

NYCHA should carefully consider each of the recommendations in this report as it works to improve public safety in its developments. Borough President Stringer, Senator Squadron, and Assemblymember Brian Kavanagh stand prepared to as-

sist the Housing Authority to ensure that tenants on the Lower East Side – along with residents of all public housing developments in New York City – receive the public safety supports that they deserve.

METHODOLOGY

A statistically significant sample of 520 respondents participated in the survey. All percentages reported in this document have a margin of error of +/- 4.25%.

Tenants were surveyed by staff and volunteers from Senator Squadron's, Assemblymember Kavanagh's and Borough President Stringer's office on weekdays and on select weekends during annual family day celebrations. In addition, researchers conducted interviews with tenant leaders and received development tours from tenant leaders. These added important context and helped to shape the recommendations made in this report.

APPENDIX 1



December 13, 2011

Caswell F. Hallowsay, Deputy Mayor for Operations
Robert K. Steel, Deputy Mayor for Economic Development
City Hall
New York, NY 10007

Dear Deputy Mayor Holloway and Deputy Mayor Steel,

We write regarding the administration of Police Service Areas (PSAs), the New York Police Department (NYPD) units that are specifically tasked with protecting New York City Housing Authority (NYCHA) complexes for which NYCHA pays over seventy millions dollars a year to the NYPD.

The 1994 "Memorandum of Understanding between the New York City Housing Authority and The City of New York on Merger of The New York City Housing Authority Police Department and The New York City Police Department" requires that NYCHA provide funds to the NYPD. In return, NYPD must provide ongoing law enforcement to NYCHA residents through Police Service Areas. In 1994, NYCHA provided just over fifty eight million dollars to NYPD; payments have risen with inflation, resulting in NYCHA currently paying over seventy million dollars a year to the NYPD for "special police services." Furthermore, it is our understanding that a predetermined number of Housing Bureau Police Officers were transferred from PSAs and assigned as "Dedicated Housing Teams" to NYPD precincts in order to serve the smaller public housing developments that were previously neglected. These officers fall under the NYPD jurisdiction as opposed to the jurisdiction of the PSAs.

However, many PSA officers are regularly redeployed to non-NYCHA related operations. For example, the recent Occupy Wall Street protests caused a significant strain on NYPD resources. To what extent have officers been directed to take part in police action related to Occupy Wall Street? What other operations require the use of PSA officers? What effect does Occupy Wall Street and other non-NYCHA related operations have on force strength in PSAs?

These non-NYCHA related operations also raise questions about "Dedicated Housing Teams." How many Housing Bureau Police Officers have been transferred from PSAs and assigned as Dedicated Housing Teams? How does NYPD track whether they are in fact working on housing issues?

Of course, when there is a citywide emergency that warrants the response of a large number of uniformed officers to a particular situation, NYPD must call on whatever resources it can. My understanding is NYCHA is not compensated when PSA officers are pulled from their home command in such a situation; if this is case, why is NYCHA not compensated?

There are many, we included, who are concerned that NYCHA is the only residential landlord in the city that is required to pay NYPD for police protection. But as long as NYCHA is required to pay, it should be compensated when officers are taken away from their responsibilities at public housing developments and the PSAs are required to operate on less than full force strength.

We look forward to your responses to our questions above.

Sincerely,

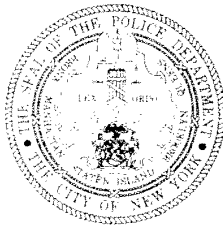
Daniel Squadron
State Senator

Nydia Velázquez
Congresswoman

Brian Kavanagh
Assemblymember

Scott Stringer
Manhattan Borough President

Rosie Mendez
City Councilmember



THE POLICE COMMISSIONER
CITY OF NEW YORK

July 2, 2012

12 JUL -6 PM 2:25

Honorable Scott Stringer
Manhattan Borough President
One Centre Street, 19th Floor
New York, NY 10007

Dear Borough President Stringer:

I am writing in response to your correspondence to Deputy Mayor Caswell F. Holloway and Deputy Mayor Robert K. Steel regarding the funding utilized for policing New York City's public housing developments.

First, I would like to assure you that the New York City Police Department is committed to ensuring the safety and well-being of all residents of public housing developments. The most recent statistics indicate that since the merger of the New York City Housing Authority Police Department with the New York City Police Department, major felony complaints in public housing developments decreased by 60.3%. Most notably, murders, rapes, robberies and felony assaults have decreased by 45%; 60%; 70%; and 43.4%, respectively.

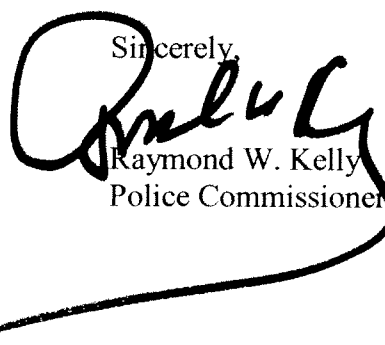
The total annual cost for Housing Police Services including straight-time, over-time and City benefits and pension costs is approximately \$482 million annually. Of this amount, \$72 million is funded by the New York City Housing Authority. The remaining cost of \$410 million is funded by the New York City tax levy budget. As you know, the Memorandum of Understanding dated September 16, 1994 stated that the New York City Housing Authority will reimburse the New York City Police Department for Above Baseline Services provided to Housing Authority residents. The cost of Above Baseline Services is approximately \$290 million annually. In essence, the \$72 million that NYCHA provides as reimbursement is only 25% of the amount spent on Above Baseline Services provided by the Police Department to the residents of the public housing developments. These services include: Community Affairs Programs; Domestic Violence Teams; Emergency Rescue Teams; Impact Response Teams; Narcotics Initiatives; Vertical Patrol Programs; Warrant Initiatives and other non-routine police functions.

There are currently 128 police officers assigned to Housing Teams in twenty-four precincts citywide. Frequent inspections of precinct roll calls are conducted by our Patrol Services Bureau staff to ensure that these teams are assigned to public housing developments within the precincts. The deployment of these teams is reviewed at weekly Compstat meetings. This provides Precinct Commanders with an opportunity to review crime statistics and trends, plan tactics, and allocate resources to implement operations to meet the specific needs of the public housing developments within their jurisdiction. It should be noted that these Housing Teams are supplemented daily with additional precinct resources to address crime and quality of life issues accordingly. Our commanders routinely augment Housing Team personnel with police officers assigned to precinct anti-crime teams, conditions teams, and school teams.

In New York City, there are always events, both planned and unplanned, that may require the redeployment of police officers from commands throughout the city. These include, but are not limited to, parades, demonstrations, the yearly United Nations General Assembly, and Occupy Wall Street. We strategically plan the redeployment to ensure that minimum staffing requirements are maintained in precincts, Police Service Areas and Transit Districts throughout the City. The dynamic nature of policing in New York City requires that the assignment of our personnel must remain flexible. Our responsibility is to deliver the most effective police services possible within the limitations under which our Department must operate.

I thank you for providing me with your concerns in this matter and for your continued support of the New York City Police Department.

Sincerely,

A large, stylized handwritten signature in black ink, which appears to read "Ray Kelly". The signature is written over the printed name and title.

Raymond W. Kelly
Police Commissioner

NYCHA Crime Survey, Summer 2012

Age: 18-24 25-34 35-49 50-64 65+ **Gender:** Male Female **Length of Tenancy (yrs):** 0-5 6-15 15+

Do you have children under 18? Yes No **Name of Development:** _____

1) How safe do you feel...

In your development (including outdoor grounds):

During the day? Very Safe Safe Unsure Not Safe Very Unsafe

At night? Very Safe Safe Unsure Not Safe Very Unsafe

Within your individual building:

In the elevator? Very Safe Safe Unsure Not Safe Very Unsafe

In the staircase? Very Safe Safe Unsure Not Safe Very Unsafe

In the hallway? Very Safe Safe Unsure Not Safe Very Unsafe

In your apartment? Very Safe Safe Unsure Not Safe Very Unsafe

2) Please estimate how often you see police officers in or around your building during a typical week:

All the time At least once a day Most days Hardly ever Never

3) Do you think that the police presence in your building is adequate?

Yes No Unsure

4) Are there vertical (floor-by-floor) police searches in your building?

Yes No Unsure

If you answered YES to question #4 please answer questions 4a – 4f below

If you answered NO to question #4 please skip to questions 4g & 4h below

If you answered UNSURE to question #4 please skip to question 5 on the next page

4a) How do vertical police searches change how safe you feel in your building?

Much safer Safer No change Less safe Much less safe

4b) What effect do you think vertical police searches have on crime in your development?

Greatly increase Increase No Change Decrease Greatly decrease

4c) Do you feel there are enough vertical police searches?

Too Many Just Right Not Enough Unsure

4d) Have you ever experienced or witnessed a police officer stopping and requesting ID from someone in your building during a vertical police search?

Yes No Unsure

4e) Have you ever experienced or witnessed a police officer stop, question and frisk someone on the grounds of your development during a vertical police search or at any other time or place?

Yes No Unsure

4f) If you have been stopped by the police, how many times in the past year?

1 2 3 4 5+

If you answered NO to question #4

4g) how would vertical police searches change how safe you feel in your building?

Much safer Somewhat safer Neutral Somewhat less safe Much less safe

4h) what effect do you think vertical police searches would have on crime in your development?

Greatly increase Increase No Change Decrease Greatly decrease

5) In your building, do you feel that there are sufficient protections to keep trespassers from entering buildings?

Yes No Unsure

6) Does your building have security cameras? Yes No Unsure

If YES to question #6 please answer questions 6a – 6c below:

6a) How do security cameras change how safe you feel in your building?

Much safer Safer No difference Less safe Much less safe

6b) What effect do you think security cameras have on crime in your development?

Greatly increase Increase No change Decrease Greatly decrease

6c) Do you feel there is enough security camera coverage?

Yes No Unsure

If NO to question #6 please answer questions 6d and 6e below:

6d) How would security cameras change how safe you feel?

Much safer Safer Neutral Less safe Much less safe

6e) What effect do you think security cameras would have on crime in your development?

Greatly increase Increase No change Decrease Greatly decrease

7) What access control strategies does your building use to prevent crime? (circle all that apply)

A working intercom system A resident watch Clearly posted building regulations

Lobby doors with working locks Electronic key tag building access

Other: _____

8) Do you have any suggestions to help reduce crime at your development?

10) Any other comments or experiences you'd like to share?

NYCHA ENCUESTA DE CRIMEN, VERANO 2012

Edad: 18-24 25-34 35-49 50-64 65+

Genero: Masculino Femenino

Tiempo de residencia (años): 0-5 6-15 15+

Usted tiene niños menores de 18? Si No **Nombre del Edificio:** _____

1) Que tan seguro se siente...

Dentro del edificio (incluyendo fuera del edificio)

1a) Durante el día?	Muy seguro	Seguro	Inseguro	No seguro	Muy Inseguro
1b) Durante la noche?	Muy seguro	Seguro	Inseguro	No seguro	Muy inseguro

En el Interior del edificio

1c) En el elevador?	Muy seguro	Seguro	Inseguro	No seguro	Muy inseguro
1d) En las escaleras?	Muy seguro	Seguro	Inseguro	No seguro	Muy inseguro
1e) En los corredores?	Muy seguro	Seguro	Inseguro	No seguro	Muy inseguro
1f) En su departamento?	Muy seguro	Seguro	Inseguro	No seguro	Muy inseguro

2) Por favor estime cuan a menudo usted ve a oficiales de la policia dentro o alrededor del edificio durante una tipica semana:

Todo el tiempo Al menos una vez al día Algunos días A veces Nunca

3) Usted piensa que la presencia de la policia en su edificio es adecuada?

Si No No estoy seguro

4) Existen búsquedas verticales de la policía (piso por piso) en su edificio?

Si No No estoy seguro

• Si usted respondió SI a la pregunta #4:

4a) Las búsquedas verticales de la policia cambia en cuan seguro se siente en su edificio?

Mas seguro Seguro No cambia Menos seguro Mucho menos seguro

4b) Que efecto piensa usted que tienen las busquedas verticales de la policía en el crimen de su edificio?

Aumenta bastante Aumenta No cambia Disminuye Disminuye bastante

4c) Usted siente que hay suficientes búsquedas verticales de la policía en su edificio?

Son muchas Justo las necesarias No son suficientes No estoy seguro

4d) alguna vez usted ha experimentado o ha sido testigo de que un oficial de la policia pare y pregunte por una identificación a alguien de su edificio durante estas búsquedas verticales?

Si No No estoy seguro

4e) alguna vez usted ha experimentado o ha sido testigo de que un oficial de la policia, pare, pregunte y registre en el piso de su edificio durante estas búsquedas verticales de la policía, o en algún otro momento o lugar?

Si No No estoy seguro

4f) Si usted ha sido parado por la policia, cuantas veces en el año pasado?

1 2 3 4 5+

- Si usted respondió NO ala pregunta #4

4g) Como cambiarían estas búsquedas verticales de la policía su sentido de seguridad dentro de su edificio?

Muy seguro Algo seguro Neutral Algo menos seguro Mucho menos seguro

4h) Que efecto piensa usted que estas búsquedas verticales de la policía tendrían en el crimen en su edificio?

Aumentarían bastante Aumentarían No cambia Disminuirían Disminuirían bastante

5) Dentro de su edificio, siente que hay suficiente protección para evitar que los intrusos entren en los edificios?

Si No No estoy seguro

6) Tiene su edificio cámaras de seguridad?

Si No No estoy seguro

- Si usted respondió SI a la pregunta #6:

6a) Como cambian las cámaras de seguridad su sentido de protección dentro de su edificio?

Mucho mas seguro Mas seguridad No diferencia Menos seguro Mucho menos seguro

6b) Que efecto cree usted que las cámaras de seguridad tienen sobre la delincuencia dentro de su edificio?

Aumenta bastante Aumenta No cambia Disminuye Disminuye bastante

6c) Cree usted que hay suficiente cobertura de cámaras de seguridad?

Si No No estoy seguro

- Si usted respondió NO a la pregunta #6:

6d) Como cambiaria su sentido de protección las cámaras de seguridad?

Mucho mas seguro Mas seguro Neutral Menos seguro Mucho menos seguro

6e) Que efecto cree usted que las cámaras de seguridad tendrían sobre la delincuencia en su edificio?

Aumentaria bastante Aumentaria No cambia Disminuiría Disminuiría bastante

7) Que estrategias de control de acceso se utiliza en su edificio para prevenir la delincuencia? (Encierre en un circulo todas las que correspondan)

Un sistema de intercomunicación Las normas del edificio claramente anunciadas

Seguridad en las puertas del lobby Llave electrónica de acceso al edificio

Vigilancia de residentes Otro: _____

8) Tiene usted sugerencias para ayudar a reducir el crimen en su edificio?

9) Cualquier otro comentario o experiencia que le gustaría compartir?

2012 年夏季 – 政府樓罪案問卷調查

年齡: 18-24 25-34 35-49 50-64 65 以上

性別: 男 女

入住這座政府樓有多少年: 0-5 6-15 15 年以上

你有 18 歲以下的小孩嗎? 有 沒有

你現在居住在那一座政府樓: _____

1) 你感覺有多少安全.....

在你的政府樓內(包括戶外空地):

在日間? 很安全 安全 不肯定 不安全 非常不安全

在晚間? 很安全 安全 不肯定 不安全 非常不安全

在你居住的大廈內:

在電梯內? 很安全 安全 不肯定 不安全 非常不安全

在樓梯間? 很安全 安全 不肯定 不安全 非常不安全

在走廊? 很安全 安全 不肯定 不安全 非常不安全

2) 一個星期內, 你大約有多少次數看見有警察在大廈內/外出現?

時常 每天一次 數天才一次 很少見到 從未見過

3) 你認為有警察出現在你的大廈裡是適當嗎?

是 不是 不肯定

4) 警察巡邏時是否上落每一層樓去巡視?

是 不是 不肯定

●如果你在第四題的答案是「是」, 請回答下列:

4a) 警察每一層樓去巡邏會令你感到大廈更安全嗎?

更安全 安全 沒有分別 少些安全 更不安全

4b) 你認為警察每一層樓去巡邏對犯罪情況有所改善嗎?

大量增加 增加 沒有分別 減少了 大量減少

4c) 你認為大廈內有足夠的警察巡邏每一層樓嗎?

太多了 剛剛好 不足夠人手 不肯定

4d)你曾经在大厦内被警察截停及索取身份证明(I.D)或看见别人被警察截停及索取身份

证明嗎?

有 没有 不肯定

4e)你曾否在大厦内被警察截停、问话及搜身或你曾看见有人被警察截停、问话及搜身

嗎?

有 没有 不肯定

4f)过去一年中,你有多少次被警察截停? 一次 二次 三次 四次 五次以上

●如果你在第四题的答案是「不是」,请回答下列:

4g)如果警察每一层楼去巡逻会令你感到大厦更安全嗎?

更安全 有点安全 两者中间 或者少些安全 更不安全

4h)你认为如果警察每一层楼去巡逻对犯罪情况有所改善嗎?

大量增加 增加 没有减少 大量减少

5) 你认为大厦内有足够的保安去阻止那些不速之客(非住客、非访客)进入大厦内嗎?

有 没有 不肯定

6) 大厦内有闭路电视嗎? 有 没有

●如果你在第六题的答案是「有」,请回答下列:

6a)你认为大厦内有闭路电视对安全有影响嗎?

更加安全 多些安全 没有分别 少些安全 更加不安全

6b)你认为大厦内有闭路电视对罪案的情况有影响嗎?

大量增加 增加 没有改变 减少罪案 大量减少罪案

6c) 你认为大厦内有足够的闭路电视吗? 足够 不足够 不肯定

●如果你在第六题的答案是「没有」,请回答下列:

6d)你认为如果大厦内有闭路电视对安全有影响嗎?

更加安全 安全 二者之间 少些安全 更加不安全

6e)你认为如果大厦内有闭路电视对罪案的情况有影响嗎？

大量增加 增加 没有改变 减少罪案 大量减少罪案

7) 有那些管理系统可以减少罪案发生的可能性？

- 门铃按钟通话器 -有人守卫 -在显眼的地方张贴大厦守则 -楼下大门要上锁
- 电子门锁才可进入大厦 - 其他 _____

8) 你有没有如何减少在政府楼罪案发生得仪？

9) 你有其他建议或可以和大家分享的经历？

Survey responses by development

Development	Responses	Percentage
Campos Plaza I	12	2.31%
Gompers	37	7.12%
LaGuardia	57	10.96%
Riis 1&2	79	15.19%
Rutgers	34	6.54%
Seward Park extension	13	2.50%
Smith	76	14.62%
Vladek	95	18.27%
Wald	117	22.50%

Reported ages of survey respondents

Age	Responses	Percentage
18-24	53 Total (29 Female, 21 Male, 3 N/A)	10.19%
25-34	70 Total (50 Female, 19 Male, 1 N/A)	13.46%
35-49	97 Total (63 Female, 30 Male, 4 N/A)	18.65%
50-64	146 Total (88 Female, 50 Male, 10 N/A)	28.08%
65+	125 Total (78 Female, 38 Male, 9 N/A)	24.04%
N/A	29 Total (10 Female, 2 Male, 14 N/A)	5.58%

Reported gender of survey respondents

Gender	Responses	Percentage
Female	319	61.35%
Male	160	30.77%
N/A	41	7.88%



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