

CHAPTER 5. POLICING SERVICES

26. SCOPE OF POLICING SERVICES. As used in this Chapter, the word "policing" embraces the entire range of services which are devoted to police-type functions (e.g., patrolling, guarding, apprehension, restraint, arrest, and investigation), regardless of the nature of the method of their delivery. The term thus includes both regular Police Department services and protective services provided by "security personnel" (i.e., personnel other than those of the regular Police Department, whose function is to protect one or more specific housing properties, such as Housing Police Forces, Management and resident patrols, contract guard services, stationary guards, doormen, lobby monitors, etc.). This broad usage of the word "policing" reflects the importance, in planning a residential security program, of surveying the project in terms of total policing needs and the total range of options which might be used to meet those needs.
27. THE ROLE OF THE POLICE DEPARTMENT. Consideration of policing services for multifamily housing must begin with examination of the role of the regular local Police Department. One fundamental point deserves heavy emphasis here: The primary responsibility for policing services in all HUD-assisted multifamily housing rests squarely with the local Police Department. Neither public housing nor HUD-insured housing projects are enclaves of Federal responsibility. On the contrary, HUD-assisted projects are intrinsic to the community as a whole, and are entitled to full Police Department services, except to the degree (if any) to which Management and the local government may expressly agree to some alternative policing arrangement. Maximum reliance upon the regular Police Department avoids the waste of resources and conflicts in operations which tend to result from fragmentation of the community's total delivery system for policing services. Where the nature of a specific policing service requires highly professional organization, training, discipline, and supporting services and facilities, the Police Department is ordinarily the best entity to handle it. Any deviation from these principles should be accepted reluctantly, and only to the extent that it can be clearly shown to promise better protection for the project and its residents.
28. POLICE DEPARTMENT DETERRENCE OF CRIME AND VANDALISM. While police arrests constitute a strong factor in deterring further offenses, they are of themselves an inadequate measure of Police Department success. Management must stress the primacy of deterrence and the need for a Police Department strategy which will either discourage attempts at crime or detect and stop them before they can be consummated. Accordingly, a highly visible police presence and thorough surveillance should be paramount considerations for Police Department operations in

the project. Police officers sometimes prefer to limit their activities to motorized patrols along public streets. They tend to be reluctant to engage in "vertical patrolling" (i.e., patrolling within common areas of apartment buildings) or to provide stationary guards within residential buildings and their grounds. However, where security problems are serious, these methods might well be suggested to be appropriate and cost-effective uses of Police Department manpower.

9. OBTAINING POLICE DEPARTMENT SERVICES. Management's ultimate objective should be to obtain from the Police Department all of the policing services needed for the property and its residents. Where additional services and/or changes in existing services are needed, the following steps are recommended:

- a. Preparation. Before putting its full case before police or other local officials, Management should be well prepared to justify its demands for additional and/or different services. While contacts with police officials should begin early in the planning process (in order to obtain Police Department assistance in the planning effort itself and to begin to build a working alliance), full consideration can be given to the Police Department's role only after Management has completed a relatively comprehensive factual analysis. See Chapter 3, subparagraph 12b above. Before requesting additional police services, Management should be able to demonstrate that it has made reasonable efforts to remedy the project's problems through non-policing measures (e.g., reasonable improvement of the project's physical security features).
- b. Requesting Additional and/or Different Police Department Services. The project's policing needs are matters for frank discussion between Management and Police Department officials, and Management must be forceful in pressing its demands. However, the best initial approach is one of amicable persuasion, with promise of full cooperation on the part of Management and the residents' organization. Management is advised to place its case before senior Police Department officials in a manner which will command their serious consideration. One or more conferences, backed up with a thorough memorandum describing the facts and proposed actions, are recommended. In such conferences, Management should be represented by executive-level personnel (plus its consultants, if any). It may be helpful to have a representative of the residents' organization attend such meetings. If a Criminal Justice Coordinating Council (CJCC) exists in the locality, it may also be advisable to bring that body into the matter at this and subsequent steps. See

that body into the matter at this and subsequent steps. See paragraph 48 below.

- c. Reallocation of Police Department Resources. If Management concludes that Police Department manpower or other resources are poorly allocated, from the viewpoint of the project and its residents, it should submit to police officials a detailed proposal for a more equitable and effective reallocation.
- d. Appeal to Other Local Officials. If, because of funding constraints, or any other reason, the Police Department is unable or unwilling to satisfy the project's needs for additional and/or different policing services, Management should not resign itself to that state of affairs. Instead, it should carry a vigorous appeal to other appropriate officials in the local governmental structure (e.g., CJCC, Mayor, City Council). While it is highly desirable that such an appeal be a cooperative effort on the part of Management and the Police Department, if there is disagreement between them, Management should nevertheless give serious consideration to pressing its own demands. In either event, the support of residents and the wider community will greatly strengthen Management's case.
- e. Continuing Efforts. If all efforts to obtain additional and/or different Police Department services fail, Management may be forced to turn to the use of security personnel (i.e., non-Police Department services), as discussed in paragraphs 31 through 35 below. However, even after such measures are instituted, Management should continue its efforts to obtain additional and/or different Police Department services, with the aim of reducing the need for security personnel.

30. SPECIAL POLICE DEPARTMENT OPERATIONS. Where the project's needs cannot be met within the framework of regular Police Department operations, possibilities for special operational arrangements (still using Police Department personnel and supervision) should be explored. Such special operations might be funded under the Police Department budget, or with additional funds pursuant to an agreement among Management, the Police Department, and the local

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governing body. The following are among the special operational techniques which should be considered:

- a. A special Police Department force might be detailed for service as patrolmen and/or stationary guards within one or more large projects. This arrangement allows creation of a force designed for the specific needs of particular projects, but still keeps that force within the overall Police Department delivery system. Another advantage of this

technique is that it allows members of the special force to become closely involved in, and committed to, the project community.

- b. A project substation (i.e., located within a housing project) might serve as the base of operations and support for a special Police Department force in a large project, or a group of projects. This technique adds a highly visible element of on-site police presence and can also be helpful in promoting positive police-resident relations.
- c. Police monitors might be used to man electronic surveillance and alarm systems. Such systems can sometimes be tied into the regular police precinct headquarters. This kind of monitoring is a particularly appropriate use for a project substation.

31. PLANNING FOR SECURITY PERSONNEL. To the extent that adequate policing services cannot be obtained from the local Police Department, despite the efforts suggested in the previous paragraphs of this Chapter, Management must consider the use of "security personnel" (i.e., non-Police Department personnel to perform policing functions within project boundaries). This does not mean that Management should immediately establish a large security force. On the contrary, the need for careful planning increases with the degree of unmet policing needs. The options involved in security personnel services are many, reflecting the fact that such services have been developed locally in response to the needs and constraints of particular housing projects, rather than according to prescribed formulae. Paragraphs 32 through 35 below are devoted to examination of these options, but in order first to put the issues into a proper planning perspective, the following checklist of basic questions is offered:

- a. What are the total policing needs of the project which cannot be met by the Police Department? The answer to this question will define the limits for security personnel planning. Identification of priorities among total unmet needs will provide a firm basis for further choices.

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- b. What should be the scope of the functions of security personnel? In the simplest terms, this is a question of the extent to which security personnel should use force. See paragraph 32 below.
- c. What specific types of security personnel functions should be used? The basic options include patrolling, stationary guarding, and monitoring electronic alarm and surveillance equipment. See paragraph 33 below.

- d. What type of organization should be used for security personnel? The major options here are management security forces, resident patrols, and contract guard services. See paragraph 34 below.
- e. What kind of administration, training, and equipment should be used for security personnel? See paragraph 35 below.
- f. How do funding considerations affect the choice of options? If (as is likely in most instances) available funding is inadequate to permit choice of all of the most desirable options, it will be necessary to consider less desirable and less costly options and to concentrate on high-priority needs. Even where generous funds are available, Management should consider whether some problems which are susceptible to policing measures can be remedied by more cost-effective nonpolicing measures discussed elsewhere in this Handbook.

32. SCOPE OF FUNCTIONS OF SECURITY PERSONNEL. In planning for security personnel, a basic question is the scope of the functions which such personnel are to perform. In the case of a small project, the area for choice will be relatively narrow. However, for a large project or a group of projects where a sizable security force is contemplated, the range of options is very broad. The following indicates the nature of these options:

- a. Housing Police Forces. A few large LHAs have organized their own "Housing Police Forces," a term used in this Handbook to denote security forces with functions and powers tantamount to those of a regular Police Department, but with jurisdiction limited to the boundaries of specific housing projects. These forces handle all, or virtually all, policing services, including patrolling, guarding, apprehension, arrest, and investigation. Since such forces totally or largely supplant the regular Police Department within their jurisdictional areas, their operations require enabling legislation and/or agreement between Management and the local governing body. Obviously, a Housing Police Force is suitable only for a very large housing operation, and detailed discussion of this complex type of operation is beyond the scope of this Handbook.

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- b. Supplemental Security Personnel. For the great majority of housing projects, full-fledged Housing Police Forces are neither feasible nor suitable. Instead, the functions of their security personnel will be to supplement the services of the regular local Police Department, and so will be designed to provide only the services which the Police Department cannot provide. Since this is the type of security personnel which will be of interest for all but the very largest housing operation, paragraphs 33 through 35 below are written in terms of this type of supplemental policing services, and not in

terms of Housing Police Forces. Whether such security personnel consist of a single night watchman or a sizeable force of patrolmen and stationary guards, their major objective should be non-forcible deterrence, designed to dissuade potential offenders from attempting crimes or to detect and stop crimes before they can be consummated. They should rely upon Police Department backup for apprehension and arrest. "Security presence" is of cardinal importance, and high visibility is essential. Of course, the credibility of security personnel of this type depends upon their actual and perceived ability to bring force to bear if need be, and they must therefore be able to obtain prompt Police Department intervention. Moreover, it may be necessary or advisable for security personnel themselves to have some capability for force (at least for self-defense) in emergency situations. However, it is generally preferable that their use of force be minimal. As this indicates, use of supplemental security personnel is subject to many functional shadings, ranging from mere surveillance to duties approaching those of a full-fledged Housing Police Force. The fundamental distinction is whether housing security personnel supplant or supplement Police Department services.

33. TYPES OF FUNCTIONS OF SECURITY PERSONNEL. Security personnel of the supplemental variety can perform three basic types of operational functions--patrolling, stationary guarding, and monitoring of electronic alarm and surveillance systems--which may be implemented independently or in combination. The choice among these options is a matter for close cost-effectiveness comparison.

- a. Patrolling. This familiar type of function is designed to provide maximum use of manpower in policing relatively large areas. Patrolling may be as simple as the use of a single night watchman in a small project, or as complex as the employment of a sizeable 24-hour patrol force in a large project or group of projects. While patrolling is a popular option, there is nothing necessarily superior about it. Generally,

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it is the best choice where it is desirable to extend a personal security presence over a widespread area. Patrolling is most often used to cover project grounds, with on-call response to incidents within buildings. However, "vertical patrolling" (i.e., systematic patrol of common interior areas, such as lobbies, elevators, hallways, and fire stairwells) can be a highly effective use of security manpower.

- b. Stationary Guarding. Stationary guards are most often used to provide security at lobby entrances, and in that application are usually called doormen or lobby monitors.

They may screen entry, perform general surveillance, and provide incidental assistance to residents. However, basically the same technique can be applied at other strategic points within buildings and even on the project's grounds. A guard positioned at an outdoor station which commands main exterior approaches, recreational areas, and parking lots may well be more cost-effective than patrolling. Design and hardware elements are crucial to control by stationary guards. For example, the existence of unsecured secondary access doors largely defeats the effectiveness of lobby guards.

- c. Monitoring of Electronic Alarm and Surveillance Systems. Monitors of electronic alarm and surveillance systems serve as informational relays and must be able to secure prompt dispatch of police officers or security patrolmen to the scene of a security emergency. Stationary guards might double as monitors of electronic surveillance and alarm systems, provided that they are able to give adequate attention to both personal and electronic duties.

34. TYPES OF SECURITY PERSONNEL ORGANIZATIONS. Where a sizeable number of security personnel is used, the type of organizational structure is a crucial consideration. However, sound planning requires that the previously-discussed issues regarding scope and type of functions be largely resolved before determining the specific type of organization to be used. Types of security personnel organizations can be roughly divided into the following three basic categories, which might be used independently or in combination (in actual practice, there are many possible variations which tend to blur these distinctions):

- a. Management security forces are an integral part of Management's overall organizational structure. Their members are direct, paid employees of Management, which thus has the normal authority of an employer over hiring, supervision, and discharge. The elements of strong Management control constitutes a major

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advantage over other organizational options. Security forces of this type have varied considerably in the scope of functions, as discussed in paragraph 32b above, and may perform any one or more of the types of functions described in paragraph 33 above (i.e., patrolling, stationary guarding, and monitoring electronic alarm and surveillance systems). See paragraph 35 below for additional considerations relating to Management security forces.

- b. Resident patrols (or, as often referred to "tenant patrols"), in their purest form, are wholly comprised of volunteer residents of the project, and may operate as independent organizations or under the auspices of the

general residents' organization. However, Management sometimes pays for such items as uniforms and equipment, and in some instances even pays patrol supervisors for their services. The degree of Management control depends largely upon its financial support. Even though an organization is called a resident or tenant patrol, if all its members become paid employees of Management, the real nature of the organization approximates that of a Management security force. Resident patrols have achieved positive results in a number of instances, in stationary guard as well as patrolling functions, and Management is advised to give due consideration to this option. While the impetus for establishing a resident patrol usually comes from residents themselves, if Management discerns a potential receptivity to this option among residents, it might well take the lead in encouraging and guiding resident participation of this type. As an "eyes and ears" operation enjoying close rapport with residents, a resident patrol may serve as a valuable adjunct to the Police Department or a management security force, and volunteer resident services can ease the financial burden of project security. Nevertheless, Management should be keenly aware of the potential drawbacks of resident patrols. Lacking effective control, Management may find itself in serious conflict with the resident patrol.

- c. Contract guard services may be purchased by Management from commercial agencies. Personnel are employees of the agency, rather than Management, and the basis for Management supervision is thus apt to be tenuous. Management's only recourse for poor performance may be the difficult one of terminating the contract. While the quality of services varies greatly among different contract guard agencies, a recent study published by the Law Enforcement Assistance Administration stated: "In a real sense, many of the problems associated with the private security industry are the result of using low-paid, low-quality, under-educated and untrained employees." ("Private Police in

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the United States: Findings and Recommendations", Vol. I, R-869/DOJ, p. 61, U.S. Dept. of Justice, LEAA). For these reasons, thorough investigation and negotiation is advised before concluding any such contract.

35. ADMINISTRATION, TRAINING, AND EQUIPMENT FOR SECURITY FORCES. Particularly where a sizeable Management security force is employed, careful attention must be given to the following points regarding administration, training, and equipment (some of which are also relevant to resident patrols and contract guard services):

- a. Management control over the security force should be strictly maintained. The force should be an integral component of the overall Management structure, with clearly defined lines of accountability to the general Management staff. Care should be taken to prevent the security force from developing into a separate bureaucracy.
- b. Strong supervision is crucial, particularly for larger security forces. Analysis of current security conditions and planning of operations are daily supervisory chores. Strict discipline must be enforced to assure that personnel stay on the job and perform their assigned tasks. Sanctions for infractions must be invoked firmly, fairly, and promptly. Supervisors should inspect and brief patrolmen and guards before each shift, and should make frequent spotchecks during each shift.
- c. Qualifications for supervisors must be especially high. The chief supervisory officer of a large security force should be selected with extreme care, and should be well-qualified by training, experience, and temperament. The ideal person for this crucial job is one who has had professional police training and experience; who is able to exercise taut discipline, economy, and administration; who has a thorough appreciation of social dynamics; and who possesses a generous capacity for human sensitivity and compassion. The chief supervisor must be able to command respect and work closely with other Management personnel, residents, the Police Department, and local social services agencies. Such individuals can be expected to command high salaries, but it is false economy to accept serious compromise of these standards.
- d. personnel selection standards should be stringent, and applicants should be carefully screened. Security personnel must be able to inspire general confidence and respect, as well as to perform the specific tasks assigned to them. Screening should take special care to eliminate applicants who are

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emotionally unfit or who are likely to abuse the authority entrusted to security personnel. The Police Department may be able to assist in screening.

- e. Employment of residents for Management security forces has generally brought highly favorable results, and is strongly recommended. A prime advantage is that residents know the project and the other residents, and they tend to become strongly committed to their jobs. In low-income projects, this serves the additional purpose of providing jobs for residents. A possible disadvantage is that residents may be subject to undue pressures by their neighbors. Some Managers

have a policy of giving residents first preference for employment, but not necessarily restricting employment to residents.

- f. Performance standards should be clearly defined, and thoroughly understood by all security personnel. For a sizeable force, these standards, along with a description of the purpose, organizational structure, and functions of the force, should be spelled out in a booklet of rules and regulations, to be distributed to all members of the force and among residents in general. Residents should be requested to report significant infractions.
- g. Training is essential for all security personnel. A formal training course of four to six weeks duration is recommended for members of a large security force, but even a single doorman or night watchman should receive some formal or informal training. Training should be conducted by qualified professionals, and should cover general Management structure and operations, physical and social characteristics of the project, policing techniques and equipment, social aspects of the security guard's role and the purpose, organization, and specific functions of the security force. Regular police officers, social service professionals and leaders of the residents, organization, as well as Management officers, should participate in training sessions. Special attention should be given to use of weapons (if any), and where firearms are to be issued to patrolmen or guards, it is imperative that they receive thorough training in their use.
- h. The number of security personnel needed for a particular project is subject to too many variables to permit use of a general formula for manpower estimates. In practice, ratios range from a high of four persons (160 manhours per week) to a low of two persons (80 manhours per week) for each 1,000

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residents. A single lobby guard cannot be expected to provide screening for more than about 200 apartment units.

- i. Scheduling of security personnel services for maximum cost-effectiveness requires thorough analysis of the chronological pattern of the project's security problems. Concentration of services during peak "trouble hours" is the best use of costly security manpower. Figure 2 (page 46) sets forth a chart showing a typical example of weekly crime patterns. However, this is merely an illustration, and may not be valid for a particular project. In scheduling security personnel services it is essential that a similar type of chart be prepared for the particular project, based on the factual analysis described in Chapter 3, paragraph 13 above. Characteristics and life styles of residents are

important elements, and patterns for elderly projects are apt to differ greatly from those for family projects. In some projects, a special factor is added on days when Social Security and welfare checks are delivered, bringing an increase in muggings and mail thefts. In addition, consideration should be given to the mitigating effect of such measures as keeping lobby doors locked during nighttime hours.

- j. Costs of security personnel are high. Salaries and benefits take the largest part of overall costs, but equipment alone can require substantial expenditures. Salaries vary greatly, depending upon prevailing local wage rates and the qualifications and duties expected. If personnel approaching the qualifications and responsibilities of regular police officers are to be used, relatively high rates of compensation can be expected.
- k. Uniforms are strongly recommended for all patrolmen and stationary guards, in order to achieve a highly visible security presence and to instill pride and confidence. Uniforms may be similar to those usually worn by regular police officers, or may be of a more "civilian" design, if that is thought to create better rapport with the community, but they should in either case be professional and distinctive. Personnel should be required to maintain their uniforms in accordance with strict standards and shabby uniforms or the wearing of nonstandard garments or insignia should not be tolerated. Off-duty wearing of uniforms should be prohibited.
- l. Individual equipment should include reliable two-way communications units, linked to the security force dispatcher or Police Department. It may be advisable to add self-defensive weapons, although they should by no means be regarded as standard. Firearms are the most controversial type of equipment, and should be issued only if considered necessary for self-defense, and only to responsible and well-trained individuals. The

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question of firearms and other weapons should be discussed with residents, who are sometimes strongly opposed to their issuance to security personnel.

- m. Other equipment may be needed for larger security forces. Patrol cars can be justified only for policing large areas. Motor scooters or bicycles provide more flexible mobility. These, and central communications equipment, should be carefully selected, and the assistance of the Police Department or other law enforcement professionals is

essential.

- n. Legal considerations should be checked out in advance by Management's attorney. State and local laws may impose strict requirements for housing security personnel, and licensing may be required. Certain types of communications networks are subject to Federal regulation. Possible liability for the acts or omissions of security personnel is another legal matter about which the advice of counsel should be obtained.