

# ADEQUACY OF FEDERAL RESPONSE TO HOUSING NEEDS OF OLDER AMERICANS

---

---

HEARINGS  
BEFORE THE  
SUBCOMMITTEE ON  
HOUSING FOR THE ELDERLY  
OF THE  
SPECIAL COMMITTEE ON AGING  
UNITED STATES SENATE  
NINETY-SECOND CONGRESS  
SECOND SESSION

---

PART 7—WASHINGTON, D.C.

---

AUGUST 1, 1972



Printed for the use of the Special Committee on Aging

U.S. GOVERNMENT PRINTING OFFICE

65-725

WASHINGTON : 1972

## SPECIAL COMMITTEE ON AGING

FRANK CHURCH, Idaho, *Chairman*

HARRISON A. WILLIAMS, Jr., New Jersey	HIRAM L. FONG, Hawaii
ALAN BIBLE, Nevada	JACK MILLER, Iowa
JENNINGS RANDOLPH, West Virginia	CLIFFORD P. HANSEN, Wyoming
EDMUND S. MUSKIE, Maine	PAUL J. FANNIN, Arizona
FRANK E. MOSS, Utah	EDWARD J. GURNEY, Florida
EDWARD M. KENNEDY, Massachusetts	WILLIAM B. SAXBE, Ohio
WALTER F. MONDALE, Minnesota	EDWARD W. BROOKE, Massachusetts
VANCE HARTKE, Indiana	CHARLES H. PERCY, Illinois
CLAIBORNE PELL, Rhode Island	ROBERT T. STAFFORD, Vermont <sup>1</sup>
THOMAS F. EAGLETON, Missouri	

WILLIAM E. ORIOL, *Staff Director*

DAVID A. AFFELDT, *Chief Counsel*

VAL J. HALAMANDARIS, *Associate Counsel*

JOHN GUY MILLER, *Minority Staff Director*

---

## SUBCOMMITTEE ON HOUSING FOR THE ELDERLY

HARRISON A. WILLIAMS, JR., New Jersey, *Chairman*

FRANK CHURCH, Idaho	PAUL J. FANNIN, Arizona
EDMUND S. MUSKIE, Maine	EDWARD J. GURNEY, Florida
EDWARD M. KENNEDY, Massachusetts	WILLIAM B. SAXBE, Ohio
WALTER F. MONDALE, Minnesota	EDWARD W. BROOKE, Massachusetts
CLAIBORNE PELL, Rhode Island	ROBERT T. STAFFORD, Vermont

---

### Adequacy of Federal Response to Housing Needs of Older Americans:

- Part 1. Washington, D.C., Aug. 2, 1971.
- Part 2. Washington, D.C., Aug. 3, 1971.
- Part 3. Washington, D.C., Aug. 4, 1971.
- Part 4. Washington, D.C., Oct. 28, 1971.
- Part 5. Washington, D.C., Oct. 29, 1971.
- Part 6. Washington, D.C., July 31, 1972.
- Part 7. Washington, D.C., Aug. 1, 1972.
- Part 8. Washington, D.C., Aug. 2, 1972.
- Part 9. Boston, Mass., Oct. 2, 1972.

---

<sup>1</sup> Senator Winston Prouty, Vermont, served as ranking minority member of the committee from September 1969 until his death, September 10, 1971. Senator Robert T. Stafford, Vermont, was appointed to fill the vacancy on September 17, 1971.

# CONTENTS

	Page
Opening statement by Senator Harrison A. Williams, chairman.....	407
Brooke, Senator Edward W., statement.....	409

## CHRONOLOGICAL LIST OF WITNESSES

Johnson, Mary, president of the Hudson County, N.J., Senior Citizens Council, accompanied by Mrs. A, Mrs. B, and Mrs. C.....	411
Macchi, William, office of the mayor, Jersey City, N.J., accompanied by Gerard F. Devlin.....	430
Coleman, Robert T., director, Department of Social Justice, Synagogue Council of America, accompanied by Sam Glasstein, president of the Golden Age Club of the Brooklyn Jewish Center.....	442
Glasstein, Sam, statement.....	444

## APPENDIXES

Appendix A. Senator Brooke ad hoc hearing, Boston public housing, April 1972.....	451
Hailey, Mildred, prepared statement.....	451
Gurian, Bennett S., prepared statement.....	451
Columbia Point Health Center Research and Evaluation Unit Incidence of injuries tables.....	453
Appendix B. Report on crimes committed against the aged in freestanding apartment buildings, submitted by Dr. Ruth Bennett, New York State Department of Mental Hygiene.....	456
Appendix C. State law enforcement planning agency, grant application, Jersey City, N.J.....	459
Appendix D. National Capital Housing Authority, buildings for the elderly, May 1, 1972.....	472
Appendix E. Resolution No. 1, the American Legion.....	479

# ADEQUACY OF FEDERAL RESPONSE TO HOUSING NEEDS OF OLDER AMERICANS

TUESDAY, AUGUST 1, 1972

U.S. SENATE,  
SUBCOMMITTEE ON HOUSING FOR THE ELDERLY  
OF THE SPECIAL COMMITTEE ON AGING,  
*Washington, D.C.*

The subcommittee met at 10 a.m., pursuant to recess, in room 4232, New Senate Office Building, Senator Harrison A. Williams, Jr. (chairman) presiding.

Present: Senators Williams and Fong.

Committee staff members present: William E. Oriol, staff director; John Edie, professional staff member; John Guy Miller, minority staff director; and Phyllis Balan, clerk.

## OPENING STATEMENT BY SENATOR HARRISON A. WILLIAMS, CHAIRMAN

Senator WILLIAMS. We reconvene the Subcommittee on Housing for the Elderly of the Special Committee on Aging.

This is the second morning of hearings on the problems of older people, with particular reference to the crimes that they have been subject to in tragic numbers.

I am very concerned about the prison atmosphere that has been described at these hearings. Unfortunately, such conditions are by no means limited to public housing projects, and our next witnesses will describe how broad the fear is in the lives of older people, both in and out of public housing.

I have a letter from Dr. Ruth Bennett, New York State Department of Mental Hygiene, and this I am going to include in the record. In this letter, Dr. Bennett explains the conditions of fear experienced by elderly persons living in areas with private free-standing apartment buildings. The one she described was the Morningside Heights area of New York City, near Columbia University.

Her graduate students ran a friendly visiting program for isolated elderly in that area.

I would like to mention a few of the examples she raises in her letter: One 80-year-old man had been mugged over 20 times in the last few years. Another 80-year-old woman was robbed by a man posing as a plumber who told her to keep turning the hot water on and off in the bathroom as he stole many of her valuables.

Another example tells of an old man who asked one of the friendly visitors to go with him to the mailbox so that he could pick up several months' worth of social security checks that he was afraid to go down and pick up when he was alone.

Dr. Bennett is going to be sending for the record a more detailed report of her program,\* but her letter clearly reveals the fear that is so widespread, the fear of personal safety of older people.

The letter referred to will be included in the record at this point. (The letter follows:)

STATE OF NEW YORK,  
DEPARTMENT OF MENTAL HYGIENE,  
July 28, 1972.

Senator HARRISON A. WILLIAMS, Jr.,  
U.S. Senate,  
Washington, D.C.

DEAR SENATOR WILLIAMS: I am writing to you in response to requests \* \* \* about what we know of crimes committed against elderly persons. Our knowledge is based on a number of elderly persons we visited in the Morningside Heights area of New York City in connection with the Teachers College (Columbia University) Friendly Visiting Program.

The Teachers College Friendly Visiting Program which we have been conducting over the past three years was developed by several groups of graduate students and some faculty members in an Administration on Aging training program in gerontology at Teachers College. Student visitors literally ferreted out isolated, aged persons who were reluctant to open their doors to anyone. In order to get elderly persons to admit them to their apartments, students encased their Teachers College identification cards in a plastic casing, which they slipped under apartment doors while holding on to an end of the casing. It should be noted that students always visited in pairs for security reasons. About half of the student visitors were nuns, some of whom wore their habits only when visiting for purposes of protection and, also, in order to gain entry into apartments. They were not always successful in gaining entry because rumors had been circulating in the neighborhood about thieves who disguised themselves as nuns.

The Morningside Heights health catchment area in which we chose to conduct our Friendly Visiting Program contains over 20,000 old people. It is a high crime rate, densely populated, apartment-dwelling area surrounding Columbia University, extending from W. 95th St. north to 126th St. and east of the Hudson River to the west side of Amsterdam Avenue. Because we chose as our target population, the very isolated aged, we looked for them in a community of free-standing apartment buildings rather than in public housing developments. The reasoning behind this choice was that old people in public housing projects were less likely to be isolated than those in free-standing apartment buildings. Public housing developments are somewhat protected by housing authority guards so that probably old people in public housing feel free to go outdoors during the daytime. By contrast, old people living in deteriorating, free-standing apartment buildings, most of which have no staff on the premises because doormen have been discontinued and superintendents are shared by several buildings, are housebound, and, therefore, isolated.

Our pilot work was conducted in 1969-71 to determine if it was possible to locate isolated old persons by knocking on doors, if they would agree to being visited and if they would cooperate with us by answering questions. In all, about 50 old people were visited: about half of them were seen only once, one quarter were seen twice and another quarter were seen twice a month for a series of twelve visits. Nearly everyone visited seemed anxious and afraid during the initial visit. Most expressed fear of going outdoors during the day, as well as at night. Many spent their time trying to figure out the hours when there was the least likelihood of encountering junkies or being mugged. None went to senior centers, few attended religious services and many were reluctant to go to clinics even when they needed to do so. Obtaining food was a problem and none appeared to eat properly. One man of about 80 reported he had been mugged over twenty times in the past few years. Due to arthritis, his walk was very slow and he used a cane; clearly, he could not possibly outrun any assailants. He shyly asked the visitors, one of whom was a nun, to escort him to his church which he had not attended for many years and which he missed a great deal. Another 80 year old woman was met at her apartment door by a man dressed in overalls who said he was the plumber. He entered her apartment and had her bend over the bathtub turning on first the hot water faucet, then the cold. He had her repeat this many times for about twenty minutes and then he left. When she entered her bedroom, she found that the

\*For additional statement, see pp. 456-458.

contents of all her drawers had been spilled out and that all of her valuables were gone. Still another aged man asked the visitors to escort him to the mailboxes located in a darkened area off the entrance hall of his apartment building in order to pick up his social security check. There, they found several checks which had accumulated because he had been too frightened of being robbed to pick up his mail. Many other incidents and continuing hardship situations of this sort were reported to the student visitors who were appalled by the living conditions and life circumstances of the elderly in New York City.

I have been reluctant to continue the Friendly Visiting Program because funds are not available to pay people to continue visiting after the students have graduated. It seems unfair to offer help to the elderly for a brief period only to then withdraw this help. However, the students have urged me to continue the program because nobody else seems willing to do so. Unfortunately we will no longer be able to continue it because no Administration on Aging funds will be available to our program for new traineeships, and it seems unfair to ask a group of advanced graduate students to repeat their training. In fact, some students who have graduated have developed similar programs in their own communities.

On the basis of our experience, we are convinced that programs like the Friendly Visiting Program, conducted on a large scale can do much to improve the lives of the elderly who reside in urban communities. We think that with minimal training, visitors can learn to protect the elderly, to detect early signs of mental and physical illnesses, and to deliver some services and therapies in the home. A large-scale program of this type can serve to reduce isolation, prevent crises and reduce unnecessary hospitalizations and institutionalizations.

Mr. Edie suggested I let you know that a longer report on the experiences with crime of the elderly visited by our students will follow in the next three to four weeks. I have asked my secretary to write to all students who were in the program, requesting that they send me all records they kept of dramatic incidents such as experiences with crime, harassment by landlords and refusals of clinics to treat the elderly. We had planned to put these incidents into a manual to be used to train future friendly visitors about what to do or where to go when they encountered an old person in trouble. I will compile this information as soon as it is available so that along with this letter it can be included in the forthcoming hearings on crime and the elderly to be conducted by the Senate Subcommittee on Aging. (See appendix B, p. 456.)

Yours truly,

RUTH BENNETT, Ph. D.

Senator WILLIAMS. I also have for the record a statement of Senator Brooke, of Massachusetts, that we will include in the record at this point.

(The statement follows:)

#### STATEMENT OF SENATOR EDWARD W. BROOKE\*

Mr. Chairman, as a member of the Subcommittee on Housing for the Elderly, I commend your efforts to call attention to and seek remedies for the crisis of crime that plagues elderly residents of housing projects.

The danger of assault, robbery, and break-ins is extremely high in public housing. These dangers are even greater for the elderly. Because of their age and their physical weakness, they are more victimized than any other group of tenants. I know this is the case because on many occasions I have gone into the public housing developments and spoken to the tenants. As recently as this April, I conducted a tour and presided at an ad hoc hearing on the problems of security in Boston public housing. I would like to share with you some of the stories and statistics that were brought to my attention.

One of the projects I visited is the Bromley-Heath Development. It has a total population of over 3,300 people. Of these, 245 are elderly. A survey conducted by the Boston Legal Assistance Project in December 1970, found that the "assault rates for the Bromley-Heath project are 783 percent higher than for the nation at large," and that the incidences of burglaries and breaking and entering are "590 percent greater than the national incidence rate."

Statistics like these seem cold and impersonal. Yet some of the stories I heard in April brought home the high crime rates in most human terms. Mildred Hailey, one of the tenant leaders at Bromley-Heath, spoke of those days when the elderly tenants receive their social security or old age assistance: "Elderly \* \* \* are

\*See appendix A, p. 451.

scared to go to the supermarket to get food, for fear they will be robbed, so they go in groups of four to five. If they go alone, nine chances out of ten, they will be robbed."

I was told of another woman, who was so scared of the violence in Bromley-Heath that she "has been afraid to leave her apartment for over three years. Neighbors do her meager food shopping." At the present time, a psychiatrist from a health clinic at the development "talks with her weekly through her front door, she is even afraid to let him in." I was told of this woman by Dr. Robert Rosenberg, who is the director of that health clinic.

Crime is a major contributor to physical injuries in public housing. If an elderly woman resists having her handbag taken, the assailant may beat her to obtain the \$75 she was going to live on for the next two weeks. The health center at the Columbia Point Development has gathered information on the medical injuries there as compared to the United States population. Overall, tenants at Columbia Point receive 72% more medical injuries than the nation at large. However, if the figures are confined to tenants in Columbia Point who are over 65 as compared to all those over 65 in the United States, the elderly at Columbia Point receive 370% more medical injuries. There can be no question that the lack of adequate security is in large part responsible for this statistic.

Maintenance problems are often the direct result of the failure to check the widespread vandalism. In the survey taken at Bromley-Heath, over half of the people interviewed said that hall and exit lights are out more than 50 percent of the time, and that elevators are inoperable more often than not. Once the equipment is repaired, it is broken again in an incredibly short period of time. Exit and hall lighting are usually broken again within a week. Elevators are broken again within two weeks.

If we put these facts together in a hypothetical example, we can get a clearer idea of the effect of the high crime on the lives of the elderly. It's six o'clock on a winter evening. A 70-year old woman named Mary is a tenant in a building also occupied by family tenants. She's had dinner at a friend's apartment and returns to her building. There are no outside lights, because they've been stoned by vandals. Mary could trip on something in the dark. Tonight she's lucky and gets into the unlit hallway safely. Because it's winter, the only light is the thin line at the base of neighbors' doors. She gets to the elevator, but it has been vandalized. Now she must start the five-story climb up the totally darkened stairwell. The climb is painful enough during the day, when she can at least see where she's going. At night, Mary is filled with the constant fear of assailants. This night she is attacked. A twelve-year-old boy, hooked on heroin, is desperate for money. He grabs her purse. She lunges for him, misses, and falls down three stairs to the landing, breaking her arm. Neighbors hearing her crying, come out to help her. They can't take her to the clinic at the development. It's closed by now, because it's too dangerous to have staff work past 5 PM. She is taken to a hospital, and the broken arm is set and put in a cast. Because of her age, it may be nine or ten months before she has use of her arm again.

It is clear that we cannot continue to tolerate such conditions. The question becomes; how do we improve security? One way that shows promise is the use of trained tenant security guards to supplement the efforts of local police forces. I was instrumental in obtaining money for such an effort in the Riverview Housing Project in Springfield, Mass. This effort has yielded very satisfactory results. Riverview had been the Hell's Kitchen of Springfield. But in the past two years there have been no rapes in the project. False alarms, which used to number a dozen a day, have been reduced to two in the last three months. All forms of vandalism, assaults, robberies, and break-ins have been reduced. I am pleased to say that a similar program has just been initiated at the Bromley-Heath Development, and I am hopeful it will yield similar results.

I fully support your efforts to bring greater security to the elderly residents of public housing projects. I believe that legislation to expand the type of program that has been set up and is functioning in Springfield and Boston would be a positive step forward.

I shall be pleased to work with you toward this end.

I have referred to certain statements and statistics that were presented to me in Boston last April. I ask that they be included in the record.

(See app. A. p. 451.)

Senator WILLIAMS. This morning we focus our attention on a national problem as it is to be described in New Jersey by some of our friends from Hudson County, N.J.

First, Mary Johnson from the Hudson County, N.J., Senior Citizens Council.

Mrs. Johnson is president of the council and has with her some of the tenants of a housing project in Jersey City.

The tenants accompanying Mrs. Johnson will be referred to by the initials of their names because, for what I now learn to be obvious reasons, they don't want to be more precisely identified.

**STATEMENT OF MRS. MARY JOHNSON, PRESIDENT OF THE HUDSON COUNTY, N.J., SENIOR CITIZENS COUNCIL, ACCOMPANIED BY MRS. A, MRS. B, AND MRS. C**

Senator WILLIAMS. All right. Mary Johnson is a great friend of the Special Committee on Aging and has helped us time and again over several years, and we appreciate your help in this study that we are making now.

Mrs. JOHNSON. Thank you, Senator. I am Mary Johnson, president of the Hudson County Senior Citizens Council, chairman for Senior Citizens Committee of the Jersey City Mayor's Advisory Council. I wish to thank you for having us here today.

The problem of crimes committed within Jersey City housing projects has become a major crisis among the aged living there; because of their age and weakness to fight back, they have become very easy prey to muggers and drug addicts.

Today I have with me three tenants who reside in A. Harry Moore housing projects, Jersey City. They do not wish to have pictures taken, as you have said, or names revealed, for reason of reprisal when they reach back home.

My first tenant, Mrs. A.

Mrs. A is here really under protest. Not protest to the hearing but in protest of leaving her home under guard. She is afraid that her apartment will be robbed when she gets back. We have assured her through an investigator in housing that they will look after her apartment; so, Mrs. A.

Mrs. A. Senator, I have been robbed and mugged five different times in the past 2 years. The first time a boy about 16 grabbed my handbag which contained \$125 and a wristwatch. Of course, he was never caught. And the second time my bag was grabbed a few months later with nothing in it, and they found this young man and prosecuted him.

The third time my apartment was broken into when I went to get my mail. I was gone about 20 minutes. When I returned, they had broken into my apartment with a crowbar and took a box of my best jewelry which amounted to about \$25 and things that I prized—antique cameos and that sort of thing, and other sorts of jewelry.

The fourth time they entered my apartment a few months later with a key and took my strongbox containing my insurance policies, the deed to my parents' plot, also personal papers of various kinds.

And this last episode, which occurred 3 weeks ago this coming Thursday, I was lying on the divan looking at the Democratic Convention at 4 o'clock in the morning. I was facing the window and I saw this figure loom up ahead of me, and I knew immediately it was someone trying to enter my apartment, and I jumped off the divan and, as



I got to the window, this fellow jumped into the apartment and he said to me, "You know, you almost made me fall," and, of course, the moment he got in he demanded my money.

I said, "I have no money."

He said to me, "Give me your money," so I immediately went and got my wallet which only contained \$7, and he opened the wallet and threw the cards and papers all over the floor, and he said, "Where is the rest of your money?"

And I said, "I have no more money."

He said, "Give me the rest of your money or I am going to let the others in and they are going to beat you up."

So, he kept demanding more money and I still maintained I had no more money, which was the truth, so he opened the door and let the other two in. Then they proceeded to threaten me. They went into the kitchen and got a large bread knife and this one fellow grabbed me by my throat and he said to me, "Where is the rest of your money?"

I said, "I have no more money."

He said, "Where is the rest of your money?" and he tightened his grip on my throat. "Tell me or I will kill you."

I said, "I have no more money. If I had any, do you think I would be living in this place?"

Then they proceeded to ransack the apartment and they took two rings and another wristwatch and then they went into my refrigerator, ate some of my food, and they ordered me to get into the bathroom. When I went in there, I locked myself in there for 3 hours. I was terrified, afraid to come out, and I waited until I thought it was daylight. When I finally came out—I was really afraid to come out for fear they might still be there. They had left in the meantime, but this has left me very unnerved and I am just a nervous wreck in the house or out of the house. When you are out, you are afraid to come back in.

I don't rest properly; I can't sleep with an easy mind, and no matter how many locks you have on the door—I happen to be on the third floor. They had gotten a plank and put it in the hall window over to my end living room window when he got into the apartment.

So, they have gotten into my apartment three different ways: First, with a crowbar; then with a key; then through the window.

As I say, this has left me very unnerved and very uneasy and fatigued.

Senator WILLIAMS. Let me see if I can get a——

Mrs. A. Pardon me, Senator.

They also cut my telephone wire.

Senator WILLIAMS. That was one of the questions I was going to ask you, whether you have a phone, whether there is any opportunity to call an alarm.

Mrs. A. No. He was in that room so fast I couldn't have even used a phone.

Senator WILLIAMS. On this last episode just 2 or 3 weeks ago, did they start, did the individuals start, by cutting your telephone line?

Mrs. A. No. They must have done that before they left the place because what could I do when there were three of them there? I was just helpless, and this one man, he started to make advances toward me.

Senator WILLIAMS. How old a man, by the way?

Mrs. A. Well, they weren't teenagers. They were in their twenties or thirties, and I don't happen to be the screaming or fainting type, but for the first time in my life I thought I was going to faint.

He made me sit in this chair and I just slumped down like I was going to faint but I didn't. That is when he ordered me into the bathroom. I went immediately and locked myself in there.

This will be 3 weeks ago this coming Thursday and I have just been a nervous wreck since this happened.

Senator WILLIAMS. Well, now, you have been robbed several times.

Mrs. A. Three times; five times altogether.

Senator WILLIAMS. And have you reported each one to the police?

Mrs. A. I reported everyone except this last one. As I say, I couldn't use the phone because it had been cut off. The next day I immediately sent for the repair people, the telephone repair people, and they didn't come for 5 days because their lives have been threatened and when the repair man came, I said, "Is it true that your lives have been threatened?"

He said, "Yes", and he was a burly, big fellow, about 6 feet 3, and weighed over 200 pounds, and he said, "Yes."

I said, "Well, how did they threaten you?"

He said, "They have threatened us with knives and they throw rocks and bottles from the roofs."

He said they won't work in the project after noontime during the day. They won't work in the afternoons down there at all.

Senator WILLIAMS. Is your apartment a private apartment or is it public housing?

Mrs. A. Is it what?

Senator WILLIAMS. Is it a private apartment?

Mrs. A. Yes.

Senator WILLIAMS. Who is the owner?

Mrs. A. The public housing.

Senator WILLIAMS. Oh, it is public housing?

Mrs. A. Yes, sir.

#### INADEQUATE SECURITY

Senator WILLIAMS. What arrangements has the Housing Administration made for your security? Are there any guards at all?

Mrs. A. Not that I know of. We have a mini police down there and they are only there until 2 o'clock in the morning.

Senator WILLIAMS. What time do they go on duty?

Mrs. A. That I don't know.

Senator WILLIAMS. Is this a high-rise apartment?

Mrs. A. Yes; 12 stories.

Senator WILLIAMS. And you use an elevator to get to your floor?

Mrs. A. Yes; and most of the time the elevators are not working and when they are working you are afraid to get in the elevator by yourself for fear someone might rush in after you and either assault you or rob you while you are in the elevator.

I never carry a handbag any more. I am afraid to carry a handbag.

Senator WILLIAMS. How about the stairway? When you walk to your third-floor apartment, is that well lit, and do you feel any security there?

Mrs. A. No; the lights are out most of the time. That is when my bag was grabbed the first time. This young boy was standing on the first landing. It was only 4:30 in the afternoon. He grabbed my bag so fast that I didn't know what had struck me. And I never saw anything of the handbag or the money since.

Yes; I did find the handbag down in the ramp, with the money gone, of course.

Senator WILLIAMS. How many employees of the Housing Authority are there that work at your housing project? Is there a superintendent?

Mrs. A. There is a manager and there are a lot of maintenance men.

Senator WILLIAMS. There are a lot of maintenance men?

Mrs. A. Yes. There are seven maintenance men and workers around there and that is all that I know of. A superintendent for each building. They are supposed to put the lights on, and they put in the bulbs after they have been taken out or broken, and they do it, but they are removed and broken as fast as they put them in.

The only time I would come up those stairs by myself is when I see a couple of boys that I happen to know and trust and they come right up to my door with me.

#### MINI POLICE STATION PILOT PROGRAM

Senator WILLIAMS. Do the city police make regular calls in policing that area? Do you see the police around the apartment projects frequently?

Mrs. A. No; not too frequently.

Mrs. JOHNSON. Senator, if I may inject, in this particular housing project they do have a mini station, mini police station, which is a pilot program which is open, I believe, from 7 in the morning until 2 the following morning. It has three policemen on duty. They only come out of the office when they are called. They don't go out and parade the grounds. Actually, I do not see really the value of this station.

Senator WILLIAMS. Are there three on duty? When they are on duty, there are three in the office?

Mrs. JOHNSON. There is a lieutenant in charge and I believe a sergeant and an officer.

Senator WILLIAMS. And yet they close the office at 2 in the morning?

Mrs. JOHNSON. At 2 in the morning, and from 2 until 5 in the morning there is a rise in crime in this particular project.

I will let the other people speak on that. They live there.

Senator WILLIAMS. Do you all live in the same project?

Mrs. JOHNSON. Yes.

Senator WILLIAMS. How many families are there in this project?

Mrs. A. you live in a 12-story apartment building?

Mrs. A. I have lived there 18 years.

Senator WILLIAMS. How many buildings are there?

Mrs. A. Seven.

Senator WILLIAMS. So, how many families are there?

Mrs. A. Well, there are 12 floors in each building and eight families on a floor, so that would be 96 families in each building.

Mrs. C. I just want to add that the two policemen on guard do make their rounds. They are seen making their rounds frequently, but they are not enough. Two people for seven buildings, that is not adequate at all, but they do make rounds.

Senator WILLIAMS. One stays in the office and the other two patrol the project?

Mrs. C. Right.

Mrs. A. May I also add, Senator, that this individual that was threatening me said, to me, "Where are your diamonds?"

I said, "I have no jewelry any more." I said, "My jewelry was stolen last year."

He asked me did I have something else. I can't recall right now. I am nervous. But what could one woman do with three of them there? Even with one there, you are helpless.

Senator WILLIAMS. You have come to Washington today.

Did you alert the police that are on duty that you would be away from your apartment today?

Mrs. A. No, but I told the man that is one of the heads of the housing, and he said he would see to it that my apartment was guarded but there was no one there. I have to depend on the neighbor down the hall to kind of keep an eye on my apartment.

Senator WILLIAMS. Did you leave anything of value there?

Mrs. A. No; I didn't. Twice they attempted—they had my little radio all ready to take out with the cord wrapped around it, and for some unknown reason, whether it was in their haste to get out, they left the radio but they had full intentions of taking it.

Then my wrist watch I had hidden so carefully several months ago I couldn't even find it myself. After they ransacked my apartment last week, they found the wrist watch. I couldn't even find it in my own apartment. I found it on top of my refrigerator. When they went in and ate some of the food in my refrigerator they, I guess, actually left the wrist watch on top of the refrigerator and I found it later.

Senator FONG. Have they caught any of these vandals, these people who mug you people, who break in?

Mrs. A. Five different times, no; never.

Senator FONG. They have never caught anyone?

Senator WILLIAMS. I thought one was found and convicted. I thought you said one of the robbers—

Mrs. A. Oh, this one boy they did catch and they sent him away for several months. I wasn't going to press the charges because there was nothing in the bag at the time, but the officer, the sergeant or whoever he was down there in the juvenile court, said, "If you don't press these charges," he said, "he has committed a criminal offense even though there was nothing in the bag, and", he said, "unless you press these charges he is going to go out and do the same thing to another woman," so I pressed the charges and they sent him away.

Senator FONG. Was he a member of a family living in that housing unit?

Mrs. A. Yes; but they have since moved out.

Senator FONG. Do you believe many of these crimes are committed by people who live in the project?

Mrs. A. Oh, yes; a good many, and there are some others.

Senator FONG. What is the feeling of the residents of this housing unit concerning the commission of the crimes? Who are committing the crimes?

Mrs. A. Well, it is constant fear and anxiety and just plain terror.

Senator FONG. Yes, but I am asking you: Do they know who are the people who are committing the crimes?

Mrs. A. No; most of them, they don't.

Senator FONG. They just don't know?

Mrs. A. They don't know.

Senator FONG. They don't know whether they are residents of the housing units or whether they come from outside?

Mrs. A. That is it, I guess. They don't know. That I don't know.

Senator FONG. What have you residents done to insure your own safety? Have you had any meetings relative to trying to band together?

Mrs. B. We had guards put on one of the elevators and the one we had in my building was constantly drunk and he used to beg people for money.

Senator FONG. The guard?

Mrs. B. The guard, yes; and he was indecent to one of my neighbor's daughters.

Senator FONG. Who hired him?

Mrs. JOHNSON. They were hired by the housing authority, I believe. The housing authority had thought they would help by putting elevator guards in the buildings and found out that it just didn't work.

Mrs. B. He used to knock on people's doors asking them for money.

Senator FONG. It didn't work because of the people they hired?

Mrs. JOHNSON. Yes.

Mrs. B. I made complaints to the office about them. They weren't there very long.

Senator FONG. You said you have a mini police force which is on hand from 8 a.m. to 2 a.m. Does that mean there are three officers? In other words, you have six officers?

Mrs. B. No; just three.

Senator FONG. In other words, there are three from 8 until 2?

Mrs. B. I called them myself. Two elderly women—

Senator FONG. What I am trying to get on the record is what kind of a police force.

Mrs. JOHNSON. They have three officers at one time. They probably change shifts, but there are three officers at all times on duty.

Senator FONG. So, therefore, you have more than three officers all day?

Mrs. JOHNSON. Well, three come on and three go off.

Senator FONG. So, they work about 10 hours a day? You have 8 to 2—

Mrs. JOHNSON. From 8 to 2. Then from 6 to 2. I am not sure of the hours.

Senator FONG. So, actually, you did have six officers working?

Mrs. JOHNSON. Yes.

Senator FONG. And that isn't enough?

Mrs. B. They don't respond to our calls. I called them on two occasions. It took a half hour for them to come up on one and on the other 45 minutes. I had boys gambling in my hall over 4 hours one day. I called the police and nobody came up. I called back about an hour later. He said he sent somebody up but no one came up because those boys were in the hall, it must have been, about 4 hours. I wouldn't go out and yell at them because there were seven or eight teenagers up there and they didn't send anybody up. Specially this winter and on days, there is gambling, drinking, or even on one occasion where we had two teenagers sniffing from a paper bag on one of the floors.

I called the manager myself and I never got any results. Sometimes I will call and be told he is out on the grounds.

Senator FONG. Do you have a manager for each of the buildings?

Mrs. B. No. We have one for all of them and he is even afraid to come up on the elevator. My neighbors help most of the time with these people. We have made complaints about it and it doesn't do us any good.

Senator FONG. Then when you go out, do you get in the elevator by yourself?

Mrs. B. When I go out? Somebody stays in my home at all times. I never go out until somebody is in my home.

Senator FONG. You are talking about the security in the elevator. You said the manager, himself, was afraid to get into the elevator?

Mrs. B. Yes. The manager will not come into the building by himself.

Senator FONG. If he is afraid, then you also are afraid?

Mrs. B. That is correct.

Senator FONG. When you go out, how do you go out? By yourself?

Mrs. B. No. When I go out, I go out with my husband or with one of my children. If I am riding down on the elevator to go some place, my son rides down with me. When I come home at night, I call my neighbor. He goes in and tells them that we are on our way home. He comes down with my son, or, if it is a night my husband isn't working, he comes down with my son and they meet us downstairs.

Even when I go out with my neighbor, we will not come into the house in two's.

Senator FONG. You mean you and your neighbor are afraid?

Mrs. B. Yes; right. When we go out, I always call and have my son and daughter tell him. One time he rode up on the elevator about eight times because he knew approximately what time we would be home. He stayed on the elevator until we got into the building and he could take us up to our apartment. That is how bad it is.

Senator FONG. Do the other residents do the same thing?

Mrs. B. Yes; everybody does the same thing. My son is 15 years old. He was threatened by 10- and 11-year-old boys. Two of them threatened him with a knife. He was going to the store at 6 o'clock in the evening. They wanted the money he had on him. Another boy helped him.

Senator FONG. Are all the residents in the housing unit married?

Mrs. B. No. We have quite a few elderly people, widows.

Senator FONG. How do they go out?

Mrs. B. They don't even go out of the house. They have no activities. They used to have bingo. We have a beautiful park across the street. We can't even take our children to the park. I can't let them out alone. I can't take them out because I can't leave the house alone.

When I go shopping during the winter, I keep one of my teenage children home from school.

Senator FONG. So, you have two problems here: One is watching your apartment, and the other of being safe when you go out and return.

Mrs. B. That is right and my children, if they are invited to parties or dances, if I am home alone, if my husband is working, I can't come down to meet them. They can't go unless we make some kind of arrangements for someone to meet them when they come home. They can't have friends in the house because their parents won't allow them to come down to the projects.

#### APARTMENTS ARE LIKE PRISON

It is like a prison. We have all metal plates on our hall windows. We have three windows in the hall and the two bottom windows have big metal plates that they solder on to the window so we only have one little window on top that the light comes through.

Senator FONG. You mean on each apartment?

Mrs. B. Every floor.

Senator FONG. When you say "metal plates," you mean iron plates?

Mrs. B. Yes.

Mrs. JOHNSON. Why did they put the plates on?

Mrs. B. Well, vandalism, mostly, and children were throwing things out the window. We came home one night and somebody threw a medicine cabinet out the window. This was about 10 o'clock in the evening. We have everything that comes out those windows, from bottles to furniture; even a carriage frame with the wheels on it.

Senator FONG. How long have you lived there?

Mrs. B. About 10 years now.

Senator FONG. How long has this been going on?

Mrs. B. Since I moved there, but I would say the past couple of years it has really gotten terrible.

Senator FONG. When you first moved in there, it wasn't so bad?

Mrs. B. No; it wasn't. When I first moved there, my children could go over to the park and enjoy themselves. Now they can't even go out of the house.

Senator FONG. Why is it that it has gotten worse in the last 2 years, do you know?

Mrs. B. I think they are not screening people before they move in there. We have empty apartments there and teenagers have been known to live in the apartments when they are vacant. We have had fires in the hall—mattresses and furniture people put out in the hall. No one comes up to remove them.

Senator FONG. So, by your statement, are you saying because they haven't screened the residents coming in you are inclined to think

that most of the crimes are being committed by people who live in the housing unit?

Mrs. B. I would say yes, because one of the elderly women does know who the boy was who robbed her but she is afraid to say anything. She recognized him on the street. They threatened to gouge her eyes out. He had a wire in his hand. Now, she has seen this boy on the street. She is in her eighties and she is afraid to say anything.

Senator FONG. And this boy lives in the housing project?

Mrs. B. Yes.

Senator FONG. Are there many children there?

Mrs. B. Oh, yes.

Miss JOHNSON. I would say about 2,000 children live there.

Senator FONG. And do you think most of these crimes are committed by children or by adults?

Mrs. B. No; I would say teenagers, mostly. But there have been occasions where they have been 10- and 11-year-olds stealing purses and even threatening elderly women as they go out, asking them for money and if they don't give them money they threaten to do something to them.

Senator FONG. Well, how can security be bettered in these housing areas?

Mrs. B. We need 24-hour guards. We need at least three guards in each building because we have a back entrance and a front entrance and if you stand in the front hall you can't see anyone that comes in the back.

Senator FONG. As I understand, there are eight stories to the building and there are 12 families to each story.

Mrs. B. Twelve floors each, eight on a floor.

Senator FONG. So, for 96 families, you think that you need guards 24 hours a day, three guards for each unit?

Mrs. B. Yes. We need one to ride in the elevator because the boys have been known to stand on top of the elevator and stop it between floors and they won't let the elevator go until the people give them money.

Senator FONG. You have how many elevators?

Mrs. B. Two elevators in each building; one for the odd floors and one for the even, but they very, very seldom work. I live on the 11th floor and we have to constantly walk up.

Senator FONG. Are you in fear within your own building?

Mrs. B. Yes; yes. I have exactly two neighbors that I am friendly with because they come and go so often that you can't possibly get to know anybody. One month somebody is in the apartment, next month somebody else is in there, and you don't know who these people are because they are not there long enough for you to get to know them. As I say, the empty apartments, they just break the locks and move right in.

Senator FONG. How many apartments in your building are empty?

Mrs. B. Oh, I don't know exactly, but there must be more than two on each floor, at least. Right now, all the ones on my floor are occupied but there have been occasions when we have had three—well, I have one next door to me that is vacant now.



Senator FONG. When they are vacant, are they vacant long?

Mrs. B. Well, 2 or 3 months now, and at first there were children—teenagers, I imagine. I can't say for sure, but the door was left open for about 3 weeks. It was broken into when the tenant moved. I reported it to the manager with my neighbor and asked him to please come up and lock the door and it was over a week before the door was locked.

Senator FONG. And you believe these vacant apartments are due to the fact that people are afraid to move in?

Mrs. B. Yes. The elderly people who moved out would love to come back, but they are afraid.

One elderly lady is on supplementary welfare now because she had to get out. She was under doctor's care. I, myself, took her to the doctor for medication when her purse was robbed. She had a bad heart. She lived on the seventh floor. It took us over an hour to walk her up the stairs because the elevators were broken, and she was taken to the hospital the next morning. She was in the hospital over a week.

Senator FONG. Have you as a group in this housing unit taken this matter up collectively with the Housing Authority or with your board of supervisors?

Mrs. B. Yes, we have with Mr. Vucola and Mr. Vignone. I went twice, but Mrs. C. had gone much more often than I did. I got disgusted after a while because we would go and talk and nothing would be done.

Senator FONG. Did you go as a group?

Mrs. B. As a group. Any time we wanted to go, we had to go as a group. One woman down there was very active with the senior citizens. Any time she wanted to take a group, Mr. Vucola or Mr. Vignone would tell her, "Well, we only want two or three people at a time."

Senator FONG. Have you enlisted the help of any other officials?

Mrs. B. I haven't.

Senator FONG. Have the residents as a group enlisted the help of other people who would get involved?

Mrs. B. Well, I know this: One woman who was involved as a senior citizen has written letters constantly and, if I am not mistaken, I think they did take a trip, didn't they, to see somebody about it?

Mrs. C. Yes.

Mrs. B. They paid their own fare and everything to talk to someone about it.

Senator FONG. Thank you.

Senator WILLIAMS. Mary, I want to get to some questions to you. Are there any other parts of this—

Mrs. JOHNSON. I would like to have Mrs. C. speak. She is involved communitywise, and I think she can speak.

#### PROBLEMS IN SEVEN HOUSING PROJECTS.

Senator WILLIAMS. Well, I did want to get to the question of whether what happens in this particular housing project is unusual or whether it happens in other projects, too.

Mrs. JOHNSON. No. What we can do is multiply what is happening in A. Harry Moore with all the others. I think there are seven other

housing projects, Montgomery Gardens and Barry Woods, which are also high-rise apartments, 12 floors high, and we have the same problems, but not to the same extent. They are reaching a peak in A. Harry Moore, and, Senator, I feel very close to A. Harry Moore because I lived in this project for 3 years. I was the first tenant in my apartment, and I remember the beautiful programs and the beautiful grounds that were in this project, how the tenants took care of the gardens around—their affairs. They had a mother-and-daughter breakfast that the fathers would cook for; father-and-son breakfast that the mothers would cook for. It was really a very happy family relationship project where everybody pitched in and worked.

You had a beautiful, and you still have a beautiful, county park across the way that has a golf driving range. It has a little pool where you can walk around with ducks and that in it. It is really a very pretty place where we always had baseball games and took the kids over to play. We had little leagues, football leagues, at this time.

It just makes my heart sick to go back to this project and see what has become of it. I have been involved completely at all times because, as you know, I am interested in the elderly people there, and I have always gone back making visits to this project.

Senator WILLIAMS. On the question of the elderly, do the elderly live in all of the housing projects or are there some that are exclusively for the elderly?

Mrs. JOHNSON. We have one public housing project for the elderly which is called Barry Gardens. There are two buildings, and I think in the two buildings there are about 280 units.

Senator WILLIAMS. What is the crime situation there?

Mrs. JOHNSON. Well, I call that the Country Club for the Elderly as far as the housing projects go. The problems there are practically nil. They are self-guarded by the seniors, themselves. They monitor who goes in and who goes out, what deliveries that are made. There is always someone there questioning who is coming in and where are you going and who are you going to see. The tenants themselves do this, and they are doing a very good job, and, of course, they take care of their own gardening and it is a beauty spot. They are very happy there. The only time you move out of there is when they carry you out.

Senator WILLIAMS. Has there been any crime there?

Mrs. JOHNSON. There have been three or four incidents, but they have caught it before any problem arises. They have caught people up on the roof or kids trying to break into the hall, but as I say, I only know about three or four incidents in the 8 years that the building has been there, but in our other projects they are going down and going down fast.

Senator WILLIAMS. Well, our witnesses here are always short of elderly, but how about the elderly?

Mrs. JOHNSON. MUGGED OVER 20 TIMES

Mrs. JOHNSON. The elderly are the people being the most hurt. One woman living in A. Harry Moore has been mugged over 20 times. Her house—all she has is a little bed to sleep on and a chair and a

table to eat off. She has absolutely nothing left in her apartment. To talk to her, she is in another world, simply because of the beatings that this woman has taken, and the sad part—or maybe the nice part about the whole thing—I don't know how you want to look at it—but she refuses to move out. She has been offered other places to live. Her family wants her. She has a son, I believe, that wants to put her into a home which would be far better than where she is now, but she is holding on to this apartment because this is her happy years with her husband and he has passed on and it is the sentimental memory that she wants to stay there, and you cannot convince her. She is 86 years old, by the way, and at the rate she is going I don't think she will reach 87.

Senator FONG. Was she mugged in the building?

Mrs. JOHNSON. In her apartment, going for her social security check, in the hallway.

You have several others that are in there. Another woman has been mugged almost the same number of times. She just returned from the hospital, and I happened to be in the housing office when the call came that her door was left unsecured, and it took 2 days—the call came, but it took 2 days to have her door secured so this woman would be safe in her apartment.

They never even bothered to fix her door that was jimmied open on her when they sent her to the hospital.

Senator FONG. Would you say this problem should be attacked from the standpoint of securing these buildings at the time of construction; that is, having just one entrance, making the building smaller so that everybody will know everybody inside the building and having just one entrance so that you can see the people going in and out so that nobody can sneak in from another entrance? If these precautions were taken in the building, would it lessen the crime?

Mrs. JOHNSON. I think it would help. What I suggest is that—you know, when you speak to the housing authority, the housing authority will tell you that it is a police matter, that they can't do anything, that this is a police matter. You speak to the police department and they say this is the housing authority's responsibility. I say it is both's responsibility. I say that they both should get together and cooperate with one another because without cooperation, you are not going to have anything.

Even if you have one door or no doors, just windows to crawl through, people who want to mug you and rob you are going to find a way to get in there, and unless you have some concrete rules to follow—and they had what they call the Emergency Employment Act guards and each of the projects have two or some of them have two guards at one time parading around. Now, these guards are not fully screened guards. They are people like you and I.

I am not saying there is anything wrong with you and I, but you know, they are not policemen. They are not trained to handle muggings. They are just normal people walking around dressed up in a uniform and a billy stick in their hands, and they wouldn't dare use the billy stick because they know they would get a knife put in their back. They are absolutely useless.

What they need is a housing authority police force. This is what you need, that has the same ruling that city police have; that they have the power to arrest, to carry a weapon and to use it, if necessary.

Senator FONG. Now, coming back to this building that you live in, could we fix it up so that there would be only one entrance?

Mrs. B. Yes. Well, the back door is broken now, but there could be a door put on and locked maybe after a certain hour. It comes from the parking lot. That could be locked after a certain hour at night so that you have to come to the front of the building to get in, and one elevator after a certain hour. Just run one elevator, not two. Even if the people have to walk down or up one flight, if he stands by the elevator while you walk down or up to your floor it won't be so bad, but having two elevators working like that, when they are working they can go up on either one.

One woman had her purse robbed. She saw two boys going up the stairs as she entered the elevator. By the time she got to the 11th floor, they were standing on the landing and they had turned out the hall lights and, as I say, with the metal plates, when those lights are turned out it is very dark in those halls now. They got up there before she did by going up the stairs.

Senator FONG. Have you made that suggestion about closing the back door?

Mrs. B. There is no one to make it to. We talk to the manager. He just listens as if, "Well, I hear this every day. I will just listen to her to make her feel good."

Mrs. JOHNSON. This is one area of noncooperation by the housing authority.

Mrs. B. They are not screening the people. When any official from Washington comes to look, he finds them sweeping the grounds and mopping the ground floors, because that is as far as the officials go. They don't go upstairs to see what the halls are like with the garbage and everything, how dark the halls are when the lights are out, and one manager for seven buildings I don't think is adequate.

Senator FONG. Public housing is controlled by the city and State, and the Federal Government only helps in the financing, and you have to get the cooperation of the city government and local government to really help with these police matters.

Mrs. B. Well, I don't think they really care, because they don't live there. They don't see these elderly people when they have been beaten.

One of my neighbors had her head cut. She was threatened with a gun. Now these people don't resist them when they come into the house.

Another woman was pushed down a flight of stairs, and those are cement stairs. She was taken to the hospital.

There is no reason why they have to beat these people.

Senator FONG. Yes. We understand there are all kinds of people.

Mrs. B. I understand that, but, like I said, one manager isn't any good, and if he is afraid to come up in the hall, then you can imagine how bad it is; and the superintendents that we have in each building aren't really—they just come up to put bulbs in when the bulbs are broke. That is all.

Mrs. C. Senator, if I may, Senator WILLIAMS. Yes, Mrs. C. You live in the same housing project?

Mrs. C. Yes, and I have lived there 19 years and this place is very dear to me. In fact, I don't think anybody knows about the community more than I do.

I hate to change the picture, but this is the place, as I see it. Now it is a prison atmosphere for the senior citizens because they do suffer a terrible hardship as far as these muggings are concerned. But for the hard-working people, they also suffer hardship because many times they return home and find that a television set or furniture that hasn't been paid for is robbed.

This is the hardship they suffer, but, all in all, we try to make it a good home for children and we take advantage of the park. We take full advantage of the park. You can see children playing in the park because the children don't have any other recreation, but the park. This is all they have, so that is one of the answers why there is so much vandalism, but, as Senator Fong said, we wouldn't close the back door. This would be impossible, I think, as far as fire, you know, because we need that staircase to go out the back door, but these people are making the best of it, and the senior citizens are the ones who are really suffering.

Now, I don't see it as being all of the people who live there who are doing these muggings and whatnot. It is outsiders who come in because they know this is a public place. They are not going to be chased away. So they take full advantage of that and just park there on the benches and hallways and you have it so that they can do whatever they want, and it has been so much publicity in the paper about the muggings there so I guess they figure there is a good spot.

So, I wouldn't say it is all of the tenants there who are doing these muggings and what-have-you, but even so we are on the westmost border of Jersey City, out of the district. There is no super market available to us. We have to walk for miles before we can get to one. No doctors will come into the community, no insurance agents; nobody wants to come in because there is so much going on they fear for their lives, so we are really shortchanged.

But we feel, even though we are of the minority group, we are American citizens and we want what is due us and we feel that we should have three policemen to each building because now we have two policemen there making the rounds. It is not enough for seven buildings because while they are over at one building somebody could be getting killed in another building. That is why we want this police protection and we feel we are due it because we are taxpayers.

Senator WILLIAMS. Have there been crimes of this degree of violence?

Mrs. C. Yes. There has been a murder there.

There was a girl, I think 17 years old, who was raped and murdered in one of those buildings last year, I think. They had a couple of suspects but they never found the real murderer.

This was on the third floor in one of those buildings and it was about 8 o'clock in the evening when this happened.

Senator FONG. So you believe that the policeman is the solution to your problems?

Mrs. C. Absolutely.

Senator WILLIAMS: You are in an area where there are several police forces. You are across from the park. Now, there are county park police there.

Mrs. C. That is a long way from us. That county park is a long way.

Mrs. JOHNSON: You can't mix them, Senator. One goes so far and the other only so far. You have to build a bridge between them before they—

Senator WILLIAMS. All right.

Now, we put some Federal money into community security, the Law Enforcement Assistance Administration. I understand today they are present.

Where is the LEAA representative?

Now, he is not here. Yesterday I was a little disturbed that they were not present and said so. Today they are present except right now, but here we feed the people's money, the Federal resources, into local law enforcement. If there is any way that it would make a great deal of sense to spend that money it would seem to me to relate these forces.

Here we have the park police; you have boulevard police; you have county police; and you have Jersey City police. You have four police forces that you could turn to for security and security has just disappeared between the cracks that these people have permitted. They don't talk to each other.

Mrs. JOHNSON. They may talk together but they don't work together. Let's put it that way.

Senator WILLIAMS. All right. That is a better way to put it.

You have helped immeasurably here.

Now, did you have anything further, ladies?

#### MEALS ON WHEELS VICTIMIZED

Mrs. JOHNSON: I would like to speak. As you know, I am director of the Meals on Wheels program, the feeding program for the elderly in the city, and the problems that we are having there. I am housed in Hudson Gardens housing project.

Senator WILLIAMS. Well, you know, I would like to have the record show that we have worked over the years on some of the supplemental services for older people and one with the greatest promise I have always thought is Meals on Wheels.

Mrs. JOHNSON. This is the program I am talking about. The problems that we are facing right now, and this is something new that has started in the past, I would say, 3 weeks is that people are noticing that we are feeding—because the people we feed are completely confined—I am not talking about housing projects—that live outside of the housing projects. We are feeding these people because they are completely alone with no one to care for them and really the only contact they have is with my driver or my visitor that goes into their home.

Now, for the past 3 weeks, I would say we have had four robberies—I have alerted the police to this—where people have knocked on their door after our meals have been delivered, one at quarter after 10 at night, and said that they were the meals on wheels visitor and wished to speak to that person about a problem, and then robbed him and beat him.

Another one, a blind person, was entered in the same way. This was about 7 o'clock at night—that was beaten and robbed. He was robbed twice. He fell for the gimmick twice by opening the door.

I sent out specific notice to everyone that no one is to open the door to a caller from meals on wheels unless they receive a call from us first. They know the time that their meal is delivered and they are to look out the windows. They all have front windows where they can look out and see us coming along with the meal and that is the only time they are to open the door.

I have alerted the police to it. The police are now photographing and fingerprinting my personnel, thinking it was some of my help that is doing it. Who they are, we don't know.

Senator FONG. So, you are saying that people who impersonate your people are getting into these apartments?

Mrs. JOHNSON. Yes, and it is quite serious because they clean them out and they have absolutely nothing. They are as bad off as prisoners in their own apartments as are the housing people.

Senator FONG. So, this goes back to the police problem?

Mrs. JOHNSON. Right.

Senator FONG. Now, I notice in the statement here that your people have been attacked, also.

Mrs. JOHNSON. My people, yes. My office was robbed.

Senator FONG. No. I mean the people who deliver the meals.

Mrs. JOHNSON. My people that deliver the meals have been mugged going into the housing project. This is all back to the housing project again. They have been mugged delivering the meal. If the boy would have to go up to the top floor, they would let him get up and then on his way down again they had jumped him. A couple of times they slit his pants, put a big slash down his leg.

They have orders not to carry money with them. They leave it with me for security until they come back and they just had a little bit of change.

Senator FONG. Are you fearful of going into these housing projects?

Mrs. JOHNSON. Yes. Several of them, we won't even enter. Marion Gardens, for instance, is the God-forsaken spot of Jersey City. This is not a high-rise apartment. These are all low. They are only three stories high.

Senator FONG. Will you give us the name of this project again that you say is three stories high?

Mrs. JOHNSON. This is Marion Gardens.

Senator FONG. How big is this project?

Mrs. JOHNSON. It has about seven or eight buildings in there and they are three stories high. I would say almost half of this housing project is empty because people do not wish to live there.

Senator FONG. It is three stories high?

Mrs. JOHNSON. Yes.

My boys have been molested, mugged, beaten, several times in this project. They have witnessed so many beatings of deliverymen, selling men, vegetable men, going in making their deliveries, that they refuse to go in there without protection.

I have gone to the housing manager's office there in Housing and asked if I could drop the meals there.

These people are destitute. They can't get out. They have to be fed and they have nobody to go for food for them, so they are starving to death.

Senator FONG. How are you getting food in?

Mrs. JOHNSON. Now I have some boys who say they are not afraid and they are working for me and they claim that they are not afraid to go in, so they are delivering the meals there now, but it is a hardship because you don't know. Outside of the housing project we have no problem other than this latest entry. This is being done by someone and in the housing projects it is a big problem.

Senator FONG. So, the security problem is increasing the cost of delivering a meal?

Mrs. JOHNSON. Right.

I am only funded through OEO. That is my funds and I am only partly funded for. I am funded for 100 people and I am serving close to 200, so I can't afford—and three-quarters of the people that I serve pay me nothing and the others give on a donation basis and the most is \$2.50 a week; so I am really hitting the hard-core poor of the elderly who really need this service. And that is only scraping by.

Senator FONG. So it brings back the problem of security again?

Mrs. JOHNSON. Right.

According to Housing, we get nothing.

Senator FONG. If we lick the security problem, then your delivery of meals would be much easier?

Mrs. JOHNSON. Not only for my services. I am bringing it out because this is a service to go in and feed the elderly in the housing project.

Not only will it help my service, but it will help the homemakers. They go in and care for the sick when they come out of the hospital. They refuse to go in. They will not walk into a house and go on an elevator by themselves. They will not walk up the stairs, so what do these people do to get service?

Senator FONG. When you refer to homemakers; what do you mean?

Mrs. JOHNSON. The homemakers is a service that once you have been hospitalized and you need further care under medicare or medic-aid this woman comes in and does a little cleaning and cooking and tends to the person. They have a basic medical training where they may be able to give a diabetic shot or something.

Senator FONG. So, it gets to the point where most of the people who live in these housing projects and people who have to go into this housing project are in jeopardy.

How about your visitors?

Mrs. B. Relatives and friends, we can't have anybody in. My sister—I've lived there 10 years. She came to visit me once because she is afraid to come down. Even if I go down to meet her, she is afraid to come down.

Mrs. C. If there is a fire, many times firemen have had to walk up and also the ambulances because the elevators are almost always out of order.

#### RELATIVES AFRAID TO VISIT

Senator FONG. Do your relatives and friends call on you?

Mrs. C. No; they don't, because they are afraid of being mugged or the elevator is broke and they are afraid to walk up, so I don't have many visitors, either.



Mrs. B. I have a daughter who just got her own apartment a few months ago. She is afraid to come back and visit us unless there is somebody down there to meet her. And she used to live there.

We have no social life. If we go out, we go out in two's. If the children go out, they go out in two's. My son is 15 now. I can't give him a \$5 bill to go to the store, because you never know who is standing in the halls. They have been known to take money off the children.

Senator WILLIAMS. Just one or two, other things and then we will have you summarize; if you would, Mary.

First, I would like to run through again the security possibilities because of the proximity to the various police forces.

Now, this, I would imagine, is not typical and yet it has some elements that perhaps could be seen in other parts of the country. But, now you are in a part of Jersey City where your housing project really is visible by four police forces; is that correct?

Mrs. JOHNSON. Yes.

Senator WILLIAMS. What are they?

Mrs. JOHNSON. Well, you have your park police—

Senator WILLIAMS. Now, this is redundant. We are repeating it, but I want to make sure that it registers. You have the park police.

Mrs. JOHNSON. Yes.

Senator WILLIAMS. How close are you to the park, again?

Mrs. JOHNSON. Right across the street.

You have your city police; you have the mini-police station within the housing project; you have security guards that have been hired through the EEA walking around your project.

Mrs. C. Not in our project we don't.

Senator WILLIAMS. These are part of the emergency employment program?

Mrs. C. We don't have any guards at present other than the three policemen.

Senator WILLIAMS. And how close are you to Kennedy Boulevard?

Mrs. JOHNSON. Oh, that is a good distance. I would say a good 10, 15 blocks.

Mrs. A. Fourteen.

Mrs. JOHNSON. Fourteen blocks.

Senator WILLIAMS. So, you have the regular public employed police forces; you have the county police right across the street in the park.

Mrs. JOHNSON. This is a county park so you would have the county police.

Senator WILLIAMS. And you would have the regular Jersey City police.

Mrs. JOHNSON. Yes.

Senator WILLIAMS. And you have the in-house security?

Mrs. JOHNSON. Yes.

Senator WILLIAMS. Now, you know this is the —

Mrs. JOHNSON. This is one of the reasons we selected this housing project. They have everything built in for them, and still they can't make it work, and why?

Senator WILLIAMS. Everything is built in for them, and they can't make it work?

Mrs. JOHNSON. Right.

Senator WILLIAMS: You know, this whole description of life, particularly in the housing project, is grim and tragic and this again is not unusual. We hear this across the country, and a lot of people are getting discouraged about public housing. Maybe it is the wrong approach to housing.

What do you feel about public housing? Should we give up on it, Mary, or should we work at it?

Mrs. JOHNSON: No. I have seen public housing when it was beautiful, and I see no reason why it can't still be beautiful.

I say the screening that should be done, that was done, is not being done now. The showing of the marriage license, the birth certificates of the children. All this was done. None of this is looked for now when you go into public housing.

You want a room; you need six rooms; and this is it. I am Mr. and Mrs., and they take your word for it. This should not be, and I think everyone should be checked for what police record they may have.

I think if you are putting people together, not that these people don't need a home, but I think the mere idea that you are checking back on their record does make a person aware that you are aware of what type of person they are.

Better management, better communication between the management and tenants; and if they sit and listen for a while to the tenants' complaints, then we would be able to work together.

Senator FONG: Why are they not screening these people?

Mrs. JOHNSON: I don't know. I couldn't tell you.

Senator FONG: Is there any special reason?

Mrs. JOHNSON: They said it is not necessary. They gave up on it. I have heard several different versions, but since I don't work for the housing authority, I couldn't tell you so I would have to go by hearsay, but I do know that it isn't being done.

Mrs. B: Mr. Vignone told me that they can't screen them because they can't discriminate against them. We have dope addicts and prostitutes, and you name it. This is what he told us, that they can't discriminate against these people. They have to have some place to live, so this is where they are brought.

Mrs. C: And many times they are fire victims, too, and they have no place to live, but I just want to mention that the park police are across the street, but it is just about as far as Kennedy Boulevard from us, the office.

Senator WILLIAMS: Do you have anything in conclusion?

Mrs. JOHNSON: I believe I have said it all. I just want to say thank you for having the patience to listen to us.

Senator WILLIAMS: On the contrary, we thank you.

Mrs. JOHNSON: If anybody is interested, let me know and I will arrange an unescorted tour, unannounced. I should say, because that is the only way you are going to see it.

Senator WILLIAMS: I will remember that.

Mrs. A: Senator, may I add when they get into your apartment you do as you are told because they take your place over and they help themselves to your belongings, whether it is jewelry, money, or furniture.

Senator WILLIAMS. Let me ask you: Have any of the people that have robbed you been armed with guns?

Mrs. A. No, not to my knowledge, because I was only in there once when this was, this last episode.

Senator WILLIAMS. You have had your purse snatched on the outside of your apartment, you have been robbed on the flight of stairs, and in your apartment, too, but—

Mrs. A. Three times in my apartment and twice with my handbag.

Senator WILLIAMS. But there were no guns?

Mrs. A. That is right

Mrs. B. Some of the apartments, they have keys.

My husband changed our locks. I have two locks on my door. But other people who have the housing locks, the apartments are entered with a key because the door isn't broken, and, as Mrs. C. said, people have gone to work and find their apartments completely cleaned out. They just back the van right out.

You don't know does this belong to this person or not. There is no one there to question that. So, they have a way of getting keys to the apartments.

Mrs. A. The night they broke into my place 3 weeks ago, they also invaded three or four other women's apartments, the very same night. I wasn't the only one. There were several others.

Senator WILLIAMS. Well, we appreciate your statements, and we hope that we can find some ways to be helpful to you, and I think some better ways are coming to our minds out of this testimony.

Mrs. JOHNSON. Oh. I don't know if I mentioned it, but you know last Thursday—I think it's the stirring up of this hearing and what have you—the Jersey City police and the housing authority have gotten together to discuss the crimes in housing projects. Thank you.

Senator WILLIAMS. Very good. Thank you very much.

Our next witness is Mr. William Macchi from the office of the mayor of Jersey City, N.J.

#### **STATEMENT OF WILLIAM MACCHI, OFFICE OF THE MAYOR OF JERSEY CITY, N.J., ACCOMPANIED BY MR. GERARD F. DEVLIN**

Mr. DEVLIN. Mr. Chairman, my name is Gerard F. Devlin. I am administrative assistant to Congressman Dominick V. Daniels, 14th District, who asked me to come here this morning to introduce Mayor Jordan.

Mayor Jordan is unable to be with us this morning because of a meeting of the Jersey City Council, but he has directed his very able director of community affairs, Mr. William Macchi, to present his statement, and it is a great pleasure, Mr. Chairman and Senator Fong, to present to this subcommittee William A. Macchi, director of community affairs, Jersey City, N.J.

Senator WILLIAMS. We appreciate the introduction, Mr. Devlin, and thank you.

Mr. MACCHI. Senator, I would like to, if I may, read the mayor's statement, part of which, I guess, is philosophical, and the latter part of which refers to our working basis for the particular problem of crime as it affects the elderly in public housing.

With respect to the problem of crime and a lack of security in public housing developments where senior citizens and the elderly are located, the task ahead of us is indeed a massive one.

Any time a large number of people are concentrated in an area not physically large enough to provide the necessary supportive services for them, then antisocial behavior takes place.

Complicating this situation in Jersey City is the additional factor that several of the housing developments are located adjacent to a main highway, next to a cemetery, and across from a huge trucking terminal. This is hardly an environment that lends itself to quality living.

The current philosophy—and this is where we would disagree with the current Federal philosophy—that normal city services, sanitation, police, fire, recreation, et cetera, should be able to adequately provide for the needs of people living in public housing projects, is, in our opinion, unrealistic.

We are only in office, Senator, 7 months, filling out the previous term of the previous mayor, but in our dealings with people like Mary Johnson that we have spoken to and have testimony from, the normal city services cannot adequately provide for people living in housing projects, and we believe it is the failure of most cities to adequately provide these services that contributes greatly to the crime that takes place in housing developments.

The frustrations of the people living in public housing manifests itself with criminal attacks on other human beings. The elderly, for obvious reasons, are an easy mark and have become prime targets for criminal attacks.

Obviously, all the sociological factors—lack of jobs, drug problem, lack of education, et cetera—all play a part in these attacks.

In our own city, several criticisms have been leveled against the management of the Jersey City Housing Authority, and this is a factor that Jersey City will deal directly with; and I would like to say at this point when Senator Fong refers to the cooperation of the city administration with the people living in the project, the Jersey City Housing Authority is an autonomous agency governed by five commissioners, none of whom has been appointed by Mayor Jordan, and our first appointment does not come until 1973 or 1974, so that they, in effect, make policy, Senator.

We can twist arms wherever we can, but the five commissioners establish policy for the Jersey City Housing Authority.

To what extent mismanagement, if it exists, contributes to this problem will have to be determined.

In cooperation with the Newark area office of HUD, which is sending an evaluation task force into Jersey City, recommendations will shortly be made as to how to improve the managerial capabilities of the Jersey City Housing Authority. These recommendations will be studied and implemented as soon as possible.

We have had several meetings with Mr. Sweeney, who is the area director of HUD, and he has promised to send to Jersey City his recommendations. And our own recommendations to alleviate the crime problem in public housing include vertical policing, a concept which the Jersey City Housing Authority has been in favor of for a

number of years. This program would be funded by SLEPA which is the State arm of LEBA. Attached is a copy of this proposal and a narrative of it. (See attachment 1, p. 439.)

Rather than read the entire proposal, I will just attach a narrative of it. Basically, it involves one police officer physically located in each building of a housing complex, equipped with a walkie-talkie, and supervised by a police sergeant or lieutenant.

There has been some disagreement in the past as to who would be responsible for the project. The housing authority took the position that the guards in the project would be responsible to them, and the police department takes the position that they are professionally trained officers and they want to be responsible.

In any case, should SLEPA see fit to fund this proposal, it would hopefully become a reality.

Senator WILLIAMS: Who would be employing these men?

Mr. MACCHI: That is the question of philosophy. Senator, Jersey City would employ the guards, subject to the training of the Jersey City Police Department, and it is the mayor's decision that they would be accountable to the Jersey City Police Department and not the housing authority.

The city would employ the individual security guards, make them responsible to the police department, and also have them undergo police training.

I might interrupt at this time to say that Mary mentioned the hiring of guards. We have employed 31 through the Emergency Employment Act, and there again, it is correct the guards are not professionally trained police officers, and we just hoped that their presence there with a uniform on and a little billy club would decrease the amount of crime. Unfortunately, it hasn't.

There are 31, without considering all the police members, but it is a drop in the bucket and doesn't reduce the crime rate at all.

We listed, second, a complete social service component built into public housing developments, and I think the area of responsibility is, first, security, as Mary pointed out, and seemed to be the byword of everything that John Edie was able to send me.

So, if we can secure the buildings first, I think the quality of life, not only in Jersey City but throughout the country, might be improved.

It is not enough to merely provide shelter for people. We must provide for their nutritional, medical, recreational, educational, and transportation needs, as well. This multiservice component would not replace the city's attempt to meet the needs of its people but, hopefully, would complement it.

A byproduct of this idea would be the possibility of employing people living in the housing project, itself, to administer these programs.

In Jersey City, we are now nearing completion of our plans to establish our first senior citizen multiservice center. The proposed center will hopefully be operational some time this fall and will be funded under title III of the Older Americans Act.

Jersey City will provide teachers, a nutritionist, medical personnel, library books, maintenance men, et cetera.

Through our economic development program, which is funded by the Office of Economic Opportunity, a transportation system will

shortly be instituted for senior citizens living in public housing. A series of mini buses will be purchased and a network and schedule of bus stops and deliveries will be developed.

It is anticipated the buses will pick up the elderly at the public housing projects and take them to shopping areas, hospitals, libraries, et cetera.

While we are speaking of the social aspect of housing, it might be interesting at this point to list some of the programs that the Jersey City Housing Authority does involve itself in:

#### PROGRAMS AND GOALS.

(1) Project Learn-Earn—To provide work opportunities for teenagers after school. Thrust is to keep teenagers from becoming dropouts.

(2) Operation Service—To provide work opportunities for low-income people age 65 or over.

(3) Children hot lunch-snack program—To provide free hot lunch and after-school snacks to children in public housing development.

(4) Operation Step-Up—To provide summer work opportunities for teenagers. Now, this is Neighborhood Youth Corps, sponsored by the Jersey City Housing Authority, and we hope to have:

(5) Keep well baby stations—To provide immunization to preschool children. Test for mental retardation, lead poisoning. Complete physical of children. This is being sponsored by Jersey City through our economic development program, again.

(6) Meals on wheels, I won't go into:

I might add at this particular point, in going to 26 Federal Plaza and speaking to the Federal officials, their criticism of meals on wheels is that they don't have enough money to give to it. I think Mary only gets about \$45,000 and:

(7) PROOF—To provide lodging and counseling to prisoners who have been paroled.

I would like to add one comment at this point.

Several months ago, we had a meeting, the mayor and myself, Mr. Sweeney from HUD, and a fellow whose name I believe is Kriegsfeld from Cleveland, Ohio, and one of the interesting comments that he made is that when PROOF went into Montgomery Gardens there was a decrease in crime in this housing project. As an expert in his field, he could not explain why it happened other than the fact that it did happen.

I thought about this and, in 7 months in government I am not expert, but last night I attended a meeting in Montgomery Gardens specifically on a food co-op that we have put into the building because people are afraid to leave the building.

I might add the elevator was out of order and some of the comments that people made to me here that they couldn't go shopping because they could not come back with bundles and then climb eight flights of stairs. But, of all the people at the meeting, there was only one male.

PROOF caters exclusively to male people so what I am suggesting is perhaps the male figure that came into Montgomery Gardens with the advent of PROOF might have something to do with it because the people that are involved in PROOF are involved in recreational activities with the young people and perhaps the identifying with

another male, going to work with him, playing ball with him, might have something to do with the decrease in crime. I don't know. I am just throwing that out.

In addition to the above, the Jersey City Housing Authority also involves itself in summer recreation and transportation programs, summer feeding programs, arts and crafts, et cetera.

It is our opinion that the listed programs merely scratch the surface in what is needed in public housing.

A major and flexible thrust must immediately be made in the area of social services to those living in public housing projects.

Finally, the construction of housing, itself, should be such that we do not "store" people in high-rise structures but, rather, have a representative spacing of all types of peoples in different types of structures.

In the area of senior citizens housing, those physical problems that specifically relate to the elderly should be solved in the construction of the building, itself.

Senator WILLIAMS. Let me ask: In that next to the last paragraph, "The construction of housing, itself, should be such that we do not 'store' people in high-rise structures but, rather, have a representative spacing of all types of peoples in different types of structures," as a practical fact of life, when you are living in a city most of the open space has been committed; has it not?

Mr. MACCHI. Yes; it has.

Senator WILLIAMS. Really, to take care of the people that want to live there you have to go up. You can't have gardens and homes and this variety of housing structures. You are almost forced into the high-rise construction situation; are you not?

Mr. MACCHI. I think, Senator, talking about the space problem, I think, because we are limited as to the amount of available space in Jersey City, I think that building high-rise structures is going to compound the problem that we have right now.

I would rather see less units and an increase in the quality of services to people rather than just people living in buildings.

Senator WILLIAMS. Well, now, let's just deal with the elderly on this question because, of course, this is our committee responsibility here.

What has been your experience with housing, public housing, for the elderly? Has it been pretty much highrise?

Mr. MACCHI. Yes; it has. We only have two units in Jersey City that are specifically for the elderly and they are about 286 units—156 apartments in one, 130 apartments in the other, and they are both highrise apartments.

Senator WILLIAMS. I have visited housing for the elderly in many parts of our State in rural, semirural, small communities, and smaller communities in south Jersey and many, many up where we live, up in north Jersey where we have the highest density in the whole country; and, where it is housing exclusively for the elderly, I have yet to see a project that is a failure.

I will confess I have only been to one in Jersey City, but many, many in counties from Bayonne to North Bergen, and I have yet to see a failure.

Is that your experience where the housing is exclusively for elderly and it is highrise in this high-density area?

Now, Mary Johnson described one project this morning and she said—what did she call it?

What do you call it, Mary?

Mrs. JOHNSON. The Country Club for the Elderly in Jersey City.

Senator WILLIAMS. You mean that to be a statement of pleasant living, don't you?

Mrs. JOHNSON. Right.

Mr. MACCHI. I would agree with that, Senator.

I think that Berry Gardens is one of the nicest places in the city.

We have the waterfront of New Jersey, a resource that very few cities have. Hopefully, what we are asking developers to do is to build different types of structures on the waterfront and, hopefully, 25 percent of which will relate to senior citizens.

Since the waterfront would be a complex not only for housing but also for industrial development and open spaces as far as parks and recreation is concerned, we feel that with this type of a development we can put up different types of structures to make life even more attractive to the elderly so that while we have problems of major cities we also have an asset that no one else has.

Senator WILLIAMS. Have you had any interest in cooperation by the various officials on the development of the waterfront?

Mr. MACCHI. Yes. The mayor made a trip several months back and spoke to Samuel Jackson, and in trying to develop "New Towns", anything over 20,000 units, the Federal Government would be very well disposed to help us out.

We also have a designation and I thank you for your office's help of EBA designation which also will enable us to put in the sites and sewers at the expense of the Federal Government, which is what the city could not do.

Senator WILLIAMS. Certainly this question of security seems to have been made a great deal easier where the housing is for elderly people.

Mr. MACCHI. Absolutely.

Senator WILLIAMS. You don't have the in-project problems of residents being potential criminals.

Mr. MACCHI. No, but the problem is you don't have enough of housing exclusively for senior citizens.

The main problem you are having is because of a myraid of complexes, throughout the city, if you could put up 20 or 30 buildings exclusively for senior citizens, that would solve the problem, but you can't do that.

Senator WILLIAMS. Well, that is what led me into the question, your statement of representative structures.

Mr. MACCHI. Well, that specifically had to do with the waterfront development because that as I say, is a tremendous amount of land and we can do just about anything with that.

Senator WILLIAMS. But now we have to deal with what we live with and we live with a situation where elderly people are not separately housed but are living in public housing with other families. We have an unbelievably severe criminal problem and security problem. That is what we have got to live with. We can't remake this but what we can do is bring in, infuse a new element of security force in



here, and that is what I have been trying to develop, a relationship of the forces we have working together.

Does this ring any bell with you?

Mr. MACCHI. It does, Senator, but, initially, in the statement that I read of the mayor's we talked about the general philosophy that the Federal Government has; that the normal services, whether they be police, fire, sanitation, should be adequate to provide for the needs of people living in public housing and we disagree very seriously with that.

In 7 months of government, there is just no way you can put 9,000 children in the projects and say, "Behave yourselves." There has to be a complement of activities or sites, whether it be recreation or with the police force.

#### NEED FOR HOUSING AUTHORITY POLICE FORCE

We say the housing authority needs their own police force. That is another way of saying the Jersey City police force can't cope with it.

In 7 months of government, we have doubled the number of police on the streets. Two weeks ago, we divided the city into 18 neighborhoods and established 18 crime control teams that would not be rotated from those neighborhoods. We put them on at the high crime hours from 4 to 12 and even that has not accomplished anything. I just don't see any other way than a housing police force for the housing authority.

Senator FONG. These people who live in these projects originally came from Jersey City, so actually they are your people.

Mr. MACCHI. That is correct.

Senator FONG. And if they were living in other parts of the city you would provide them with all the facilities?

Mr. MACCHI. That is correct.

Senator FONG. The fact is that the Federal Government has seen fit to provide money so that these houses could be built in one area, but you say now that these social services are inadequate for them?

Mr. MACCHI. That is correct.

Senator FONG. So there is a responsibility by the Federal Government and yet there still is a responsibility for the city.

Mr. MACCHI. Yes, sir.

Senator FONG. So, your recommendation is that there should be a police force in each of these—

Mr. MACCHI. Housing projects; yes, sir.

Senator FONG. That would be a very expensive thing, wouldn't it?

Mr. MACCHI. Based on the figures I have been able to get from the housing authority, which are not my figures, they are speaking in terms of vandalism of \$500,000 in Jersey City, and it would cost a heck of a lot less than a half million dollars to adequately staff the housing projects to prevent this type of thing from happening.

Also, I don't see how you can measure the quality of life that would be improved for the people living there.

Let me say I am 34 years old. I lived all my life in Jersey City, downtown Jersey City, and, as I walked into Montgomery Gardens last night at 8 o'clock, I was afraid.

So, when we measure it in terms of money, I think we are dealing with human beings and if the vandalism rate is \$500,000 and a police force would maybe cost an extra \$200,000, I think it is worth it.

Senator FONG. Your recommendation is that it would be the Federal Government is going to pay for this police force?

Mr. MACCHI. Yes. I would hope that the law-enforcement assistance program that funds SLEPA in our State might see fit through SLEPA to fund the Jersey City concept of vertical policing.

Senator FONG. Is it possible that the housing authority would be able to contribute some of their funds to this program? They have a mini police force now and they pay for that, don't they?

Mr. MACCHI. The housing authority doesn't; no—well, I would think that the Jersey City Police Department—it is merely a transfer in assignment of one or two police officers to man the station. When we say mini station, it is not a total precinct concept. It is just several people in the building.

Senator FONG. The testimony we heard this morning is that these men are untrained.

Mr. MACCHI. No. The mini station is manned by police officers, Senator. The housing guards or police cadets are those that are hired through the Emergency Employment Act.

There are two or three different forces at work here, but the mini precinct is the Jersey City Police Department's responsibility.

Senator FONG. Have you figured out what it will cost to police adequately the housing units in which the four ladies who appeared this morning live?

Mr. MACCHI. I just include the narrative to the particular statement the mayor made.

We have a criminal justice planner that we hired in Jersey City. Now, he is doing specifically what you have just asked. He has not come up with the figures yet. We have not taken at face value what the housing authority has given us.

Senator FONG. You say HUD officials will be making a survey also?

Mr. MACCHI. The HUD officials will be in, hopefully, Senator, by the end of August.

Senator FONG. And they will be looking into the 24-hour problem?

Mr. MACCHI. Well that will be one of the problems. They are going to do a complete evaluation from top to bottom for us.

Senator FONG. Secretary Romney has stated that he will not put—I think this was a statement made by him—that he would not put any more public housing in the hard-core crime areas of the cities.

You are familiar with that? You heard that?

Mr. MACCHI. Yes; I have.

Senator FONG. I presume it is because of the security problem.

Mr. MACCHI. Yes, sir. That would be one.

Senator FONG. And many of these housing units are empty because people are afraid to move into them.

Mr. MACCHI. I think we have a 1 percent vacancy rate, Senator, in Jersey City.

If people had a choice, I imagine they would choose not to live in a housing project but they really don't have a choice.

I would like to make a statement, Senator.

Marion Gardens, when the mayor campaigned last May, he went through that complex and we have attempted to sell that to private developers and have been turned down by the area office of HUD.

In one particular component of Marion Gardens there is a room where the drug addicts shoot up.

In another apartment at Marion Gardens, there is a room where all the stolen merchandise from the trucking terminals is stored and then sold.

It is the mayor's feeling in walking through that they are really unfit for human beings to live in.

Senator FONG. You mean you know that this is actually happening and yet there is nothing done about it?

Mr. MACCHI. Well, we send police in and you make a sweep and you clean up, and less than 24 hours later you have the same situation again.

Senator FONG. Now—

Mr. MACCHI. These, I might add, are not high-rise buildings, either. These are three-story buildings.

Senator FONG. What kind of cooperation are you getting from the housing authority commissioner?

Mr. MACCHI. We haven't appointed anyone yet. There is a great deal of disagreement between the new administration of Jersey City and the Jersey City Housing Authority.

We have sent an individual to the housing authority under the Emergency Employment Act in an attempt to establish resident relationships that were meaningful. They view this man as an outsider, a young brat coming in looking over their shoulder.

They say we have done it this way  $x$  amount of years, and we are going to continue to do it; so it has not been a happy marriage.

Senator FONG. I am quite sure that the mayor is interested in really coping with this problem.

Mr. MACCHI. Yes. We have a young girl who has a master's degree in social work, specifically hired to deal 8 hours a day with the problem and to come up with ideas and ways that we can make it a better place for people in public housing to live.

Senator FONG. Now, is the recommendation that you have given us, a well-considered recommendation or would you say that you still need to clarify, still need to check more on it before you really implement it?

Mr. MACCHI. What it would cost the Federal Government or the State government, if they saw fit to help us a little bit to adequately police this, I can mail the figures to you in a week. I would be guessing at the figures and I would rather not do this at this point.

(See appendix C, p. 459.)

Our problem again is in coming up with these statistics. We go through the housing authority for them so our planner is dealing with a set of figures that he cannot actively say are right or wrong.

Senator FONG. Is it possible to so secure the area by construction so that you need not have so many officers?

Mr. MACCHI. I don't think that is feasible.

One of the comments that the housing authority made to us was that you build a wall around this particular project, and the mayor's

comment was, "We are dealing with human beings and they are not in a concentration camp, and I am not philosophically going to put them in a concentration camp."

Senator FONG. Is it possible to screen the people who come into the building?

Mr. MACCHI. The response that I got when we asked that question, Senator, was the same as the lady sitting here said. We were told that they were the catch-basin of housing in Jersey City and anybody who so applied must get housing.

Senator FONG. No. That is in relation to those that apply for housing, but for those that come into the building and do not have permission to live there, what screening is possible?

Mr. MACCHI. I think the only way you could do that was if you physically had a guard at the door and if you also issued some sort of identification.

Senator FONG. In your recommendations, do you contemplate that?

Mr. MACCHI. I think if we had a guard physically stationed in each component of the housing complexes, I don't think you would need identification cards. I think the guard would get to know the people in the neighborhood and if you see 10 or 15 people congregating that are not normally there at that point in time, then you know something is wrong.

Senator FONG. How many people are in your housing area?

Mr. MACCHI. Approximately 14,500 residents of Jersey City.

Senator FONG. In how many sites?

Mr. MACCHI. Including the senior citizen sites?

Senator FONG. Yes.

Mr. MACCHI. Counting the two buildings in senior citizens, it would be 11 sites.

Senator FONG. What is the largest of those sites?

Mr. MACCHI. The A. Harry Moore apartments or the Duncan apartments, as they are called; 664 apartments.

Senator FONG. Is that where your worst problems are, the bigger sites?

Mr. MACCHI. You know, I hate to say that they are worse there than they are in the Marion or so forth, but they are bad.

Senator FONG. Is it because the sites are so large that you have problems?

Do you have more problems in a larger site than a smaller site?

Mr. MACCHI. Exclusive of the Marion projects which I related to a few seconds ago that are only three stories, I would think the higher you go the more problems you have.

Senator FONG. And the bigger you make it, the more the problems?

Mr. MACCHI. You compound it; absolutely.

Senator FONG. Thank you.

Senator WILLIAMS. Thank you very much.

Mr. MACCHI. Thank you, sir.

(The attachment follows:)

#### ATTACHMENT ONE

##### PART A—ITEM 8. DESCRIPTION OF PROJECT

A.—For the past decade crime in all urban areas has been on the increase with muggings, robberies, drug addiction, and vandalism heading the list of offenses against society.

This is particularly true of those sections of an urban area where there is a high concentration of people and more particularly in high rise structures where the offender/s finds it extremely easy to carry on his activities with small chance of detection.

The safety and welfare of residents residing in such areas is seriously affected, and those who become easy prey to offenders are usually elderly citizens who must rely on neighbors and limited police protection for any measure of security. Not only are these people harassed, mugged, and made fearful of their lives by the ordinary thief and drug addict, but they also are subjected to the fear of fire started by arsonists or those bent on mischief.

Efforts by the local police to cope with the above problems have been ineffective primarily because it is almost impossible to provide a police officer or officers for each and every building under the jurisdiction of the Housing Authority of the City of Jersey City.

Thus it is evident because of the limited manpower of existing police in our community some other method must be substituted to help curb the various offensive acts against our citizenry. Existing law enforcement agencies need a complimentary force or auxiliary to stem the tide of increased crime and to initiate ways and means of preventing such crimes in the future.

B.—The United States Housing Act of 1937 provides for the “elimination of unsafe and unsanitary housing conditions, for the eradication of slums, for the provision of decent, safe and sanitary dwellings for families of low income—and for the safety and morals of the citizens of the Nation.”

Hence, it is the purpose of the Housing Authority of the City of Jersey City to provide for its residents, in high rise buildings in particular, the type of personnel security which can assure senior citizens and other residents a sense of comfort and well being, to permit all such persons to pursue their individual interests with a feeling of confidence.

The intent of the program and the goal which we wish to achieve is defined elsewhere in this application. Primarily it is intended to bring about by improvement of communications, and educational means, a closer liaison between residents and law enforcement officers for the purpose of reducing incidents of crime and establish new means of prevention of crime. The reduction of such incidents will guarantee a sense of security to our residents and reduce property damage caused by acts of vandals, dope addicts and arsonists.

The initiation of vertical patrolling of our high rise buildings by qualified professional guards, properly trained, with the cooperation of our local police department, and supplied with modern electronic equipment to perform their duties will not only reduce incidents of crime but will provide our tenants with a sense of security which they have not enjoyed for many years.

C.—Project Activities will be under the direct supervision of the Project Director who will work closely with the Director of the Jersey City Police Department to bring about an effective program operation.

Through the cooperation agreement presently in existence between the Housing Authority and the City of Jersey City a special liaison police officer will be the overseer of the program implemented and it will be his responsibility to coordinate activities between police officers assigned and the vertical police guards who will become an integral part of this program.

Each of the three developments involved in this program shall have a police officer assigned for one duty tour, seven days a week, as the key man, and he will be the site coordinator assigning guards to such duties as he deems proper to effectuate the desired security control for each development.

The actual assignment schedule will be worked out when the program has been approved but tentative plans are to have the one police officer as mentioned above as the key man and then assign a vertical police guard to each of the buildings at a given development.

For example at: (1) Montgomery Gardens—where there are six buildings there would be an officer in charge and six vertical police guards; (2) A. Harry Moore Apts.—where there are seven buildings there would be one officer in charge and seven vertical police guards; (3) Curries Woods Gardens—where there are seven buildings there would be one officer in charge and seven vertical police guards.

The vertical police guards to be used for this program will be secured by the Authority through public bidding and one of the conditions in the contract will be that all guards assigned must go through a prescribed training program to be arranged by the Director of the Jersey Police Department—All applicants will also have to be approved by the State Authority having jurisdiction over security guard services.

D.—It shall be the duty of the Project Director/s to coordinate the program in such a manner that the most effective results will be realized. The Project Director/s will maintain a constant liaison with the Jersey City Police Dept. to see that all personnel are properly trained in the duties they are to perform; he will arrange for periodic meetings to determine progress of the program and records shall be maintained of all daily occurrences and activities.

The project Director/s shall give an accountability to the Board of Commissioners of the Housing Authority and to the Mayor of the City of Jersey City of the various phases of the program and a copy of any reports shall be furnished to the Director of Jersey City Police and to the State Law Enforcement Planning Agency, Trenton, N.J.

E.—The project will require full time personnel and this will be complimented by part time work performed by employees already on Housing Authority pay-rolls as explained elsewhere in this application.

The application as proposed calls for: (a) A liaison officer who will be a Sergeant of Police assigned to coordinate the program under the direction of the project director/s and the Director of the Jersey City Police Dept; (b) three police officers (one for each development covered by this application) to be designated by the Director of the Jersey City Police Dept; (c) twenty vertical police to be supplied to the Authority through public bidding and to be approved as acceptable for assignment by the Jersey City Police Dept.

Regardless of previous training or experience each of these twenty vertical police will be given special training at the Police Academy which is under the jurisdiction of the Jersey City Police Dept. Each candidate will be accepted only after being certified as acceptable by the Jersey City Police Dept.

F.—Personnel biographies of persons selected to work on the program will be supplied at the time each man is assigned. It is not possible for us to furnish such information at this time since it is not yet known who will be assigned to the project.

Those who will serve as directors of the program for the Authority presently hold titles of Executive Director and Assistant Executive Director. And of course the Director of the Jersey City Police Dept. George Whelan certainly has the credentials to qualify him to work with the Authority to make this project a success.

G.—The Housing Authority will be working closely with the City's Police Dept. to make the program work but it will also appeal to other agencies in the City, County and State if necessary to assist and guide us towards the achievement of our goal.

Various educational institutions will also be prevailed upon to assist us in planning our pilot program such as Jersey City State College, St. Peters College and Rutgers University. All of these institutions have been of considerable help to us in the past with many of our urban problems.

The Authority will also have available to it personnel hired during the summer months through State and Federal Programs to conduct recreational programs and other types of programs which will provide useful activity to those residing at the developments covered by this program.

Such activities should serve as deterrents against vandalism, etc.;

H.—Project evaluation will be done by maintaining daily records of activities which will be reviewed by project directors. Such daily reports will reflect the problems encountered, the solution to the problem; and the effect of the solution applied. Conferences with the Director of Police will be held as often as required to evaluate methods being used towards the reduction and prevention of crime.

I.—The only alternative method which suggests itself to us other than the proposed program is that the City of Jersey City assume the entire responsibility for policing each and every building in all of our developments on a twenty four hour basis. This of course is prohibitive from an economic point of view as well as from a manpower point of view. No other alternative suggests itself to us.

J.—Undoubtedly this program should become a continuing one and to do so funds will have to be provided through either State or Federal assistance programs. Since the Authority's prime responsibility is to house low income people it is impossible, even under the housing laws, to realize enough rents to make any security program self sufficient. Many housing authorities through out the country are experiencing very serious financial difficulties.

Senator WILLIAMS. We will take a 5-minute recess. Then we will return for the statement of Mr. Robert T. Coleman.

(A brief recess was taken.)

Senator WILLIAMS. The hearing will come to order. Our next witness is Mr. Robert T. Coleman, and you have Mr. Glasstein with you; is that right?

Mr. COLEMAN. That is right, sir.

Senator WILLIAMS. All right, Mr. Coleman. Go ahead, please.

**STATEMENT OF ROBERT T. COLEMAN, DIRECTOR, DEPARTMENT OF SOCIAL JUSTICE, SYNAGOGUE COUNCIL OF AMERICA, ACCOMPANIED BY SAM GLASSTEIN, PRESIDENT OF THE GOLDEN AGE CLUB OF THE BROOKLYN JEWISH CENTER**

Mr. COLEMAN. Mr. Chairman, members of the Special Senate Subcommittee on the Aging, I appreciate the opportunity to testify before you today.

The Synagogue Council of America is the national coordinating agency for the three branches of Judaism in the United States. Its constituents are: The Rabbinical Assembly of America; the Central Conference of American Rabbis; the Rabbinical Council of America; the Union of American Hebrew Congregations; the Union of Orthodox Jewish Congregations of America; and the United Synagogue of America.

Its purpose is to unify and coordinate activities of the religious Jewish community on matters of social policy and public affairs.

Our interest in your examination of the effects of crime in public housing on the elderly is based on the belief that this issue raises substantial questions of social justice.

The problem of crime in public housing facilities is the cause of countless numbers of anxious days and sleepless nights for the elderly, their children, and other relatives.

The fact that this subcommittee is dealing seriously with the problem is of great importance both to the elderly of this country and to those who hope to reach the years of senior citizenship.

When social planners and legislative bodies began to recognize the need to house the still-mobile aged citizen in Government-subsidized housing accommodations that would allow them to live on the proceeds of his social security and other retirement benefits with dignity and self-respect, it was hailed as a major step forward by industry, coalitions of social work, civic organizations, the religious establishment, and most of all, by the elderly, themselves.

An atmosphere of hope was created by the building of low-cost housing facilities which contained a certain number of units designated for use by the elderly. However, that hope has now been tainted by the high incidence of crime which plagues these dwellings.

While crime is not confined to public housing—some cities, such as New York, cite housing authority statistics showing that, percentage-wise, crime is much lower in public housing than in the overall community—it is, nevertheless, a major concern requiring attention at every level of government.

When the president of the Synagogue Council of America, Rabbi Irving Lehrman of Miami Beach, returned from the White House Conference on the Aging last year, he appointed a special commission to develop programs for the aging in synagogues throughout the country.

The Commission quickly found that existing programs in some areas had failed because the elderly were afraid to venture outside their apartments and, therefore, could not take advantage of them.

The reason most often given was fear. They are afraid to ride in elevators in public housing facilities, even in broad daylight, because muggers, purse snatchers, or worse are free to enter at any floor, and frequently do.

Because of an all-pervasive feeling of fear, many elderly citizens have spent money needed for food to buy additional locks for their doors. They seldom venture outside their apartments unless they are accompanied by a younger relative or friend.

Synagogues with large numbers of elderly congregants living in public housing have been forced to suspend their traditional evening services because the elderly are afraid to leave or reenter the facility at night.

#### ELDERLY ARE MISSING ESSENTIAL SERVICES

The files of almost any social work or health agency will reveal that large numbers of elderly persons miss out on essential services because they are afraid to leave their apartments; the fear of becoming the victim of a criminal act outweighs health needs as well as other considerations.

The argument most frequently used by opponents of the controversial low-income project in Forest Hills (Queens) was fear of crime. They pointed out that, based on the experiences of other communities, to house the elderly in such an enormous project was to invite havoc.

They emphasize the plight of elderly residents of public housing in communities such as South Bronx, East New York, Arverne, Far Rockaway, and Newark, N.J., to illustrate the enormity of the problem and the basis of their fears at the very prospect of such a housing complex being built.

One of the most successful public housing projects I have seen is the Latimer Garden Houses in Queens, N.Y., where both the elderly and young families reside without any problems of security.

I believe it is important to point to two reasons for its success: First, the project is small, with only 425 units, in comparison to most public housing being built today; and, second, the apartments are relatively small so that only the elderly or couples with young children are occupants.

The Synagogue Council of America acknowledges the fact that these problems encountered by senior citizens in public housing can only be solved by recommendations made by a concerned legislative body such as this.

It is our fervent hope that you will consider the following proposals made by our National Committee on the Aging in order to effect meaningful legislation as a result of these hearings and bring about a change from the present bad image of public housing, and remove the fears of the aged citizen who lives there.

The following items should be provided in every public housing facility occupied by elderly people:

1. Elevators to be manually operated 24 hours a day.
2. A direct line telephone to housing police to be placed in every apartment occupied by a senior citizen.



3. Shopping centers and supportive social services such as medical, health, and recreation, to be part of the design of all future public housing projects planned to include elderly tenants.

4. Check-cashing facilities to be set up in all public housing facilities to cut down on the probability of robberies.

5. An increase in the number of housing authority guards and/or police.

Mr. Chairman and members of the subcommittee, permit me to close by expressing once again my appreciation for the invitation to testify on behalf of the Synagogue Council of America.

Now I would like to present Mr. Sam Glasstein, president of the Golden Age Club of the Brooklyn Jewish Center, who was the victim of crime in public housing, and whose organization is literally falling apart because its members are afraid to come to the center for fear of putting their lives and physical well-being in jeopardy.

Senator WILLIAMS. Thank you very much, Mr. Coleman.

Mr. Glasstein?

#### STATEMENT BY SAM GLASSTEIN

MR. GLASSTEIN. I am here purposely for the elderly, and elderly only, in conjunction with housing.

They take these people and put them in the houses and bottle them up. Now, this is strong language but truthful.

If you have been, which I hope you have, into one of these houses where they take an elderly person and put him in a room with a kitchen—now, that room is their living room; it is their kitchen, their bedroom, and then they can't leave it. Now, these are facts.

They blame everyone but those who are responsible for this situation.

I head a group of golden age, average 75 young. These people must be transported in my private car in order to get them to a meeting where they can enjoy themselves for an afternoon. After which they are afraid to go home again.

Now, this condition is not a recent one. It has been going on for quite a while.

In one project where they are living—it is a high riser—there are 220 families. Only a month or 6 weeks ago, vandals cut off the brass nozzles for the fire hose. This is in a 20-story building.

Now, when they do that and these people see it, you can imagine the fear instilled in them; they are reluctant to leave their apartments.

Here last fall we had in the Jewish faith a festival of where we bring out what we call Shlock Monos—a little cake, wine, and other foods and candles.

I am known in that building, and they refused to open up the door because they didn't recognize my voice. That is how much fear has been instilled in them. The project, itself, is nice. They have a nice little park in front of it, but when they take that park and they use it for a bar at night, and the language used, these people in a minute they scatter. You don't know.

They try to get up in the elevator. There isn't one weekend in a year and a half that both of those elevators worked—in a 20-story building. One is always out of commission.

Now, this is the situation that these people are living under there. They are shopping—they are afraid to go shopping, where the shopping is, I believe, two blocks away. They are afraid to go because they are going to be mugged. If these hoodlums see them going there, they know they are going to do some shopping, and they knock them down.

I can just visualize a person 75 years old getting knocked down, and especially a woman. By the time she can open up her mouth and holler, these hoodlums are miles away.

Now, I don't know who to blame or how to put the blame, but I, who have witnessed, who went through a mugging, know the fear of that. I am no child. I am 78 years old. I know what it means to get knocked down. Before I can get up again, they are gone.

There is no sense of calling the police department. Who are they going to look for?

Now, that is the situation that you have got around the projects. I won't say the project in itself; the project grounds. It should be protected for these people, that they should not have the fear of going within two blocks of their own house.

I say the project. They all blame the project; they blame the police department; they blame everybody but the right people, and I will say, if I dare say this, I blame the courts because when you get one of these criminals there, they are out before the police blotter is dry, back in the streets again.

Now, that is the fear that is instilled, I think, throughout the city of New York in their projects. Thank you.

Senator WILLIAMS. Well, you know, you certainly make it very clear, the terror that people live with in the cities, and, of course, we are addressing ourselves to the housing projects for the elderly, but you were here this morning and you heard that this was a fear that exists in other housing, too. We have got to find some answers.

I think that Mr. Coleman's list of five approaches here makes a lot of sense.

Now, just take the first one: Elevators to be manually operated 24 hours a day.

Every witness this morning talked about, first, the fact that elevators are out of operation a lot of the time, No. 1; and No. 2, even when they are operating, then you are really in trouble if you are riding in an elevator with someone who is about to rob you because you are separated and alone in that elevator.

It would seem to me in these days when we are trying to find meaningful employment for people, this manually operated elevator approach of yours—nobody suggested this, by the way—should make some sense. Has that suggestion been made by anybody else?

#### VERTICAL POLICING APPROACH

Mr. ORIOL. No. We are just frankly exploring the idea of combining this vertical policing approach with manning of elevators and vertical policing just from one floor to the other on fairly regular rounds, but perhaps combining it with the manning of the elevators could be worked out.

Perhaps there are ways of keeping the elevators not fully manned at all times but combining it with vertical policing, the rounds of the floor, and the elevator; a variety of rounds.

Mr. COLEMAN. I think, knowing there are police facilities in the housing center, along with the knowledge that there is an elevator operator there at all times, reassures the elderly.

I don't know if—let's say a crime is committed on the 10th floor and an elderly person has to go to the eighth floor, it would necessarily be of assistance to this person to know that a policeman is dealing with a crime two floors above.

Mr. GLASSTEIN. This building I am referring to, you can walk into that building right now, at this moment; it is unprotected. There is an officer down there from 5 to 1 in the morning, 5 p.m. until 1 a.m. All the rest of the time that building is strictly unprotected, and when he is off, there is nobody there to protect you. Now, things like this should be, I believe, protected.

If they took these elderly people and put them in public housing, I believe that they should see that the rest of their lives are enjoyed instead of living in fear. There is no sense of putting anybody that is helpless and try to make their lives more miserable. Now, this is the way I size it up, and I have been a good, good many years in the senior citizens movement, and I find the projects in the city of New York under those conditions that when the elderly get in there it is fine to put them in there, and that is the end of it.

I also know cases where they have got mental patients in them.

Mr. ORIOL. Is this the transfer program that is going on in New York State now? People discharged from mental institutions?

Mr. GLASSTEIN. They are put in there from mental institutions, and they go back for treatments. They are outpatients.

Now, you can imagine having a person 75 to 77 years old living above you or one beside you, and here is—I can take you people right there and show it to you—and here is the thing that is going on [banging ashtray to make noise].

Now, persons 77 years old are in the age that their nerves are not that way, and they cannot take that. They start getting hysterical over that.

Now, those are the conditions that are going on in the house that I am referring to.

Now, I think that whoever is responsible—I will not put blame anywhere—but whoever is responsible for that should not have done that, put these types of people in with elderly sane people because you are gradually driving them out of their minds in the building, plus the fear that they have of going beyond the block of their own house.

Mr. COLEMAN. One of the community organizations in Mr. Glasstein's area made a plea for more antipoverty funds for the Neighborhood Youth Corps, and they received these funds, and there were 15 kids who are receiving salaries who really don't have anything to do, and it seems to me that some of this antipoverty money could train youngsters, give them something meaningful to do. They have really nothing to do.

Mr. GLASSTEIN. If I can put this in. About 6 weeks ago, we had a man walking, I think it was, 7 blocks away from the project. He was mugged and through the results died a couple of weeks ago through the mugging.

Another woman—like the third of the month is a haven for these muggings, when these elderly people will go to the bank to cash their checks. They don't get outside that bank, they are mugged. The money is taken away from them and they are black and blue. Now, it happened to my wife, plus me.

Senator WILLIAMS. Well, we have heard this many, many times and I just can't understand who handles those. Those are Social Security checks. Who handles them? Who cashes them?

Mr. GLASSTEIN. Well, say a person gets one of these checks and they go to the local bank and there is a sad case here. When they move these people into these houses, see, they may move them a distance away from where they normally lived. Now, they will not transfer their bank account right close by, so they go over to the bank that they are accustomed to and they are the victim the minute they go.

If you know the territory over to Pitkin Avenue, well, I wish this woman was here now. Black and blue. You would think she came out of a ring. Plus them mugging her.

Senator WILLIAMS. Well, who cashes the checks?

Mr. GLASSTEIN. The banks.

Senator WILLIAMS. They will cash a check without full identification?

Mr. GLASSTEIN. No. These people have accounts in there.

Senator WILLIAMS. Oh, I see, but we have heard of the checks, themselves, being taken. Not the cash on the way home, but the checks down at the mail boxes or, indeed, people on the way to the bank.

Mr. GLASSTEIN. Well, I couldn't say nothing. I don't know anything about that or enough about that to express my opinion on that.

Mr. COLEMAN. I think most of the local merchants, the grocers, will cash a check from anyone who gets credit from them, whether they happen to be the recipient of that check or not. I mean, it is very easy to go into a grocer and say, "Mrs. So-and-So gave me her check because she is not feeling well today."

Senator WILLIAMS. But it has to be endorsed.

Mr. COLEMAN. Well, I think they endorse it themselves.

Senator WILLIAMS. John, what do you know about this? How can there be such a large business in cashing stolen checks?

Mr. MILLER. I suspect that there may be some "fences" developing to handle this kind of stolen materials. You used this term yesterday. But I don't know.

Senator WILLIAMS. The next item that you mentioned, Mr. Coleman, a direct-line telephone to housing police, to be placed in every apartment occupied by a senior citizen.

First of all, you have to have housing police to receive the alarm. That is one thing we don't have and we should have. And there has to be the expense of a line from the apartment to the police headquarters within the building. I don't know if that should be necessarily a phone, an alarm of some kind, I would think.

Mr. GLASSTEIN. When you say have an alarm into the building—

Senator WILLIAMS. No; from the apartment.

Mr. GLASSTEIN. From the apartment to the building?

Senator WILLIAMS. Yes.

Mr. GLASSTEIN. Well, now, you take what they call a pocket project. It is a single high-rise by itself and in that building they do not have no protection whatsoever. That building is by itself.

Now, the one I am referring to—there is quite a few there—the one I am referring to is a 20-story building, two elevators, and no protection after 5 o'clock when she goes home, the woman that takes care of it, when she goes home. After that, there is no protection in the building. If anything breaks down or anything there, the tenant just has to wait, and if they had that alarm in there without it being protected downstairs, to me it is useless.

If something happens after 5 o'clock, what are these people going to do? There is no protection there.

#### “POOR SUPERVISION OF HOUSING AUTHORITY POLICE”

Mr. COLEMAN. Senator, there are many elderly who also allude to the poor supervision of housing authority police.

There are certain projects, for instance, in Harlem where there are elderly families and others who are not elderly and many of the people in that kind of a project complain that they can't reach the housing authority. If they go to the housing authority police office, it is closed and no one can find the police. I have visited such projects myself.

The head of one group who is blind, and heads a group for the handicapped informed me that in his project you just can't find a housing policeman anywhere.

Mr. ORIOL. Isn't it safe to say there will be even greater demand of public housing in New York City because of the lifting of the rent ceiling? I believe most of the people in New York face an increase of about 17 percent.

Mr. COLEMAN. Yes; I think that is true, and I also think it is true that the elderly have not been sufficiently informed that they can apply for certain kinds of exemptions.

Mr. MILLER. Does your observation bear out the view which has been reported from elsewhere, that the crime and safety problem is substantially less where a housing program is exclusively for the elderly?

Mr. COLEMAN. Yes, or where there is a combining of the elderly and young families and small apartments so that if a family has five teenage kids they can't live in that project.

Latimore Gardens is a perfect example of that in Queens where you have families with children of elementary school age living and getting along well with the elderly. They have one housing authority patrolman and only one shift and he has never had any problems. There have been no cases of muggings or other criminal acts.

I think that project is about 2 years old and you just couldn't move the elderly away from there.

I purposely visited that project because we were concerned about the ramifications of what was happening in Forest Hills. Many of the elderly said they wanted to move to Forest Hills because that project will have air conditioning, but they didn't realize that in Forest Hills there would be larger families with older children moving in.

I think where you have a number of teenagers is where your problem is.

Mr. ORIOL. I think I missed the distinction between what would exist at Forest Hills and what exists at the unit where you said the elderly and the young were getting along very well.

Mr. COLEMAN. Well, the majority of the young families in Latimore Gardens project are young working poor families, low-income families, who have young children. I think the largest apartment in that project is four rooms, so you just can't get a large number of teenagers in that kind of apartment.

In Forest Hills, you are going to have larger apartments that are going to have 40 percent elderly with a number of teenage kids. And I think that is why Forest Hills may not be compared to Latimore Gardens and that is the reason other projects fail.

Senator WILLIAMS. You know, I have observed—and it is not a happy memory to recall—some of the housing that we have seen in other countries for older people, where security is not even mentioned because there is no problem.

Recently I had occasion to visit some housing for retired people, pensioners of the labor unions, and this was in France, and I just can't fully describe how beautiful the lives were for those that had the opportunity to live in this housing. I didn't even ask about guards or security. It was manifest there was no problem. This was not right in downtown in the major city. It was in the suburbs, but it was city living. It wasn't isolated rural and protected in that way.

I just cannot understand why we have the problems to the degree we have in this country.

Bill Oriol has journeyed recently to another part of the world. I think this was behind the curtain, wasn't it?

Mr. ORIOL. Yes; Kiev, Russia.

Senator WILLIAMS. What was your experience over there?

Mr. ORIOL. Well, there was no security problem but perhaps for different reasons.

Mr. GLASSTEIN. That is the answer.

Now, right across from this project they have a park. Now, inside of this park the project, itself, is beautiful. I mean, you can't ask better for these people.

Now, I will admit what is nice is nice and what is good is good, but you get a park across the street that is redlined by the police department. It is an addict center. They come over there; these elderly people will sit there and they got a pocketbook—it is gone. Now, by the time they open their mouth to holler, it is too late; they are gone.

Senator WILLIAMS. Do you have anything further, gentlemen?

We just can't despair. We are going to have to struggle toward answers here because this life is hardly worth living the way so many people are existing today. And you have described it.

Mr. GLASSTEIN. Well, we are taking citizens out, senior citizens. We have got four trips going for them but that is not enough. That is not enough to keep these people from becoming, as we state, vegetables. They just sit on a park bench if they have it or sit in front of the project and their arms just folded and their head is drooping because there is no activity for them and when there is activity for them, when the

centers put out activities, they charge them and these people cannot afford to pay this kind of money because they are living on a fixed income.

On this same project I am talking about, I know a family there living on \$80.80 a month. Now, what kind of pleasure can they have? If they go to a movie, they got to miss a meal.

Now we are working to take them out free of charge, four trips, going to Pearl River where we are furnishing lunch and everything else.

Now, I think that when they get to that age which they are three-quarters past, I think these people deserve to live a happy life. Now, that is my opinion, and I don't know. That is what I am striving and working for, to see that the end of their days are happy because when they pass into 75 and 80, we are numbed. We are here today and gone tomorrow.

Why can't these people have something to enjoy their days; because people were unfortunate in their younger days, they couldn't put it away. Not all of us could put it away. We weren't all fortunate.

So, I think it is our place to see these people enjoy the rest of their lives.

Thank you.

Senator WILLIAMS. Well, I regret that some of the officials of our Government aren't here to hear both of you gentlemen and all of our testimony here today. I did my best to suggest yesterday on the record that they be here today to hear this.

Sometimes I think that our high bureaucracy officials just are out of touch with what you are talking about. They are going to be here tomorrow. Norman Watson. He is studying this problem. He started over a year ago, didn't he?

Mr. ORIOL. Yes.

Senator WILLIAMS. And he is going to have his report next year.

Mr. GLASSTEIN. Well, I will tell you, Senator, if it were possible, I would gladly come back tomorrow to restate it, but I can't.

Senator WILLIAMS. Well, I appreciate that, and I wish there was some way we could make your story immediately available there. We are going to get the message through to him somehow.

All right. We appreciate it. Thank you.

We will recess now until 10 o'clock tomorrow morning.

(Whereupon, at 1:10 p.m., the subcommittee recessed, to reconvene at 10 a.m., Wednesday, August 2, 1972.)

## APPENDIX A

### SENATOR BROOKE AD HOC HEARING, BOSTON PUBLIC HOUSING, APRIL 1972\*

#### PREPARED STATEMENT OF MILDRED HAILEY

My name is Mildred Hailey and I am a tenant at Bromley-Heath. I am on the Tenants Policy Council Board and I work for the Tenant Management Corporation at Bromley.

At the T.M.C. office, people come in daily asking for transfers from first floor apartments because they have bottles thrown through the windows or people shooting guns through the windows.

On the 1st and 15th, when people are receiving welfare and Social Security checks, people cannot stay in their apartments because of fear of missing the mailman. They stay in the hall hoping the mailman will blow the whistle. It is nothing to have some four to five people run into the office on check day, saying they have just had their pocketbooks snatched. Elderly on the 1st and the 15th are scared to go to the local supermarket to get food, for fear they will be robbed, so they go in groups of four to five. If they go alone, nine chances out of ten, they will be robbed.

Thefts from mailboxes are so bad that sometimes we have to replace the mailbox twice a week, and it gets ripped right out of the walls. Some tenants have mail sent to the postoffice. A mailman is taking his life in his hands when he comes into Bromley.

U.P.S. (United Parcel Service) and Hood Milk won't deliver in the development. Hood will only deliver to the Day Care Center, but not to any of the individual families.

Bromley is a haven for stolen cars. One day I saw some policemen who were chasing two youths who were driving a stolen car. The youths stopped the car in the middle of Bromley, jumped out and started running. The police stopped their car, jumped out, drew their guns, and started chasing. There were some young kids who were in between the cops and the running youths. People in the community rushed out of the building, screaming "Don't shoot", scared that the innocent young kids would get shot.

I saw a fight not too long ago between two men and they were using tire chains on each other. It is not unusual to be sitting in your own apartment and to hear gunshots: Carpenters for the T.M.C. daily are repairing locks and fixing doors of apartments that have been broken into. Most of the apartments are broken into by kids who are trying to support a drug habit.

Vendors and workers come into the T.M.C. office with their pockets ripped, screaming that they have just been robbed and asking me to call the police. I call and it usually takes them a half-hour to get there. If they do not get there in that half-hour, you have to call back.

After dark, nobody ventures out of his apartment unless they have lived at Bromley for 20 years and are known by everybody. That is why it is so hard to get a community meeting at night, and during the day people are working.

There is no apartment that does not have three to four locks. Lots of tenants who don't have much money, if they cannot get the B.H.A. to pay for steel doors, go out and buy one themselves. A steel door costs \$200.

---

#### PREPARED STATEMENT BENNETT S. GURIAN

When I first met with elderly living at Bromley Heath Housing Project in Jamaica Plain about 3 years ago, I came as a psychiatrist and as the Director of a Community Mental Health Program for the elderly. I asked that group of 70 or 80 elderly people what specific mental health services would be of greatest use to

\*See prepared statement of Senator Brooke, pp. 409-410.



them. There were many smiles as I waited and listened and then one after the other they said such things as "how about more locks on our doors?", or "can we get more police protection for us?", or "Can you provide the safety for us to walk from one building to another?", or "How about locks on our mailboxes so our welfare checks aren't stolen?" Finally, one woman in her 70's summed it up by saying "Doctor, we're afraid all the time. How can a person have mental health and be afraid?"

Within that group it seemed that every other person began to tell me of how he or she had been beaten or robbed. As data currently being gathered by the Boston Legal Assistance Project and the Harvard Urban Field Service indicates, about 1/3 of all residents at the Bromley Heath Project have been assaulted or robbed within a 1-year period.

We have listened to the elderly and we have tried to provide a program at two levels: first, to make quality mental health care really accessible to those already suffering emotional illness, and secondly, to invite the active participation of the elderly themselves in helping us to develop programs which are preventive in nature. These programs deal with issues of powerlessness, poverty, isolation, hunger and lack of safety. We have come to believe that these aspects of human suffering relate in some way to the development of symptoms of anxiety, depression, confusion and agitation.

Large public housing in Boston has usually been built in already existing depressed areas where crime rates are high. To intentionally locate elderly in such areas is to set them up to be victimized. Because of decreased mobility, slow reactions, unsteady gait, inability to defend themselves, many elderly are easy targets for assault, molestation and robbery. When this happens, the impact on their lives too often is totally destructive. They may be pushed down and robbed. The broken hip which results won't heal, pneumonia develops and the patient dies. The sudden trauma, the movement to hospitals, the swirl of unfamiliar people and places leads to profound confusion and perhaps even psychosis. The terror, and the re-living of the terror, and the anticipation of repeated terror is all-consuming. If at the very least some personal possession is stolen, it is probably irreplaceable and therefore a significant loss to one who has so little to begin with. There is an overwhelming despair, a sense of helplessness and a bitterness toward our society which seems to have some of its roots in the constant dehumanization which confronts the elderly day and night.

Because so many elderly residents in slum dwellings and public housing are realistically afraid to leave their apartments many who need health care will not go to get it. For these frightened old people, the last years of their lives are spent in pain and mental anguish which might have been spared them if early symptom detection and appropriate therapies had been possible.

Though the Housing Authority may have rented to tenants capable of independent living 10 or 15 years ago, as these people become older the concentration of medical and social problems in the public housing units dramatically increases. Dr. Robert Sussman of the New York Dept. of Mental Health has said that the elderly residents "are often just as enfeebled and unable to care for themselves as in any officially-labeled institution for the aged."

Elderly people often do not see themselves as "sick", but only as "old". Dr. Carl Eisendorfer, Professor of Psychiatry at Duke University, has noted that many severely ill elderly living alone in the community did not ask for help because they felt sickness was to be expected in the later years of life.

Future public housing for the elderly should be sited where crime rates are low. Full use of consultation from planners in urban design and gerontology should precede the building of such dwellings. For the Massachusetts elderly presently living in the 14,718 households of public housing, the State Task Force on Housing urges that "the costs of adequate protection and security devices should be accepted and considered as part of housing development and maintenance expense." Other communities are in fact beginning to make this sort of commitment. For example, a New York University Research Team headed by Dr. Oscar Newman has undertaken a 3-year program with a 10 million dollar budget to re-design seven New York City public housing projects for greater protection against crime.

If we really mean that our 20 million elderly Americans have the right to spend their last years of life with dignity, we cannot continue to support a system which works to undermine self-esteem. Radical legislation and the intelligent expenditure of large amounts of public funds are crucial to our stated goal of improving the quality of life for our elderly: "How can there be mental health if we are constantly afraid?"

COLUMBIA POINT HEALTH CENTER RESEARCH AND EVALUATION UNIT INCIDENCE  
OF INJURIES TABLES

(See tables, p. 455)

-What is being counted in the tables?

The tables show essentially two things in comparing the experience of the Columbia Point population with that of a sample of the U.S. population: 1. total number of injuries of certain kinds for each population per year; 2. number of injuries per 100 persons per year.

The tables do not show number of individuals who sustained injuries.

-How was the Columbia Point data collected?

Each time an injured individual was treated for the first time at Columbia Point an encounter was filled out. The form was then keypunched and the data entered into the data processing system. The computer was programmed so that only the first time the person was treated for the injury would be recorded. The data was sorted by age of patient, type of injury, and whether or not the patient was a resident of the Columbia Point Housing Development. The Health Center also treats people from another housing project. Their injuries were counted separately and do not figure into this presentation.

-How was the comparative U.S. data collected?

The U.S. data was collected by U.S. Government Health Interview Survey teams from a probability sample of the civilian, non-institutional population from 42,000 households containing about 134,000 persons. The data, collected throughout 1969, reflects injuries sustained in the two weeks prior to the interview. The U.S. population in 1969 was 197,422,000.

-What was the population base used for figuring out injuries per 100 persons per year?

The Columbia Point figure represents the size of the population as counted by the Columbia Point Health Center's data processing system at the end of the year. This figure approximates as accurately as it is possible the actual population size since it is based on both Boston Housing Authority data and registration data of families registered with the Columbia Point Health Center. The Health Center registers only families officially living in the housing project. The Columbia Point figure for December 31, 1971 was 5,576.

-Why is 1969 used as the comparison year for the United States and not 1971?

The data obtained is from the National Center for Health Statistics which must carefully check its data and refine it prior to general distribution. We have managed to obtain unpublished data on medically attended injuries. The data is collected every year, but there is a lag in reporting.

-What about Columbia Point residents who do not get their injuries treated at Columbia Point Health Center?

It is estimated on the basis of a separate study carried out last summer that in addition to the 430 physician visits per 100 persons per year carried out at the Columbia Point Health Center there were an additional 40.9 visits per 100 persons per year for the registered population of the Health Center in Boston emergency rooms of those hospitals where residents principally go for attention. This represents an additional 8% of physician utilization. It can be assumed that a certain proportion of the emergency room utilization for Columbia Point residents had to do with injuries. These are not included in the figures presented in the tables.

-What does the word "incidence" mean?

Incidence is a measure of the number of new cases counted for a given population in a specific time period.

-What do the tables mean?

The tables show that for every 100 residents living in the Columbia Point housing project there were 36 injuries sustained on the average in 1971. This means that the odds for the average person being injured last year at Columbia Point were roughly four in ten as opposed to the odds for the average U.S. citizen's of two in ten. The odds for Columbia Point children under 17 were much greater: about five in ten as opposed to the U.S. figure of 2½ in 10. Old people (65 and over) living at Columbia Point have the same chance of being injured as do children: five out of every ten.

The tables suggest that there is something very different about Columbia Point as far as injuries are concerned. Maybe it has something to do with living conditions; broken glass; faulty incinerators; faulty doors and elevators; maybe it has something to do with the kind of people who live at Columbia Point. On close inspection of the tables it might be argued that the children at Columbia Point are

mostly responsible for the odds quoted. Remember, however, that the rates for Columbia Point children are being compared with the rates for U.S. children which are so much lower so that the difference cannot be attributed to the condition of being a child.

It might be argued that the rate has something to do with poor people and particularly the children of poor people being more accident-prone. The average injury rate for injuries for people with incomes of under \$5,000 in 1969 was approximately 23 per 100 persons and would be somewhat lower if only medically-attended injuries were considered. It is unlikely that the condition of being a poor person is responsible.

It is still a possibility that the kind of poor people that live in housing projects are the kind who have more accidents than most. This could be true for the people living at Columbia Point. One way of examining this further is to look at other than quantitative evidence with respect to the people and the living conditions. Yet another way would be to change the living conditions and observe if the accident rates are altered.

*Why are the rates for fractures and dislocations at Columbia Point lower than the U.S. figures when all the other rates are higher?*

Fractures and dislocations are not generally treated at the Columbia Point Health Center. Therefore, this type of injury is not entered into the data processing system.

*Do the figures as they are presented tend to exaggerate the problem or are they on the conservative side?*

The figures are being presented in as conservative light as possible for the following reasons:

1. The U.S. data reflects accidents occurring in motor vehicles, on the job, at home, and elsewhere. The likelihood is that because Columbia Point is a neighborhood health center the accidents occurred almost entirely in the housing project or at a nearby shopping center. Since the Columbia Point data omits accidents occurring elsewhere, this minimizes the difference between the Columbia Point and U.S. rates.

2. When the 1969 U.S. figures are compared with the 1961 and 1967 figures for all injuries including the medically attended we see that the rates have trended downward: 27.8, 1961; 26.8, 1967; 25.5, 1969. Therefore, the U.S. rate projected ahead to 1971 would be even lower than the one given for 1969. The lag in reporting for the U.S. makes for the more conservative figure being advanced.

3. The National Center for Health Statistics quotes two different kinds of rates which we might have used: (a) medically attended but not activity restricting (results in a higher rate); (b) medically attended and activity restricting (results in a lower rate).

Since our data processing results cannot tell us whether the injuries reported resulted in restriction of activities, we had to choose the higher U.S. figures—"medically attended but not activity restricting"—thus reducing the possible differences between the Columbia Point and U.S. figures.

4. In the last official figures given for 1967 the Northeast had the lowest injury incidence rates of all regions in the United States. Therefore, it cannot be said that region is a factor explaining the higher Columbia Point rates compared to U.S. rates since Columbia Point is located in the Northeast.

5. As noted previously there is a small proportion of Columbia Point residents who are known to go to hospital emergency rooms for treatment. If this activity were included, it would tend to increase the difference in rates.

*What do "other current injuries" mean in the tables?*

These include the following:

1. Intracranial injuries without skull fracture;
2. Burns;
3. Adverse effects of substances.

*What is meant by "adverse effects of substances"?*

The National Center for Health Statistics publication on injuries<sup>1</sup> explain this as follows: "Adverse effects often result from hyper-sensitivity of the individual to a properly administered therapeutic or prophylactic product . . . (e.g.) vaccinations and inoculations are most frequent".

<sup>1</sup>Types of Injuries: Incidence and Associated Disability United States—July 1965—June 1967, National Center for Health Statistics, Series 10, No. 57, Public Health Service, 1969.

*What does the asterisk mean under the U.S. data for 65 and over?*

Figure does not meet standards of reliability or precision, i.e., is too small to be used statistically for a particular injury category but in the aggregate for all injuries for the elderly can be used.

STEPHEN BARAN, Ph.D.,  
Senior Research Associate,  
Columbia Point Health Center,  
Dorchester, Mass.

NUMBER OF MEDICALLY ATTENDED INJURIES PER 100 PERSONS PER YEAR FOR THE COLUMBIA POINT POPULATION, 1971, COMPARED WITH NUMBER OF MEDICALLY ATTENDED INJURIES PER 100 PERSONS PER YEAR FOR THE U.S. POPULATION, 1969

	Under 17		17 to 64		65 and over	
	Columbia Point	United States	Columbia Point	United States	Columbia Point	United States
All injuries.....	49.0	26.4	24.3	21.1	48.5	13.1
Fractures and dislocations.....	.8	2.0	1.7	3.1	5.2	(*)
Sprains and strains.....	5.0	2.8	5.2	4.7	3.9	(*)
Open wounds and lacerations.....	17.7	11.0	5.8	5.1	18.8	(*)
Contusions and superficial injuries.....	14.0	4.6	6.1	3.8	11.5	(*)
Other current injuries.....	11.5	6.0	5.5	4.4	9.1	(*)

Source of Columbia Point data: Year-end injury incidence data processing report.

Source of U.S. data: National Center for Health Statistics (unpublished).

MEDICALLY ATTENDED INJURIES PER 100 PERSONS FOR COLUMBIA POINT RESIDENTS IN 1971 COMPARED WITH U.S. POPULATION IN 1969

[Percentage in excess for Columbia Point rates]

Type of injury	Columbia Point	United States	Percent excess
All injuries.....	38.2	22.2	72
Open wounds and lacerations.....	12.7	6.8	87
Superficial injury and contusions.....	10.5	4.0	163
Sprains and strains.....	4.9	3.8	29
Burns.....	1.9	0.6	217

Note: Population, 5,576.

Source of Columbia Point data: Year-end incidence injury data processing report.

Source of U.S. data: National Center for Health Statistics (unpublished).

## APPENDIX B

### REPORT ON CRIMES COMMITTED AGAINST THE AGED IN FREESTANDING APARTMENT BUILDINGS

(Submitted by Dr. Ruth Bennett, New York State Department of Mental  
Hygiene\*)

It is necessary to indicate at the outset that at the moment free-standing apartments with no guards or doorman are targets of crime, as are aged persons, irrespective of whether they live in wealthy or poor parts of town. As an illustration of an incident in a wealthy part of town, let me describe the case of Mrs. Bennett, age 88, my husband's grandmother, who lives at 5 E. 63rd Street. She was followed into her unattended building and elevator a week ago, by a woman who tormented her by pushing all sorts of wrong elevator buttons and then knocked her pocketbook down. She then picked up the money and ran out of the elevator, leaving my husband's grandmother to pick up her things. Mrs. Bennett has been tense and anxious and began contemplating a move to live with her son outside Washington, thereby having to give up her work and other ties to New York. A week later, still tense, she fell off the curb near her home, broke a public bone and is now in the hospital.

The rest of the anecdotes were collected by graduate students who served as volunteer Friendly Visitors in a program conducted for the aged in the Morning-side Heights area, run by me and my research staff which is based at Teachers College, Columbia University.

1. My visitees, Mr. C. and Mrs. G., have been chronic victims of crime for a long time. Mr. C. reported that he had been mugged twenty-one times on the street when he had gone out to do errands. The fact that he is a small, weak and utterly defenseless man (his partial paralysis, right side, is, he believes, congenital) makes this statistic particularly odious. His sister, (Mrs. G.) voluntarily confined to her room, has had the door of that room literally removed from its hinges by drunk/doped inhabitants of the building seeking items to be converted to money to support their addiction. The building is full of addicts of all kinds, and Mrs. G. reported finding one evening in the "community" bathroom at the end of the hall a man who had gone there to shoot up, had miscalculated, and was dead of an overdose.

Mr. C. and Mrs. G. have had literally every pawnable possession stolen—all that remains is a console television whose removal would require nothing short of a block and tackle! They live in constant fear, never knowing when the next attack will occur. They do not venture out into the hall at night, even to use the bathroom, for they never know whom in what condition they will encounter. Mrs. G., weak and frail, fears that a drunk or a junkie will stumble into here and knock her down.

Mr. C., while ultimately eligible, refuses to use food stamps—he fears being seen using them and becoming an even more desirable target, for food stamps are more negotiable than social security checks. He does not receive welfare checks, but he will not leave the building on the days they are delivered, for he would be mugged by someone making an erroneous assumption.

Mr. C. and Mrs. G. have lived in that building almost fifteen years, and originally it was a decent place. They did not anticipate the deterioration, but are now trapped in it.

2. The sources of referral vary but I can tell you one thing which does not change namely, the re-action of those whom we go to visit. Without exception, it is necessary that we telephone before we visit or the door will not be opened. When there is no telephone, we write or send a message through the person who called us. One and all admit they are afraid to open the door unless they know who is outside. My visits take me just about everywhere—from the Village up to 110 St., east side and west side—it is a regular part of the pattern here in the office, to have the old

See letter, pp. 408-409.

people come for food money because they were robbed, mugged, after they left the bank where they cashed Social Security checks. Men and women share the same fate.

In summary the fear of the old people is universal, real and pathetic. The stories I hear indicate an element in our society which lives off the weak, old and helpless. In my actual "cases" I had a woman who has not spoken since she was robbed on the street and for whom a Home placement is now essential. I've replaced clothes for men whose quarters were ransacked.

3. During the course of the time of the F.V.P. (Friendly Visitor Program) two of the visitees related they were afraid to step outside their door at night for fear of being molested. They even hesitate to use the community lavatory facilities.

One visitee said she was sure there were "drunks and dope addicts" sleeping in the hallways, "Some times they sleep right against my door." She declared she would never open her door after dark.

All of the visitees warned us (the Visitors) of the danger of being "mugged" at any time but particularly at the time the Social Security and welfare checks were received (The 3rd-5th of each month is when they are delivered). On one occasion when my companion and I were making our bi-weekly visits the police in pairs warned us of the risk we were taking. They patrol not only the area but also the buildings using walkie talkies in doing so.

Food stamps, we were told, were more sought after than checks, and those holding them were the real objects of vulnerability.

In some, if not all cases, I personally feel, these Senior Citizens are victims of exploitation, particularly from the stand point of the managers. Not only are the rents exorbitant but the rooms and facilities are infested with vermin. Dark hall ways and poor lighting in rooms make one shudder. These circumstances allure undesirables to make havoc of the Senior residents.

4. Mrs. A. and Mrs. S. reported that a woman knocked on their door, said she was an inspector for the Housing Authority, then asked for a donation (to children's camp, or some such). When Mrs. S. and Mrs. A. got their purses to give her money, woman apparently thus learned of location of purses, and managed to get them and left with their wallets. Mrs. S. and Mrs. A. did inform local precinct of thefts.

5. Among the many incidents I heard about are the following two, a frail old lady suffering from heart condition and asthma, was knocked down at her own apartment door, her purse and food taken, by two boys who had seen her come up the elevator from shopping.

Another of the visitees in the Friendly Visiting Program told us of having gone to have their social security checks cashed, and as they walked out on the street, someone apprehended them and took every cent of their cash. There was a security guard on the scene, but he did nothing to stop them.

6. This is a report from a Russian lady whom we visited once. She had been attacked by two young men outside her seventh floor door as she was leaving to go shopping. She was beaten, robbed and keys were stolen. She suffered several months and has not gone out after the incident, depending upon another lady to shop for her thereafter.

7. Whenever I visited, I would not bring my purse, just a change purse which I kept in my zippered loose leaf note book in which I carried my questionnaires. We were always observed by street characters and as an additional safety measure the Sister I went with gave me a nun's pin to wear. Both of the elderly women I visited spoke of their precautions too. They would not go to the bank on the day they received their social security checks. Mrs. K. would wait 3 or 4 days while Miss B. would go to her nearby bank the following day after receiving her check. Both of these ladies kept very little in their purses. They kept their shopping money in a change purse, either on their persons or in their shopping bags.

8. All of my visitees were aware of the personal hazards "out there." They knew little or nothing about current events but were aware of the current state of *hazard* in the streets. All my visitees mentioned, at one time or another, that they never went outdoors alone at night and almost never alone in the day. They never carried much money on their person when out on the streets, and only went to certain streets. One lady, who was fearful anyway, never went outdoors except on the roof and she said it was because of crime.

9. Mrs. D., a 95 year old woman, unusually alert, active and independent in her own two-room apartment in a public housing development, had been the victim of two muggings. Both attacks on her person were made within the halls of the project. As a result of the first mugging made while Mrs. D. was getting her social security check out of the mailbox, Mrs. D. was knocked down and beaten. The second mugging was done while Mrs. D. was putting her key into her apartment

door prior to entering. Her handbag and all personal effects were taken including the keys to her apartment. Fortunately this time she wasn't physically injured. Needless to say, this woman lives in mortal fear of strangers of any age level.

Mrs. R., 81 years old, legally blind with enough sight to see objects, lives alone and unattended in a flat whose two rooms house all "necessities." She lives in mortal terror of her neighbors, one of whom was murdered outside her door last year. The winding stairs of the 3 flight walk-up are a perfect setting for a mugging and another murder. So this woman sits in one of the two neighborhood stores all day until she has to return to the dungeon she calls home.

Mrs. H., 83 years of age, alert, active until mugged, an independent retired nurse, is living alone in a tenement house in West Harlem for the last 40 years. She, too, has been mugged in the last year. She was leaving the public housing project after having visited her friend, Mrs. D. (above victim just described). A mugger from behind knocked her over and broke her hip. Her six month stay in the hospital had to be prolonged because there was no one at home to care for her. Some time after this, a thief in the guise of a plumber, positioned her at the kitchen sink while he feigned the need to go repeatedly from her apartment to her neighbors to cut off water pipes. In the meantime he was robbing her bedroom clean of money (saved to buy a badly needed rug), heirloom jewelry, food stamps, deeds to a grave, keys to the apartment and identification papers. At Mrs. H.'s urging to hurry up because her broken hip was bothering her (she told him how it happened!) the "plumber" left—but not before he dropped a plastic mouth covering that was probably intended to silence Mrs. H. if need be. The added fear that her "plumber" would return kept her awake that night until she could get her lock changed.

## APPENDIX C

### STATE LAW ENFORCEMENT PLANNING AGENCY GRANT APPLICATION, JERSEY CITY, N.J.\*

(Under Public Law 90-351 as amended)

#### SECTION A

1. Type of Grant ( ) Planning (X) Action.
2. Type of Application (X) Initial ( ) Revision of Grant or Project No. ----  
( ) Continuation of Grant No. ----
3. Short, Descriptive Project Title: Public Housing Security Program.
4. Applicant Unit of Government (State agency, county or municipality): City of Jersey City.
5. Implementing Agency: Jersey City Police Department.
6. Project Address: 759 Montgomery St.
7. Project Duration (Requested starting and concluding dates): From Sept. 1972 to Sept. 1973.
8. Program Area (Number and Title) (For action grants only)-----
9. SLEPA Plan year under which this application is being made: 1972.
10. Project Director (Person directly responsible for project operations):  
Name: Capt. Raymond Blaszczak; Title: Commander of Housing Security.  
Address: 769 Montgomery St.; Telephone Number 433-2500.
11. Financial Officer of Unit of Government (if other, specify):  
Name: Joseph Cahill; Title: Finance Director.  
Address 280 Grove St. (City Hall); Telephone Number 434-3600.
12. Description of Project (describe in detail on attachment 1).
13. Budget (see instructions—provide itemization as called for on attachment 2).

#### 14.—TOTAL BUDGET COSTS SUMMARY

Source of funds	Percent	Amount
SLEPA (Federal)-----	72	\$153,948
State, local or other/in kind-----	28	64,120
State, local or other/cash-----		
State buy-in (starting fiscal year 1973)-----		
<b>Total</b> -----	<b>100</b>	<b>218,068</b>

15. Estimate below the amount of SLEPA funds which will be required to continue this project for the next two years. (This assumes a satisfactory evaluation and that funds will be available and should not be construed as a commitment for future funding).

1st continuation-----	\$120,000
2d continuation-----	100,000

#### I

#### ATTACHMENT 1

#### DESCRIPTION OF PROJECT

##### *I. The problem*

The Jersey City Housing Authority is responsible for supplying public housing to approximately 14,500 residents of Jersey City. The agency employs approximately 200 people to manage and provide maintenance for the public housing.

\*See statement of William Macchi, pp. 430-441.



A number of employees are being added under the Emergency Employment Act (EEA).

Housing Authority:	<i>Employees</i>
Project managers-----	6
Cashiers-----	9
Clerk and typists-----	9
Maintenance (assigned to specific projects)-----	124
Central maintenance-----	27
Nontechnical-----	22
Technical-----	4
Legal-----	1
<b>Total (as of March 1971)-----</b>	<b>202</b>

<b>EEA:</b>	
General-----	50
Guards (approximate)-----	30

The Housing Authority projects provide living quarters for over 3800 families. The nature of these projects, they are all low income, insures that the tenants will often be members of the "other America"—those who have not received the material and economic benefits offered by our society. It is in these projects that our middle class societal outcasts are concentrated. The unemployed, the uneducated, addicts, black welfare mothers, the Spanish-speaking, and in great numbers, the children of all these representatives of the bottom of the economic spectrum live together in an other than blissful state. Social disorganization reigns.

Generally, it is areas such as these that contain and spawn the modern urban criminal. Unless we are willing to see the residents of these projects live with a system of "wild west justice" we must provide a special police presence.

## II

In all there are 8 low income, public housing projects in Jersey City. In addition there is a scatter site, leased housing program involving over 200 units.

(1) *Lafayette Gardens* is located at 511 Grand St., it was first occupied in 1941. It includes 13 three story apartment buildings. There are 41 entrances to these buildings. There are 490 rental units ranging in size from 3½ to 5½ rooms each.

At the end of 1971, 484 of the rental units were occupied. Blacks were living in 479 of these units, 4 were occupied by whites, and there was one Puerto Rican family. All four of the white units and 129 of the black units were leased to residents classified as elderly. There were 23 male and 67 female senior citizens in residence.

There were 1398 residents under the age of 25.

Ages	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under-----	447	471	0	4	0	0
13 to 17-----	203	189	0	2	0	0
18 to 24-----	43	39	0	0	0	0

(2) *Marion Gardens* is located at 9 Dales Avenue. It was first occupied in 1942. There are 15 three story buildings with a total of 39 entrances. There are 461 rental units which range in size from three to six and one-half rooms. However, 70 of these units are unoccupied.

The racial make up of the lessees of these units is: six white; 373 black; 12 Spanish-American. Four of the white lessees and 28 of the black are elderly.

There are 1320 residents under the age of 25.

Ages	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under-----	379	431	26	45	4	3
13 to 17-----	150	168	4	5	3	3
18 to 24-----	53	44	1	0	0	1

(3) The *Booker T. Washington Apartments and Annex* is located at 200 Colden St. in Jersey City. This project was opened in 1943. There are nine buildings with a total of 24 entrances. There are 314 rental units ranging in size from three to six and one-half rooms.

All the tenants in this project are black. There are 62 elderly; 17 male and 45 female.

There are 1012 residents under the age of 25.

Ages	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under.....	267	289	0	0	0	0
13 to 17.....	145	161	0	0	0	0
18 to 24.....	85	65	0	0	0	0

(4) *Hudson Gardens* is located at 514 Newark Ave. It was opened in 1943. There are six, three story buildings with a total of 20 entrances. There are 222 rental units ranging in size from three to six and one-half rooms each.

Two hundred and six of the units are leased to white tenants, 12 are leased to blacks, and four to Spanish Americans.

One hundred and fifteen of these units are leased to people characterized as elderly. There are 47 male and 105 female senior citizens.

There are 207 tenants under the age of 25.

Ages	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under.....	9	4	0	4	43	30
13 to 17.....	3	1	1	2	31	25
18 to 24.....	2	1	1	0	31	19

(5) *Holland Gardens* is located at 241-16th Street. It was opened in 1944. There are five, three story buildings with a total of 14 entrances. There are 191 rental units ranging in size from three to six and one-half rooms.

One hundred and forty seven of these units are leased to whites, 15 to black, and 29 to Spanish Americans. Seventy one of the units are leased to the elderly. There are 18 male senior citizens and 58 female.

There are 451 tenants under the age of 25.

Ages	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under.....	20	10	25	25	110	90
13 to 17.....	13	7	20	14	55	45
18 to 24.....	4	2	2	1	5	3

(6) *Montgomery Gardens* is located at 563 Montgomery St. It was opened in 1953. There are six, ten story buildings. There are 451 rental units ranging in size from three and one-half to six and one-half rooms.

Ninety five units are rented to whites, 262 to blacks, and 89 to Spanish Americans. One hundred and thirty nine of the units are leased to tenants classified as elderly. There are 31 male and 91 female senior citizens.

There are 1006 tenants under the age of 25.

Age	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under.....	151	210	48	72	55	66
13 to 17.....	88	102	21	30	24	31
18 to 24.....	22	30	12	17	10	17

(7) The *A. Harry Moore Apartments* are located at 324 Duncan Avnue. They were opened in 1954. There are seven, 12-story buildings. There are 664 dwelling units ranging in size from 3½ to 6½ rooms.

There are 41 male and 103 female senior citizens.

There are 2163 tenants under the age of 25.

Age	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under.....	547	618	73	72	102	106
13 to 17.....	178	135	29	18	53	63
18 to 24.....	48	39	11	10	33	28

(8) The *Currie Woods* apartments are located at 61 Merritt St. They were opened in 1958. There are seven buildings; two are 12 stories and five are 13 stories. There are 712 rental units ranging in size from three and one-half to six and one-half rooms.

Four hundred and fifty-five units are leased to white tenants; 234 to blacks, and 11 to Spanish American.

Three hundred and twelve of the units are leased to tenants classified as elderly. There are 84 male and 241 female senior citizens.

There are 1344 under the age of 25.

Age	Black		Spanish-American		White	
	Male	Female	Male	Female	Male	Female
12 and under.....	225	275	6	8	110	90
13 to 17.....	117	83	4	8	119	100
18 to 24.....	50	42	4	3	45	55

Crime and vandalism occurs in all of these projects but in some it is rampant.

### III

Crime statistics are notoriously inaccurate. This results from a number of factors one of which is a citizens failure to report a crime due to his belief that the police can do nothing to help him. This lack of faith in the police probably exists to a greater extent in public housing than in any other area of Jersey City. The following are reported Part I crimes for 1971 occurring in public housing.

Murder: 6.

Rape: 6.

Robbery: 73.

Assault: 26.

Breaking and entering: 52.

Larceny: 52.

Auto theft: 109.

It must be emphasized that these statistics do not even approach a true picture of the existing crime problem. The one crime statistic which is generally acknowledged to be the most accurate is murder; in 1971 there were 40 murders in Jersey City, six of them occurring in the housing projects. Therefore, approximately 12% of the city's murders occurred on property occupied by 4% of the population. This is a fair indication of the disproportionate amount of crime occurring in public housing.

On September 17, 1971 the police opened a substation in the A. Harry Moore Project. Since that date a record has been kept in the substation of all reported crimes. Even these statistics are untrustworthy for several reasons:

(1) Many residents are afraid to enter the substation and report a crime for fear of reprisals.

(2) Many residents are without telephones.

(3) The substation is not readily accessible to the public and has not been successful in restoring residents' faith in the police.

The reported crime rate for A. Harry Moore between September 17, 1971 and August 11, 1972 is:

Robbery: 32.

Breaking and entering: 40.

Assault: 8.

Larceny: 7.

Auto theft: 4.

One of the more serious and depressing aspects of this problem is the extent of victimization of the elderly. As noted above there are a number of elderly people living by themselves in the various projects. These people are almost helpless in the face of young criminals. As an example, 24 of the 32 robberies at A. Harry Moore involved victims who were over 60 years of age.

The extent of property damage due to vandalism is a telling indicator of the extent of lawlessness in the projects. For example, the cost of damage to elevators due to vandalism at the three high-rise housing sites totaled over \$400,000.00 for 1971. The amount of vandalism has very far reaching effects. For one thing it discourages the Housing Authority from making capital improvements.

#### IV

The Jersey City Police Department is quick to recognize its obligation to supply protection to the public housing projects. In fact, the department has projected that it will spend over \$500,000 to supply such protection in 1972.

The problem with the present police operations in the project is that they are handled within the existing precinct system; the projects are policed by the patrol force of the precinct in which they are located. This practice is ineffective. The projects need special attention. The demand for service throughout the entire geographic area of a precinct is too great for the patrol force to devote the attention needed in the projects.

To correct this there is a need for a special force which operates exclusively within the projects. The pressure placed on precinct captains to cover the entire area of their command cannot operate to deplete such a special force which is independent of the precinct structure.

To a large extent the situation in the public housing projects can be improved by the presence of a protective deterrent force. Security guards with limited powers and duties can supply the bulk of the needed security services.

The problems of life in public housing will not be solved by a security program, no matter how effective it may be. However, effective security and policing is an immediate need and a necessary first step in an overall improvement program.

#### GOALS

This program is designed to increase security for the housing projects in a professional manner but at the same time keep funding needs to a minimum. The use of existing manpower and resources will be stressed.

A goal will be the curtailment of crime and vandalism in the housing projects with special emphasis on high crime projects.

The need for tenant cooperation will be stressed; community relations will be an important concern of this program.

It is hoped that men employed as EEA guards will become attracted to police work and seek employment as regular officers. Minority recruitment is a serious need in Jersey City and many of the EEA guards are members of a minority group.

The primary goal of this program is to improve living conditions in the projects. This will be done by lessening the climate of fear existing in the projects, especially among the elderly; by lessening the cost of damage due to vandalism thereby enabling the Housing Authority to expand a greater portion of its budget on capital improvements; and by encouraging the federal government to appropriate modernization funds to improve the design of the projects thereby enabling security guards to operate more effectively.

## I

## ACTIVITIES

The manpower for this special police force will come from three sources:

(1) Under the Emergency Employment Act Jersey City has established 21 positions for housing guards. The EEA housing guard program has been operating for a number of months now and has been ineffective. The major defect in this program has been the lack of adequate supervision. To correct past problems the program will begin again from scratch. The guards will receive special training at the police academy and be given direct field supervision by regular city police officers. The EEA guards receive approximately \$5,500.00 per year.

(2) A new force of housing security guards will be employed. The force will be recruited, screened, and trained by the Jersey City Police Department. The police will also provide direct field supervision. Each guard will receive a salary of \$8,000.00. Such a salary is necessary to recruit the caliber of man needed. This salary will also serve to motivate the lower paid EEA guards since they will be eligible for promotion as positions become available. In fact, an attempt will be made to identify several of the present EEA guards who have demonstrated ability and dedication and immediately place them in some of these new positions.

(3) The Jersey City Police Department will assign men to supervise this force. The overall commander will be Capt. Raymond Blazack who has more experience than any officer in policing the housing projects. Operating under him and providing field supervision will be one lieutenant, one sergeant, and eight policemen.

The total size of the force will be 38 men. All will devote full time to this project except Capt. Blazack who will also continue his precinct duties.

It should be emphasized that the purpose of security guards assigned to these residential areas is to provide a deterrent protection from crime thereby promoting a feeling of community security. This is distinct from the purpose of regular municipal police who, in addition to serving a deterrent function, must also actively seek to apprehend suspected criminals. A guard's duties do not include investigation of crime and apprehension of criminals. This factor, therefore, is crucial to the deployment of the guards and their relationship to the regular city police officers. The police patrolmen assigned to this project serve a dual purpose: first they provide supervision for the security guards and, in addition, they perform the role of municipal police officer which includes apprehension and investigation as well as deterrence.

The EEA guards will merely have civilian arrest powers but the six new housing guards will be given the powers of special policemen.

Specialized training will be an important component of this program.

The police patrolmen assigned to supervise the guards will be given a two to three day program on leadership and supervision which is regularly given to police superior officers. This will be conducted at the Jersey City Police Academy.

All the guards will participate in a training course conducted at the academy. This course is being formulated with the assistance of the Center for Residential Security Design and Mr. Leonard Harrison of the New Jersey Police Training Commission. It will last four weeks and include self defense, criminal law, community relations, drug abuse education and other topics relevant to the function fulfilled by security guards.

## II

The recommendations in regard to the operation of the security guards and their relationship to the police department contained in a study to be prepared by Oscar Newman will be implemented upon completion of that study.

Prior to that the day to day operation of this unit will be left to Capt. Blazack's judgement. However a general outline of these operations can be described.

First, it must be recognized that this force is not large enough to provide 24 hour protection at all public housing sites seven days per week. Manpower must be concentrated during high crime hours and placed in the more difficult locations. In any event, with rare exceptions such extensive coverage should be unnecessary.

Initially the force may be divided into four components:

(1) Two police officers and the six housing guards will work together in the A. Harry Moore project. They will take over a police substation located in one of the buildings. The guards are essentially a deterrent force; each will be equipped with a walkie talkie and should trouble arise they will be directed to call their police supervisors for assistance. The lieutenant and sergeant will have their office at the police facility in the project.

(2) The other three forces will share the EEA guards and each will have two police officers assigned to it. Two of these forces may be permanently assigned to the remaining hi-rise projects: Currie Woods and Montgomery Gardens. The last group will be mobile and able to patrol the grounds of the other projects. For the most part the EEA guards will work in pairs. Each pair will have a walkie talkie. This will enable them to summon their police supervisors should the need arise and will also enable the police to better supervise the guards. Again, it must be stressed that the eventual optimum deployment of this force will be determined by Newman's study and the implementation of design modifications and improvements with "modernization" funds.

### III

Community relations will be a paramount concern of this force.

A representative will attend all Tenant Council meetings in projects where the force operates. There will be a close liaison with the new neighborhood police-community relations program operating in the project area. This program is described in a separate application now being processed. A representative of the housing security force will attend the police-community council meetings for the neighborhood. Where possible these meetings might occasionally occur in a housing project.

At this point the police department is considering plans to establish a true "team police" program in a demonstration neighborhood. An area encompassing several projects is receiving serious consideration.

These guards will not be armed with nor allowed to carry guns, knives, or any other such weapons.

Another important feature of this program is that it will be used to help minority group members qualify for the regular police force. The police department will make every effort to assist the EEA guards to meet the civil service requirements for police officers. For instance the men will be encouraged to secure a high school equivalency degree and also will be coached prior to the civil service test.

### IV

The most significant aspect of this program will be the preparation of a study by the Center for Residential Security Design headed by Oscar Newman. The purpose of this study will be to suggest design improvements to the projects themselves which will upgrade security. These designs will also enable guards to operate more effectively. Suggestions will be made as to how security guards can be most effectively employed. The Department of Housing and Urban Development will be requested to provide modernization funds to implement the suggested improvements.

Security guards working at public housing sites can be deployed in a number of ways, e.g., as doormen; as stationary guards in a central police hut; or as patrol guards. They can also make use of different types of electronic equipment. To a large extent the design of the buildings and grounds determines the most effective deployment of security guards and use of equipment. The study proposed in this program will examine the physical design of each housing site suggesting improvements and fitting the use of men and equipment to the individual site.

### PROJECT MANAGEMENT

As indicated, this project will be supervised by the Jersey City Police Department. The Jersey City Housing Authority will give its full and complete cooperation.

The project director, Capt. Raymond Blazack will report directly to the police chief.

The guards in this program will report to the patrolmen supervising their unit.

#### PERSONNEL

At present 19 of the 21 EEA guard positions are filled. The six housing guards are still to be hired. An active recruiting drive will begin upon approval of this application.

Names and resumes of the police superiors assigned to this project will be supplied upon approval of this application at which time a selection will be made.

#### JOB SPECIFICATIONS

The housing guard positions will be filled by residents with a minimum of two years of high school credit between the ages of 21 and 31 years old. A special effort will be made to attract black citizens since the area in which they will work is largely populated by blacks.

#### PARTICIPATING AGENCIES

- (1) The Jersey City Police Department.
- (2) The Police-Community Relations Unit.
- (3) The Jersey City Housing Authority.

#### EVALUATION

Crime in the housing projects is grossly underreported. Therefore, any evaluation based on this reported rate could prove misleading. Actually, if this program is successful and more residents begin to have confidence in the police the reported crime rate should go up.

A thorough evaluation can be conducted by surveying residents of the housing projects. Questionnaires will be designed to determine whether residents do live more safely as a result of this guard force. Special attention will be paid to the senior citizens living in these projects; these people are frequently the victims of serious crime. "Work-study" students will be used to conduct surveys.

A decrease in the cost of damage resulting from vandalism will also be, to some extent, an indicator of the success of the program.

Hopefully this program may also interest minority group members in police work. Success or failure in this area will be easy to observe.

Part of the community relations effort will be directed at influencing some of the young drug addicts residing in these projects to enter a treatment program. This will be another observable index of success.

#### ALTERNATIVE METHODS

The alternative which high police officials here believe to be the only solution, is to hire 50 additional regular policemen to patrol these projects. Such a program would cost approximately \$800,000.00.

Another solution suggested only half in jest is the activation of the National Guard.

The solution to the police problem in these projects will not be found in SLEPA grants nor in the Jersey City Police Department. Local police, even with some federal assistance, should not be held responsible for enormous police problems resulting from the concentration of underprivileged citizens in uncivilized housing. The Department of Housing and Urban Development is responsible for the housing projects. HUD should assume responsibility for providing security within the projects.

#### ASSUMPTION OF COSTS

Hopefully, HUD will recognize an increased responsibility in this area. If not, revenue sharing may be the eventual source of funds.

APPLICANT JERSEY CITY—ATTACHMENT 2  
SECTION A—ITEM 13. BUDGET DETAIL (ESTIMATE)

Cost element	Percent of time	Current annual salary	SLEPA (Federal) share	In-kind, State, local, other	Cash match		Project total
					State, local, other	State buy-in provision (starting fiscal year 1973)	
<b>A. Salaries and wages:</b>							
1. Regular law enforcement personnel (see instructions):							
Position:							
1 police captain.....	25	\$17,419		\$4,355			
1 police lieutenant.....	100	15,317		15,317			
8 police patrolmen.....	100	11,112	\$44,448	44,448			
Fringe benefits.....			(12,060)				
2. All other staff:							
Position:							
6 housing guards.....	100	7,500	45,000				
21 EEA guards (funded under another Federal program).....	100						
Subtotal, salaries.....			89,448	64,120			153,608
Subtotal, fringe benefits.....			12,060				
Fringe benefits at 20 percent.....			9,000				21,060
Total salaries.....			110,508	64,120			174,668
<b>B. Consultants:</b>							
1. Individual consultants (list by individual or type with fee basis and amount of time devoted).							
2. Contracting or service organizations and associations (list each by type with fee basis and amount of time devoted.)							
(a) Stevens Institute of Technology psychological testing service.....							
			350				
(b) Center for residential security design—Oscar Newman 10 to 15 days \$2,500; Barry Hersh 30 to 35 days \$2,000; 2 research associates 40 days each \$4,000. There are additional costs for overhead, secretary, travel and printing.....							
			15,000				15,350
Total consultants.....			15,350				
<b>C. Travel, transportation, subsistence (itemize).</b>							
<b>D. Office supplies, postage, printing, etc. (itemize).</b>							
Total office supplies.....							
<b>E. Facilities, office space, utilities, equipment rental (itemize).</b>							
Total facilities.....							
<b>F. Equipment (itemize):</b>							
1 police van with radio.....			4,500				
Uniforms and equipment for 6 guards at \$175.....			1,050				
25 Walkie talkies at \$900.....			22,500				
Total equipment.....			28,050				28,050
<b>G. Indirect costs.</b>							
Total indirect.....							
Total projects costs.....			153,908	64,120			218,068



BUDGET EXPLANATION

A. The fringe benefits paid to the police officers who make up the local matching funds are not included since they are not necessary.

The cost of fringe benefits for each police officer amounts to \$3,015. per year:

Pension (15 percent).....	\$1, 666. 00
Uniform allowance.....	300. 00
Health insurance.....	471. 00
Social security (5.2 percent).....	578. 00
<b>Total.....</b>	<b>3, 015. 00</b>

The benefits for the housing guards will include social security and health insurance.

B. An MMPI will be administered to each candidate for a housing guard position prior to employment. These tests will be scored and evaluated at \$15.00 each. Should this test reveal potential deviance provision has also been made for a full battery of testing by Stevens Institute in several cases.

F. Uniforms and Equipment for Guards:

2 short-sleeve shirts.....	\$14. 00
2 long-sleeve shirts.....	14. 00
Pants (summer).....	18. 00
Pants (winter).....	25. 00
Badge.....	7. 50
Tie.....	2. 00
Whistle and chain.....	2. 00
Flashlight.....	3. 00
Raincoat.....	20. 00
Hat.....	7. 00
Topcoat.....	50. 00
<b>Total.....</b>	<b>162. 50</b>

Walkie-talkie: One for each housing guard (6); one for each patrolman (8); and one for every pair of EEA guards (11); total, 25.

The van will provide the guard force with some mobility. This will enable a group of guards to cover more than one project in a single tour.

ATTACHMENT 3

STATE OF NEW JERSEY, SLEPA NONSUPPLANTING CERTIFICATION

Name and Address of Sub-Grantee: City of Jersey City; Date: August 4, 1972  
 City Hall, 280 Grove St., Jersey City, N.J.

The mayor of Jersey City herewith certifies that Federal funds (will be) used to increase State and/or local funds that would, in the absence of such federal aid, be made available for law enforcement and administration of criminal justice, and that expenditures for law enforcement and administration of criminal justice, for the period August 1972 to August 1973 will be or were at least as great as for the preceding year plus the average annual increment in such expenditures for the past (X) two ( ) three ( ) four ( ) five years.

(Detail below the prior annual expenditures and the current budgeted amounts for law enforcement and administration of criminal justice. Use the number of base years checked above)

19_____	19_____	19_____	1971	1972	Current.
\$_____	\$_____	\$_____	\$12,417,000	\$12,892,000.	

By (Signature) \_\_\_\_\_ Title: Mayor \_\_\_\_\_

SECTION B

1. Authorization to proceed with this law enforcement project is requested.
2. Acceptance of conditions—The undersigned agrees, on behalf of the applicant agency, that:
  - (a) It is expressly agreed that this project will meet the requirements of the Omnibus Crime Control and Safe Streets Act of 1968 (P.L. 90-351, Stat. 197) as

amended by the Omnibus Crime Control Act of 1970 (P.L. 91-644, 84 Stat. 1880) hereafter referred to as the Act, and all administrative regulations established by the Federal Law Enforcement Assistance Administration (LEAA) and the New Jersey State Law Enforcement Planning Agency (SLEPA).

(b) The subgrant award shall be subject to and will be administered in conformity with the (i) General Conditions Applicable to Administration of Grants under the Act, (ii) Conditions Applicable to the Fiscal Administration of Grants under the Act and (iii) Any Special Conditions contained in the grant award.

(c) The subgrant award may be terminated or fund payment discontinued by the State Law Enforcement Planning Agency when in its opinion a substantial failure to comply with the provisions of the Act or any regulations (SLEPA or Federal) promulgated thereunder, including these subgrant conditions has occurred.

(d) In addition, the subgrant may be cancelled under the following conditions:

(i) If a project has not commenced within 60 days after the acceptance of the grant award, the subgrantee will report by letter the steps taken to initiate the project, the reasons for delay, and the expected starting date.

(ii) If, after 90 days after acceptance of the award the project is not operational, a further statement on implementation delay will be submitted by the subgrantee to SLEPA. Upon the receipt of the 90-day letter SLEPA may cancel the project, and redistribute the funds to other project areas. SLEPA, where warranted by extenuating circumstances, may request approval from the LEAA Regional Office to extend the implementation date of the project past the 90 day period.

(e) Reports shall be submitted at such times and in such form as may be prescribed by SLEPA including monthly financial reports, quarterly narrative reports, interim evaluation reports and final financial and narrative reports.

(f) Applicants will make available and expend from non-federal sources as needed, adequate resources for meeting matching requirements as specified in the Act.

(g) Where activities supported by this grant produce original books, manuals, films or other copyrightable material, the grantee may copyright such, but SLEPA reserves a royalty-free, non-exclusive and irrevocable license to reproduce, publish, and use such materials, and to authorize others to do so. SLEPA also reserves the right to require the grantee not to publish, and the grantee thereupon shall refrain from publishing, any material, whether copyrighted or not, that SLEPA shall designate. However, such right shall not be exercised unreasonably. Any publication by the grantee shall include, on the title page, a standard disclaimer of responsibility by SLEPA for any opinions or conclusions contained therein.

(h) If any discovery or invention arises or is developed in the course of or as a result of work performed under this grant, the grantee shall refer the discovery or invention to the SLEPA, which will determine whether or not patent protection will be sought, how any rights therein, including patent rights, will be disposed of and administered, and the necessity of other action required to protect the public interest in work supported with federal funds, all in accordance with the Presidential Memorandum of October 10, 1963, on Government Patent Policy.

(i) Discrimination will be prohibited in that:

(1) No person shall, on the grounds of race, creed, color or national origin, be excluded from participation in, be refused the benefits of, or be otherwise subjected to discrimination under grants awarded pursuant to the Act or under any project, program or activity supported by this grant. The grantee must comply with the provisions and requirements of Title VI of the Civil Rights Act of 1964 and regulations issued by the Department of Justice and the Law Enforcement Assistance Administration thereunder as a condition of award of federal funds and continued grant support. As required by Section 518(b) of the Act, this grant condition shall not be interpreted to require the imposition in grant-supported projects of any percentage ratio, quota system, or other program to achieve racial balance or eliminate racial imbalance in a law enforcement agency.

(2) There shall be no discrimination against any employee engaged in the work required to produce the services covered by this subgrant or against any applicant for such employment because of sex, race, creed, color, national origin or ancestry. This provision shall include, but not be limited to the following: employment upgrading; demotion; transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training including apprenticeship.

(3) The parties to this subgrant do hereby agree that the provisions of N.J.S.A. 10:2-1 through 10:2-4, dealing with discrimination in employment on public contracts, and the Rules and Regulations promulgated pursuant thereto, are hereby made a part of this sub-grant and are binding upon them.

(j) Title to property acquired in whole or in part with grant funds in accordance with approved budgets shall vest in the grantee subject to divestment at the option of SLEPA (to the extent of LEAA contribution toward the purchase thereof) exercisable only upon notice within 90 days after the end of the grant period or termination of the grant. Grantees shall exercise due care in the use, maintenance, protection and preservation of such property during the period of project use.

(k) No contract or agreement may be entered into by the grantee for execution of project activities or provision of services to a grant project (other than purchase of supplies or standard commercial or maintenance services) which is not incorporated in the approved proposal or approved in advance by SLEPA. Any such arrangements shall provide that the grantee will retain ultimate control and responsibility for the grant project and that the contractor or subgrantee shall be bound by these grant conditions and any other requirements applicable to the grantee in the conduct of the project.

(l) Except as specifically approved in writing by the State Law Enforcement Planning Agency, expenditures for planning services and assistance by non-governmental agencies under contract may not exceed 33½ percent of total allowable project expenditures and will comply with applicable State policy and procedures concerning contract procurement.

(m) Procedures will be established which assure proper disbursement of, and accounting for grant funds and required non-federal expenditures (if any) that meet the requirement of the State of New Jersey to the federal government as specified in the Act.

(n) Accounting procedures provide for an accurate and timely recording of receipt of funds by source, of expenditures made from such funds, and of unexpended balances. Controls will be established which are adequate to ensure that expenditures charged to subgrant activities are for allowable purposes and that documentation is readily available to verify that such charges are accurate. All required records will be maintained until an audit is completed and all questions arising therefrom are resolved, or five (5) years after completion of a project, whichever is sooner.

(o) All payments made to the sub-grantee under this grant will be recorded by the subgrantee in accounting records separate from all other fund accounts, including funds derived from other grant awards. Amounts paid shall be available for expenditure by the sub-grantee in accordance with the provisions of the sub-grant throughout the project period subject to such conditions as the State Law Enforcement Planning Agency may prescribe.

(p) Funds granted may be used only for the purposes required to carry out the approved project and identified in the approved project budget. Except when specifically approved in writing by the State Law Enforcement Planning Agency, funds transferred between budgetary categories may not exceed 10 percent of total allowable expenditures.

(q) All interest or other income earned by the grantee with respect to grant funds or as a result of conduct of the grant project (sale of publications, registration fees, service charges on fees, etc.) must be accounted for. Interest on grant funds must be returned to LEAA by check payable to the United States Treasury, and other income should be applied to project purposes or in reduction of project costs; *provided, however*, that if the grantee is a unit of government, the grantee shall not be accountable for interest earned on grant funds pending their disbursement or actual application for project purposes.

(r) All income from other sources, such as contributions, donations or funds from other grant programs, must be accounted for and reported to the Agency.

(s) With respect to indirect costs charged by local government subgrantee, as an in-kind match, no charges on the basis of previously established fixed rates or negotiated lump sum amounts may be allowed without prior submission to any approval by LEAA, except that flat amounts not in excess of 10% of direct labor costs or 5% of total projects costs may be allowed by SLEPA as a predetermined rate based on general experience with respect to minimum overhead support levels required for governmental agency operation. (Where flat rates are accepted in lieu of actual indirect costs, subgrantees may not also charge expenses normally included in overhead pools, e.g., accounting services, legal services, building occupancy and maintenance, etc., as direct costs.)

(b) Grant funds may not, without advance written approval by the SLEPA be obligated prior to the effective date or subsequent to the termination date of the grant period. Obligations outstanding as of the termination date shall be liquidated within 90 days. Such obligations must be related to goods or services provided and utilized within the grant period.

(u) Funds that remain unobligated at the end of the Fiscal Budget Period shall be returned to SLEPA within sixty (60) days after the end of such budget period.

(v) SLEPA or any of its duly authorized representatives, shall have access for purpose of audit and examinations to any books, documents, papers, and records of the grantee, and to relevant books and records of sub-grantees and contractors, as provided in Section 521 of the Act.

(w) Subgrant expenditures must be reduced by applicable credits which refer to those receipts or reduction of expenditure-type transactions which offset or reduce expense items allocable to grants as direct or indirect costs. Examples of such transactions are: purchase discounts; rebates or allowances, recoveries or indemnities on losses; sale of publications, equipment and scrap; income from personal or incidental services; and adjustments of overpayments or erroneous charges.

Applicable credits may also arise when Federal funds are received or are available from sources other than the grant program involved to finance operations or capital items of the grantee. This includes costs arising from the use or depreciation of items donated or financed by the Federal Government to fulfill matching requirements under another grant program. These types of credits should likewise be used to reduce related expenditures in determining the rates or amount applicable to a given grant.

(x) Prior written approval will be obtained from SLEPA for major project changes. These include:

(a) changes of substance in project activities, designs or research plans set forth in the approved application.

(b) changes in the project director or key professional personnel identified in the approved application.

(c) changes in the approved project budget as specified in the preceding condition.

(y) The applicable sections of the Hatch Act (Title V, Chapter 15, Section 1501) pertaining to the political activities of certain State and local employees shall be adhered to.

(z) The conditions for grant assistance to any applicant, when an award is made and grant funds are accepted thereunder, will become a binding contractual commitment of the subgrantee. The applicant should satisfy itself that it has read, understands, and is willing to comply with these grant conditions and the rules and regulations incorporated therein concerning administration of grants established by the Law Enforcement Assistance Administration and the State Law Enforcement Planning Agency.

## APPENDIX D

### FINAL REPORT, NATIONAL CAPITAL HOUSING AUTHORITY, BUILDINGS FOR THE ELDERLY, MAY 1, 1972

LEGAL RESEARCH AND SERVICES FOR THE ELDERLY,  
*Washington, D.C., July 27, 1972.*

DEAR SENATOR WILLIAMS: I am writing on behalf of the Advisory Committee on Housing for the Elderly to Mayor Walter E. Washington of the District of Columbia in lieu of personally appearing before your committee at the hearings scheduled for July 31-August 2 of the Senate Special Committee on Aging.

Attached hereto is a report submitted by our committee to Mayor Washington on May 1, 1972, for inclusion in the record. The sixteen page report surveys the thirteen public housing projects for the elderly located in Washington, D.C., and in addition contains an individual analysis of each building.

Of particular interest to the proceedings of the hearing, the report contains seven recommendations covering security in the projects surveyed.

The advisory committee is composed of sixteen citizen members, fourteen of whom are senior citizens. Several live in public housing. The survey was conducted in order to identify problems confronting elderly public housing tenants relating to management, maintenance, and site selection. The committee also studied the provisions of health, recreational, social and other services. Recommendations in all areas are contained within the report.

We believe this is the first time elderly citizens of any community have ever thoroughly investigated, analyzed and critiqued all public housing projects in a major city of the United States. Committee members interviewed each public housing manager, leaders of the tenant councils of each building and many of the residents. The survey was conducted with the cooperation and approval of Mr. James Banks, the Mayor's top advisor on housing and the management of the National Capital Housing Authority.

The discussion and recommendations relating to security are contained on pages 474-475 of the report. I would particularly like to call your attention to the documented need for round the clock guard service to prevent vandalism and physical attacks on elderly residents of high crime sections of the city; the acute need for security devices such as window bars, peep-holes, and chain locks; and the suggestion that guards carry a portable buzzer so that their services will be available at all times to the tenants.

If any additional information is desired, the committee would be happy to respond. We deeply appreciate the excellent work of the Senate Committee and the inspired leadership you provide.

Very truly yours,

DAVID H. MARLIN.

#### A REPORT FROM THE MAYOR'S ADVISORY COMMITTEE ON HOUSING FOR THE ELDERLY

Since December 9, 1971, members of the Mayor's Advisory Committee on Housing for the Elderly (the Committee) have been surveying the thirteen public housing projects for the elderly in Washington, D.C. The survey was undertaken with the approval and active cooperation of the National Capital Housing Authority (NCHA), the public housing agency for the District of Columbia. The purpose of the survey has been to identify problems of management, maintenance and site selection of NCHA buildings for the elderly; to study the provision of health, recreational, social and other essential services; to determine whether government authorities are providing adequate planning and coordination of services so that they are available to elderly tenants; and to make recommendations based on the information received during the survey.

As of May 1, 1972, interviews with managers and tenant councils have been completed in the following twelve buildings: Capitol View, Claridge Towers, Fort Lincoln, Garfield Terrace, Harvard Towers, Horizon House, Judiciary House, Kentucky Courts, LeDroit, Potomac Gardens, Regency House and Sibley Plaza. The survey of Carroll Apartments, the other NCHA project for the elderly, has not been completed.

Claridge Towers, Garfield Terrace, Potomac Gardens, Fort Lincoln and Regency House each contain a health clinic. The services provided at the clinics have been analyzed following interviews with clinic personnel and tenants.

Part I of this report contains 31 specific recommendations to NCHA pertaining to maintenance, fire safety, security, community services and health. Part II consists of 10 recommendations to NCHA regarding coordination of programs for the elderly and suggestions for future action. The final section, Part III, contains reports covering the individual NCHA projects and clinics as prepared by the Committee interviewers. Each report contains specific recommendations to improve that housing unit.

The Committee acknowledges the dedication and contributions made by NCHA management and staff to improve the life of the city's elderly public housing tenants. We have already seen certain changes in NCHA policy and practices that will increase its efficiency and better the lives of senior citizens. Many of the changes have come as a direct result of the survey. We anticipate working with NCHA to obtain many more improvements.

## I. PUBLIC HOUSING REPORT AND RECOMMENDATIONS

### A. Maintenance

1. Maintenance of apartment projects and individual apartments is unsatisfactory. In every building visited, tenants complained about the lack of adequate maintenance:

(a) There are long delays in obtaining repairs.

(b) The lobby, corridors, and recreation-room areas are unclean in some buildings.

(c) Corridors and stairwells are poorly lit.

(d) Replacement parts are frequently unavailable, particularly for repairs of plumbing, heating and electric fixtures.

2. Typical complaints relate to malfunctioning kitchen appliances, plumbing problems such as non-functioning showers and dripping sinks, necessary caulking, plastering and painting, and stuck doors and windows.

3. There are not enough NCHA maintenance employees to service elderly projects.

4. Many maintenance employees lack the necessary skills to perform repairs and are poorly supervised.

5. Project managers frequently do not follow through to see that repairs are performed to the satisfaction of tenants.

## RECOMMENDATIONS

1. More maintenance personnel should be hired until there is a better ratio of maintenance staff per apartment units. NCHA should have janitorial staff in each building to quickly handle small repairs.

2. NCHA should review its maintenance staff to ensure they are qualified and are working to the limit of their capacity, and should assume firm supervisory control over the private companies that are awarded maintenance contracts.

3. There should be a grievance committee created in every public housing project to resolve disputes between tenants and the manager as to whether repairs are needed, whether they are made in a reasonable time and whether they are satisfactorily performed.

4. NCHA should assign someone in headquarters to receive complaints from tenants that cannot be resolved within the project.

5. NCHA should explore methods of providing elderly and handicapped tenants with services not needed by other residents, e.g., running errands, installing light bulbs, carrying heavy packages, cleaning. One possibility is to hire students from neighboring public schools or employ members of the Neighborhood Youth Corps.

6. As funds are available, additional contracts with private companies to perform cleaning services should be negotiated.

7. Apartments should be painted by NCHA for elderly tenants every three years.
8. Tenants are asked to keep trash and garbage in their apartments until it is collected three times per week. This is an unsanitary practice. Refuse should be removed in apartments daily and stored in a special area.

### *B. Fire safety*

The Committee was disturbed to find that in NCHA-managed buildings there are no fire drills, there are no written instructions for tenants regarding fire procedures and/or fire safety regulations, there are no charts or diagrams showing tenants which exists they should use in case of fire, and there have been no visits from a fire marshal to NCHA-managed buildings for the elderly within the last year. Finally, no special provisions have been made for the safety of handicapped tenants.

Tenants were universally confused about what they were expected to do in case of fire. Frequently, tenants within the same building assumed they were to proceed in widely differing ways in the event of fire. Further, while buildings have fire extinguishers located on each floor, most tenants had not been instructed in their use.

This lack of attention for the safety of elderly tenants can have the most serious consequences for the tenants and lead to charges of gross neglect on the part of management, staff, and NCHA personnel alike.

The Committee strongly urges that NCHA immediately implement the following recommendations regarding fire procedures:

1. NCHA should contact the fire marshal in each district where buildings for the elderly are located, to arrange for the following:
  - (a) The marshal should regularly instruct tenants on a floor-by-floor basis concerning fire safety procedures. Tenants should be helped to understand exactly how they are to proceed in case of fire, how to work fire extinguishers and which exits to use.
  - (b) The fire marshal should clearly outline correct fire procedures and fire drills with the manager of each building.
  - (c) All handicapped tenants should be given individual instruction about how they should proceed in the event of fire.
2. Upon entering a building, every new tenant should be instructed verbally and in writing about fire procedures.
3. Written instructions on fire procedures should be printed for every tenant in every building. These instructions, written in large print and simple language, should be fastened to the back of each apartment door.
4. There should be a chart posted on every floor indicating which exits should be used by tenants in an emergency.
5. Tenants should be given a booklet, or paper, which discusses fire safety and offers suggestions on how to guard against fire hazards. Tenants should be reminded of fire precautions periodically by regular (two times per year) visits from the fire marshal.

### *C. Security*

Certain projects are located in high crime areas, for example, Garfield Terrace, at 2301 11th Street, N.W.; LeDroit, at 2125 4th Street, N.W.; and Capitol View, at 5901 East Capitol Street, S.E.

Other hazards to elderly tenants are created by the proximity of NCHA elderly buildings to buildings which house large numbers of children. Tenants at Sibley Plaza, for example, fear juveniles who live in the adjacent building. These youngsters, who share the recreation room with elderly residents, are boisterous, unruly and monopolize the elevators and laundry facilities.

Coordination is lacking, as well, between the private companies contracted to provide guards and NCHA management and administrative personnel. It appears that guards receive little supervision from either the contracting company or NCHA. Both management and tenants suffer.

Tenants have expressed dissatisfaction with the quality of NCHA guards in several buildings. Reports from Horizon House, Harvard Towers, Fort Lincoln, Sibley Plaza and Judiciary House suggest that some guards may not be carrying out their duties.

## RECOMMENDATIONS

1. The number of guards on duty in NCHA buildings should be increased, as should the quality of guard service.
2. Guards, whether District employees or employed by private contractors, should receive instructions both verbally and in writing from the manager regarding the specifics of their job in each apartment building. The manager, in addition to any supervision supplied by the contracting company, should supervise guards.
3. All NCHA housing for the elderly buildings should have window bars on apartments that can be reached from the ground.
4. All the apartment doors in NCHA housing for the elderly buildings should have peepholes and strong locks.
5. All NCHA housing units for the elderly should have guards on duty round-the-clock. At a minimum, there should be guards on duty 24 hours a day in the following buildings which are located in particularly hazardous neighborhoods and are not well-equipped to prevent unauthorized persons from entering: Garfield Terrace, Harvard Towers (at front desk), LeDroit, Horizon House, Potomac Gardens and Sibley Plaza.
6. Guards should carry a portable buzzer, similar to those used by doctors who are on call, so that they can be notified when their services are needed by tenants or at the front door.
7. Emergency telephone numbers for contracting the police and fire departments should be typed on gummed paper and attached to the telephone of every tenant.

*D. Availability of services*

When locating public housing for the elderly, as Fort Lincoln has demonstrated, it is important that consideration be given to the availability of necessary shops and services. Senior citizens require easy access to supermarkets, drugstores, health clinics, dental clinics, churches, banks, social and legal services, vocational and educational facilities, and recreation. When such services are not conveniently available, transportation should be readily available.

Several housing units—Harvard Towers, Capitol View, LeDroit, Sibley Plaza and Fort Lincoln—are not located within comfortable walking distance of shopping areas.

While there are private buses available to tenants for specific kinds of activities (e.g., model cities bus, recreation department bus, D.C. General minibus), what seems most indicated is portal-to-portal transportation to and from supermarkets and drugstores, and to and from medical appointments.

## RECOMMENDATIONS

1. Buildings for the elderly should be located in areas where street crime is low.
2. Housing for elderly residents is unsuitable unless supermarkets, drugstores, banks, health and dental clinics, churches, education and vocational facilities, and recreation are accessible.
3. NCHA should provide portal-to-portal transportation to shopping facilities and clinics two times per week for residents of the following buildings: Harvard Towers, Capitol View, LeDroit, and Sibley Plaza.

*E. Health*

The provision of medical and dental services is of crucial importance to elderly persons. The Committee discovered that many elderly tenants living in NCHA buildings do not receive necessary medical and dental services.

There are not enough health department clinics in NCHA buildings. NCHA leases space to the Community Health and Hospital Administration (formerly called the Health Department) for health facilities in public housing. The clinics located at Fort Lincoln, Claridge Towers, Garfield Terrace and Regency House are primarily for geriatric patients. The fifth clinic, at Potomac Gardens, serves as a community health center. *None* of these clinics has facilities for dental care. Although many elderly residents can travel to clinics and private doctors, others cannot. Tenants in the other buildings, particularly Capitol View, Judiciary and Harvard Towers, need a clinic.



Three clinics, at Claridge Towers, Regency House and Fort Lincoln, need a full-time doctor. Fort Lincoln and Regency House have physicians on duty only a few hours per week.

NCHA and the Community Health and Hospital Administration do not meet to discuss the provision of health services for tenants of public housing; nor is there a formal procedure for requesting that a health clinic be located in a particular building. Thus, requests for clinics do *not* reflect the medical needs of elderly tenants.

The NCHA procedure for admission to public housing involves securing a statement from a private physician that the applicant is capable of living independently. However, some private physicians indiscriminately sign this statement. The result is that some elderly tenants are admitted who are unable to take care of their personal needs at the time of admission and, in fact, become progressively less able to do so. These persons are denied the kind of health care they require and are burdensome to other tenants living in the building.

#### RECOMMENDATIONS

1. A committee of health specialists, including representatives from the Community Health and Hospital Administration, should be appointed to examine the provision of medical, dental and psychological services in NCHA buildings. The experts should report to the Committee, to the Community Health and Hospital Administration and to NCHA concerning what services are needed and how they should be provided.
2. All medical clinic vacancies should be filled immediately and clinics opened at Judiciary, Capitol View and Harvard Towers.
3. There should be more communication by way of regularly scheduled meetings between health clinic personnel and NCHA managers whose buildings are served by the clinic. In addition, there should be regularly scheduled high-level meetings between NCHA and the Community Health and Hospital Administration.
4. All new tenants should receive a medical examination by Public Health Department personnel rather than private physicians to determine their capacity to live independently in NCHA buildings. There should be a continuing review of this initial screening.
5. Records of the medical, dental and psychological status of each tenant should be on file in the manager's office. If a person is suddenly taken ill, these records should be transported with the patient to a hospital.
6. Any tenant transported by ambulance to a hospital should be accompanied by someone designated by the manager to assist the patient in receiving treatment. This designated person would have a copy of the patient's medical record to give to the examining doctor at the hospital.
7. NCHA should designate someone to be available to tenants in each building on a 24-hour basis in case of emergency.
8. The manager or management aide in each building should conduct an initial screening of each new tenant to determine whether he is receiving all the benefits to which he is entitled (e.g., food stamps, medicaid, medicare, old age assistance) and all the services he needs (e.g. homemaker, counseling and education).

#### II. COORDINATION OF PROGRAMS AND FUTURE PLANNING

The Committee was alarmed by the overall lack of coordination between those agencies providing services to the elderly and the National Capital Housing Authority.

The Community Health and Hospital Administration (formerly called the Public Health Department) provides medical, nutritional and social work services to tenants in NCHA buildings. The Department of Human Resources provides casework, food stamps and financial assistance to the elderly (Old Age Assistance, General Assistance, Aid to the Blind and Aid to the Permanently and Totally Disabled, as well as medicaid payments). The Social Security Administration does out medicare and social security payments. Homemaker services are provided by a private social agency. The Urban League has a federal contract to sponsor a hot lunch program. The Visiting Nurse Association sends nurses to the apartments of tenants who require this service. Yet, there is a persistent lack of communication and coordination. In some cases, there is open hostility between these organizations.

The result is a diffusion of services, often a disservice to elderly persons in need of assistance. Responsibility for assessing each elderly resident as a total individual, determining that services are needed, and coordinating and monitoring the provision of services should rest with NCHA.

#### RECOMMENDATIONS

1. Every effort should be made to reinstate a feeling of community among elderly residents who have been uprooted from their old, familiar neighborhoods. Tenants should be helped to organize their own committees and to designate residents to perform services for one another—services which cannot be provided by NCHA or community programs. For example, in addition to a system of floor captains to monitor the health of tenants, residents might organize a system of friendly visitors to provide personal care, beauty care, group lunches or to run errands for one another. NCHA staff members should assume responsibility for coordinating this effort.

2. Managers should assume more personal responsibility for an elderly tenant's total welfare; that is, his social, physical and emotional well-being. When tenants feel a commitment on the part of NCHA, they will be more cooperative toward management and toward each other.

3. In addition to a grievance committee, composed of NCHA staff and residents in every building (see Part I3), there should be a tenant advisory board in every building which may be composed of executive board members of the tenants council. The board should meet with management on a regular basis.

4. Because of the relative success of private management at Capitol View and Sibley Plaza, this arrangement should be encouraged.

5. There should be an in-service training program conducted by experts in the field of aging for managers and management aides. The National Association of Housing and Redevelopment Officials published a manual entitled "Management of Public Housing for the Elderly," which could serve as a guideline.

6. There should be precisely written job descriptions for all personnel serving NCHA buildings.

7. There should be regularly scheduled high-level conferences between NCHA and all offices that provide services to residents of buildings for the elderly, including the Department of Human Resources and its components, the Community Health and Hospital Administration, and the Recreation Department.

8. There should be an immediate review by representatives of NCHA and the Mayor's Advisory Committee on Housing for the Elderly of the following problems:

(a) Screening procedures for residents. Many elderly persons who are not able to live independently are being admitted to NCHA buildings. In addition, there should be continuing review of a tenant's physical and mental health.

(b) The policy of housing persons with physical and mental handicaps together with elderly persons.

9. The possibility of securing regular psychiatric treatment for more residents of NCHA elderly buildings should be explored with community mental health clinics and with St. Elizabeths Hospital.

10. The assignment of a social worker to each housing project. The social worker would be responsible for the following:

(a) Insuring that all residents receive benefits to which they are entitled, e.g. medicaid, medicare, social security, old age assistance, food stamps, medical and dental services.

(b) Being a liaison between tenants and managers.

(c) Counseling individual tenants and their families.

(d) Helping find placements for tenants who are no longer able to live independently, and following through to insure that these former tenants receive proper care.

11. NCHA should work together with representatives of the Mayor's Advisory Committee on Housing for the Elderly to seek further funding for programs for the elderly in NCHA buildings. There is funding available through such federal agencies as the Administration on Aging, Law Enforcement Assistance Administration, and the Department of Transportation for programs which would be beneficial to elderly tenants. The following efforts should be made:

(a) The Nutrition for the Elderly Act has been signed into law and guidelines are being developed by the Administration on Aging. It will be administered under Title VII of the Older Americans Act through the state agencies

on aging and will provide group meals and home-delivered meals to persons 60 years and older. The D.C. Office of Services to the Aged should be immediately contacted in regard to instituting this program in public housing.

(b) The fiscal year 1973 funding of the Administration on Aging has been tripled. Under Title III of the Older Americans Act, such programs as sheltered workshops, employment counseling, educational programs, home health care and paraprofessional management training programs for residents might be developed and made available to public housing tenants.

(c) The Law Enforcement Assistance Administration has money to fund pilot projects to promote safety in public housing. The LEAA agency which administers grants in the District of Columbia is the Office of Criminal Justice Plans and Analysis. Funding proposals may be submitted until Aug. 11, 1972 for 1973 funding.

(d) The Urban Mass Transit Administration of the Department of Transportation funds pilot projects and studies of new approaches to transportation problems. They have funded portal-to-portal transportation services for the elderly in other cities, and would be a likely place to seek funding.

(e) The Department of Housing and Urban Development, in conjunction with the Office of Economic Opportunity, has entered into a contract with the National Corporation for Housing Partnerships to develop a program of training management personnel for housing programs. Entitled the Institute for Housing Management Training, this program has sought to use Washington, D.C. as a site for developing a model program to train managers of housing projects. NCHA should work cooperatively with HUD and OEO to make this plan a reality, thereby providing one mechanism for revitalizing the quality of public housing management.

## APPENDIX E

### RESOLUTION No. 1—THE AMERICAN LEGION

WASHINGTON, D.C., *August 1, 1972.*

DEAR CHAIRMAN WILLIAMS: Enclosed is copy of resolution No. 1 adopted by our National Executive Committee last May instructing The American Legion to support legislation to give eligible veterans, their wives and widows, preference in admission to all senior citizen housing.

Your consideration of the resolution in connection with the hearings you are presently holding on the adequacy of the Federal response to housing needs of the elderly will be appreciated.

I would also appreciate your including the resolution in the record of the hearings.

Sincerely yours,

HERALD E. STRINGER,  
*Director, National Legislative Commission.*

RESOLUTION NO. 1, NATIONAL EXECUTIVE COMMITTEE MEETING OF THE  
AMERICAN LEGION, HELD MAY 3, 1972

Commission: Economic.

Subject: Enact legislation to provide veterans priority for senior-citizen housing.

Whereas there exists an urgent need for senior citizen housing in the United States, and

Whereas many veterans, veterans' wives and widows, are in urgent need of housing, and

Whereas many veterans, veterans' wives and widows, are eligible for senior citizen housing; now, therefore, be it

*Resolved by the National Executive Committee of the American Legion, in regular meeting in Indianapolis, Indiana, May 3, 1972,* That the American Legion support legislation to give eligible veterans, their wives, and widows, top priority in admission to all senior-citizen housing in the United States.

(479)

