

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 8—WASHINGTON, D.C.

AUGUST 2, 1972



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- 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.

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

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ADEQUACY OF FEDERAL RESPONSE TO HOUSING NEEDS OF OLDER AMERICANS

WEDNESDAY, AUGUST 2, 1972

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

The subcommittee met at 10:20 a.m., pursuant to call, in room 4232, New Senate Office Building, Senator Harrison A. Williams, Jr., (chairman) presiding.

Present: Senators Williams and Fong.

Staff members present: William E. Oriol, staff director; John Guy Miller, minority staff director; John Edie, professional staff member; and Janet Neigh, clerk.

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

Senator WILLIAMS. The subcommittee will come to order.

I would like to begin by summing up a few points that have arisen at this hearing thus far.

First, I want to express my deep sense of personal outrage over the conditions that have been described during testimony this week and at our opening hearing on this subject last October.

We have been told—and with ample, heartbreaking documentation—that elderly tenants in private and public housing in many of our big cities are the most vulnerable victims of theft, violence, rowdyism, and outright terrorism.

We have been told again and again that many older persons lock themselves within their apartments night and day, and dread every knock on the door.

We have been told of housing projects in which all tenants fear to use elevators—when, indeed, those elevators are working—because they have good reason to believe they will find themselves facing the knife or the fists of one or more assailants that are lurking there.

We have been told of people who are robbed of their Social Security payments on their way home from the bank, or even inside the bank.

Thus far, we have heard from witnesses representing six cities. Their stories vary only in small details. At least twice we have been told about elderly individuals who have been mugged more than 20 times.

Do we need any more proof that a crisis in crime exists? Do we need any more reason to act on an emergency basis?

My answer to that question is that this subcommittee at least will act on an emergency basis to get the kind of action needed to produce concrete results on the crime issue.

In addition, this subcommittee will consider broader policy questions related to the very future of public housing. Frankly, we must ask whether the public housing program now stands in danger of abandonment, simply because so many problems have become so in-grown, so complex, and so ugly.

My own answer is that public housing must and can be saved. I have visited many projects which are working, and working well. I know of many good ideas that would improve public housing still further.

The question is: Do we have the will to do so, and are we willing to commit the resources needed to deal with present crises while working toward a better future?

We appreciate the continuing interest of Senator Fong. Do you have any statement? This is our closing hearing.

STATEMENT BY SENATOR HIRAM L. FONG

Senator FONG. Mr. Chairman, I have no statement except to say that I regret that I wasn't able to be here on the first day of the hearing due to the fact that I attended the funeral of our colleague Senator Ellender. I was glad that I came here yesterday and I was appalled to listen to the nightmarish and fearful conditions that exist in our housing relative to a person's safety and the protection of property.

I endorse everything which you have said and I hope we will be able to find some solution to help people who are in these housing units so that they can live a peaceful and a protected life there. I know that we can do it if we have the will to do it and I endorse what you say in that we should do it.

Senator WILLIAMS. I certainly appreciate that, Senator Fong.

Congresswoman Louise Hicks from Boston, Mass., is not here at this point. I talked to her on the phone. She shares our concern and, while not here at this moment, I know she wants to have a statement for the record and the record will be made available for a statement or, indeed, if she should come in later, our forum will be available for her testimony.

(See p. 500 for statement by Congresswoman Hicks.)

We turn now to Assistant Secretary for Housing Management, Department of Housing and Urban Development, Mr. Norman Watson.

STATEMENT OF NORMAN WATSON, ASSISTANT SECRETARY FOR HOUSING MANAGEMENT, DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT; ACCOMPANIED BY ABNER SILVERMAN, EXECUTIVE ASSISTANT

Mr. WATSON. Mr. Chairman and members of the committee, I appreciate the opportunity to appear before the subcommittee. I have on my left Mr. Abner Silverman, executive assistant, as well as some other members of my staff in the audience, who are working in various areas of security in the elderly program in housing management.

In accordance with the chairman's request I will speak to the four questions presented in his letter of June 27, to the Department. These four questions are:

1. How do you see HUD's responsibility for providing secure housing relating to the local law enforcement bodies and their responsibility?

2. What do you feel is needed by HUD to make significant improvement in the security problems we face today?

3. What future plans are now under discussion to address these problems?

4. Do you see the need for establishing a separate office to concentrate on security and safety within your Office of Housing Management?

As background to the replies to these questions, let me furnish the following data showing the scope of HUD's involvement in the provision of housing for the elderly.

There are in the low-rent housing program nearly 200,000 units—198,746 exactly—under management specifically designed for the elderly in 4,106 projects; 1,404 of these projects are exclusively for elderly families. Occupancy in the low-rent program generally, consisting of 975,036 units under management, is about 38 percent elderly.

In the other HUD-assisted programs specifically for the elderly there are, under the section 202 loan program, 297 completed projects with 39,724 units, and in the section 231 elderly housing insurance program, insurance in force for 175 projects with 23,862 units.

In the section 236 program of the 2,054 projects with 229,956 units with insurance in force, 175 of the projects with 20,029 units were originally designed for occupancy by the elderly under the section 202 program. Occupancy in all section 236 housing is 15 percent elderly.

There are some 1,688 projects approved for rent supplement with 163,411 units with insurance in force. Approximately 31 percent of all families recently certified for admission to the rent supplemented housing were elderly. These figures that I have quoted to you are as of December 31, 1971.

As you might expect, the exposure of the occupants to risk will vary widely from locality to locality, from neighborhood to neighborhood, and among project types. Minimal exposure to crime probably is found in highrise projects designed exclusively for the elderly in good residential neighborhoods, with good police surveillance and strong tenant organizations. Maximum exposure undoubtedly exists in high-density projects containing a mixture of families by size and age group, located in crime-ridden neighborhoods, built at a time when development cost limitations would permit only the most austere design and construction, and where there is little or no tenant sense of community and mutual support.

Now let me address myself to your first question:

How do we see HUD's responsibility for providing secure housing relating to the local law enforcement bodies and their responsibility?

Our position with respect to this question has been officially promulgated in HUD's circular, HM 7475.6, dated January 18, 1972. We are submitting a copy of this circular to you for the record.*

*See appendix A, item 1, p. 527.

HUD POLICY STATEMENT

HUD recognizes that the local police force has the basic responsibility for the prevention of crime, disorder and vandalism. HUD also recognizes that supplemental protective services may have to be provided because the normal level of police protection is insufficient to control criminal activity.

Let me summarize this policy statement for you.

Section 1 states the purpose of the circular, which is to authorize supplemental protective services under certain conditions.

Section 2 cites the legislative authority for this position contained in the conference report on the Housing and Urban Development Act of 1970, which authorizes the use of operating subsidies to pay for "guard and other costs relating to the physical security of project residents."

Section 3 states that the police force for the locality, not the local housing authority, has the basic responsibility for the prevention of crime, disorder, and vandalism.

Section 4 states where supplemental protective services are needed.

Section 5 states that tenant and community support of efforts to maintain a safe living environment are essential to their success and recommend that plans for supplemental protective services should be developed jointly by the local authority and the tenants, any relevant community civic association, and local officials including the police.

Section 6 enumerates the types and extent of supplemental protective services. These include: resident patrols, watchmen or professional security service uniformed guards, and, in extreme cases of need, the provision of special police officers under the control and direction of the local police department.

Section 7 points out the need for professional advice in the planning and design of security systems and the sources of such advice, viz: professional consultants, local police departments, State planning agencies funded under the Law Enforcement Assistance Act.

Section 8 urges local housing authorities to explore the possible sources of funding assistance. Such sources include foundations, OEO and Labor Department programs, HEW's juvenile delinquency program, and programs of the Department of Justice.

Section 9 points out that, to the extent operating subsidy funds are available, needed supplemental protective services which are primarily for the benefit of project residents may be provided if HUD approval of the expenditure is obtained.

Section 10 advises local housing authorities that certain kinds of security "hardware" may be obtained from General Services Administration supply sources at significant savings.

Section 11 makes clear that supplemental protective service arrangements are for emergency use and are not intended to be continued indefinitely. They should be discontinued as soon as feasible.

The same concepts are applicable to privately owned HUD-insured programs. On July 21, 1971 the Department issued circular HM G 4351.1 entitled "A Guide for the Management of HUD-Insured Multi-family Projects Under Section 221(d)(3) and Section 236."

Section 1. Physical security—page 128 of the guide—states:

One phase of project planning which substantially contributes to tenants' morale and well-being is physical security. Items which help promote a feeling of security include:

- Fence around the project.
- Adequate lighting in hallways, parking areas, and grounds.
- Locked storage areas.
- Peepholes in apartment doors.
- Locked entranceways to highrise units.
- Playgrounds or recreation areas situated away from roads and driveways.
- Resident security patrols.

Security should be increased when rent is collected from the tenants in person at a rent collection office. This may include the employment of an off-duty policeman or trained security officer.

In projects situated in violence-prone areas consideration may be given to an intercom system with the base station in the office or in the security guard office, if night guards are employed. It may also be possible to incorporate a manually operated distress signal in the fire alarm system. In some highrise projects closed circuit TV in the elevators and halls has proved valuable.

A copy of this guide is also submitted to you for the record.* In brief, HUD sees the basic responsibility for security as that of the local governing body and its police force, but HUD recognizes that the sponsor of housing insured or assisted under its program has a responsibility to support and supplement the community's "protective" role to the maximum extent possible.

Your second question was:

What do you feel is needed by HUD to make a significant improvement in the security problems we face today?

There are several basic ingredients needed to achieve improved security. Among them are:

1. Enlightened management attitudes.
2. Tenant responsibility, including support of and cooperation with police or security guard forces.
3. Community interest.
4. Improved design and security equipment.

Some of these factors are less significant in the elderly housing program than in projects for families. As a rule managers of elderly projects evidence concern for the safety and security of the tenants, possibly because they recognize that the elderly are more dependent than others. Elderly tenants generally display a higher degree of responsibility toward the property and their neighbors, and there is much evidence of significantly more community interest in the elderly housing than in family projects.

The incidence of crime in separate elderly projects is minimal as compared to family settings. This is primarily because a large part of the criminal activity in family projects is by tenant against tenant, or outside influences surrounding the project which often are more difficult of detection.

Furthermore, it is easier by far to control access and egress at elderly highrise projects principally because the elderly tend to utilize

*Retained in committee files.

the lobby, even form reception groups to "greet" all visitors, thereby serving in a monitoring capacity, and there are no children running in and out, leaving doors unlocked as an invitation to the criminal.

There is a real need for building security into all HUD-assisted projects, including those provided specifically for elderly occupancy. The most important aspect, from a management point of view, is limiting means of access and egress to the number required to meet local codes and the essential needs of tenants. If strangers or unauthorized visitors are deterred from entering the premises, the incidence of crime in the units is minimized. In highrise elderly housing, crime within the units is generally limited to pilferage. Vandalism of cars in parking lots and purse snatchings in the streets near the buildings are the most common complaints. Certainly muggings do occur, and the elderly are not completely free of heinous assaults.

Hardware and equipment for security, including deadbolt locks, peepholes, window guards, annunciator systems, closed circuit TV, alarm systems, et cetera, are needed and should be provided in the design and construction phases.

To the extent it then becomes necessary to provide any of these items, after construction is completed, the funding availability from operating receipts or residual receipts for the insured programs and from operating subsidy or modernization funds in the public housing program, becomes the critical factor.

Thus, more realistic cost limits and adequate operational funding resources are essential to making significant improvements in at least some of the security problems of the day.

However, "hardware" is not the sole ingredient, nor is an expanded police force. At the annual Law Enforcement Assistance Administration Conference on Law Enforcement Science and Technology held in Washington in May of this year, Dr. William H. Brill, a Federal executive fellow at the Brookings Institution on leave from HUD, gave an address entitled "Security in Public Housing—A Synergistic Approach." A quotation from his paper will contribute to this hearing.

One of the central points that this paper will make is that we must be sensitive to all these factors if we are going to design security systems at the project level that have any hope of success. We must be aware, in particular, of the social characteristics of the residents, their social structure and some of their key life experiences and responses to their environment. It will be argued that the vulnerability to crime of many public housing projects, particularly large projects, does not stem just from design and equipment deficiencies. It is not only a problem of poor lighting, uncontrolled access, poor locks, weak doors and inadequate patrolling, although this may be the case in some projects. The problem of security in public housing also stems from the weak social structure of the residents, the absence of supporting groups, and a lack of interpersonal thrust—all factors that inhibit people from protecting and helping each other.

Given the social as well as physical properties of the environment, and the related vulnerabilities of each, it follows that what is needed is an approach that is aimed at strengthening both these components of the environment. At the project level, this means a mix of improvements, some directed at the hardening of the site, or the target as it is now being called, through design changes and the installation of detection and surveillance equipment, others aimed at increasing the social cohesion of the residents and their stake in this environment, thereby affecting the residents' willingness and capacity both to resist unwanted intrusion and to apply social sanctions and controls to members of their own community.

In your third question, you have asked:

What future plans are now under discussion to address these problems?

A HUD guide is being drafted on the subject of security—protective services—in the management of HUD-assisted multifamily housing. It is based on observations and findings during visits to seven cities in which discussions were held with owners, managers, and tenants of HUD-insured projects, chairmen, executive directors, managers, and tenants of public housing, mayors or their assistants, high ranking police officials, and others having an interest in and concern for safety and security of tenants in HUD-assisted housing. The studies covered both elderly and family housing and were valuable in permitting a comparison of the problems and solutions of the differing conditions found in each setting.

A first draft of the guide has been completed. A copy is submitted for your information.* This will be revised and perfected. It will be distributed by mid-October. It will discuss such matters as community involvement—including tenants and police authorities—security program supervision, design factors, hardware and equipment, personnel services—police, guard, tenant patrols—training, funding resources, tenant relations, and special concerns for the elderly.

We hope to utilize the final results, when received, of the research study launched jointly by HUD and LEAA for which contracts for the first two phases were let in October 1971. These contracts are scheduled for completion on January 15, 1973, for Phase I and August 15, 1973, for Phase II.

It is anticipated that the findings will permit the updating and expanding of the guide, thus enabling HUD to provide better assistance to housing managers.

In addition to the HUD-LEAA joint research study, we anticipate additional information from other housing management research projects. These are the innovative modernization projects program and the Public Housing management improvement program.

The innovative modernization projects research is being conducted by the housing authorities of San Francisco, Cleveland, and Allegheny County, Pa. The projects are called innovative modernization because they look for new methods beyond purely physical modernization of property to make them more economical to operate, less subject to crime and vandalism, and more satisfying to the residents and the surrounding community.

SECURITY MEASURES IMPLEMENTED

Each authority has completed its planning for the modernization and improvement of two projects. They are now proceeding to implement their plans. The following security measures are included for one or more of the projects:

1. Improved access control for the project itself and for the units inside of it, using both changes in physical design and improved hardware. Included are improved lighting, restricted access, the development of a high activity corridor, closed circuit TV surveillance of the exits and elevators, and the opening of the fire stairs to view.

*Retained in committee files.

2. The development of a "buddy" system, in which groups of apartments are established as "buddies," and the residents assume responsibilities for the safety of common hallways and watching out for their neighbors and their neighbor's property.

3. Improved coordination with local police, including the provision of a police-trained supervisor for each project and the education of the residents about crime suppression.

4. Trained volunteer and resident security patrols with improved radio and telephone communications between the residents and the security force.

While none of these measures are specifically aimed at the security problems of the elderly, all of them, if successful, could be used in other projects in which there are elderly residents.

An outgrowth of the innovative modernization project program is the recently inaugurated public housing management improvement program. Thirteen contracts were recently signed with the housing authorities of Dade County, Atlanta, Greensboro, Richmond, the District of Columbia, Wilmington, Puerto Rico, Hartford, New Haven, Worcester, Milwaukee, Detroit, and Hawaii. There are 110,000 units in these 13 cities, representing 10 percent of the Nation's public housing inventory. All of the housing authorities are including security and safety elements in their plans. In addition to the elements mentioned before, there are:

1. Plans to separate in one project the elderly units from other units whose teenagers provide a threat.

2. Tenant security groups, escort services, playground and elevator supervisors, youth patrols, all trained by local police, to deter crime and assist victims of crimes or accidents.

3. Operation of a rumor control center.

4. Safety and security training programs for all residents.

5. A wide range program of education, recreation, and drug rehabilitation to prevent crime.

The results of the work will be publicized nationally and therefore will benefit the elderly, who are a significant portion of public housing residents.

Your final question was:

Do you see the need for establishing a separate office to concentrate on security and safety within your Office of Housing Management.

The possibility of establishing a position to be filled by a security professional on the staff of the Assistant Secretary for Housing Management had been given serious consideration about a year ago. It was decided that it would be preferable to assign to one of the program officers the responsibility for the security aspects of Housing Management. This was done, and we have found this method of meeting the problem to be satisfactory.

SPECIAL ASSISTANT FOR THE ELDERLY

I do have a special assistant for elderly and handicapped who is also concerned with the special aspects of management of housing for the elderly and represents my office with the Secretary's special assistant for elderly programs.

Furthermore, we are giving emphasis to the special problems and needs of the elderly and handicapped in each of the 10 regional offices.

There will be four such specialists in each region representing housing management, housing production and mortgage credit, community development, and community planning and management. Each of these specialists will be charged with the responsibility of seeing that the needs of the elderly and handicapped are not overlooked in their respective program activities.

HUD has just completed a 3-day training conference in Washington, D.C., for the housing management and housing production specialists. The agenda for this conference included a discussion of security as it relates to the particular vulnerability of the older residents.

Although we have discussed security for the elderly as though the elderly were to be isolated from the outside world, we certainly do not intend to put them in nearly impregnable enclaves. We recommend, as we always have, that they be given a living environment that insulates them from adverse effects, but one which permits them to continue to be involved in the life of the community.

Mr. Chairman, it is a very long statement, and I appreciate the opportunity to let me present it.

Senator WILLIAMS. Thank you very much, Secretary Watson.

Let me open with an observation, and then let's see whether this observation reflects the situation as it exists in housing for our older citizens or not.

I just feel that we have not advanced at all in making the lives of older people more secure since we last met here in October. As a matter of fact, I get a strong impression that rather than improving the security of the lives of older people, their situation is getting worse, and we are not only not progressing, we are falling back.

Let me ask a few questions to see what the situation is from where you sit in your management role, Mr. Watson.

In your statement, you say that:

Minimal exposure to crime probably is found in highrise projects designed exclusively for the elderly in good residential neighborhoods, with good police surveillance and strong tenant organizations.

Our observations bear this out, that in a very insecure world, the older people who are living in housing that is designed and wholly occupied by older people presents a situation where there is greater security. I think all of our testimony has reflected that, and our onsite visits bear it out, too.

But there are certain developments that suggest that this situation will be deteriorating. For example, we were told that the rents that people pay for their apartments cannot produce revenues that can be used for security.

Now, is this true, false, or somewhere in between?

Mr. WATSON. Well, the rents produce an income. The income should cover the operating costs. We did make possible the use of income for the purpose of providing protective services. This was one of the circulars we issued last year.

So the answer to your question is the Housing Authority can use income from rents to provide supplemental protective services. That can be done. It is an eligible cost.

Now, you will find someone that says, "Well, we don't have enough income to provide protective services." That is a different issue. That means that the operating cost of the units is at a sufficient level that it uses, maybe, all of the income, and needs additional operating subsidies just to cover the operating cost, with no additional protective services. If elderly residents were living in that particular building, none of this income would be going for protective services in that instance.

Senator WILLIAMS. Here is the testimony from Cleveland:

The money to pay the security guards is taken from rent income. HUD has informed CMHA—that is the Cleveland Housing Authority—that after January 1, 1973, no approval will be given to budget CMHA funds for security programs. This situation will create a very serious problem for the elderly of our estates.

Now, this suggests to me that if they were given this directive that we are seriously cutting into their own opportunity to make their lives secure, and yet, in your guidelines you suggest local housing authorities have a significant responsibility for their own security.

Mr. WATSON. Let's talk about Cleveland. I guess there has been a great deal of discussion between the area office and the Cleveland Housing Authority about the proposed budget, and the budget has been reviewed now, and there is an approval letter that will be prepared and sent to the Cleveland Housing Authority by the end of this week.*

It is a good example of the kind of thing we were just talking about.

Their budget request is for \$9,573,580. In other words, that is the total budget to operate that Housing Authority. We approve that budget for \$8,168,300, which is \$1,405,280 less than what was requested. Now, included in that \$8 million budget is \$1,488,000 in operating subsidies. In other words, the difference between \$8 million and the \$1.5 million we are providing is the amount of income which the Housing Authority has received.

They have had approximately \$6.5 million worth of income, and they were requesting a \$9.5 million budget, so we were able to fund 50 percent over their income in operating subsidies.

Now, this budget provides for 28 individuals for security. They will have protective services in the amount of about \$128,000 during the coming year.

Now, they requested more than that. They requested \$368,000, and we were not able to fund all of the \$368,000. We were able to fund \$228,000 of it.

Senator WILLIAMS. Well, specifically, were they told that no part of the rents could be used for security?

Mr. WATSON. To my knowledge, I don't know about that statement, because the rents, the income, Mr. Chairman—I don't want to be evasive or technical, but the income intermingles with the operating subsidy that we give them.

Senator WILLIAMS. Well, this can be very precise.

I appreciate that there are two sources of money to run the housing: rents, and Federal support, called the operating subsidy. That is very clear.

It is also clear to me that they feel that they cannot budget in any part of their rents for their own security.

Mr. WATSON. Well, they did budget \$228,000 of the total income.

*See appendix A, Item 2, p. 529.

Senator WILLIAMS. Well, did they get advised that no approval will be given in their budget for security programs after January 1, 1973?

Mr. WATSON. The statement I have here before me says that the area office has given no indication that the program is to be suspended in any year.

Senator WILLIAMS. Well, if I were their lawyer, I would not know whether to tell them to go out and hire a necessary guard at the entrance and exit or not. If I were their lawyer and I came to you, what would you tell me? Tell them go ahead and hire the guards they need to make their entrances safe?

Mr. WATSON. They will have an approved budget with the money in it.

Senator WILLIAMS. In other words, rents can be used for security in Cleveland?

Mr. WATSON. Yes. Rent money—well, let's see. Let's say they have \$6.5 million in rent.

Senator WILLIAMS. Yes.

Mr. WATSON. OK, now, their overall budget that they asked for was \$9.5 million. We approved an \$8 million budget. Now, in that \$8 million budget is \$6.5 million of rent money, and a million and a half dollars of operating subsidy, and in that budget is \$228,000 for security.

Senator WILLIAMS. Well, they had to have some line items in their application of rent money in the budget that they submitted, did they not?

Mr. WATSON. No. The budget is made up on a total income and a total operating expenditure, and the two have to balance.

Senator WILLIAMS. I appreciate that is the last line, but before you get there, you have, I am sure in any system's management, to know where that money is going to be spent.

Mr. WATSON. That is correct. They will have a line item in there for protective security, and they had budgeted \$368,000. Out of the total income, in other words, their rent money plus what they were asking for in the way of operating subsidy in addition to their income, they were budgeting out of that total amount a line item on the expense side showing protective services \$368,000.

Now, in our review of the budget total, those bottom lines, that \$368,000, was changed to \$228,000. It does not give the Cleveland Housing Authority the amount of money that it has requested in its budget for protective security services, but it does not terminate the program, either.

Senator WILLIAMS. Well, I hope this hearing will clarify it. They certainly think it does.

Mr. WATSON. We are on record now.

Senator WILLIAMS. Rather than let this particular question hang, you will be directing some clarification to Cleveland. So that we will not have uncertainty lurking in our minds, can we have a copy of that information?

Mr. WATSON. Certainly. By the end of this week, the area office has indicated a budget approval item will go out.*

*See appendix A, pp. 531-532.

Senator WILLIAMS. Right.

Here is why I feel that we are falling backwards. The money that has been authorized, appropriated, and then looking forward to the new money for the operating subsidies shows this: Here is the information I have on the money that will be available for the operating subsidies, and I gather out of this operating subsidy money comes a substantial part of the money needed for the measured security people are getting.

BUDGETED OPERATING SUBSIDIES

The funding authorized under the Senate-passed housing bill for operating subsidies is \$335 million. In the Housing Subcommittee, the committee has approved \$300 million. They are still at work on that.

The administration's budget request is for \$170 million. Is that accurate?

Mr. WATSON. Our estimate at this time shows that the actual operating needs will be higher than the \$170 million budget.

Senator WILLIAMS. Well, that is the way our committee looked at it, and we put in \$335 million, not \$170 million, but the budget request is \$170 million.

I only say this because it needs no further research to know that a great deal of new effort has to go into security in public housing.

Mr. WATSON. The question, Mr. Chairman, is that the cost of security is one of the areas that is increasing the operating subsidy, along with other factors, but we do recognize that the \$170 million is below—the estimate is lower than the actual need.

We have discussed this with OMB, and they have it under consideration now. It is a very active discussion.

Senator WILLIAMS. Well, I am encouraged to hear that. What is your prognosis? Is there going to be an acceptance?

Well, maybe I had better not foul that situation up, as long as I know from you that you are urging on OMB a more realistic figure, because obviously that figure is just a guarantee that we will be going down the road that I first suggested. We will be retrogressing, we will be falling back in our efforts to make lives better, and just as a minimum, more secure.

Mr. WATSON. There is no question of the need. OMB has made a decision with us in discussing this. It is not a question of dollar amounts. What we are concerned with at this point of time is management systems.

The operating subsidy came upon us very fast. There were no management systems to deal with them. The way it is set up legislatively is that whatever Housing Authority needs to operate, that is what you provide, and I don't think Congress intended to just say whatever the Housing Authority wanted, we would provide the money. As you can see, that leaves a pretty loose administrative and management control system.

So we have been trying to develop a management control system that was responsive to the needs of the Housing Authority, and at the same time put us in a position to report to Congress that we had managed the funds prudently, and at the same time were responsive to the needs of the Housing Authority.

That is the OMB position. I think it is a very sound position.

Senator WILLIAMS. Well, it sounds, in terms of management, good. In terms of balance sheets and paper analysis, fine, but the only problem is; we see lives that are not worth living out there in housing as a result of some of these beautiful back room management techniques.

I will tell you, I wish you had been here the last 2 days. It would have wrung your heart. Senator Fong mentioned it at our opening here today. Terror is the handmaiden of older people every waking minute, and when they are asleep, they cannot sleep with any ease, either. This is not living, in my judgment, and it is more than hardware, I know, but we are just talking now about dollars and cents for hardware and personnel, guards.

Again, there is no real mystery. When you have a guard that goes off at 1 o'clock in the morning, anyone with crime in his heart is going to go in at 1:30. It is as simple as that.

A woman here from Jersey City said she was watching the Democratic Convention at 4 o'clock in the morning, and through the window they came. There were not any guards around. There was no security at all.

And we get into the relationship of security there with the local security establishment, the local police. This is in a neighborhood where there are four police departments. Everybody is saying it is your responsibility. You know, it goes through the cracks.

I am no law enforcement person, but some of these things are not mysterious at all, but it does take a will to do something about it and back it up, obviously, with the money that is needed.

I have monopolized the podium here, Senator Fong. I appreciate your patience.

Senator FONG. Mr. Secretary, I want to clarify some of these problems.

Now, as I understand the subsidy that you are talking about, \$170 million is for public housing.

Mr. WATSON. It is for the operating deficits in the budgets of the housing authorities incurred over and above the income.

Senator FONG. You are not talking about all the federally assisted programs?

Mr. WATSON. No.

Senator FONG. Now, the problem of security, the problem of terror and fear, is found in public housing rather than in the other housing. Is that correct?

Mr. WATSON. It is prevalent throughout.

Senator FONG. Throughout?

Mr. WATSON. Yes.

Senator FONG. Even those that are privately assisted?

Mr. WATSON. Oh, yes, depending on the location.

If I might really isolate the problem where we have the biggest problem in security is in the highrise central city public housing projects that are located in what we call bad neighborhoods, neighborhoods of crime.

Senator FONG. Where the Government comes in and supervises and administers it?

Mr. WATSON. No. The public housing program is actually operated at the local level by local housing authorities.

Senator FONG. Actually by people who are appointed by commissions?

Mr. WATSON. By the mayor.

Senator FONG. We are not talking about other subsidized housing which may be developed and managed by private groups or institutions.

Mr. WATSON. Well, my testimony did go to the 236 program which is not public housing in terms of some of the things that we had done in that area.

Senator FONG. Yes; but your problem really with security is in the public housing area, primarily?

Mr. WATSON. The greatest problem is in the public housing area.

Senator FONG. And that is where you are talking about \$170 million?

Mr. WATSON. That is correct.

Senator FONG. Relative to public housing, how much control does HUD have over these local commissions?

Mr. WATSON. Well, we have very little control over their decision-making. The basic control that we have, of course, is in the budget approval, the dollar amounts in that sense, but in terms of initiating the program—suppose that we do fund a security program, we have little control over it actually being initiated and carried out and the quality of it and so forth. That is done by the local housing authority.

Senator FONG. Now, if they will not follow your program, what powers have you, except withholding funds from them?

Mr. WATSON. Well, the ultimate power that we have is that if we can find a breach of the annual contributions contract that we have with the Housing Authority, a substantial breach, we can take over the Housing Authority and operate it. That has been done two or three times in the history of the programs, since 1937, but outside of this and outside of the budget control, we merely write policies that they are supposed to follow, but we have no way of really enforcing them other than the budget.

Senator FONG. So in implementing the policies which you set, you have to depend upon the local authorities?

Mr. WATSON. That is correct.

Senator FONG. So this goes right back down to management, does it not?

Mr. WATSON. That is right.

Senator FONG. There are some managers that can handle a housing unit much better than others, who can provide better security in one than in the other?

Mr. WATSON. That is true.

Senator FONG. So what powers have you over management?

Mr. WATSON. Over the quality of management?

Senator FONG. Yes.

Mr. WATSON. Well, here, again, it is a negative kind of control. If the management is not good, and it is not doing the job that we think can be done, here, again, we go back, Senator, to the budget, and we can withhold the budget and make it very difficult, but what happens in this is that the tenant becomes the pawn in the whole problem, and we are very sensitive to that.

It is not fair to the tenant to withhold the money that is going to reduce the maintenance on their units.

Senator FONG. Yesterday we had a representative from Jersey City who represented the mayor, and he said the mayor has not appointed any of the commissioners on public housing, and I think he more or less implied that probably cooperation was not too good there.

If the mayor has not been able to work together with the commissioners how can you work together with the commissioners?

Mr. WATSON. There is no way that we can change the commissioners.

Senator FONG. So, much of this program now is actually in the hands and the management of the local authority, with you supplying the money, and the only time that you can withhold the money is if you think there is a breach of contract, and the only time you can take over is when there is a breach?

Mr. WATSON. That is right.

Senator FONG. And you have not exercised that power to take over except on very rare occasions?

Mr. WATSON. That is correct.

Senator FONG. How many times have you?

Mr. WATSON. I think three times. The Los Angeles Housing Authority was taken over about 9 years ago. We returned that to them a year ago. And there was one up in Connecticut, in New England, Waterbury, that we took over. And Lackawanna, N.Y.

Senator FONG. Now, has your experience been that HUD has subsidized every one of these units in public housing?

Mr. WATSON. Every unit in public housing is subsidized automatically. Construction of the unit itself.

Senator FONG. Yes. After construction—

Mr. WATSON. After construction, it is not true that we have to subsidize every unit across the country, but it is rapidly reaching that point.

It is true, I would say 100 percent so, in large cities, Philadelphia, New York, and Chicago.

Senator FONG. Why is that?

Mr. WATSON. The operating costs, No. 1, have gone up so greatly. In the large city, the labor rates have gone up, the cost of utilities, the personnel requirements, as well as the addition of units has caused an increase. It is just a combination, plus an inflationary factor that is built in.

Now, if you take that and play it against the income of the resident, the resident income is not increasing. As you know, the low-income families' rate of increase in income does not keep up with an inflationary factor, much less the total operating cost, so you are on a collision course.

There is no way. It is just a matter of time that your operating expenses outstrip the amount of income, and then the Brooke amendment hit the larger authorities tremendously; well, it hits all authorities by reducing the rent to 25 percent of their income. In the larger authorities, a tremendous amount of money was just taken away from their income.

Senator FONG. So if you are subsidizing most of these inner city housing units, and if this is a place where the security problem is most needed, then the problem of more security here would be an expense which HUD would have to bear.

Mr. WATSON. That is basically true.

Senator FONG. You have set down policies which sound pretty logical to me—what should be done, and what needs to be done—and if these policies are followed, probably crime would be lessened very, very much. But the implementation of these policies will require money.

Mr. WATSON. That is correct.

Some will. Some will not.

Senator FONG. In many instances, it will.

Mr. WATSON. There is a great deal an authority can do without money, but they cannot do the entire job without it.

Senator FONG. Yes.

Now, you stated that the primary function, the primary responsibility in crime prevention are matters for the police, therefore the local authorities, and that HUD would only supplement the protective features.

Now, if you were to supplement all of these programs, implement the policies that you have set forth, with the idea that you are only supplementing the work of the local police force, have you an idea as to what would that cost?

Mr. WATSON. The cost for supplemental protective services over and above?

Senator FONG. Yes.

Mr. WATSON. I think the closest estimate is around \$35 million a year, strictly for security.

Senator FONG. That would be the maximum for security?

Mr. WATSON. I think with \$35 million strictly for security alone, in terms of additional personnel and that type of thing—I am not talking about redesigning the physical units—that \$35 million is a fair figure.

Now, let me tell you how we get this figure. We get this figure by looking at, for example, what St. Louis and Kansas City has done, and what the cost involved, and then extrapolated it across the country, so it is a guesstimate at best.

Senator FONG. Now, these two cities, St. Louis and Kansas City, what they have done has improved the living conditions and quality of life for these tenants?

Mr. WATSON. Not in the instance of every tenant, but in terms of the crime rate that existed prior to the implementation of the security program, it has been greatly reduced.

Senator FONG. And the reduction, has that been of sufficient amount that you could live with that?

Mr. WATSON. Yes.

Senator FONG. Now, if that is to be followed throughout the program, you feel \$35 million would do the job?

Mr. WATSON. Yes.

Senator FONG. And what would you need in extra money to secure a place, outside of what you have described?

Mr. WATSON. Well, that is a different question in terms of money. We are talking about \$35 million for personnel.

When you start talking about modernizing, and so forth, we do not have an estimate on that, because, for example, Cabrini Green project in Chicago, to redesign and to modernize that project so that you

would be able to secure the buildings, you are talking about millions and millions. You are talking in the hundreds of millions of dollars. Not just in Cabrini Green, but for all of the country.

Senator FONG. Yesterday we had testimony from residents of Jersey City housing units, and we were referring directly to a unit, for example, with 12 floors and eight apartments, which would be 96 families, and the question was asked as to what is needed there. They think there should be one man stationed in the building permanently, that would be 24 hours, a police officer, and then other units outside.

What kind of an outlay would that cost?

Mr. WATSON. Well, that is where my \$35 million was going to, that kind of a detective service, not just the personnel, but the additional things that additional personnel would need, such as equipment and so forth.

Senator FONG. I see. Would you contemplate them putting one man in a building like that 24 hours a day?

Mr. WATSON. Well, if that would be what it would take to secure that building, yes.

Senator FONG. If you could do it by TV channels, where you can monitor the various hallways?

Mr. WATSON. If one man were going to go out today and secure the building; yes, that would be one approach to the situation.

Senator FONG. Thank you.

Senator WILLIAMS. Let me return just to one unexplored part of our concern here—and I notice Congresswoman Hicks is with us, and we will be right with you, Mrs. Hicks.

You know, this quotation from Dr. Brill, on leave from HUD at the Brookings Institution, it states with clarity something that I have felt. He says dealing with the security of older people is “not only a problem of poor lighting, uncontrolled access, poor locks, weak doors, and inadequate patrolling, although this may be the case in some projects. The problem of security in public housing”——

Excuse me. His statement goes beyond housing just for the elderly. “The problem of security in public housing also stems from the weak social structure of the residents, the absence of supporting groups, and a lack of interpersonal thrust, all factors that inhibit people from protecting and helping each other.”

Now, I cite this because it seems to me the conditions that support security, beyond hardware, the social structure, the supporting groups, interpersonal relationships, all of these factors are strong on the converse where the housing is for older people.

There they have strong social structure. They have magnificent supporting groups, and they have the best interpersonal relationships. And we found that their security is so much better than in public housing where they are mixed.

And I have been in these houses, this public housing for older people, in many parts of the country, and I know this is the fact.

We have had this testimony from Jersey City, and this was mixed housing, and it was just as frightful as can be. In fact, you could not imagine it unless they were here to tell you about it.

But now just a few miles away, where the housing is highrise, densely populated, and it is exclusively for older people—well, a little further south, in Bayonne, I know the people personally. It is no

chore to visit the housing in North Bergen, where these older people live. This is a truly happy and secure life.

I raise this because on the horizon I see more than a cloud. I see a very dangerous storm.

I am told that the directive now is that projected rents for new projects for older people must cover at least 85 percent of the operating cost.

Now, if that is true, put that together with the Brooke amendment, which we here strongly supported, which limited rents in housing to 25 percent of income. This, of course, reduces the rent revenues, and reducing the rent revenues and still requiring that 85 percent of operating costs be paid out of rent revenues could mean the end of this magnificent, secure, and wholly good public housing for older people.

Do you see my concern?

Mr. WATSON. Certainly. Certainly.

Actually, Senator, for the accuracy—and these things get very complicated—the 85 percent is not operative cost but routine operating costs. There is a category of the budget which is called nonroutine costs, which is also a part of the overall operating cost of the project, so it is not that they have to meet 85 percent of the total of the budget, but just 85 percent of the routine.

Senator WILLIAMS. Well, now, this has to be clarified, Mr. Secretary, because I have testimony of concern, more than concern, here, flat statements, "This means the end of new elderly public housing."

We have a letter addressed to me, and we will certainly furnish you with a copy, from the National Association of Housing and Re-development Officials, where he just goes through a typical situation, and this 85 percent and the 25 percent limitation on income, there is a gap there of expenses over income that just says no new public housing.

Mr. WATSON. I will provide a copy of the circular for the record that shows how that 85 percent comes in.*

But to get to the crux of the question, I think is: will this prevent new housing from coming on board? I think that is really the question.

We don't care whether it is 85 or 50 or 10. It probably will in some instances. We can see no discernible effect on production.

That does not mean that it is not there, and we are going to take a deeper look, and we will have to see if it is having a discernible effect.

Some of the authorities, however, closer to the action, figuring the cost in our office, have indicated that it will prevent further building. It may very well do that, and I would not take issue at all with the statement that the circular may prevent the construction of additional public housing.

You see, the reason that circular was issued is because every time you build a unit that does not meet that feasibility test means that you are building a unit knowing for 40 years you are going to have to provide operating subsidy to that unit. Now, my position, in terms of management, of trying to make these units that are out there now viable places to live with the amount of operating subsidy I have got, which as we have said earlier is not enough, for production to continue to kick out new units and to water down the amount of operat-

*See appendix A, item 3, p. 533.

ing subsidy money I have, means that the whole program continues to go down more.

I have no way of assuring that for 40 years we are going to have operating subsidy in the amount that is needed to operate that unit.

That is in contrast, for example, to the debt service, when the unit is built, the debt side is guaranteed for 40 years. There is no guarantee that the operating subsidy moneys will be there for 40 years, so I am simply saying that initially, at least the first year or first 3 years, that feasibility of operating that unit ought to be such that it does not need operating subsidies.

Senator WILLIAMS. I see. I get the picture.

Where the subsidy is locked in, where it is conventional financing, and the subsidy is in an interest payment, you are locked in for the duration of the mortgage. So be it.

But here is a different kind of housing, where we are not using the banks. We are using the Federal Treasury, and here is where the pinch is coming.

Well, I will tell you, I give you notice I am going to fight that right here as hard as I can, because we have the documentation in this committee of just how much more expensive this subsidy through interest payments is, and you know the whole story. It came up on the 202 program.

Mr. WATSON. Exactly. And I am pointy out the tremendous cost of the run-out tables that we presented before the hearing.

Senator WILLIAMS. Where you are subsidizing the bank interest?

Mr. WATSON. Subsidizing the source of funds.

But to focus this issue that I am talking about, it is not necessarily a pinch on the Treasury today in the operating cost of public housing.

What I am saying is that when you build a unit that needs, in order just to operate, let's say, \$15 per month for the next 40 years, now, contrary to the debt service of building, this unit, which it is guaranteed, contrary to the 235 and 236 programs, where your interest subsidy is guaranteed, there is no guarantee in any law anywhere that I will have operating subsidy next year.

So if it does not meet my feasibility test, what I am doing is allowing a unit to be built that cannot be managed.

Senator WILLIAMS. You have made it clear. We disagree, but you made it clear, and I will say this, that this gives no hope at all to the people here in Washington.

We have heard it from other parts of the country, where they say that new Federal regulations governing public housing are threatening to block the construction of all new projects for the elderly. Here in Washington, the city's housing chief is saying the same thing.

Now, philosophically, you made your position clear, but this hearing was called around the security of the lives of older people, and we have found that the most secure lives are people who are living in this kind of supported public housing.

To the degree that we shut that down, close it out, phase it out, just as I said in the beginning, we are falling farther back in our efforts to try to make older lives more secure.

Thank you very much, Mr. Secretary.

Senator WILLIAMS. Our next witness is Congresswoman Hicks.

I did indicate that we would make this forum immediately available, and I just couldn't interrupt the Secretary, but we appreciate your being here, Mrs. Hicks.

STATEMENT OF HON. LOUISE DAY HICKS, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MASSACHUSETTS

Mrs. Hicks. Thank you very much. The testimony was very interesting and, Mr. Chairman and members of the subcommittee, I want to thank you for the opportunity of appearing here before you. I am going to direct my remarks not to the senior citizen housing that has been created for senior citizens per se, because in the Ninth District of Massachusetts which I represent we are not having problems of security in those particular projects where they are just all senior citizens, but rather I direct my remarks to the senior citizens living in federally subsidized housing with other families. This is the problem in Massachusetts.

Senator WILLIAMS. I appreciate that. Now could we just crystallize that? That is what I have been suggesting to the Secretary here, that where the housing is exclusively for older people they have these strong supporting forces which the Brookings Institution said are part of security and you found this true.

Lives are more secure in public housing where only older people live; is that right?

Mrs. Hicks. Absolutely, and not only are they secure, but people are very happy living in this housing and the supportive services are offered because it is very easy to give supportive services to senior citizens living under this type of housing. Believe me, and this is my plea to you: build more senior citizens housing for senior citizens. That is what we need in my district and we won't have any problem with regard to the security of the senior citizens.

Senator WILLIAMS. Well, I am your ally in that endeavor and that is exactly the last point made to the Secretary: new regulations are moving in the direction of the elimination of the possibility of this kind of housing.

Mrs. Hicks. I heartily oppose this because if you don't build some housing for our senior citizens, then I think that all of the 20 percent increase on Social Security, all of the half-fares you have been legislating for them on buses and trains or anything else is of little importance when, as I say in my testimony and you have said so many times, Senator Williams, they are truly prisoners in their own homes.

Please, if there is anything that this committee can do relative to the construction of senior housing for our senior citizens, this is what we should be doing.

Senator FONG. You don't think they should be put in housing with other families?

Mrs. Hicks. No. I do not.

Senator FONG. There should be separation?

Mrs. Hicks. That is true, Senator Fong. I have felt that it would be good if senior citizens and young people were able to live together, but I have found that because of security measures they are unable to live in this type of housing. If we were going to build a brand new type of housing, there might be some way, but believe me, in the hous-

ing that is now being constructed, these highrise apartments that have intermingled families with senior citizens, the senior citizens are the losers.

Senator FONG. What age do you call a senior citizen?

Mrs. HICKS. I keep moving it further along, Senator, I guess when we talk about 62, 65, I think 60 has been the age, somewhere in here that we speak of a senior citizen.

Senator FONG. Thank you.

Senator WILLIAMS. Mrs. Hicks, one more interruption. I just wonder now if it were feasible here in this committee and if the chairman of the committee found it possible, do you think we could go up and sit down and have a little town meeting up in Boston and talk with some of your constituents who live in both kinds of housing, your older friends who live in the elderly housing and in the mixed housing, and get this picture just as it is right there with the folks up in Boston?

Mrs. HICKS. Absolutely. In fact, I have said in my remarks, "Come to Boston."

Senator WILLIAMS. Oh. Frankly I haven't read your remarks.

Mrs. HICKS. I say, come to Boston where it is the cradle of liberty, but where the hand that rocked that cradle was bruised. I would like to extend an invitation to you.

Senator WILLIAMS. This we will feed into our Office of Management and Budget and Policy decisions here at the committee.

Mrs. HICKS. I want you to understand that I am not here this morning casting any reflections that the Boston Housing Authority is not doing its job. That is not the situation at all, because with what they have to use financially they are doing a good job, but much more has to be done and I think that only you, through your committee, and the support of the Congress is going to be able to handle this problem that has grown so far out of proportion that even our police protection which we need much more of is unable to cope with the problem.

They are just unable to handle this problem within the confines of their district. They have tried putting on more police officers, but they come and go. When there is some kind of a tremendous upheaval, someone has been hurt or killed in one of these districts, we find that we get additional police going into the particular project. We have tried patrols from the people themselves and they have tried, but as you know very often this goes for a while and then this is deleted so that I feel that the situation is so critical—believe me, it is critical in Boston—that I implore you to come to Boston and see what can be done on a Federal level to help these people who need so much help.

You know, as I have said, every day the American tragedy occurs—senior citizens beaten, robbed, mugged, assaulted inside and outside of their apartments. They are handy targets for crime. In the case of highrise publicly funded housing, defenseless old people are vulnerable to attacks because of the environment in which they live.

I have read your committee reports which reveal numerous incidents of this spreading menace and these incidents can be multiplied in every housing project in every metropolitan area. The buckpassing on the local level concerning who will resolve the problem has gone on long enough. It is incumbent upon the Congress to assure that persons residing in low-income housing are provided with protection and

other security measures sufficient to assure their personal safety in and around such housing.

Family housing projects have proven to be prisons for senior citizens and havens for criminals. Our highrise public housing in the urban city is now a chamber of horrors and living in them is a nightmare for our senior citizens. Physically frail, unable to strike back, the senior citizen is a prime target of the muggers, pickpockets and the depraved. They are intimidated and frightened by their attackers who often live in the project and who frighten the residents with threats of reprisal.

They are trapped in an atmosphere conducive to criminal activity. As the chairman has so well expressed it, "They are prisoners in their own homes."

In Boston the family housing projects have been in the scenes of the worst crimes. The Mission Hill project in Roxbury, which was built close to the Mission Church basilica has elderly people as residents. Their pitiful stories are heartbreaking, but you have heard the same stories time and again.

Out in the Columbia Point housing project firefighters cannot enter without police protection. Many cab drivers refuse to enter the area, stores newly built in the adjacent area are closed and boarded. The senior citizens are not protected, for local authorities are unable to cope with the lawlessness perpetrated on these defenseless senior citizens. I commend you, Mr. Chairman and members of this committee, for creating a forum for these hearings which I trust will bring forth concrete steps to alleviate the suffering of our senior citizens.

SECURITY RECOMMENDATIONS

You have heard from expert witnesses in the field of security protection and as a concerned citizen I respectfully recommend to your committee:

1. Housing units for the elderly be separate units apart from family housing units.

2. Security forces trained in first aid, neighborhood surveillance and use of security devices whose primary responsibility is only for the area in which the senior citizen lives.

3. Supplement security force with better lock and buzzer systems, improved interior and outdoor lighting, monitoring systems in the buildings, peepholes and any other innovative measures which could benefit not only the elderly, but the whole of our population.

4. Implementation of the Washington, D.C. program "Operation Identification" which would discourage burglars by providing citizens with a means to trace and recover goods. Through the purchase and publicizing of electric engraving pencils which would be loaned to residents to be used in marking their objects of value after which time stickers are issued which participants could affix to their doors reading: "All items of value on these premises have been marked for ready identification by law enforcement agencies."

5. Escort service.

6. All other measures that will show to our senior citizens that we care.

The Housing Act charges the Federal Government with providing "a suitable living environment for every American family," but not

1 cent has been earmarked by the Department of Housing and Urban Development for security. Modernization funds are needed for modernization.

I have filed legislation authorizing specific funding for the implementation of this policy as I am sure many others have.

Come to Boston, the Cradle of Liberty, where the hand that rocked the cradle is bruised.

Senator WILLIAMS. Thank you very much, Mrs. Hicks. I see your bill, H.R. 16127, is specifically addressed to funding and monitoring local public housing agencies' efforts to improve security. When was that introduced?

Mrs. HICKS. I just introduced it recently. We have been working on it and others have introduced bills that are quite similar to it, Mr. Chairman.

Senator WILLIAMS. You didn't have cosponsors of it?

Mrs. HICKS. We are going to seek cosponsors on the bill.

Senator WILLIAMS. Has anybody indicated an interest on the Senate side in this bill, in introducing it?

Mrs. HICKS. I haven't checked.

Senator WILLIAMS. Well, do you mind if I look into this bill?

Mrs. HICKS. I would be very happy if you would. I am sure that you could improve on the bill and I am only interested in bringing the matter to the people who are going to get the help for the senior citizens. I don't know if I could make any stronger plea to you, but the situation is critical. I know. I go there. I have seen them and I see the difference, Senator Williams, between those who are living in projects that are solely for the senior citizens and the terrible conditions under which those that live in the family housing projects.

Senator WILLIAMS. We are most grateful for your testimony and it is most helpful, believe me.

Mrs. HICKS. Thank you, sir.

Senator WILLIAMS. We now turn to Mr. Jerris Leonard, Director, Law Enforcement Assistance Administration.

You have been with us all morning. I appreciate that.

STATEMENT OF JERRIS LEONARD, DIRECTOR, LAW ENFORCEMENT ASSISTANCE ADMINISTRATION, DEPARTMENT OF JUSTICE

Mr. LEONARD. Mr. Chairman, my associates, a number of whom are here today, have helped me to prepare for this hearing, and to prepare material for your staff.

I appreciate the opportunity to discuss with you the problem being specifically addressed by this subcommittee, and to report on how the Law Enforcement Assistance Administration can help this committee in the attack on crime problems of our senior citizens, and particularly with respect to the question of housing security.

With your permission, Mr. Chairman, I would like to file our prepared statement and briefly paraphrase from it in the interest of time.

Senator WILLIAMS. Fine.

TESTIMONY OF JERRIS LEONARD, ADMINISTRATOR, LAW ENFORCEMENT ASSISTANCE ADMINISTRATION, DEPARTMENT OF JUSTICE

Mr. Chairman, I appreciate the opportunity to testify before your subcommittee today about the efforts of the Law Enforcement Assistance Administration to reduce criminal victimization among the elderly.

As I understand it, the basic question of this subcommittee is how the Law Enforcement Assistance Administration is attacking the crime problems of our senior citizens, especially in the area of housing security.

In order to answer that question, I feel that I should first briefly explain how LEAA is attempting to reduce the risk of criminal victimization for all segments of the population living in high-crime urban areas.

Although our recent experimental victimization studies in two pilot cities do not indicate that senior citizens are more vulnerable to urban crime than the general population, LEAA recognizes the possibility that the elderly may experience special crime problems when inhabiting public housing in high-crime districts.

Fear of crime is, of course, an especially debilitating problem for a senior citizen who feels helpless and threatened in the city, and LEAA is striving to eliminate both the fear and the fact of criminal victimization for the entire urban population through our comprehensive anti-crime program.

Violent street crime—muggings, assaults, rapes—are ever-present spectres in the lives of nearly every urban-dweller in America today.

Burglary is an equally distressing threat to people of every age, race and socio-economic group in many of our cities.

LEAA has always recognized the special crime problems of our large cities, and has responded with priority assistance to such high crime areas. In most cases, the largest part of our block action grants are redistributed through the states to local governments on the basis of need, and substantial portions of these funds are passed on to cities with high crime rates.

In addition, a significant amount of LEAA's discretionary grants, which are awarded directly to specific anti-crime projects, have been distributed to law enforcement programs in high-crime urban areas.

But we have determined that even this considerable aid is not sufficient for our goal of a rapid decrease in urban crime, so we have instituted a new High Impact Program designed to achieve a dramatic reduction in burglary and street crime in eight large cities chosen because of their high crime rates.

During calendar years 1972 and 1973, \$160 million in special LEAA funds will be distributed to the eight cities for comprehensive law enforcement programs to improve anti-crime patrol methods by police, to increase the number of patrolmen on the beat, and to supplement transportation and communication equipment with helicopters and new dispatching systems. Our goal is to reduce burglary and street crime in each of the cities by five percent in the next two years, and to pave the way for a twenty percent decrease at the end of five years.

We realize that even so comprehensive a program as this is only a beginning, but we believe that the new information obtained through program evaluations in the eight cities will be invaluable to law enforcement authorities in any urban area that wishes to initiate a similar all-out anti-crime effort.

To facilitate the availability of High Impact Program information to all criminal justice agencies, the National Institute of Law Enforcement and Criminal Justice, which is the research arm of LEAA, has already compiled a document entitled, "Planning Guidelines and Programs to Reduce Crime," containing outlines of programs to be implemented through the High Impact Program and a questionnaire containing guidelines for data-collection and program evaluations for the High Impact cities. Both of these documents are now available to all interested law enforcement agencies.

These programs are targeted at urban crime rather than at any particular kind of urban victim. But I mention them here because I believe that they will have significant impact on senior citizens living in the many housing projects located in high crime areas.

Let me now turn to the special crime problems of the elderly.

Common sense tells us that since elderly people are less able to resist a criminal assault, they would be more attractive victims to a street criminal or burglar. Available crime victimization statistics however, seem to indicate the opposite.

Age breakdowns of the victims of crime in the U.S. indicate that senior citizens are no more likely to be victimized by crime than any other segment of the population. In fact, taking into account all common crimes, the statistics show that the elderly have only sixty percent as much chance of being victimized as have the rest of the adult population.

How might this contradiction between our common sense notion and the crime victimization statistics be resolved?

First we must recognize that victim rates obtained from these statistics on the national incidence of crime relate the number of elderly victims to the total number of senior citizens now living in the U.S.

Unfortunately, the current data does not reveal how many senior citizens are actually exposed to a high crime-risks situation in a given period of time. A more meaningful rate of victimization would relate the number of elderly victims with the number of senior citizens actually exposed to these risks. We have many reasons to believe that a significant number of persons are seldom or never in high crime-risk situations, and this fact would tend to obscure the actual vulnerability of senior citizens to criminal attack.

For instance, a retired person who spends most of his time at home is less likely to be mugged than a younger person who is on the street five days a week going to and from work.

Similarly, persons in a nursing home, while perhaps running considerable medical risks, are not likely to have their pockets picked or purses snatched.

Finally and most importantly, a senior citizen who either locks himself in his apartment in fear of ever venturing out into a once familiar and safe neighborhood, or one who must take elaborate and unpleasant precautions whenever taking a short trip through an urban area does, in fact, reduce the chances of being victimized by crime. This safety is, of course, tenuous at best and purchased dearly at the cost of personal liberty and peace of mind.

So we can easily speculate that a serious crime victimization problem for the elderly may reside beneath the aggregate statistics. Whether because of retirement, infirmity, or fear, many senior citizens may never experience a high crime-risk situation.

Moreover, there is some statistical evidence which suggests that the elderly are more vulnerable than younger people when exposed to the risk of victimization. When living in public housing projects in high crime areas the elderly may be victimized twice as often as other residents, as indicated by Public Housing Researcher, Oscar Newman, in a survey of public housing projects in New York City sponsored by our National Institute. Also, elderly people report more incidents of purse-snatching and pocket-picking than any other segment of the population.

Let me now report on how LEAA is addressing itself to these specific crime problems of the elderly.

In addition to the block grant and High Impact programs I have mentioned, LEAA has awarded a number of discretionary grants that directly affect senior citizens.

I have submitted to your subcommittee copies of ten discretionary grant announcements with program summaries. All of these grants fund programs designed to increase internal security in housing projects, and each of the housing projects has a significant percentage of elderly tenants. The Federal share for these grants totals \$1,102,891 and the types of projects instituted are special internal police patrols, police-tenant cooperative security programs, resident civilian security patrols, and surveillance and monitoring equipment purchases.

The elderly residents of the housing projects affected by these grants should benefit generally in the same ways as tenants belonging to other age groups.

There are, however, some special benefits for the senior citizens, both general and specific.

The fear of falling victim to crime is probably most intense among the elderly. Senior citizens often have general insecurity problems, and the fear of crime adds greatly to them. The fact is that these fears are very often justified by the high crime rates of many urban neighborhoods, and we cannot presume to reassure the elderly or anyone else until a comprehensive reduction in all street crimes and burglary is achieved.

But we have learned from our research projects that we can at relatively low cost reduce both the fears and the fact of crime among the elderly within their apartment and in the halls of their housing projects.

Internal security patrols provide a visible and frequent reminder to the senior citizens that protection and assistance are close at hand, and we have been informed by housing program directors that the psychological value of security patrols is especially appreciated by elderly tenants.

In addition to such general psychological benefits, the senior citizens in some of the housing projects funded by LEAA discretionary grants receive special services under the programs. One example of this occurs in the Springfield, Mass. "Vertical Policing Project," where both a twice-daily door-check for the

elderly and an errand service for disabled senior citizens are included along with the regular duties of security personnel. The Springfield program director reports that the door-check has become an appreciated daily routine for the elderly tenants, and that security personnel performing this service have already discovered a number of elderly persons who had fallen unconscious and were in need of immediate hospitalization.

General services such as the Springfield project's errand service are included in a number of the other housing projects as well, and while these services are not directly related to fighting crime, the program directors report that they are valuable as a means to integrate the senior citizens in the tenant community and familiarize them with available security programs.

LEAA has begun also to fund programs which enlist senior citizens as para-professional aides in the areas of housing security and community relations.

The "Vertical Policy Service" of Cleveland, Ohio, serves a number of apartment complexes populated entirely by senior citizens, and the program is staffed by the elderly residents themselves.

With the assistance of professional advisors, the senior citizens in this "AIDE" program perform monitoring and information services for the other tenants and visitors. Although the senior citizen "aides" cannot be expected to function as an internal policing force, they have been very effective in informing local law enforcement authorities of unauthorized persons in or around the housing project, and in providing a liaison between tenants and local community service organizations.

We have been informed by the program directors of this and other community relations programs involving the elderly that senior citizens usually make excellent aides, and take great, unselfish pleasure in serving their communities.

In addition to these discretionary action grant programs, LEAA is sponsoring a number of housing security research projects through our National Institute of Law Enforcement and Criminal Justice.

National Institute research projects which directly address the crime problem in large public housing projects may be divided into two broad categories:

1. Research primarily concerned with the problem of street crimes such as robbery and assault.

2. Research designed to prevent crimes committed inside the private dwelling units such as burglary and household theft.

Concerning the first category of on-grounds security, the National Institute is sponsoring an ongoing study entitled "Architectural Design to Improve Security in Urban Residential Areas," headed by Oscar Newman of New York University. LEAA is supporting Mr. Newman's design work and evaluation; the Department of Housing and Urban Development is financing the actual modifications through the New York City Housing Authority.

Mr. Newman's project is testing such variables as the grouping of dwelling units, the definition of grounds, the design and placement of elevators, doors, and lobbies, and the use of lighting in order to determine whether, and in what ways the physical design of residential complexes can be modified to reduce crime.

The goal of this study is to develop a system by which the concept of "defensible space" can be systematically applied to the construction and renovation of public housing projects. "Defensible space" is defined as an environment which permits and encourages residents to control their own security, and it can be created by designing all areas of a housing complex to be easily and frequently surveyed by the tenants or the surrounding community.

For example, Mr. Newman's report recommends that public interiors, in which most crimes occur, should be as visible as possible to residents and passersby, that lobbies be well-lit and visible from a public street, that semi-private spaces such as paths and hallways be overlooked by apartment windows, and that elevators be monitored with electronic surveillance devices.

Similarly, the report advises designers of high-rise complexes to avoid the fortress-like super-block grouping in favor of individual buildings opening onto public streets, since the enclosed courtyards of a super-block often contain areas that are cut off from the view of tenants and passersby, and are therefore conducive to criminal assault.

Another way in which "defensible space" can be created is through the separation of apartment complexes into individual spheres of influence. Clearly defined physical subdivisions can encourage residents to adopt proprietary attitudes which serve as natural deterrent to crime.

This last recommendation has special relevance for senior citizens. The elderly were found to have a particularly strong sense of community when living with fellow senior citizens, and they are known often to organize systems for apartment-security and public area surveillance on their own initiative. In this area of housing security, senior citizens proved to be a step ahead of our architects and criminal justice researchers.

Although Mr. Newman's project is not yet completed, a handbook for architects, city-planners, and housing officials containing guidelines for the implementation of Mr. Newman's findings to date is now being prepared for publication.

Let me now turn to the second category of research projects which study crimes committed inside individual dwelling units.

Of these research projects, those dealing specifically with burglary have the most potential impact on the housing security problems of the elderly.

A National Institute-sponsored study in McLean, Virginia is currently investigating patterns of burglary and victimization. To this date, the project has discovered that non-victims of burglary differ from victims primarily according to security precautions undertaken. In the language of the first-phase report on this study, an average citizen "by a series of simple, straightforward acts can affect the likelihood of being burglarized."

In other words, the common-sense precautions of leaving interiors lit during absence, bolt-locking doors and windows, and employing exterior lighting were significant deterrents to burglary. Such simple precautions should be well within the physical and financial capabilities of most elderly homeowners and apartment dwellers, and the study did not uncover any special burglary problems among senior citizens which would require additional security measures.

Another National Institute-sponsored study in Alexandria, Virginia is seeking to develop a model city code for building security similar to existing fire and building codes. If adopted, such a code should be especially beneficial to those senior citizens who, whether because of poverty, or infirmity are unable to avail themselves of security devices, since the code would require by law that landlords supply these devices.

As for evaluating the effectiveness of either our action grant or research programs, it is difficult to assess their impact on the elderly persons in isolation from the rest of the population affected by the programs.

Exact population breakdowns are unavailable for most of the housing projects receiving aid from LEAA, and even if these figures were known it would be artificial merely to use the percentage of elderly as a guide for their share of funds allocated or services delivered. Unless the housing projects receiving LEAA funds are populated entirely by senior citizens, we can neither tailor our grant requirements to the specific needs of the elderly nor evaluate the impact of any LEAA dollar on the specific crime problems of senior citizens.

This difficulty is not simply one of program evaluation, however; it indicates a more fundamental problem in targeting funds at the specific security problems which admittedly are faced by senior citizens.

We have learned from surveys conducted by our National Institute of Law Enforcement and Criminal Justice that elderly tenants suffer greater crime problems when living in housing projects that are predominantly populated by younger tenants. Accordingly, our statistics show that elderly tenants are least likely to be crime victims when occupying housing that is restricted to senior citizens alone.

The advantage of restricted housing for the elderly are many. The most compelling is that elderly people are victimized not by their own age group, but by young criminals for whom a senior citizens represents a relatively helpless victim. There are numerous instances in which elderly tenants of mixed housing projects are burglarized or assaulted by younger tenants in the same housing project.

As for security, it is much easier to monitor potential criminals in housing projects inhabited entirely by senior citizens. In such projects, any younger person who is seen inside the building or on the grounds can be immediately identified as an outsider and challenged as to his business. In this way, any potential danger can usually be stopped at the front door.

Moreover, interviews conducted as part of the Oscar Newman Study with Housing project residents indicate that the vast majority of elderly residents of public housing in New York City prefer to live in buildings with others of their own age group. Also, as I mentioned previously, senior citizens in a building of their own are usually better able to provide for their own security

and seem more willing than most groups to participate in cooperative security programs even at the expense of some personal inconvenience.

Finally, study of the specific crime problems of the elderly can be controlled only in areas or buildings in which senior citizens constitute the majority of the population.

My first general recommendation is, therefore, that restricted housing units within projects be encouraged for senior citizens, especially in high-crime urban areas.

I would also like to make the following more specific recommendations for the subcommittee's considerations based on the findings I have reported. These recommendations will receive further study by LEAA and the Department of Housing and Urban Development to determine the most appropriate means of implementation.

1. Building entrances should be located in close proximity to a well-travelled public street. This is both for the convenience of those senior citizens who might have difficulty in walking great distances and for the safety of all persons entering and leaving the building.

2. An outdoor meeting-place with benches and tables should be established near building entrances. Such areas where residents can congregate would encourage the natural surveillance of all those entering the building.

3. Mailbox areas should be readily visible from the outside of the building. In addition, individual mailboxes should be located inside a locked mailroom with walls made of an unbreakable transparent material. Such precautions should reduce the theft of social security checks, which is a serious crime problem for senior citizens living in large housing projects.

4. All apartment doors should have peepholes fitted with wide-angle lenses and audio mechanisms which permit residents to hear and see outside persons without opening their doors.

5. Either a paid guard or a tenant should be on duty in the lobby at all times, and he should be supplied with an alarm button directly connected to the local police precinct.

I believe that these recommendations can be implemented in public housing projects receiving federal aid with little or no additional legislation.

In conclusion, I would like to return to the comprehensive anti-crime efforts of LEAA.

We must recognize that the threat of criminal victimization will persist for many in the U.S. until a significant reduction in all types of crime is achieved. While the special security problems of senior citizens can often be attacked categorically through specific programs, their ultimate safety from criminal assault can be insured only when all segments of the population are liberated from both the fact and fear of crime.

LEAA is dedicated to the realization of this goal, and although much work still needs to be done, there are a number of indications that a significant reduction in crime is no longer beyond our reach.

First quarter FBI statistics for 1972 show that the overall increase in crime across the nation is down to one percent—by far the lowest rate of increase in more than a decade; and the crime rates in eighty major U.S. cities have actually decreased in the first quarter of 1972.

Finally, I would like to assure the subcommittee that LEAA will continue to fund special anti-crime programs to prevent the victimization of the elderly, and we shall continue reviewing all of our major anti-crime efforts to discover ways in which new information can be applied to further reduce the crime problems of our senior citizens.

At this time, I would be pleased to answer any questions the subcommittee may wish to ask.

Mr. LEONARD. I would like first to give the committee a brief explanation of some current LEAA efforts to reduce the risk of criminal victimization for all segments of the population living in urban crime areas.

Although our recent experimental victimization studies in two pilot cities do not indicate that senior citizens are more vulnerable to urban crime than the general population, LEAA recognizes that the elderly may experience special crime problems when inhabiting public housing in high crime districts.

Fear of crimes is, of course, an especially debilitating problem for a senior citizen who feels helpless and threatened in the city, and LEAA is striving to eliminate both the fear and the fact of criminal victimization for the entire urban population through our comprehensive anticrime programs.

Violent street crime—mugging, assault, rape—is an ever-present specter in the lives of nearly every urban dweller in America today.

Burglary is an equally distressing threat to people of every age, race, and socioeconomic group in many of our cities.

LEAA has always recognized the special crime problems of our large cities, and has responded with priority assistance to such high crime areas. In most cases, the largest part of our block action grants are redistributed through the States to local governments on the basis of need, and substantial portions of these funds are passed onto cities with high crime rates.

In addition, a significant amount of LEAA's discretionary grants, which are awarded directly to specific anticrime projects, have been distributed to law enforcement programs in those high-crime urban areas with which, I gather from previous testimony, the committee is most concerned.

But we have determined that even this considerable aid is not sufficient for our goal of a rapid decrease in urban crime so we have instituted a new High Impact Program designed to achieve a dramatic reduction in burglary and street crime in eight large cities chosen because of their high-crime rates and administrative viability.

During calendar years 1972 and 1973, \$160 million in special LEAA funds will be distributed to the eight cities for comprehensive law enforcement programs to improve anticrime patrol methods by police, to increase the number of patrolmen on the beat, and to supplement transportation and communication equipment with helicopters and new dispatching systems.

Our goal is to reduce burglary and street crime in each of the cities by 5 percent in the next 2 years, and to pave the way for a 20 percent decrease at the end of 5 years.

We realize that even so comprehensive a program as this is only a beginning, but we believe that the new information obtained through program evaluations in the eight cities will be invaluable to law enforcement authorities in any urban area that wishes to initiate a similar all-out anticrime effort.

To facilitate the availability of High Impact Program information to all criminal justice agencies, the National Institute of Law Enforcement and Criminal Justice, which is the research arm of LEAA, has already compiled a document entitled "Planning Guidelines and Programs to Reduce Crime," containing outlines of programs to be implemented through the High Impact Program, and a questionnaire containing guidelines for data collection and program evaluations for the High Impact cities. Both of these documents are now available to all interested law enforcement agencies.

These programs are targeted at urban crime rather than at any particular kind of urban victim. But I mention them here because I believe that they will have significant impact on senior citizens living in the many housing projects located in high-crime areas.

As we learn more and more about such things as high visibility

patrols, and high intensity lighting, and other projects implemented under the High Impact Program, we will see to it that this kind of information is made available to all of the major metropolitan areas so that they have an opportunity to implement programs that we know to be successful. I might cite to you, Mr. Chairman and Senator Fong, a report we just received from our Kansas City regional office, as an example of a project that can have an immediate, immense effect on the crime rate and which can be made available to other cities.

St. Louis is one of our impact cities, and a new roving foot beat project there has resulted in a drop of 18 percent in major crimes during its first 2 weeks in operation.

Also, an architectural design project that was put up in New York and which is now being replicated in other cities resulted in a 40 percent decrease in crime in that particular New York housing project in the first 5 months of its operation.

So we know that there are available techniques that can be implemented to reduce crime rates and reduce crime's impact on senior citizens.

Let me turn specifically to some special crime problems of the elderly.

Commonsense tells us that since elderly people are less able to resist a criminal assault, they would be more attractive victims to a street criminal or burglar. Available crime victimization statistics, however, seem to indicate the opposite.

Age breakdowns of the victims of crime in the United States indicate that senior citizens are no more likely to be victimized by crime than any other segment of the population. In fact, taking into account all common crimes, the statistics show that the elderly have only 60 percent as much chance of being victimized as have the rest of the adult population.

How might this contradiction between our commonsense notion and the crime victimization statistics be resolved?

First we must recognize that victimization rates obtained from these statistics on the national incidence of crime relate the number of elderly victims to the total number of senior citizens now living in the United States.

Unfortunately, the current data does not reveal how many senior citizens are actually exposed to a high crime risk situation in a given period of time. A more meaningful rate of victimization would relate the number of elderly victims with the number of senior citizens actually exposed to these risks.

We have many reasons to believe that a significant number of elderly persons are seldom or never in high crime risk situations, and this fact would tend to obscure the actual vulnerability of senior citizens to criminal attack.

For instance, a retired person who spends most of his time at home is less likely to be mugged than a younger person who is on the street 5 days a week going to and from work.

Similarly, persons in a nursing home, while perhaps running considerable medical risks, are not likely to have their pockets picked or purses snatched.

Finally and most importantly, a senior citizen who either locks himself in his apartment in fear of ever venturing out into a once

familiar and safe neighborhood, or one who must take elaborate and unpleasant precautions whenever taking a short trip through an urban area does, in fact, reduce the chances of being victimized by crime. This safety is, of course, tenuous at best, and purchased dearly at the cost of personal liberty and peace of mind.

So we can easily speculate that a serious crime victimization problem for the elderly may reside beneath the aggregate statistics. Whether because of retirement, infirmity, or fear, many senior citizens may never experience a high crime risk situation.

Moreover, there is some statistical evidence which suggests that the elderly are more vulnerable than younger people when exposed to the risk of victimization. When living in public housing projects in high crime areas, the elderly may be victimized twice as often as other residents, as indicated by Public Housing researcher Oscar Newman, in a survey sponsored by our National Institute of Public Housing projects in New York City. Also, elderly people report more incidents of purse snatching and pocket picking than any other segment of the population.

Let me now report on how LEAA is addressing itself to these specific crime problems of the elderly.

In addition to the block grant and High Impact programs I have mentioned, LEAA has awarded a number of discretionary grants that directly affect senior citizens.

I have submitted to your staff, Mr. Chairman, copies of 10 discretionary grant announcements with program summaries to give you an idea of some kinds of discretionary programs we have funded.*

All of these discretionary grant programs are designed to increase internal security in housing projects, and each of the housing projects has a significant percentage of elderly tenants. The Federal share for these grants totals \$1,102,891, and the types of projects instituted are special internal police patrols, police-tenant cooperative security programs, resident civilian security patrols, and surveillance and monitoring equipment purchases.

The elderly residents of the housing projects affected by these grants should benefit generally in the same ways as tenants belonging to other age groups.

There are, however, some special benefits for the senior citizens, both general and specific.

The fear of falling victim to crime is probably most intense among the elderly. Senior citizens often have general insecurity problems, and the fear of crime adds greatly to them.

The fact is that these fears are very often justified by the high crime rates of many urban neighborhoods, and we cannot presume to reassure the elderly or anyone else until a comprehensive reduction in all street crimes and burglary is achieved.

But we have learned from our research projects that we can, at relatively low cost, reduce both the fear and the fact of crime among the elderly within their apartments and in the halls of their housing projects.

Internal security patrols provide a visible and frequent reminder to the senior citizens that protection and assistance are close at hand, and we have been informed by housing program directors that the

*Retained in committee files.

psychological value of security patrols is especially appreciated by elderly tenants.

In addition to such general psychological benefits, the senior citizens in some of the housing projects funded by LEAA discretionary grants receive special services under the program. One example of this occurs in the Springfield, Mass., "vertical policing project," where both a twice-daily doorcheck for the elderly and an errand service for disabled senior citizens are included along with the regular duties of security personnel.

The Springfield program director reports that the doorcheck has become an appreciated daily routine for the elderly tenants, and that security personnel performing this service have already discovered a number of elderly persons who had fallen unconscious and were in need of immediate hospitalization.

General services such as the Springfield project's errand service are included in a number of the other housing projects as well, and while these services are not directly related to fighting crime, the program directors report that they are valuable as a means to integrate the senior citizens in the tenant community and familiarize them with available security programs.

LEAA has begun also to fund programs which enlist senior citizens as paraprofessional aides in the area of housing security and community relations.

The "vertical policing service" of Cleveland, Ohio, serves a number of apartment units populated entirely by senior citizens, and the program is staffed by the elderly residents themselves.

With the assistance of professional advisers, the senior citizens in this "guide" program perform monitoring and information services for the other tenants and visitors. Although the senior citizen "guide" cannot be expected to function as an internal policing force, they have been very effective in informing local law enforcement authorities of unauthorized persons in or around the housing project, and in providing a liaison between tenants and local community service organizations.

We have been informed by the program directors of this and other community relations programs involving the elderly that senior citizens usually make excellent aides, and take great, unselfish pleasure in serving their communities.

In addition to these discretionary action grant programs, LEAA is sponsoring a number of housing security research projects through our National Institute of Law Enforcement and Criminal Justice.

National institute research projects which directly address the crime problem in large public housing projects may be divided into two broad categories:

1. Research primarily concerned with the problem of street crimes such as robbery and assault.
2. Research designed to prevent crimes committed inside the private dwelling units such as burglary and household theft.

Concerning the first category of on-grounds security, the National Institute is sponsoring an ongoing study entitled "Architectural Design to Improve Security in Urban Residential Areas," headed by Oscar Newman of New York University. LEAA is supporting Mr. Newman's design work and evaluation. The Department of Housing

and Urban Development is financing the actual modifications through the New York City Housing Authority.

Mr. Newman's project is testing such variables as the grouping of dwelling units, the definition of grounds, the design and placement of elevators, doors, and lobbies, and the use of lighting in order to determine whether and in what ways the physical design of residential complexes can be modified to reduce crime.

The goal of this study is to develop a system by which the concept of "defensible space" can be systematically applied to the construction and renovation of public housing projects. "Defensible space" is defined as an environment which permits and encourages residents to control their own security, and it can be created by designing all areas of a housing complex to be easily and frequently surveyed by the tenants or the surrounding community.

For example, Mr. Newman's report recommends that public interiors, in which most crimes occur, should be as visible as possible to residents and passersby, that lobbies be well lit and visible from a public street, that semiprivate spaces such as paths and hallways be overlooked by apartment windows, and that elevators be monitored with electronic surveillance devices.

Similarly, the report advises designers of highrise complexes to avoid the fortress-like superblock grouping in favor of individual buildings opening onto public streets, since the enclosed courtyards of a superblock complex often contain areas that are cut off from the view of tenants and passersby, and are therefore conducive to criminal assault.

Another way in which "defensible space" can be created is through the separation of apartment complexes into individual spheres of influence. Clearly defined physical subdivisions can encourage residents to adopt proprietary attitudes which serve as a natural deterrent to crime.

This last recommendation has special relevance for senior citizens. The elderly were found to have a particularly strong sense of community when living with fellow senior citizens, and they are known often to organize systems for apartment security and public area surveillance on their own initiative. In this area of housing security, senior citizens proved to be a step ahead of our architects and criminal justice researchers.

Although Mr. Newman's project is not yet completed, a handbook for architects, city planners, and housing officials containing guidelines for the implementation of Mr. Newman's findings to date is now being prepared for publication.

Let me now turn to the second category of research projects, which study crimes committed inside individual dwelling units.

Of these research projects, those dealing specifically with burglary have the most potential impact on the housing security problems of the elderly.

A national institute sponsored study in McLean, Va., is currently investigating patterns of burglary and victimization. To this date, the project has discovered that nonvictims of burglary differ from victims primarily according to security precautions undertaken.

In the language of the first phase report on this study, an average citizen "by a series of simple, straightforward acts can affect the likelihood of being burglarized."

In other words, the commonsense precautions of leaving interiors lit during absence, bolt-locking doors and windows, and employing exterior lighting were significant deterrents to burglary.

Such simple precautions should be well within the physical and financial capabilities of most elderly homeowners and apartment dwellers, and the study did not uncover any special burglarly problems among senior citizens which would require additional security measures.

Another National institute sponsored study in Alexandria, Va., is seeking to develop a model city code for building security similar to existing fire and building codes. If adopted, such a code should be especially beneficial to those senior citizens who, whether because of poverty or infirmity, are unable to avail themselves of security devices, since the code would require by law that landlords supply these devices.

As for evaluating the effectiveness of either our action grant or research programs, it is difficult to assess their impact on the elderly persons in isolation from the rest of the population affected by the programs.

Exact population breakdowns are unavailable for most of the housing projects receiving aid from LEAA, and even if these figures were known, it would be artificial merely to use the percentage of elderly as a guide for their share of funds allocated or services delivered.

Unless the housing projects receiving LEAA funds are populated entirely by senior citizens, we can neither tailor our grant requirements to the specific needs of the elderly nor evaluate the impact of any LEAA dollar on the specific crime problems of senior citizens.

This difficulty is not simply one of program evaluation, however. It indicates a more fundamental problem in targeting funds at the specific security problems which admittedly are faced by senior citizens.

We have learned from surveys conducted by our National Institute of Law Enforcement and Criminal Justice that elderly persons suffer greater crime problems when living in housing projects that are predominantly populated by younger tenants. Accordingly, our statistics show that elderly tenants are least likely to be crime victims when occupying housing that is restricted to senior citizens alone.

The advantages of restricted housing for the elderly are many. The most compelling is that elderly people are victimized not by their own age group, but by young criminals for whom a senior citizen represents a relatively helpless victim. There are numerous instances in which elderly tenants of mixed housing projects are burglarized or assaulted by younger tenants in the same housing project.

As for security, it is much easier to monitor potential criminals in housing projects inhabited entirely by senior citizens. In such projects, any younger person who is seen inside the building or on the grounds can be immediately identified as an outsider and challenged as to his business. In this way, any potential danger can usually be stopped at the front door.

Moreover, interviews conducted as part of the Oscar Newman study with housing project residents indicate that the vast majority of elderly residents of public housing in New York City prefer to live in

buildings with others of their own age group. Also, as I mentioned previously, senior citizens in a building of their own are usually better able to provide for their own security and seem more willing than most groups to participate in cooperative security programs even at the expense of some personal inconvenience.

Finally, study of the specific crime problems of the elderly can be controlled only in areas or buildings in which senior citizens constitute the majority of the population.

My first general recommendation is, therefore, that restricted housing units within projects be encouraged for senior citizens, especially in high crime urban areas.

RECOMMENDATIONS

I would also like to make the following more specific recommendations for the subcommittee's considerations based on the findings I have reported. These recommendations will receive further study by LEAA and the Department of Housing and Urban Development to determine the most appropriate means of implementation.

1. Building entrances should be located in close proximity to a well-traveled public street. This is both for the convenience of those senior citizens who might have difficulty in walking great distances and for the safety of all persons entering and leaving the building.

2. An outdoor meeting place with benches and tables should be established near building entrances. Such areas where residents can congregate would encourage the natural surveillance of those entering the building.

3. Mailbox areas should be readily visible from the outside of the building. In addition, individual mailboxes should be located inside a locked mailroom with walls made of an unbreakable transparent material. Such precautions should reduce the theft of Social Security checks, which is a serious crime problem for senior citizens living in large housing projects.

4. All apartment doors should have peepholes fitted with wide-angle lenses and audio mechanisms which permit residents to hear and see outside persons without opening their doors.

5. Either a paid guard or a tenant should be on duty in the lobby at all times, and he should be supplied with an alarm button directly connected to the local police precinct.

I believe that these recommendations can be implemented in public housing projects receiving Federal aid with little or no additional legislation.

In conclusion, I would like to return to the comprehensive anti-crime efforts of LEAA.

We must recognize that the threat of criminal victimization will persist for many in the United States until a significant reduction in all types of crime is achieved. While the special security problems of senior citizens can often be attacked categorically through specific programs, their ultimate safety from criminal assault can be insured only when all segments of the population are liberated from both the fact and fear of crime.

LEAA is dedicated to the realization of this goal, and although much work still needs to be done, there are a number of indications that a significant reduction in crime is no longer beyond our reach.

First quarter FBI statistics for 1972 show that the overall increase in crime across the Nation is down to 1 percent—by far the lowest rate of increase in more than a decade; and the crime rates in 80 major U.S. cities have actually decreased in the first quarter of 1972.

Finally, I would like to assure the subcommittee that LEAA will continue to fund special anticrime programs to prevent the victimization of the elderly, and we shall continue reviewing all of our major anticrime efforts to discover ways in which new information can be applied to further reduce the crime problems of our senior citizens.

Let me just summarize, Mr. Chairman, and Senator Fong, by saying LEAA conducts a two-fold attack on the problem. First of all, the attack in the high crime urban areas. This affects the senior citizen so as not to make him a prisoner within the building so that he can go safely to the local shopping areas, transportation and other service needs that he may have.

Second, is the attack on internal building security problems. We would certainly support the chairman's apparent conclusion that restriction of particular units to senior citizens represents a tremendous advantage in addressing the internal security problems of that unit. I think that we are addressing the problems, we are coming up with some substantive results, and we will continue encouraging State planning agencies and local crime planning commissions, to take a specific interest in the problems of the senior citizen in urban high crime projects.

As far as the High Impact Program is concerned, as I have indicated to you, we will give a specific direction there that these problems be addressed immediately. You have heard testimony here from Cleveland. Cleveland is an impact city, and we will move there quickly to see that the problem is further addressed there.

We have been informed recently that in two housing projects where Mr. Newman had made some recommendations, which were implemented 4 months ago, there has been no reported crime at all in those two projects during that 4-month period.

I don't know what the crime rate was previously but certainly no crime is better than some. We know, therefore, that effective techniques are available.

I might, by way of addendum, introduce Mr. Orin Biggs, who is an attorney on our staff and who has worked with your committee staff in preparing information to assist in your consideration of this subject.

That is the end of my statement, and I will be glad to answer any questions.

Senator FONG. After you have experimented and have a pilot program, how do you disseminate this information?

Mr. LEONARD. Senator, there are a number of ways in which we do this. First, we do this, internally through LEAA communications procedures. Second, we have a newsletter which is distributed to the entire criminal justice community about once every 4 to 6 weeks. We will have fully operational within a very short period of time what we call the National Criminal Justice Reference Service, from which, assuming it is running properly, a criminal justice planner or a housing agency director in a big city could, through a simple contact with the local criminal justice planning agency, request all currently operating projects which have to do with highrise building security.

He would get a list with a short description and he could then ask for further information, on those projects which might be of interest to him. In the end, however, no matter how much we stress technology transfer—and that is a big part of our operation—it doesn't do any good to finance in a given city unless we can move technical information out. Also, people have to be interested enough to contact us or the criminal justice community in order to get the information.

Senator FONG. So you have zeroed in on this problem?

Mr. LEONARD. Yes. I think we have a good definition of the problem as well as quite a few alternatives that are available to the local authorities, depending upon how they define the particular problem. Again, however, it is ultimately the local people who must define the problem and pick the best solution.

Senator FONG. Thank you.

Senator WILLIAMS. Mr. Leonard, we of course are gathered under the jurisdiction here of the Committee on Aging and we are concerned with the security of older people and we relate all of our inquiry to their housing in federally supported projects. It had to be that our information went well beyond the security of elderly people and embraced the whole complex of federally supported housing, particularly under the Public Housing program, but dealing with public housing and the security or the lack of it, it has been very clear that there is a reluctance here to accept primary responsibility for security procedures.

The local police don't accept primary responsibility within the project. They say that is the housing authority's primary responsibility. They are available on call, but this is not their beat, so to speak, within the project. And the housing authority, they look to the local police, so you see, responsibility sort of falls between these two positions through the crack or the gap. I think that probably a lot of this is just economic facts of life.

The authority doesn't have the money to do the job, the local community, the city, the town; they don't have enough money for full police work throughout their jurisdiction, throughout the city or the town. So I think that is part of it. It might be a very key part of it.

It has occurred to me in these 3 days of hearings that your great Department, that we have legislated with all of the hope—and, boy, that's sure been backed up in appropriations—you are the domestic Defense Department. We don't ask any questions. We authorize and appropriate the money.

I think your budget has been increased over 1,000 percent, hasn't it, within the last 2 years?

Mr. LEONARD. It was \$63 million in fiscal year 1969, \$698.4 million last year and the request for this year is \$850 million. Both House and Senate have approved that figure, and we understand that the conference committee has no problem with it.

Senator WILLIAMS. Well, you see what I mean. You are in a very unique situation and there is no mystery about that either. People in this country are willing to be taxed and to spend the money for their security and it is as simple as that, and it is money well spent.

Now, as an administrative matter, how do we get your funds right into the guts of the problem? I was most encouraged by so many of the things you said. You have mentioned the Springfield, Mass., project, the vertical policing in housing there.

Mr. LEONARD. Yes.

Senator WILLIAMS. Now I just wondered as a matter of governmental administration how the application comes in and just how it is routed and where the money goes and who has to approve or disapprove, whatever.

Mr. LEONARD. Senator, if it is a block grant application, the application is made by a local criminal justice agency as a division of a local unit of government. In the cases we are talking about, the application would come from the housing authority through the mayor's office, and would become part of the regional plan which is submitted to the State planning agency for the region in which that city is located.

That regional plan is then built into the State comprehensive criminal justice plan. The comprehensive State plan is approved by the State criminal justice planning agency and its supervisory board. It is then submitted for approval to our regional office before funds are awarded.

Comprehensive State plans do not get to Washington until after they have been approved by the regional offices. Of course, the comprehensiveness of the plan and the specific projects within the plan are all judged by guidelines and directives that carry out the congressional intent. I think that we are doing a much better job today in cutting down the time between the initial requests for funds and the actual flow of money.

With respect to discretionary funds, which is what we presented to your staff, applications go through almost the same process except that the regional office of LEAA gets more deeply involved initially, and that procedure can work much more quickly.

But because our discretionary funds amount to only 15 percent of the total action money appropriated by the Congress, they are used for innovative-type projects, and we are certainly talking here about an innovative-type area, since we don't know all the answers yet. These projects might fail because they are not the appropriate answer, but we need to experiment.

I think we are having considerable success. The New York example, the St. Louis example, and the Cleveland example, which I gave you all indicate how these various kinds of projects, whether they be vertical policing or increased beat patrols in high-crime areas, do result in crime reductions. That, of course, is what we are looking for.

Senator WILLIAMS. I wonder how many housing authorities have made application. They would go to their city government, wouldn't they?

Mr. LEONARD. Yes.

Senator WILLIAMS. The way it looks to me is that the need is in every housing project, but we didn't get any theme here of housing authority acceptance of their opportunity have we?

Well now, you mentioned Kansas City and here you had the foot patrol beeper system that you mentioned.

Mr. LEONARD. No; I was talking about St. Louis.

Senator WILLIAMS. St. Louis. Well now, you—in your business—have as many aides unsolicited as any football coach has. Everybody knows, that lives in an area where there is high crime, that the cruising automobile going by at 40 miles an hour isn't going to see the man

lurking in the shadows. When I am in Washington I live on I Street, and I know that I Street has more police cars than any other street in the country probably and yet between cars I got a gun at my head and I know right away that the foot patrolman is far more able to spot problems and to deter problems than that cruiser.

Mr. LEONARD. The St. Louis program is a roving foot beat patrol.

Senator WILLIAMS. Any layman knows that a foot patrolman has more chance of protecting a citizen than the police car. Who made the application out there in St. Louis and how did it go through? How long did it take and what was involved?

Mr. LEONARD. That project, Senator, is part of the St. Louis High Impact Program, was initiated in eight cities last January. The first part of the program was to set up crime analysis teams to pinpoint exactly where the high crime areas are.

The second step is to develop the specific techniques and projects that would be employed. The roving foot patrol in St. Louis went into operation on June 18 and it resulted, according to the report from our Kansas City regional office, which supervises this area, in a drop of 18 percent in major crimes during the first 2 weeks of operation.

That may not be statistically significant, but it is an indication of impact and apparent success in one of our High Impact cities.

Senator WILLIAMS. Are you familiar with the detail in how broad an area and how many people are involved?

Mr. LEONARD. As part of the St. Louis High Impact anticrime program, the St. Louis Metropolitan Police Department initiated a foot patrol in some of the highest crime areas in the city on Thursday, June 29, at 7 p.m. A computer analysis of the first 2 weeks of operation shows an 18 percent decrease of all crimes in the areas served by the foot patrol compared to the same period in 1971. The comparison also showed a 25-percent reduction of part 1 index crimes against persons during patrol hours. Although the present patrols do not cover any public housing projects, it is anticipated that, when the program is expanded in the first quarter of 1973, some of the beat patrols will include public housing projects. I would also like to submit the project's application and initial review memo for the subcommittee's consideration.*

Senator WILLIAMS. And whether they get off the city streets and into the housing project area?

Mr. LEONARD. Well, let me address that in the context of your previous remarks about what falls through the crack here. I think that the fear of the local police administrator, the guy who has to get the money from the county council, is that once he took over responsibility within a building for what, in effect, is a security guard type of operation, that there would be an unending drain on his resources. He simply wouldn't have the manpower to maintain these programs after Federal funds have been expended.

But I am certain that every big city police administrator would be most interested in providing training personnel and implementation personnel to work in conjunction with the administration of the project to get a program going.

The police department could perhaps provide an alarm system response, so that the moment they are notified there can be a response to the housing unit within a matter of minutes. All big city police

*Retained in committee files.

administrators today are concentrating on reducing response time to citizen calls through advanced communications techniques.

Incidentally, one of the problems we have is criticism for the money that goes into communications, but the only way police dispatchers can get a policeman from where he is to the scene of a crime faster is by improved communications. So I think cooperation between local police and housing authorities is possible, but the police administrator's reticence is due to the fact that he is afraid he will get caught into providing, out of his normal budget, a vertical policing service. His is a justified concern, since the average police department doesn't have enough funds to meet the demands.

But I think, LEAA working with HUD, can be helpful in trying to bridge that gap or to fill that crack, as you appropriately describe it, by encouraging local police to provide guidance where they are unable to provide funds.

Senator WILLIAMS. What offers have you made to HUD to develop the kind of a training program for their housing authority?

Mr. LEONARD. We have made no offer specifically with respect to the training program. We have been working with Secretaries Hyde and Simmons for many months through our National Institute. HUD is very interested in our High-Impact Program because of the adverse effect that high crime has on HUD's ability to attract tenants into housing projects in high-crime areas. So there has been a good deal of cooperation and coordination between our agencies in developing these techniques.

For instance, although our funds designed the architectural projects that were put up in New York and some of these other cities for the redesign of exit, entrance, and areaways, it was HUD money that funded actual implementation of those designs.

Senator WILLIAMS. Is that for new housing or modernization?

Mr. LEONARD. These were the remodeling projects I mentioned previously that were designed by our experts in order to open up the areas and make them less attractive to criminals. I know that these projects have been conducted in New York, Boston, Washington, Cleveland and some others. So cooperative effort between LEAA and HUD in the design area is already up and running.

When we begin to talk about the security guard question and training and staffing, that would require greater involvement of the local housing authority. But the function, it seems to me, at our level will be to advise these housing authorities that programs are available.

Senator WILLIAMS. It seems to me you are talking design, planning, training, and you know this is going to fall on the deaf ears of an agency looking to reduce its operating expenses.

Do you see the point I made? You were here when Mr. Watson was talking. They are cutting expenses. This is an expense item to put your plan, your design, your training program into effect and hire the people who are trained. Do you see where we are missing? You can be doing a most superlative job of designing safer entrances, of blueprinting training programs for guards for the security personnel, but this has to be given to a willing agency and you haven't got a willing agency to work with.

Do you get that feeling? And we can't go off the record these days.

Mr. LEONARD. I would hesitate to comment on another executive branch agency's testimony. Let me just suggest something to you, however. An old law professor of mine said, "You know, tough decisions become very easy when you get all the facts."

I just did some scratching while we were waiting to testify, and I think we could provide a 24-hour security guard for one housing unit, assuming that you could limit access at least at certain hours of the day, for about \$30,000 a year.

Depending upon the proximity of other units within that project and depending upon the architectural design—which is why the architectural design is so important—there would be times of day when one guard could cover more than one unit. So if we put our minds together and shoulders to the wheel, I think that answers are available.

The question is the motivation to do it. I want to assure you that as far as we are concerned, I believe LEAA exists for one purpose and that is to reduce crime and delinquency. So if we can reduce crime and delinquency in housing projects with crime problems we are going fishing where the fish are. So we are extremely interested in this and we pledge our full cooperation to you and to this subcommittee and to anybody else who will listen.

Senator WILLIAMS. Well, you register loud, clear and positive to me, but the problem is we just do not have that acceptance of program continuity, and this is an expense item. Your job you are doing superbly, but whatever you do superbly has built within it on-going programs which means expense, and that has not been accepted and that is what we are going to fight for here, for your efforts to be picked up.

You know I don't know all that lies behind this, but the tables that I have here from the Government Operations Committee show a cumulative 3-year disbursement of action funds by SPA—that is the State planning agencies—to local governments and other subgrantees. Well now, I will pick one State at random.

New Jersey. The total allocations to subgrantees by SPA's under that heading, the figure is \$19,122,285. The total funds disbursed to subgrantees, \$4,181,490.

In a 3-year percentage of disbursements to allocations, disbursements to allocations were 21.9 percent.

Now, I don't know what all of that means. I know what the result is. The plan and the authorization, the money allocated is not getting down there to the grassroots. Isn't that about what those figures are telling us?

Mr. LEONARD. Well, Senator, no; that is not correct.

Senator WILLIAMS. Well, I plead ignorance as to exactly what it does mean.

Mr. LEONARD. The truth of the matter is that in the kind of personnel projects we are talking about here, the \$30,000 figure I gave you would not be spent at the beginning of the project year.

It spreads out through the whole year. In other words, we don't let the project directors have the cash so they can put it in the bank, or invest in Federal securities. We had that happen once, so we only

allow 1 week's cash on hand. Between the planning process and the allocation process, the obligated money is way out in front of the actual expenditure of the cash.

Now obviously we are trying to reduce that lag, but, frankly, the more sophisticated the project, the greater the lag will be between the actual expenditure of the money and the day that the obligation was approved.

As per your request, attached are statements concerning LEAA fund flow excerpted from my testimony of October 7, 1971, and the July 29, 1971, testimony of Bernard Winckoski, former administrator of Michigan's Office of Criminal Justice programs, before the Legal and Monetary Affairs Subcommittee on Government Operations.

(The statements follow :)

Mr. LEONARD. GAO charged there was program inertia, and seems to think a State's block grant funds are awarded at the start of the fiscal year and spent immediately. The fact is that as each fiscal year begins, a State takes up to 6 months to draft its new improvement plan, LEAA review takes several more months, and funds then are awarded toward the end of the year. From that point, the State has 2 years to spend the funds, and many projects run that long. Funds are spent at appropriate intervals, not in one lump. It would make no sense to pour out all the money at once. GAO failed to take adequate note of the reorganization's effect on fund flow. Multiple reviews and duplication of paperwork have ended. Our regional offices now can approve most kinds of grants.

In one breath, some complain funds were not granted quickly enough, in the next, they say funds were awarded too quickly for proper planning. The critics can't have it both ways. But it is possible, and we place great emphasis on this, to move funds as rapidly as possible, consistent with good, sound planning. As several States have testified, it takes time to plan and carry out effective programs, to insure that maximum value is received for each dollar. To short circuit that would greatly harm the program.

Earlier witnesses said some States held LEAA funds in excess of immediate needs and noted that Health, Education, and Welfare grantees have an average supply of 1 day of cash. Such a comparison is misleading. HEW operates categorical grant programs, and can exert direct control. Under the LEAA program, States must have greater flexibility, for each deals with hundreds of subgrantees, making more cash on hand a necessity, LEAA has long been aware that cash balances should be no larger than absolutely necessary and has told the States that. Because a few States pose problems, I have issued a new memorandum that they now can hold only enough for 1 month's activities, based on their average monthly disbursements in the preceding quarter. A LEAA survey shows the national pattern is close to that with States averaging fund for 1.4 months of operation. My memorandum also informed the States that by early next year their cash balances cannot be in excess of funds needed. To support 1 week's activities.

* * * * *

Mr. MONAGAN. If you drawdown money in January and don't give it to the subgrantee until June there would be 6 months when the Government would be losing interest, but if you used the letter of credit in June just a few days before you passed the money on, of course, that would reduce the cost to the Federal Government, and it mounts up tremendously in the course of a year all over the country in this and other programs such as HEW.

Mr. BRICKLEY. Barney, would you speak to that?

Mr. MONAGAN. Would you identify yourself for the record?

Mr. WINCKOSKI. Bernard Winckoski, administrator of the program in Michigan.

In regard to this, it was not until these hearings that we heard brought forth additional information to the drawdown procedures. Michigan had been following a practice in accordance with the LEAA financial guidelines to drawdown

on a quarterly basis, projecting of course, the financial needs for the forthcoming quarter. If at any time we discovered that our projections were over and above our actual need, then we would adjust the next drawdown accordingly. In retrospect, I recognize now that the Government auditor's office is saying that you shouldn't drawdown more than 5 or 10 days. If Michigan were officially directed, certainly we would comply. It probably would create some staffing difficulties and maybe encumber the system more than it would achieve in terms of saving the Government interest.

Mr. MONAGAN. This is a relatively new project of the Treasury, and I am not surprised that it hasn't percolated down fully. I don't think they have pressed it perhaps as far as they should. Just as an example, the number of days' supply of cash as of December 31, 1969, in Michigan was 120, in Massachusetts 225. Then it went down to 40 as of June 30 of 1970 in Michigan, then up to 77 on December 31, so I am sure this is something that can and will be connected.

Governor, what is the audit capability of the SPA?

Mr. BRICKLEY. Barney, you go ahead.

Mr. WINCKOSKI. I would like to answer that, sir. I think, as the Governor indicated, that our concern very early was of fiscal integrity and control. Today we have a staff of 10 auditors and a fiscal manager. We feel that both prior to funding and after funding we are in a position to audit and in fact, we are now inspecting at a grant at least once during its life, and we are committed to a final audit at the conclusion. We will accelerate this if it is at all possible. It is very obvious to us that fiscal control is a serious concern and could get the program into trouble regardless of all the good substantive things the program accomplishes. This is the reason for our commitment.

That is the part, then, I think I will focus my remarks on. You have to envision it as a pipeline with the Federal Treasury at one end and a local unit of government approved to implement a project at the other. Each step of it takes some reasonable time; you can accelerate different actions to some extent without losing control; however, we never want to lose that control.

When funds finally get down the pipeline to the local unit of government or the successful subgrantee, most projects are 1 year in length as an average. During the life of that project they will receive fundings at various stages. Each time they reach a funding stage they come back to the State and then we come back to the Federal Treasury. We will not expend the money under the best of conditions, for at least 15 to 18 and possibly for 24 months, and if anyone looks at the flow of money differently than that, they are deceiving themselves because that process is the real process and it depends on people really performing at every step of the way, particularly after the grant is made.

When we also examine the flow of funds today we should be looking at the amount of money that was awarded the first or second year, because it is just now that we are realizing the full expenditure of those funds. In Michigan the first year it was \$1 million. We are obviously above \$1 million in expenditures but not a great distance above \$1 million. I think it is something like \$5 million. But this is very understandable because those first projects are now completed and in the second year funding. Sometime reasonably after those projects become completed those funds will be totally expended an out of all treasuries. But if you don't recognize those steps, if they are ignored and it is said that you award money to a State today and it ought to be out of the Federal and State treasuries tomorrow, that is not going to happen and should not happen.

Senator WILLIAMS. Well now, let me ask is your money available to some hardware aspects of this? We have been told so many times that lights, alarms and guards are all part of better security. Are your funds available for the wages, the salaries of guards, for example?

Mr. LEONARD. Senator, the answer to that is, yes, but the projects we have submitted to you were funded with LEAA, discretionary funds and cannot be considered to be ongoing. Hardware purchases are more of a maintenance-type operation which should be funded with block-grant or housing authority moneys.

The local housing authorities ought to plan eventually to build these projects into their hardware-improvement costs. Our view is that when we begin to really get these crime rates down, LEAA should go out of business. So LEAA is not a long-term support agency, if you get my point.

Senator WILLIAMS. I get you. You are to demonstrate, to start up, and I accept that that is what the Congress has helped to mandate. Then we run into this wall where rents can't be budgeted in public housing for security. In the elderly housing rents have to pay 85 percent of the cost of operation.

You see, in the ongoing area they are working against the objective.

Mr. LEONARD. Senator, you are also apparently about to pass a revenue-sharing bill which provides for the funding of law enforcement, and public safety projects. There isn't any reason why some of those funds could not be used in these areas.

Senator WILLIAMS. Well, you are absolutely right and yet we are restricted. We are told we can't put the clearer guideline in as to just how we would have it be directed to law enforcement. It is law enforcement broadly, and then there is the city-suburb division on the revenue sharing, and the hard-core crime areas are going to get relatively less than they need in terms of their need for additional law enforcement under that revenue sharing, but this is a detail and we are going to lose the detail in the emotional sweep toward passage of that revenue sharing, but I agree with you it is a great hope that this money will be reaching some of these problems. And that would be program money.

You develop the plan and the money will be there to put it into continuing effect.

Mr. LEONARD. Yes, sir; and, of course, LEAA block grant moneys are also available for the kind of projects we are talking about. But I think the source of funds is there provided. We must recognize that this kind of project must eventually be built into the operating structure of the housing authority.

Wherever the funds come from, whether through supplements, revenue-sharing money, or LEAA block grants, once it gets built in, I have the feeling that funds will be found to keep these projects going when they are effective.

However, without restricted housing for the elderly, the problem is so very difficult that I am not so sure it can be solved without incurring prohibitive expense. I am not recommending that the whole project, but units within the project be restricted to the senior citizens if we are to reduce crime within the scope of a limited budget.

Mr. ORIOL. Just two very quick points.

The examples of discretionary projects which you provided the committee in response to the chairman's letters, most of them are grant approvals and merely describe the project in broad terms. I wonder whether we might have any report you have on how effective these projects have been.

Mr. LEONARD. We will be happy to provide you two things in response to that point. One, we will send you the whole grant which

would give more detail; and status reports on the discretionary grants.*

Mr. ORIOL. Yes. I would rather have reports on the success or lack of success of the projects. And then to build upon the point the chairman was making just now, in your St. Paul project apparently a group of 14 specially trained patrolmen under a lieutenant and a sergeant were to become involved with residents of public housing in a joint police-resident effort of mutual protection and reduction of crime.

Then in your renewal of that project this year on March 15 apparently there was great success. The goals set forth in the original project were obtained to a degree that merits the additional funding and those goals include reduction of crime and criminal activity in housing areas disproportionately composed of children and elderly persons and through community action to bring a measure of social and legal control to the areas in the interests of creating a wholesome physical environment.

Now if you are having success on those two very vital goals, what steps is LEAA taking at least to get HUD to report the success of such projects to the housing authorities so they can make a judgment on whether they would like to take similar action?

Mr. LEONARD. I can't really answer the question specifically. According to the procedure that is currently in effect, this kind of information should be made known through our information exchange with HUD and then be made available to other local housing authorities. That is the way it should work.

Mr. ORIOL. Well, we would like to know whether it is working.

Mr. LEONARD. I might also mention something else which we have done which bears on this question of information exchange. We recently gave a grant to the National Governors Conference, which has built into it a technology transfer and exchange component through which we hope to get technology transfer.

We also gave a grant to the Conference of Mayors in the League of Cities which contains the same kind of technology transfer component. Those two projects added to the National Criminal Justice Reference Service should provide plenty of technology exchange potential. We could do more of it at this level with our sister agencies in the executive branch and we will see to it that this is specifically brought to HUD's attention.

This is the kind of project, incidentally, that I was referring to by way of answer to the Senator's question a little earlier, a combination police-tenant project.

Mr. ORIOL. How long are you likely to fund a project such as in St. Paul? You have mentioned that you have to cut it off, but when do you do it?

Mr. LEONARD. We would probably not go beyond 2 years.

Mr. ORIOL. So this is the last year for St. Paul probably?

Mr. LEONARD. Yes; but this is a discretionary grant. We would then suggest that they seek continued funding through the block grant project or through other sources.

Senator WILLIAMS. Anything else?

*See Status Reports. Appendix A, Item 4, p. 533; Grants retained in committee files.

This is the conclusion of this series of hearings. I will say I entered into this hearing on Monday morning with a feeling of some despair in this whole subject of crime as it comes to the lives of older people, and this despair turned to outrage during the hearing.

I will say that there were high points though where this despair and outrage was leavened a bit with some hope. Your work is part of that hope and we will certainly work with you in your efforts. There are other parts of this congressional interest here, Senator Fong and myself, and Mrs. Hicks, who was here from the House of Representatives, and we want to thank you for your testimony today. I hope we can make some headway.

Mr. LEONARD. Thank you, sir.

Senator WILLIAMS. The hearing is adjourned.

(Whereupon, at 12:35 p.m. the subcommittee adjourned, to reconvene at the call of the Chair.)

APPENDIX A

ADDITIONAL MATERIAL FROM WITNESSES

ITEM 1. SUPPLEMENTAL PROTECTIVE SERVICES CHARGEABLE TO OPERATING EXPENSES FOR LOW-RENT PUBLIC HOUSING*

U.S. DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT
HOUSING MANAGEMENT

CIRCULAR HM 7475.6, 1/18/72

1. *Purpose.*—This Circular authorizes Local Housing Authorities under certain conditions to provide supplemental protective or “security” services in low-rent projects. It also provides a broad instructional base for planning and implementing the protective services.

2. *Legislative background.*—The Conference Report on the Housing and Urban Development Act of 1970 stated that the Act would authorize payment of operating subsidy to “. . . achieve and maintain adequate operating and maintenance services . . .” including “. . . guard and other costs relating to the physical security of project residents. . .” The Report also stated:

“The purpose of additional annual contributions is to provide local housing authorities with additional resources, not available to them from existing revenue sources, to improve immediately their fiscal situation and the deteriorated condition of their properties, while at the same time strengthening their administration and management functions, including activities designed to achieve maximum tenant participation and responsibility, so that they can become fully effective operations.” (Emphasis added).

3. *Basic responsibility for security.*—The police force of the locality, not the Local Authority, has the basic responsibility for the prevention of crime, disorder and vandalism. The cooperation agreement between the Authority and the local governing body specifically requires the city to provide the same level of police and other protective services to the housing projects as it does to other residents. In most localities, reliance upon available public services provides adequate protection for project residents and property. This is particularly true for scattered site and row house developments.

4. *Where supplemental protective services are needed.*—In some localities, however, and because of abnormal conditions, generally in high rise structures located in blighted areas, the level of police protection is insufficient to control crime and vandalism and to permit the maintenance of decent, safe, and sanitary dwellings for project residents. In such cases, supplemental protective services may be needed. This type of situation was recognized by the Housing and Urban Development Act of 1970 which authorized an operating subsidy when needed for operating and maintenance services, including improvement of physical security.

5. *Joint planning with tenants and other community groups.*—The level of need for supplemental protective services will, of course, vary from locality to locality and even from location to location with the locality. Tenant and community support of efforts to maintain a safe living environment are essential to their success; therefore, plans for supplemental protective services should be developed jointly by the Local Authority and the tenants, any relevant community civic associations, and local officials including the police. Serious consideration should be given to establishing a citizen advisory committee to help plan the protective services program and to monitor its operation on a continuing basis.

6. *Type and extent of supplemental protective services.*

a. *Resident patrols.*—The supplemental services may consist of paying salaries for the part-time employment of mature (not necessarily adult) tenants or neighborhood residents to patrol project grounds and buildings during hours of high hazard and to report suspicious or dangerous activities to the police so that prompt protective measures can be taken. This level of service would require the

*See statement of Norman Watson, p. 483.

funding of salaries, communication and other equipment, and training for patrol members. This training should include not only the "policing" functions but also the human relations aspects of their role in developing tenant cooperation and responsibility.

b. *Watchmen or professional patrols.*—In more difficult situations, resident patrols may be inadequate; some further degree of protection may be vitally needed. In this event, possibly the situation may best be met by employment of watchmen or contracting for a professional security service including uniformed guards.

c. *Augmented police force.*—In extreme cases, it may be considered necessary to augment the police forces of the locality or to provide for special police officers under the control and direction of the police department.

d. *Accommodation to future needs.*—Any protective services system or program should be so designed that it can be modified or supplemented to accommodate to future needs.

7. *Need for professional advice.*

a. *Sources of professional advice.*—If substantial expenditures will be required, they should be based on the exercise of professional judgment. Therefore, in such cases, any Local Authority proposal should be supported by the advice of a professional consultant or recognized expert in crime control who, after consultation with Authority staff, project tenants, community agencies, the local police, and representatives of any relevant funding services (see paragraph 8 below), has developed a plan for the adequate protection of the project tenants and property. Professional assistance may be requested from the local police, security planning organizations, or from the State Planning Agency funded under the Law Enforcement Assistance Act.¹

b. *Industry consultation services.*—Upon request, manufacturers of lighting, communications and electronics equipment, security hardware, etc., will often make consultants available to survey a Local Authority's needs.

c. *Police and tenant participation.*—Regardless of the type of professional advice or assistance obtained, the local police and tenant representatives, or a Citizens Advisory Committee including such representation, should be included in the development of the protective services program from the inception.

8. *Exploration of other funding sources.*

a. *Grants and Matching Funds.*—The possibility of securing funding assistance, preferably on either a grant or matching basis, should be fully explored. Funding sources may include national and local foundations, OEO and Labor Department programs, HEW Juvenile Delinquency Program, the HUD-HEW Memorandum of Agreement (see Circulars HM 7471.4 and HM 7471.6), and Department of Justice programs including those funded under the Law Enforcement Assistance Act. The local government may be able to contribute in the form of cash, remission of PILOT and/or increased protective services. The Local Authority should be able and willing to meet the "maintenance of effort" requirements of grant programs. Involving Federal and other funding sources will have the beneficial effect of broadening the security concept and activities beyond just a police protection type plan.

b. *Cost sharing arrangement.*—Discussions with local and Federal officials and other parties concerned, aimed at securing a sharing of increased costs for protective services, should take into account the following factors:

- (1) Financial condition of the Local Authority and the local government.
- (2) Amount of funds available from outside sources and the conditions under which they may be secured.
- (3) Extent of effort and value of in-kind contributions already provided and to be provided by the Local Authority and tenants.
- (4) Extent to which the program will benefit nonproject residents and the whole community.

9. *Local authority funding.*—The cost of needed supplemental protective services may be paid by the Authority, in whole or part, if the services are primarily for the benefit of project residents, provided HUD budgetary approval is obtained. The Authority's proposal, with supporting documentation showing the input of professional advice and efforts made to secure outside funding support, should be submitted to the appropriate Area Office for review. If the proposal is reasonable, properly supported, and financially feasible (taking into account the

¹ Informational brochures on the LEAA program and a directory of State Planning Agencies are available from the Law Enforcement Assistance Administration, U.S. Department of Justice, Washington, D.C. 20530.

availability of operating subsidy), it may be approved and put into operation.

10. *GSA supply source for protective services equipment.*—Local Authorities may obtain certain communications and electronic detection equipment through GSA supply sources at significant savings. Information concerning purchasing from GSA supply sources may be obtained from the HUD Area Office.

11. *Discontinuance of services when no longer needed.*—It is not intended that these supplemental services should continue indefinitely. The Local Authority should, by continuing liaison with the police department, good maintenance, collaborative activity with tenant councils and neighborhood associations, and sensitive and responsive management bring about conditions in which the continuance of the supplemental service is not needed. The steps by which the Authority seeks to achieve this result should be set forth in its security plan.

ITEM 2. COPY OF APPROVED BUDGET FOR CLEVELAND HOUSING AUTHORITY*

CUYAHOGA METROPOLITAN HOUSING AUTHORITY,
1441 W. 25th Street,
Cleveland, Ohio.

Gentlemen: Enclosed is your Operating Budget for the fiscal year ending December 31, 1972 to which we have given modified approval.

As you are well aware, your proposed budget projects an operating deficit of \$3,893,280 exclusive of HUD subsidy. Even with the inclusion of HUD subsidy, there are insufficient funds, including the use of maximum Operating Reserve, to cover your proposed expenditures.

Consequently, in order to approve the budget, we have had to make substantial adjustments in your level of expenditures. A number of these adjustments were made in an effort to reduce costs to more reasonable level, consistent with economical low-rent housing operating concepts, particularly in the area of staffing, where costs are extremely high. Staffing costs alone represent 56% of total routine operating costs. Even with our adjustments, salary costs account for 47% of routine expense, indicating that salary levels are high and that steps need to be taken to control spiraling wages. In addition, a number of items, otherwise approvable, had to be deferred due to lack of adequate funds.

In view of the foregoing, the following changes were made:

1. Dwelling Rental was adjusted to compensate for welfare rent loss.
2. Total Administration was reduced to \$1,547,090. The detail of this and other reductions is shown on the appropriate supporting schedule.
3. Tenant Services Expense has been reduced to \$62,070.
4. Total Utilities has been adjusted to \$2,858,950 with the deletion of contingency labor funds.
5. Labor has been reduced to \$1,809,170 with the deletion of all contingency funds.
6. Protective Services has been reduced by \$140,000, including the deletion of contingency funds. We recognize the implications of this reduction, but there is no other alternative at this time. If additional revenue becomes available through increased income, savings or HUD subsidy, we will reconsider this and other deferrals on an individual basis and with proper justification. Meanwhile, we suggest you continue your efforts to provide additional security coverage through your local law enforcement agency or any other available sources.
7. Payment in lieu of Taxes has been adjusted commensurate with the above changes in income and utilities.
8. Terminal Leave Payments has been deleted. Actual payments should be accounted for in a Budget Revision.
9. All Nonroutine Expenditures have been deferred. Betterments and Additions and Replacement of Equipment should be included in your modernization Program wherever possible.

Please note that we have included \$1,488,000 in Operating Subsidy. This includes \$264,000 specifically allocated for Project Arrowhead. These funds, along with other Arrowhead funds, should be used solely for Arrowhead, and accounted for separately.

The balance of your approved deficit will have to be funded with Operating Reserve. This will reduce Operating Reserve at the end of the requested year to \$65,258, or 15% of Normal Maximum.

*See statement of Norman Watson, p. 490.

Due to the difficulties you encountered in the preparation of your budget and, consequently, its extremely late submittal on June 22, 1972, we realize that several of our adjustments have no practical significance, particularly in Extraordinary Maintenance. At this time, our only suggestion is to apply for an Administration Loan to cover this and other necessary expenditures. We will do whatever we can to assist you in this regard.

We were very much disappointed in your budget presentation; there were numerous discrepancies, and inadequate justification for many proposed expenditures. Not only does this make it difficult for us to review in a valid and timely manner, but it appears to be indicative of the low regard with which you view budgets and budget controls. The importance of a properly prepared, realistic budget and good budget controls cannot be over emphasized. We trust that your budget for 1973, which is due in our office on October 1, 1972, will reflect a greater degree of care and planning.

It is surely obvious by now that in order to avoid total financial disaster, adjustments will be necessary for both Operating Income and Expenditures. We hope you are viewing with critical concern such areas as staffing, salaries, vacancy loss, rent collections, and non-routine work programs.

In addition, you should immediately seek ways to increase your rental income. Updating your Rent Schedule and establishing rent ranges as outlined in Circular HM 7465.12 should be considered. We will be happy to assist you with this and all other budgetary matters.

Your Leased Housing Budget has also been approved with minor adjustments. However, we are returning all copies for signature.

Your Homeownership Budget apparently was overlooked in your submission. Please send us one.

Finally, please submit an original and four copies of Forms HUD 53081, Computation of Potential Operating Subsidy and 53087, Request for Payment of Subsidies for Operations, copies of which are enclosed. As soon as these are processed, you will be able to receive Operating Subsidy under our forward funding arrangement.

Sincerely,

FERGUS A. THEIBERT,
Area Director.

(See Operating Budget, pp. 531-532.)

OPERATING BUDGET—FISCAL YEAR ENDING DECEMBER 31, 1972

For Fiscal Year Ending December 31, 1972

Cuyahoga Metropolitan Housing Authority

144 West 25th Street

Cleveland, Ohio 44115

60 East Main Street
Columbus, Ohio

6-5003

01 02 03 04 05 06 07 08 09 10

10606

127,932

LINE NO.	(1)	ACTUALS LAST FISCAL YEAR		ESTIMATED FOR CURRENT FISCAL YEAR		REQUESTED BUDGET ESTIMATES			
		1970	1971	1972	1972	LHA ESTIMATES		HUD MODIFICATIONS	
		FUN.	FUN.	FUN.	FUN.	AMOUNT	FUN.	AMOUNT	FUN.
		(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
001	Homebuyers Monthly Payments For:								
002	Operating Expenses								
003	Earned Income Payments Account								
004	Mortgages Maintenance Reserve								
005	Total Break Even Amount (Sum of Lines 001, 002, & 003)								
006	Excess (or Deficit) in Break-Even Amount								
006	Homebuyers Monthly Payments (Control)								
010	OPERATING RECEIPTS: Incl. 1,402,000 of welfare								
020	Dwelling Rentals Rent Loss Subsidy Under Brokers	51.77	51.77	53.75	53.75	46,061.56	42.85	5,491,560	
030	Excess Utilities	50	16	0	0	14,130			
040	Nonswelling Rentals	05	07	06	06	7,800			
050	Total Rental Income	53.78	51.98	53.96	53.96	6,063,506	43.02	5,509,360	
060	Interest on General Fund Investments	3.87	2.21	86	86	110,000			
060	Other Operating Receipts	61	70	52	52	66,810			
060	TOTAL OPERATING RECEIPTS EXCLUDING HUD CONTRIB.	58.27	54.98	55.34	55.34	7,290,396	44.60	5,629,360	
110	OPERATING EXPENDITURES:								
110	ADMINISTRATION:								
120	Salaries	3.96	10.68	11.40	11.40	1,459,620	10.11	1,293,880	
120	Administration Expenses Other Than Salaries	1.74	2.44	2.13	2.13	277,040	1.98	259,310	
129	Total Administration Expenses	10.75	13.09	13.53	13.53	1,731,660	12.09	1,547,090	
210	TENANT SERVICES:								
210	Salaries	-	27	58	58	74,660	41	51,830	
220	Recreation, Publications and Other Services	-	07	12	12	18,400	07	8,960	
230	Contract Costs - Training and Other	-	01	02	02	2,500	01	1,280	
290	Total Tenant Services Expenses	-	35	72	72	97,560	49	62,070	
310	UTILITIES:								
320	Labor	3.92	4.70	3.95	3.95	504,720	3.80	485,730	
390	Utilities	12.43	17.71	16.55	16.55	2,373,220	22.34	2,858,950	
410	ORDINARY MAINTENANCE AND OPERATION:								
410	Labor	-	18.26	15.10	15.10	1,932,260	11.14	1,801,170	
420	Materials	-	3.29	2.75	2.75	350,710			
430	Contract Costs	-	5.82	3.23	3.23	413,020			
450	Total Ordinary Maintenance and Operation Expenses	-	28.35	21.07	21.07	2,695,990	20.11	2,572,900	
460	PROTECTIVE SERVICES:								
470	Labor	-	-	2.80	2.80	350,000	1.92	220,000	
470	Materials	-	-	08	08	10,000	06	8,000	
490	Contract Costs	-	-	-	-	-	-	-	
490	Total Protective Services Expenses	-	-	2.88	2.88	360,000	1.77	228,000	
510	GENERAL EXPENSES:								
520	Insurance	87	1,39	83	83	106,630			
530	Payments in Lieu of Taxes	3.76	2.88	2.05	2.05	261,720	2.07	264,450	
530	Terminal Leave Payments	69	71	0	0	5,000			
540	Employee Benefit Contributions	2.55	3.12	4.30	4.30	540,000	3.83	477,380	
550	Collection Losses	15	1,23	23	23	36,960			
550	Other General Expenses	02	04	01	01	1,870			
590	Total General Expenses	8.39	10,24	7.22	7.22	943,110	7.02	899,290	
600	TOTAL ROUTINE EXPENSES	98.57	79,22	68.22	68.22	7,292,260	63.85	8,168,300	
610	RENTS TO OWNERS OF LEASED DWELLINGS								
650	TOTAL OPERATING EXPENSES	58.57	75,22	68.22	68.22	7,292,260	63.85	8,168,300	
710	NONROUTINE EXPENDITURES:								
720	Extraordinary Maintenance	5.03	7.39	5.81	5.81	73,150	00	0	
720	Replacements of Equipment	70	78	14	14	56,000	00	0	
720	Replacements and Additions	2.19	19,22	25	25	45,000	00	0	
740	Other Nonroutine Expenditures	-	-	-	-	-	00	0	
790	TOTAL NONROUTINE EXPENDITURES	7.32	26,39	6.60	6.60	174,150	00	0	

OPERATING BUDGET—FISCAL YEAR ENDING DECEMBER 31, 1972

City of Columbus Metropolitan Housing Authority
1441 West 25th Street
Columbus, Ohio 43211

For Fiscal Year Ending December 31, 1972

Revised: _____

Contract No. _____

PROJECT NAME: _____

TYPE OF HOUSING: LHA-Owned Rental Housing LHA-Leased Housing LHA-Owned Homeownership LHA-Leased Homeownership LHA-Managed Project LHA-Administered Contract

FISCAL YEAR: 1970-71 PUM: _____

REQUESTED BUDGET ESTIMATES

LINE NO.	(1)	(2)	(3)	(4)	(5)	(6)	(7)
810	OTHER EXPENDITURES:						
820	Prior Year Adjustments				-	-	
830	Other Deductions				-	-	
830	Total Other Expenditures				-	-	
890	TOTAL OPERATING EXPENDITURES		66.14	59.60	74.82	577,500	6385 8,168,300
900	RESIDUAL RECEIPTS (OR DEFICIT) BEFORE HUD CONTRIBUTIONS AND PROVISION FOR OPERATING RESERVE:						
910	Basic Annual Contribution (Leased Project)						
920	RESIDUAL RECEIPTS (OR DEFICIT) BEFORE OTHER HUD CONTRIBUTIONS AND PROVISION FOR OPERATING RESERVE:						
930	OTHER HUD CONTRIBUTIONS						
930	Operating Subsidy		12.58	24.17	8.52	1,000,000	1163 1,488,000
940	Special Family Subsidy						
950	Arrowhead Contribution to Maint. Expense				2.06	262,500	0
960	Total Other HUD Contributions		12.58	24.17	10.58	1,262,500	1163 1,488,000
970	Residual Receipts (or Deficit) before Reserve		5.69	31.30	(8.91)	(199,780)	1163 1,488,000
980	Provision for Operating Reserve		5.69	(8.59)	7.82	1,000,000	1163 1,488,000
990	Residual Receipts (or Deficit)				(22.71)	(199,780)	0 0

OPERATING RESERVES FOR A CONTRACT OR PROJECT

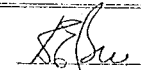
Part I - Maximum Operating Reserve - End of Current Budget Year

LINE NO.	DESCRIPTION	AMOUNT
01	SECTION A - LHA-OWNED RENTAL HOUSING	\$ 4,084,150
	One-half (50%) of Line 600 - Column 5 - Form HUD-52564 for a Contract	4,364,330.00
	SECTION B - LHA-LEASED HOUSING - SECTION 23 OR 10(C)	\$
02	SECTION C - LHA-OWNED OR LEASED HOUSING - HOMEOWNERSHIP	
	One-half (50%) of Line 600 - Column 5 - Form HUD-52564 for a Project	
03	SECTION C - LHA-OWNED OR LEASED HOUSING - HOMEOWNERSHIP	
	One-half (50%) of Line 600 - Column 5 - Form HUD-52564 for a Project	
04	One-third (33-1/3%) of Line 004 - Column 5 - Form HUD-52564 for a Project	
	Total (Sum of Lines 03 and 04)	

Part II - Provision for and Estimated or Actual Operating Reserves at Year End

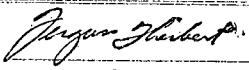
LINE NO.	DESCRIPTION	AMOUNT
06	Reserve at End of Previous Fiscal Year - Actual	\$ 2,492,774
07	Provision for Reserve - Current Budget Year - Estimated or Actual	1971 (887,516)
08	Reserve at End of Current Budget Year - Estimated or Actual	12-31-72 1,605,258
09	Provision for Reserve - Requested Budget Year - Estimated	1972 (1,000,000)
10	Reserve at End of Requested Budget Year - Estimated	12-31-72 605,258

LHA APPROVAL:


 (Name and Title) (Signature) 4/21/72
(Date)

AREA OFFICE APPROVAL:

Fergus A. Theibert, Director
Columbus Area Office


 (Name and Title) (Signature) 8 AUG 1972
(Date)

ITEM 3. FINANCIAL FEASIBILITY OF NEW LOW-RENT HOUSING PROJECTS¹

CIRCULAR HM 7475.1 SUPP 3/12/71

1. *Purpose.*—This Section establishes a requirement for the determination of financial feasibility for new projects as a basis for Housing Management Division recommendation of approval of Development Programs.

2. *Housing and financial management reviews.*

a. *The Director, Housing Management Division,* shall be responsible for review of the Development Program for each new project and for making a determination of the financial feasibility of the proposed project.

b. *Approval of the development program* for a new project may be recommended, provided that a separate entity is financially feasible from the standpoint of having the potential for maintaining operating solvency.

3. *Financial feasibility.*

a. *Conventional low-rent programs.*—A determination of the financial feasibility of the proposed project should be predicated upon a demonstration that the reasonably estimated average annual routine operating expense for the project during the first five fiscal years following EIOP, will not be greater than 85% of achievable dwelling rent.

b. *Leased low-rent programs.*

(1) Each AC Contract increment of dwelling units covered by a Program Application should be considered separately for approval on the basis of a determination of its financial feasibility as an entity. This is essential because operating circumstances such as the owner's responsibility for elements of operating expense and the potential effect of rent escalation provisions on project solvency may vary from time to time as each increment progresses in the leasing schedule.

(2) Thus, the determination, with respect to each increment of the leased housing project, should be predicated upon a demonstration that, for the initial Lease Period, the reasonably estimated average annual operating expense, including Rent to the Owner, is no greater than 90% of (a) Achievable Dwelling Rent and (b) the Basic (Fixed) Annual Contribution payable by HUD. This will ensure a determination on a basis comparable with that applicable to Conventional low-rent projects.

c. *Homeownership program.*—As is the case with maximum rents paid by families occupying Conventional and Leased low-rent projects, the statutory limitation on monthly payments by Homebuyer families is 25% of their income. Consequently, financial feasibility of the project may be based on a demonstration that the selected Homebuyer Families can make payments which will produce an *average* monthly payment at least 10% in excess of the break-even amount. The break-even amount is the sum of (1) monthly operating expense, including provision for operating reserve, (2) monthly payment to the Homebuyer's ownership reserve, and (3) the monthly amount to be credited to the non-routine maintenance reserve.

4. *Achievable dwelling rent.*—In determining achievable dwelling rent for Conventional and Homeownership and Leased projects, an allowance not exceeding \$10.00 PUM may be considered on behalf of each family potentially eligible for a Special Family Subsidy. No other Federal operating subsidy may be considered in the determination. It is recognized that circumstances may arise during the term of the Annual Contributions Contract wherein a project may need additional financial assistance; however, the financial feasibility of new projects should not be predicated on the anticipation of additional subsidization.

ITEM 4. STATUS REPORTS ON DISCRETIONARY GRANTS²

VERTICAL POLICING SERVICES, CLEVELAND, OHIO—70-DF-300

The objective of the Cleveland Vertical Policing Program is to devise and operate a volunteer security system that would successfully reduce crime in and around the Cleveland Metropolitan Housing Authority's high rise apartment buildings for the elderly.

¹ See statement of Norman Watson, p. 498.

² See statement of Jerris Leonard, p. 524.

Since this self-help type program is staffed by resident "GUIDES", its scope is limited to an "eye-and-ears" approach with tenants participating in devising methods to make their buildings safer through mechanical and personal surveillance. It must be emphasized that one of the major objectives of this program is to educate the residents to crime and its prevention.

The following are seven goals outlined in the original grant proposal and the progress made towards their realization :

1. To reduce the occurrence of crime in and around CMHA high rises.

Guides have helped to keep out criminal activities, and they thus have built confidence in the program among the tenants. In a number of the high rises, security guards are on duty. High rises located in high-crime areas have the lowest participation among residents; thus, the psychological impact of the guides is minimal. Little can be done by the guides to reduce crime outside the high rises.

2. To increase the high rise residents' awareness to safety and security through direct involvement.

Safety and security are of interest to all tenants. The Guide Program has attempted to involve residents in helping themselves by helping each other. This can only be accomplished by bringing the residents together to increase their awareness of each other, to make them aware of their mutual problems, and to educate and train them to solve those problems.

3. To better prepare the member participants to cope with emergency situations.

This goal has been achieved insofar as there exists an evergrowing reliance on the guides for help. An emergency telephone number has been given to each high rise through that particular building by this Guide Program.

4. To establish liaison in programs with residents and local police.

The guide portion of the program has been successful but more could be done in this area with regard to police liaison.

5. To upgrade the physical protection of the structure and its immediate area.

The recent installation of closed-circuit TV's and intercom systems is an important step toward achievement of this goal. Guides are helping in this area by continually directing attention to weaknesses in this area.

6. To reduce the fear associated with crime and criminal activity.

The guides can instill a sense of security in the residents. The guide program can do little to subdue all fear of crime until a comprehensive reduction in exterior crime is achieved.

7. To establish a new line of communication between the residents and management.

In this area, much depends on the manager. Where the manager is very cooperative, a great deal has been achieved toward establishing communication.

VERTICAL POLICING SERVICE—MULTI-STORY HOUSING, SPRINGFIELD, MASS.— 70-DF-421

This project provides four foot-patrolmen who are armed only with a ballistics board for ten hours during daylight hours. The security patrol is directed at the prevention of property damage, burglary, and auto theft offenses in response to the request of the residents. The patrol provides security in two low-income housing projects where stolen autos were often stored before being fenced.

The patrols are planned to be unpredictable within the housing project being patrolled but at the same time coordinated so that the two separate patrols go into each other's area once each half hour. There are enough tenants participating in this project as patrolmen to provide the impression that there are more than four patrolmen at a given time. In addition to the tenant patrolmen, four regular policemen have general jurisdiction of the housing projects.

The patrol project is monitored by a tenant advisory committee and has been evaluated by the Massachusetts Committee on Law Enforcement and Administration of Criminal Justice as being effective against the limited class of crimes it was directed toward and effective in providing crime prevention education and improved police-community relations. Additional evaluation is planned in the form of victimization surveys of each housing project to be compared to two previous surveys made at the beginning of the patrol project.

VERTICAL POLICING SERVICES, MULTI-STORY HOUSING, DETROIT—70—DF—423

Vertical Policing Services Program in Detroit began at the Jeffers Housing Complex in February of 1971 with the hiring of 30 tenant para-professionals, training them in orientation sessions run by the Detroit Police Department, and placing them as supervisors and lobby guards equipped with flashlights and special vests in each of 13 high rise buildings.

With the later acquisition of walkie-talkies under the LEAA grant authorization, the Jeffers program was expanded to include six walking guards who patrol areas immediately surrounding the high rise buildings.

The grant also provides for an identical program to be instituted at the Brewster-Douglass housing complex. This program was initiated in March of 1971.

No formal evaluation reports have been completed as yet, but there are some current indications of the program's problems and successes.

The Jeffers program has had some difficulties with absenteeism and allegedly improper behavior among some of the younger lobby guards. The Jeffers Tenant & Patrol Advisory Board has ruled that in such cases a temporary suspension by the Chairman would be invoked, to be followed by a hearing before the entire Board to decide whether the suspension would become permanent.

The Brewster-Douglass Tenant Advisory Board has experienced some problems with the Foot Patrol segment of the program. Members of the Board have voiced concern about the security of tenant Foot Patrolmen, and the Board has been reluctant to expose tenant foot patrolmen to high crime-risk situations outside the buildings.

The program has been received enthusiastically by tenants in general, however. Many tenants have indicated that the lobby guards afford a security heretofore unknown in their buildings, and elderly tenants in particular have praised the program for its monitoring functions. An elderly resident of the Brewster-Douglass complex stated that she felt "safer knowing a guard was in her lobby when she got home late."

VERTICAL POLICING SERVICES—MULTI-STORY HOUSING, BOSTON, MASS.—71—DF—517

The Bromley-Heath Community Patrol is a \$55,000 grant for a nine month pilot project. This patrol is one of the major components in the Boston Vertical Police Program. The Bromley-Heath Community is a housing project of approximately 3,500 persons and about ten percent are 50 years of age and older: The Bromley-Heath Community is one of the most notorious housing projects in the City with respect to crime.

The Patrol has eight staff members: a director, a supervisor, four patrolmen, a radio dispatcher, and a secretary. Both the director and supervisor also patrol.

When the program was initiated, the tenants specifically requested that they be covered during the day, so the actual coverage is from 9 a.m. to 7 p.m. Patrol members are unarmed but wear uniforms. Their duties are security and emergency assistance, but the men are not to intervene in serious criminal offenses. They participate as private citizens who are trained to handle emergency situations and to notify the police in the event of serious criminal acts. Their training includes first aid, fire prevention, unarmed self-defense, and citizen rights with respect to the law. All patrol members are residents of the Bromley-Heath projects or immediate area.

Seven are blacks, one is Spanish speaking and the patrol is governed by a Monitoring Committee. Included on the Committee are representatives from the Jamaica Plain Planning Action Council, which is OEO funded anti-poverty project in Boston. Other representatives on the Monitoring Committee are from the Boston Housing Authority, the Mayor's Safe Streets Committee, and the Boston Police Department. The function of the Committee is to review the general conduct of the patrolmen and to deal with important policy issues. The patrol team received several weeks training from the following: the Boston Police Department, Community Relations Division Two; the Boston Fire Department, Public Education Division; the Boston Red Cross; the Massachusetts National Guard, 26th Military Police Company; the Cambridge Police Department, Self Defense Instructor; and the Bromley-Heath Health Center.

The patrol has now been operating for seven months. It has been successful in reducing breaking and entering and purse snatching incidences within the development. The patrol has also been involved in breaking up assaults and retrieving stolen cars. Although police statistics are not yet available, testimony from project management officers, reports of the Boston Police Department and from community leaders, as well as the general residents, stress that the Com-

munity Police has been successful during the day and there is a new sense of security within the project.

The program will be refunded by block grant funds and expanded to 24 hour service when it terminates this Fall.

**HOUSING ENVIRONMENT LIAISON POLICE PROGRAM (HELP-P)—
71-DF-474, 72-DF-05-0023**

The Housing Environment Liaison Police Program (HELP-P) provides for 14 St. Paul, Minnesota policemen to patrol the Mt. Airy, Roosevelt Homes and McDonough Housing Projects.

The patrol unit began two weeks of training in January of 1971. The two-week Introduction School was designed specifically to familiarize the policemen with the public agencies and the residents of the housing projects. Thus, before the patrol unit became operative, each of the officers was thoroughly oriented with the housing environment in which he was to serve.

The purpose of this program is to provide personal liaison between the patrol unit and the housing residents through beat patrols of high visibility and frequency. It was found, after experimentation, that a four-day, ten-hour shift for the officers best for this goal. The St. Paul Police Department is now considering a possible broader implementation of this innovation duty schedule as a result of its success under the HELP-P program.

Crime statistics for the housing project during the two-year operation of the HELP-P program have not yet been tabulated but there are a number of indications that the patrol is having a significant impact on the area's crime rate.

The policemen in the HELP-P patrol have developed very close relationships with the community. They are personally acquainted with the residents and with their crime problems, so they can anticipate high crime-risk situations and locations and make recommendations to either the residents themselves or appropriate public service agencies to lessen the risks of victimization.

In addition, the HELP-P patrolmen have greatly improved police-community relations in the housing projects by devoting their time, often while off duty, to advising community-action groups.

The only limitation of this program that has been noted to date is that the 14 patrolmen involved are insufficient in number to cover completely the three housing projects.

SPECIAL POLICE TASK FORCE, BRIDGEPORT, CONN.

This project has been operating since May 1970 and therefore, is much more capable of being evaluated substantially.

The Father Panik Village Special Police Task Force has received \$181,260 from the Law Enforcement Assistance Administration (70-DF-080, 71-DF-708, 71-DF-955) and has received additional funding from the Model Cities program.

Statistics provide one measure of the success of the Task Force. Prior to the advent of the Force, residents of Father Panik Village, because of their hostility to the police had been extremely reticent in making complaints. In the first nine months of the program, four times as many complaints were recorded than were recorded in the previous nine months. Of special significance was the rise of complaints regarding non-aggravated assaults. In this area the Special Police Task Force recorded one hundred ninety-five (195) complaints as opposed to fifteen (15) in the previous nine months. Narcotic complaints also increased dramatically, from none (0) to sixty-three (63).

Correspondingly, there has been a tremendous increase in the number of arrests made in the Father Panik Village area. In the nine corresponding months prior to the start of the project, no arrests were made on charges of non-aggravated assaults, nor on narcotics charges, but in the first nine months of the project forty (40) and twenty-seven (27) arrests were made on those charges respectively. Burglary arrests increased from one (1) to twelve (12). In addition, the incidence of vandalism, always a serious problem in housing projects, decreased by 50 percent.

But perhaps the most important effect of the Special Police Task Force has been its effect in giving residents of the troubled project an improved sense of personal security. This is reflected in statements by residents of Father Panik Village to the local press and to Special Police Task Force members.

Residents have made a number of complimentary statements about the Village patrol, such as, "It's not as rough as it used to be, that's for sure; before, I wouldn't even dare walk here alone."

That this attitude is shared by the residents in general is indicated by an attitude sample of 175 residents of Father Panik Village. In response to the question, "If you thought someone was trying to break into your apartment, what would you do?", 78.3 percent of the residents answered that they would call the Father Panik Village Police, while only 6.9 percent indicated that they would call the Bridgeport Police.

Generally, therefore, it can be seen that the Special Police Task Force has assumed a viable position in regards to improved law enforcement and the strengthening of police-community relations in Father Panik Village. The increase in citizen complaints and arrests, the attitudes of the residents, and the improved quality of life in the Village resulting from increased safety and the resulting return of special service people, such as milkmen, taxis, etc., to the Village, all point this out.

The success of the program can probably be attributed to two key factors, the increased visibility of policemen in the neighborhood and the fact that the Special Police are all residents of the neighborhood and patrol only that neighborhood.

The addition of the 20 Special Police to the normal operations of the Bridgeport Police Department in the area has enormously increased the visibility of the police in the area. Certainly this factor has contributed to the significant decrease in vandalism, as well as to the increase in citizen complaints. Additionally, the fact that the Special Police are permanently assigned to the Father Panik Village area has decreased the police response time, a significant factor in the increase of arrests.

All 20 members of the Special Police Task Force are residents of the Father Panik Village area, and all but one are black or Puerto Rican, the dominant ethnic groups of the community. This has greatly influenced the improvement of police-community relations and is another significant factor in the increase of citizen complaints. Since each application for the Force is reviewed by the Model Cities Neighborhood Agency, the police thereby being selected to some extent by the people they are to serve, this beneficial effect on Police-Community relations is magnified further.

BEARDSLEY TERRACE, PEQUONNOCK APARTMENTS PUBLIC HOUSING AUTHORITY—
72-DF-01-0019

This project has been in operation only a short time. However, the training of the patrol officers by the Bridgeport Police Department for ten weeks is designed to insure that the tenant patrolmen are well qualified in security measures and police-community affairs. The project began operations in April 1972 with five patrolmen and plans to recruit six more tenant patrolmen in the near future.

The goals of this project are the reduction of the crime rate in the housing project, the reduction of vandalism and the improvement of the neighborhood environment so that all residents can enjoy a feeling of security from major criminal victimization.

