

# ADEQUACY OF FEDERAL RESPONSE TO HOUSING NEEDS OF OLDER AMERICANS

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

PART 9.—BOSTON, MASS.

OCTOBER 2, 1972



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OF SENATOR WINSTON PROUTY TO YOUNG  
SENATOR WINSTON PROUTY TO YOUNG

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Adequacy of Federal Response to Housing Needs of Older Americans:

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

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

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# ADEQUACY OF FEDERAL RESPONSE TO HOUSING NEEDS OF OLDER AMERICANS

MONDAY, OCTOBER 2, 1972

U.S. SENATE,  
SUBCOMMITTEE ON HOUSING FOR THE ELDERLY  
OF THE SPECIAL COMMITTEE ON AGING.  
*Boston, Mass.*

The subcommittee met, pursuant to notice, at 10 a.m., in room 2003A, John F. Kennedy Federal Building, Hon. Harrison A. Williams, Jr., chairman, presiding.

Present: Senators Williams and Kennedy.

Also present: William E. Oriol, staff director; Robert M. M. Seto, minority counsel; Walter Ramsay, assistant to Senator Williams; Mark Schneider, assistant to Senator Kennedy; John Edie, professional staff member; Janet Neigh, assistant chief clerk; and Phyllis Balan, clerk.

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

Senator WILLIAMS. Good morning, ladies and gentlemen. This is a hearing by the Subcommittee on Housing for the Elderly of the Senate Special Committee on Aging. We are late beginning this morning because Senator Kennedy and I were over at Mission Hill, and we had a traffic problem between here and there.

This subcommittee is in Boston this morning to continue an examination of the impact of crime and urban terrorism upon the lives of elderly persons. Security has become an issue of high priority for many older Americans. It is at, or near, the top of the list of concerns in many cities in the country.

This August, we heard dramatic testimony from witnesses from Cleveland and Jersey City. Information from many sources since that time indicates that more and more cities are seeking help in providing a safe living environment for the elderly. But it is very clear that this issue requires more exposure and examination.

Congresswoman Hicks, at our last hearing, testified briefly about the major security problem faced by the elderly here in Boston. I am pleased that we could accept her invitation to come to Boston for a closer look.

Personally, I am very interested in the efforts towards better security that have been made in this city. The good people of Boston and Massachusetts clearly are making an effort to bring more safety and security into the lives of our older citizens.

And yet, there is clearly a very severe problem. Elderly persons in Boston are still afraid to leave their homes and apartments. Agencies which deliver the multitude of services to the elderly cannot get the service to the person or the person to the service because of fear. Despite a great deal of concern and many programs to upgrade security, fear and the terror persist.

In the weeks since our last hearing, we have at last received a positive response both from the Department of Housing and Urban Development, HUD, and the Law Enforcement Assistance Administration—LEAA. We will meet again with top officials from these and other agencies this Thursday in an attempt to discuss emergency measures to areas facing crisis conditions, and to coordinate long-term delivery of technical and financial assistance for security programs in a fast, efficient, and workable manner.

I hope that our witnesses here today will shed light on how we can make this Federal input more responsive. I also hope that they will describe for our subcommittee what they feel are the major faults of the current system that prevent them from providing an environment of safety for older Americans. All testimony to this end will prove infinitely helpful in our efforts to win solid action from those in a position to respond.

Our hearing today is really only part of a much larger issue. The future of public housing in this country. Today, that future is uncertain. Recent developments in Congress indicate that we may have no new housing bill this year, and reports from housing authorities throughout the country warn of impending financial collapse and bankruptcy if funds are not released. Public housing deserves a longer life. It can, and has, provided a better life for many people—especially the elderly.

I am convinced that public housing should be continued as a vital part of our national housing policy, and I am equally convinced that there are many elements of public housing that need greater emphasis. More security is certainly a No. 1 priority.

Senator Kennedy, do you have a statement?

#### STATEMENT OF SENATOR EDWARD M. KENNEDY

Senator KENNEDY. Thank you very much, Mr. Chairman.

I want to express, as the Senator from Massachusetts, and also as a member of the Special Committee on Aging, a very warm welcome to you, Senator Williams, for coming here to Boston, and for bringing the focus and the spotlight of your Subcommittee on Housing for the Elderly to Boston.

As mentioned in your opening statement, you have visited a variety of different cities across this country, and you have shown a tremendous commitment to this problem. You have really been the champion, in the field of housing, of the elderly people of this country and we want to thank you for coming here today.

It is outrageous that many elderly residents cannot leave their apartments or even attend a place of worship.

We were out this morning in the Mission Hill project, and we could see there, as this committee has seen in other cities throughout this country, mailboxes that have been jimmed and we could hear residents telling about social security checks being stolen, and we heard

from people traveling with us, the Secret Service agents, about the number of checks that are taken are on the increase.

It takes about 15 or 20 minutes to cash these checks, and these checks are needed for the livelihood, of their elderly recipients. The food is taken right out of the mouths of these aged people.

We saw the broken windows that remained unfixed because of the shortage of maintenance men, and we saw the other security problems in these buildings.

We heard from some of the residents about the lack of heat, and we could see for ourselves the littered streets. We talked to one gentleman who had been robbed four times in the last 3 years, his wife robbed twice in the last 2 years in the Mission Hill project. That project is not unlike many of the others here in Massachusetts and throughout this country.

We do not have to come and visit a community like this to hear about it. All we have to do is read the recommendations of the White House Conference on Aging, that spells this out for every Member of Congress, every Member of the Senate, and for the President of the United States.

If there has been a subject that has been studied well enough, it has been about the problems that our elderly people are having in housing such as this.

The No. 1 problem is obviously security.

We do not need any more studies to show what has to be done. We know that HUD is involved in a 3-year study. I think all that the national administration would have to do is visit or to read the White House recommendations from the elderly to understand the importance of this problem.

#### REQUESTS FOR FUNDS TURNED DOWN

I am tremendously distressed that the requests that have been made of HUD, some \$6.8 million have been turned down.

I hope by ventilating this problem the administration will recognize that these resources should be made available to local communities, to Boston, and to other cities that have housing projects.

Next year will be the year for the renewal of the Federal Crime Control and Safe Streets Act, which is the principal vehicle for the Federal Government to work with State and local communities to help alleviate the problems of crimes and lawlessness in this country.

That measure will come before the Judiciary Committee, and I can pledge here this morning, as I have said before, that I am going to try to insist that we have resources earmarked in that program that will go toward providing security for elderly people in this country in their homes and in their neighborhoods. There is no reason why we should not, and I believe that this is a matter of first priority.

As we were leaving the Mission Hill area this morning, someone asked me where are we going to get the resources to do this program?

We are going to get the resources hopefully when we stop chasing Asians around in pajamas, 10,000 miles away, and start looking after the real security problems of the people of this country, the very real security problems of the people we saw this morning, the homes broken into, the people that have been mugged and robbed in the shadow of their own homes.

The threat of crime and violence against our older citizens demands a response from all levels of government, from local police forces to the Attorney General of the United States.

I share the view of the delegates to the White House Conference on Aging who stated, "A decent and safe living environment is an inherent right of all elderly citizens."

And every public official should regard it as one of his highest priorities to see that this right is restored to the Nation's elderly citizens.

Today we know that millions of elderly Americans are denied that right by the lack of adequate security in their homes and neighborhoods.

Witnesses before this subcommittee have testified that elderly persons are becoming a principal prey of street gangs and burglars. Law enforcement witnesses have stated that elderly persons in public housing projects are twice as likely to be victims of crime as other residents.

And the problem is national, affecting nearly every major urban area, and affecting the city of Boston as well. Mr. Chairman, I submit for the record an article written on August 15 by Ann Kirchheimer of the Boston Globe. It describes the environment of fear that surrounds elderly residents in the South End. One elderly person stated that he and his fellow tenants don't dare to walk 6 feet to the incinerator. Another noted that many residents even stay away from Mass on Sunday.

Senator WILLIAMS. The article will be inserted at this point in the record.

(The article follows:)

[From the Boston Globe, Aug. 15, 1972]

#### CHECK DAY FOR SOUTH END ELDERLY MEANS HAPPINESS AND FEAR

(By Ann Kirchheimer)

Today is check day for the elderly. It's a day the South End elderly look forward to—and dread—at the same time.

For most of the elderly in cashing their welfare checks means survival for another 15 days—if they can get home without being mugged, robbed or even killed.

South End residents, many living in the Boston Housing Authority's Cathedral Housing Project and Castle Square Housing Development say they are tired of living in fear. Last week they sent a letter to the Boston Housing Authority requesting better security for the buildings.

A week has gone by without a response from the BHA. The elderly decided to take their requests one step further, to the mayor of Boston.

Yesterday a letter to Mayor White stated "since the drafting of this letter there has been a robbing and stabbing in the building, two robberies and a drug related death in the adjoining building. The elderly feel that their lives are in danger and that every day of delay means another robbery and perhaps another death."

Accompanying the letter to Mayor White was a copy of the letter sent last week to the BHA by the security task force of the South End Partnership of the Elderly.

In the letter to the BHA four requests for immediate security measures were made:

- That the building at 617 Harrison avenue be made secure.
- That the elevators in that building remain fixed and functioning.
- That a security guard be on duty in the building at all times.
- That entrance from adjoining buildings be prevented.

The letter to the BHA also said it was impossible for residents of the Castle Square project to walk around there safely during the daytime.

Mary Thompson, BHA manager of the Cathedral Housing Project, said that her office has been working for two weeks to get the backstairs at 617 Harrison av. locked. She also said that it would be possible to keep the building locked as an alternative to hiring a private security guard, as the elderly had requested.

"The security in the projects in Boston is not as effective as it should or could be. But realistically, all the projects in the city are getting proportionately more coverage than nonpublic areas," Mrs. Thompson said. "The problems in public housing are no different than in private housing. The only difference is concentrated housing."

Mrs. Thompson said her office also was working on longterm security measures, such as manned elevators or formal buddy systems.

But the elderly say they cannot wait for long-range solutions to the security problems.

Many of them spoke of the problem but all of them were afraid to have their names published.

"We don't dare walk six feet to the incinerator," said one resident of 617 Harrison av.

Another 68-year-old man, who lived in the South End when it was "a poor but delightful place to live," said, "we need patrols seven days a week. Nobody can even go to Mass on Sunday."

Just talking about the muggings and robberies caused some of the elderly to shake and some looked on the verge of tears. They all agreed the situation was a matter of life and death.

Rev. William Roche, chairman of the security task force for the South End Partnership of the Elderly, said that the senior citizens were considering withholding rents if they did not get immediate action.

Senator KENNEDY. This is 1972. These are Americans in their home cities, not combatants on a battlefield. And yet, they face danger and death whenever they venture out from behind their barricaded apartments.

Despite the tools that Congress gave to this administration in the Omnibus Crime Control and Safe Streets Act of 1968, the violence in our land has increased.

#### GALLUP POLL CITES FEAR INCREASE

A Gallup poll in April of this year reported that 60 percent of the women polled were afraid to go out alone at night in their own neighborhoods. And that level of fear has risen nearly 20 percentage points in the past 4 years.

And for the elderly citizens of our urban areas, particularly those who reside in public housing projects, there is no adequate measure to gage the loss of personal freedom and dignity that results when you cannot safely open the door of your apartment at any hour of the day or night.

A year ago, delegates came from every State in the Union to make recommendations for Federal action to meet the needs of elderly Americans.

The Conference recommended that, "Standards for physical and environmental security should be developed and applied as an integral and basic element of all housing projects serving the elderly."

A year ago, the President promised a response to those recommendations. And still we have not received a single affirmative response from the administration on these recommendations.

When Lockheed or Standard Oil or ITT want a response, they walk right into the White House and get a response. I have said

before and I say again, I believe the elderly of this Nation deserve a response.

All we have obtained from the administration thus far is an acknowledgement from the Department of Housing and Urban Development that their major effort is a 3-year study on this matter and a guide on security matters.

It is far past the time when we can afford additional studies. It is far past the time when we can be satisfied with promises from this administration of what it intends to do. The studies are in. The facts are clear and it is time that we obtained action.

The buck has been passed too long. It has been passed from local housing authorities to local police to local city councils, to State governments and to the Federal Government. And no one has been willing to say the buck stops here.

It is time to stop the buck passing—not only at the local level but at the Federal level as well.

For federally financed public housing projects which do not receive adequate funds to pay for adequate security are not in the interest of anyone.

And we have the resources to do the job. We have the resources to earmark a specific amount of money from Federal law enforcement assistance funds to aid public housing agencies in providing adequate security.

We have the resources to earmark enough funds for public housing operating costs to permit local housing authorities to pay their share of the local costs. And we have the resources to support police forces with the training and technical assistance to insure the safety of our elderly citizens.

#### ELDERLY ARE BECOMING MAJOR VICTIMS OF CRIME

And so we meet here in Boston today for a hearing on matters that truly do deal with the balance between life or death, terror or security, violence or comfort for elderly residents of urban America.

Our interest is focused upon the elderly because they are becoming the major victims in the hearts of inner cities.

And as we explore the problems of the most vulnerable, we also will draw public attention and concern to the problem as it affects every citizen. And as we improve security for the elderly, we will inevitably improve security for every other citizen as well.

Here in Boston, a great deal of thought already has been given to the problem. Our police department is cooperating extensively with the Boston Housing Authority and the mayor's office in experimental programs to upgrade security. And tenants across the city are aiding in finding solutions to this problem.

What is needed now is a coherent Federal policy and program to work with such local resources. We are here today to help develop that policy, to help shape the program. And we insist that emergency action be taken even while we work toward more long-range solutions.

President John F. Kennedy once said that it is not enough to add years to life. We must add life to years.

Surely, it is cruel and ironic that so many Americans live in fear and danger in the later years of their life. We owe them and we owe

the Nation a climate in which we give them thanks for all they have given us.

It is with that in mind that I look forward to the testimony from the witnesses who will appear before the committee today.

Senator WILLIAMS. I certainly appreciate your fine remarks, Senator Kennedy, and share with you the concerns that you have expressed, and I trust our energies will be committed to the programs, the efforts to make the lives of these older people more secure.

Senator KENNEDY. I am in agreement with you, Mr. Chairman.

Senator WILLIAMS. Fine.

We had hoped Congresswoman Hicks could be with us this morning. It had been planned she would be here. She is in Washington, and she could not make it.<sup>1</sup>

Her letter will be inserted at this point in the record.

(The letter follows:)

CONGRESS OF THE UNITED STATES,  
HOUSE OF REPRESENTATIVES,  
Washington, D.C., October 2, 1972.

DEAR SENATOR WILLIAMS: I welcome you and members of your committee to the Ninth Congressional District of Massachusetts and want you to know we are all most grateful for your interest in the safety of our senior citizens.

Thank you for the invitation to appear before your committee today but because I have previously given testimony before your committee on this matter in Washington I felt that the time allotted for the hearing today should be given for testimony for my constituents.

In my previous testimony before your committee I testified that the safety situation of senior citizens in family housing units is critical and that senior citizens have actually become prisoners in their own homes. I trust that your committee will give favorable consideration to legislation similar to that which I have filed in the United States House of Representatives as a means of remedying this situation.

Again, thank you.

Sincerely,

LOUISE DAY HICKS,  
Member of Congress.

Senator WILLIAMS. Senator Brooke is represented today by Marshall Stein.

Mr. Stein, I appreciate your coming here, and I understand you have a statement on behalf of Senator Brooke.

**STATEMENT OF HON. EDWARD W. BROOKE, SENATOR FROM THE  
COMMONWEALTH OF MASSACHUSETTS, BY MARSHALL STEIN**

Mr. STEIN. Thank you very much, Mr. Chairman.

Senator Williams, Senator Kennedy, there is a statement in your folder with some documentation that I would like to read now on behalf of Senator Brooke.

The danger of assault, robbery, and break-ins is extremely high in public housing. These dangers are even greater for the elderly. Because of their age and their physical weakness, they are more victimized than any other group of tenants.

Senator Brooke knows that this is the case because he has gone into public housing developments and spoken with the tenants.

This April he conducted a tour and presided at a hearing on the problems of security in Boston public housing. I would like to share with you some of the stories and statistics he heard.

<sup>1</sup> See statement of Hon. Louise Day Hicks, "Adequacy of Federal Response to Housing Needs of Older Americans," Aug. 2, 1972, pt. 8, p. 500.

One of the developments in Boston is Bromley-Heath. It has a total population of over 3,300 people. Of these, 255 are elderly. The Boston Legal Assistance Project had a survey conducted there in December 1970. It found that, "the assault rates for the Bromley-Heath project are 783 percent higher than for the Nation at large" and that the incidences of burglary and breaking and entering are "590 percent greater than the national incidence rate."

Statistics like these are often cold and impersonal. Some of the stories Senator Brooke was told in April make the fact of high crime rates far more real.

Mildred Hailey,<sup>1</sup> one of the tenant leaders at Bromley-Heath, spoke of those days when the elderly tenants receive their social security or welfare checks.

Elderly are scared to go to the local supermarket to get food, for fear they will be robbed, so they go in groups of four to five. If they go alone, nine chances out of 10, they will be robbed.

He was told of another woman who was so scared of the violence in Bromley-Heath that she, "has been afraid to leave her apartment for over 3 years. Neighbors do her meager food shopping."

At the present time, a psychiatrist from a health clinic at the development, "talks with her weekly through her front door. She is even afraid to let him in."

The Senator was told of this woman by Dr. Robert Rosenberg, who is the director of that health clinic.

The high crime rates are a major contributor to physical injuries in public housing. If a an elderly man resists having his wallet stolen, the assailant may beat him to get the \$75 he was going to live on for the next 2 weeks.

The health center at the Columbia Point development has gathered information on the medical injuries there as compared to the United States population.

#### STATISTICS CITE LACK OF ADEQUATE SECURITY

For the overall population at Columbia Point, tenants at Columbia Point receive 72 percent more medical injuries than the Nation at large. However, if the figures are confined to tenants in Columbia Point who are over 65 as compared to all those over 65 in the United States, the elderly at Columbia Point receive 370 percent more medical injuries. There can be no question that the lack of adequate security is in large part responsible for this statistic.

Maintenance problems are often the direct result of the failure to check the widespread vandalism.

In the survey taken at Bromley-Heath, 50 percent of the people interviewed said that half or more of the hall and exit lights are out, and 60 percent said that elevators are out of service half or more of the time.

Once the broken equipment is repaired, it is broken again in an incredibly short period of time. Hall lighting is usually broken again within a week. Elevators are rebroken within 2 weeks.

If we put these facts together in a hypothetical example, we can get a clearer idea of the effect of the high crime on the lives of the elderly.

<sup>1</sup> See prepared statement, part 7, Aug. 1, p. 451.

It's 6 o'clock on a winter evening. A 70-year-old woman named Mary is a tenant in a building also occupied by family tenants. She has had dinner at a friend's, and comes to her building.

There are no outside lights because they have been stoned by vandals. Mary could trip on something in the dark. Tonight she is lucky and gets into the unlit hallway safely. Because it is winter, the only light is the thin line at the base of neighbors' doors. She gets to the elevator but it has been vandalized. Now she must start the five-story climb up the totally darkened stairwell. The climb is painful enough during the day, when she can at least see where she is going. At night, Mary is filled with the constant fear of assailants.

This night she is attacked. A 12-year-old boy, hooked on heroin, is desperate for money. He grabs her purse. She lunges for him, misses, and falls down three stairs to the landing, breaking her arm.

Neighbors hearing her crying come out to help her. They cannot take her to the clinic at the development. They have closed by now because it is too dangerous to have staff work past 5 p.m. She is taken to a hospital and the broken arm is set and put in a cast. Because of her age, it may be 9 or 10 months before she has use of her arm again:

#### "HOW DO WE IMPROVE SECURITY?"

It is clear that we cannot continue to tolerate such conditions. The question becomes: How do we improve security?

One way that shows promise is the use of trained tenant security guards to supplement the efforts of local police forces.

Senator Brooke was instrumental in obtaining money for such an effort in the Riverview Housing Project in Springfield, Mass. That effort has yielded very satisfactory results. Riverview had been the Hell's Kitchen of Springfield.

There have been no rapes in 2 years. False alarms, which used to number a dozen a day, have been reduced to two in the last 3 months. All forms of vandalism, assaults, robberies, and breakins have been reduced.

A similar project has just been begun at the Bromley-Heath development, and the Senator is hopeful it will yield similar results.

Senator Brooke fully supports your efforts to bring greater security to the elderly living in public housing. He thinks that legislation to expand the kinds of programs that have been set up and are functioning at Springfield and Boston would be a positive step forward.

I have referred to certain statements and statistics that were presented to the Senator in Boston last April. They are attached to this statement and I ask they be included in the record.<sup>1</sup>

Senator WILLIAMS. So ordered. Without objection.

(See appendix A, p. 583.)

Senator WILLIAMS. Thank you, Mr. Stein.

First of all, we appreciate Senator Brooke's statement today; he is a member of this subcommittee, and he helped us in August. Senator Brooke described his activity in Springfield, and he did obtain money for trained tenant security guards.

<sup>1</sup> The statement of Mildred Halley, and Incidence of Injury Tables, submitted by Senator Brooke, at the hearing held in Washington, D.C., August 1, 1972. See "Adequacy of Federal Response to Housing Needs of Older Americans," part 7, Washington, D.C., August 1, 1972, pp. 409-410, 451-455.

Mr. STEIN. That is correct.

Senator WILLIAMS. What was the source of that money; what program was it drawn from?

Mr. STEIN. It was from the LEAA program.

Senator WILLIAMS. I hope we will have more testimony today on the results where there are tenant security guards here in Boston. I believe we will.

Thank you very much.

Senator Kennedy, do you have any questions?

Senator KENNEDY. I have no questions. Thank you very much.

Senator WILLIAMS. We have two tenants: one from the Columbia Point Tenants' Council and one is the president of the Golden Age Club of Bromley-Heath:

Mrs. Thelma Peters is of the Columbia Point Tenants' Council and Mrs. Ellen Ferrie is of the Golden Age Club.

We certainly appreciate your being with us this morning, in helping us in our deliberations on this subject.

Mrs. Peters, do you want to lead off?

#### STATEMENT OF MRS. THELMA PETERS, PRESIDENT, COLUMBIA POINT TENANTS' COUNCIL

Mrs. PETERS. Mr. Chairman, Senator Kennedy, and other subcommittee members, and ladies and gentlemen, I am Mrs. Thelma Peters, and I have lived more than 16 years at the Columbia Point Housing Project in Dorchester, Mass.

Columbia Point is a federally aided family project; however, there are approximately 300 apartments for the elderly, which for the most part are situated at one end of the development.

These apartments are located in seven-story buildings. Very few senior citizens live at the opposite end of the apartments in the three-story buildings. I point this out mainly to form the basis for showing the difference in security.

Many seniors live in seven-story buildings and are attacked while waiting for the elevators, or on many occasions, they are followed, and they are held up, and they are assaulted before reaching their floors.

If the elevators are not working, then there are two sets of stairways to climb, with doors both back and front on each landing, making it possible for anyone to jump them at any point along the way.

Because of the structure of the buildings, it is very difficult to be certain in which direction to go to help someone, if he does have an opportunity to call out, and in the three-story buildings, there is one central staircase and hallway.

There are not many visitors because cars have been stolen or vandalized, and people have been grabbed in the hallways, when some of the seniors go to visit their relatives. Others communicate by telephone. There have also been occasions when families have moved elderly relatives out of the project whether they wanted to go or not.

Contrary to the thinking of those people who are the decision-makers, all senior citizens do not prefer living in housing constructed solely for them.

Many of our most active members of our community organization have been and still are the senior residents. Despite the hazards involved in getting to meetings, they are there.

In spite of the imminent danger in the streets and in the buildings surrounding the senior center where we provide programs for them, through our neighborhood center, they do come come up.

We have tried to make things easier to collect them, by having some of our staff, not only accompany the mailman, while he delivers the mail, but also to drive people to the bank, to the shopping center, back home again. However, we are short staffed, people do get sick, therefore, this is not always possible.

Not to mention the fact that we are always getting back on funds that is another problem.

### SHOPPING CENTER CLOSING DOWN

Now, I would also like to say that we have a shopping center, which is in the process of being closed down. We have lost many stores, and I just heard recently that we may lose the last three remaining big stores in the area. This upsets me, because I remember fighting to get this very shopping center made available to us a few years ago, and what this shopping center has meant to us is a place that we could go to that was a lot easier to reach.

However, it has not been such an advantage in a way because you cannot get cabs to bring you such a short distance from the shopping center back into Columbia Point, so you stand around, and you wait for some means of getting your groceries home.

We have provided a van that will take the seniors to the shopping center and back again. However, again, I have to point out we have a very short staff, we cannot always use this van which we share with another community center, so this means that the seniors are more or less on their own to do this shopping.

We do not have any deliveries, because no one will make deliveries at Columbia Point from the shopping center or any other stores.

Senator KENNEDY. Why not?

Mrs. PETERS. Well, about 2 or 3 years ago, when we did have deliveries from outside Boston, when the fellas would get out to bring the groceries in, they were jumped, so it was just embarrassing to go to the south Boston area, to see a big sign that would say no deliveries to Columbia Point.

It was very embarrassing for people to go over there to see that sign.

This is what happened, so that when the shopping center opened up, it was automatically decided that there would be no deliveries made to Columbia Point.

They did provide for us shopping carts for which we could pay \$10, and with the idea that we were supposed to bring back the shopping carts, so the seniors were doing this.

Now, if you could imagine coming from the shopping center, with a shopping cart, and if you have your purse hidden somewhere, they not only got the purse, they got the shopping cart full of groceries, so I say again, there was no advantage, in a way, to have the shopping center, with no State transportation back and forth.

Doctors stopped making home visits as long ago as 12 years back, so we do have the health center, but again we are in danger of losing that, because we have had too many incidents occur around there.

What happens to the people in Columbia Point, mainly the senior citizens, if the health center closes down.

It is very difficult to get cab service, you can wait all day for an ambulance, and meanwhile, the seniors are stuck in the seven-story buildings.

There are no parcel deliveries, the milk deliveries were stopped as long ago as 4 or 5 months.

Moving men will come out there when they feel like coming, because they are afraid of being attacked, and the number of stores that have been closed down I should say are all of the main ones, like Armie's, Bayside Furniture, Brigham's, Nugent's, Fannie Farmer's, the Radio Shack, and so on.

The next one we expect to lose, we are waiting for the decision of the manager of the Stop and Shop, and they are ready to go also, so these are the conditions under which the seniors are living in Columbia Point.

Senator WILLIAMS. Mrs. Peters, you are president of the tenants' council?

Mrs. PETERS. I am the chairman of the task force, and the cochairman of the tenants' policy council.

The tenants' policy council is a citywide group.

Senator WILLIAMS. You are elected to the tenants' council and it is citywide?

Mrs. PETERS. Yes. It is limited to the community.

Senator WILLIAMS. You described the fact of pervasive widespread crime in one specific area, which is Columbia Point?

Mrs. PETERS. Yes, it is.

Senator WILLIAMS. It would seem to me that even with limited security officers, there would be numbers apprehended, arrested, is that happening?

#### "ARREST, BAIL, AND HARASSMENT"

Are these criminals, these criminal elements reached, even with limited security guards, and are they arrested?

Mrs. PETERS. Well, let's say there are people arrested, and it seems a little farfetched to make this kind of remark, but this is a low-income housing project, and I guess it would be fair to assume there is nobody living in Columbia Point that could afford to post bail, but contrary to that opinion, there are, and when these people are out on bail, they go right for the very people that they know who turned them in, and that is what happens.

We always have this occurring. We had several people who worked in the office, who were bothered by the very people that they finally got courage enough to turn in, because they had seen these people attacked, they attacked these senior citizens.

There were two people who used to live in my building, whose daughter and son came and moved them out, although they did not want to go.

I can understand how people can become attached to a place that is their home, however, this particular man had been knocked off his bicycle about three or four times and robbed, and his wife had been knocked down twice in front of the health center while she was on her way home, and yet their sons and daughters practically had to remove

them bodily from my building, because they still were going to stay, so this is why I feel, just having senior buildings put up all over the place——

Well, there is no answer. I think people should have options, and if the seniors want to live in a family development, I think they should be provided the security to enable them to continue to do so.

Senator KENNEDY. Can I ask you what your first priorities are in terms of security? You want additional law enforcement people, additional security personnel, and then also, I gather from what you mentioned here, there have to be some changes in the criminal justice system. You feel that even if you apprehend someone, and then the seniors are involved in identifying someone, that person is right out on bail and back in the street, and harassing the people that have identified them. So if there have to be changes in dealing with those people who are apprehended as well, and then we may see results.

Mrs. PETERS. That is right.

I also feel that there has to be a better check on vacant apartments, because, you see, when the police cannot find anybody, well, the tenants usually know where they are.

Senator KENNEDY. If you had a choice, what type of security do you think would be most effective in protecting the citizens in the project?

Mrs. PETERS. Well, it is really hard to say.

Now, we took some of our modernization money and provided locks on the back doors of the seven-story buildings, where the seniors reside, but, you see, there are ways of getting over the roofs and into the buildings, but, there again, you come up against the fire laws, which say you have to have egress.

Now, I do not know what the solution is to that.

Senator KENNEDY. Can't you have doors which provide you with egress, but not ingress?

It does not seem to me that should be an enormously complex or complicated problem.

Mrs. PETERS. Well, evidently since we do not do too much about that——

Senator KENNEDY. But that would be the type of thing you would like to see, and that you think it would be successful?

Mrs. PETERS. That is right.

Senator WILLIAMS. Thank you very much, Mrs. Peters. You can stay. Maybe there will be more observations after Mrs. Ferrie.

We will hear from Mrs. Ellen Ferrie, president of the Golden Age Club of Bromley-Heath.

#### **STATEMENT OF MRS. ELLEN FERRIE, PRESIDENT OF THE GOLDEN AGE CLUB OF BROMLEY-HEATH**

Mrs. FERRIE. Mr. Chairman, Senator Williams, Senator Kennedy, I am Mrs. Ellen Ferrie, and I live in the Bromley-Heath project.

I have been there for 13 years, and when I first came to live there, it used to be a very nice place.

You know, you were never afraid to go out or anything else, but when the last 6 or 7 years came, it has been that you are really afraid to go out.

I have been held up four times myself in the hall and outside.

Senator KENNEDY. You have been held up four times yourself?

Mrs. FERRIE. Yes, I did not get hurt, but they got my money.

Senator WILLIAMS. Where were you?

Mrs. FERRIE. The last time was just a year ago, March, right at the corner of Bickford.

I was going to the mailbox, and these two came out from nowhere, they just grabbed my bag and ran down Bickford Street.

Senator WILLIAMS. Is this in the daytime or the nighttime?

Mrs. FERRIE. The daytime, about 2 o'clock in the afternoon.

At nighttime, we do not go out. We are really afraid to go out, although at present, all of the doors are locked, we all have keys for the doors, back and front, and then we have a patrol, there are four men, and they are on from 8 in the morning, I think until 7 at night, they have a jeep, they have walkie-talkies, and they go around and try the doors.

Senator WILLIAMS. This is just daytime security?

Mrs. FERRIE. Up until 7 o'clock at night, but then we have the officers at the corner of Bickford.

Senator WILLIAMS. The first group, are they tenants who have been trained for security work?

Mrs. FERRIE. I could not tell you that.

Senator WILLIAMS. Well, we will find out later.

Senator KENNEDY. Has this patrol helped.

#### TENANTS GO OUT IN GROUPS

Mrs. FERRIE. Yes, it has been very good, and, of course, we do not go out alone.

When we go out, we go out three or four together.

You still have that same fear, to go to the stores, and go out at night.

Now, they put those big lights on the project, which is a help to the project.

You can sit out at night, you are not afraid to sit out like you used to be, and then the officers are around.

I have had some of the elderly women, one woman was dragged down the stairs and died, and another woman was dragged down, she did not get hurt, but they took all of her money, the groceries that were with her.

You just go to the doors. You do not know what minute that they are coming.

I had it myself on the back door step one morning, about half past 9 in the morning, they just came out of nowhere, and they asked me for 10 cents, I gave them the 10 cents, and I thought I would get rid of them, but they still kept on for more, and I asked for the police and they ran.

Senator WILLIAMS. How old are these people that rob you?

Mrs. FERRIE. They are teenagers, 12, 14 years of age.

These two were coming from school, and they came out of nowhere, and grabbed my bag, and down Bickford Street they ran before you could even know it.

Senator WILLIAMS. Do you feel safer now that more security people are working in your area?

Mrs. FERRIE. Oh, yes; a lot safer than I did.

Senator WILLIAMS. This has been a substantial improvement for you?

## CONSTANT FEELING OF FEAR

Mrs. FERRIE. Oh, yes; I can say that much about it, but, you know, you still have that feeling, you go to the store, you do not know when there is somebody in the store watching you, and the first thing you know, your bag is gone before you even know it, and at night, we do not go out, unless we go out in groups, like we have meetings, Catholic Women's Club, and then we have the women from there drive us home.

Senator KENNEDY. With regard to all of the problems you are confronting, is the security problem tops in your mind, and your neighbors?

Mrs. FERRIE. Yes. We figure, even with the security patrol, if they were on longer hours, it would make a difference too.

They have a jeep, and they go around.

Some of them are walking, some are in a jeep. They have the walkie-talkies with them, and they have a dispatcher I guess in places like on Bickford Street.

Senator WILLIAMS. What is the physical arrangement of Bromley-Heath, are the units unconnected, or is it one?

Mrs. FERRIE. They have six elderly buildings, nothing but elderly people, and then in the other building, there are elderly people, but there are children around there.

Senator WILLIAMS. You do have separate buildings, exclusively elderly?

Mrs. FERRIE. Yes; six of them.

Senator WILLIAMS. Do those people feel safer in those buildings, that are just for elderly, than those elderly that are living with mixed ages?

Mrs. FERRIE. Yes; they are a lot safer by themselves.

Senator WILLIAMS. Thank you very much. You are most helpful.

Senator KENNEDY. I have one question.

What happens when you make these requests through your tenants council for more police officers, for more security people? Can you tell us a little bit as to what response is given to you and who gives you what response?

A lot of times we hear that everyone passes the buck. I am interested in what your feeling is about the buck being passed, and what you think can be done about it.

Mrs. PETERS. If you are talking about Columbia Point, we have everything out there.

I suppose that the main thing that happens is that when there is a crisis, they do send all of the police that would be at the other projects out at Columbia Point, therefore, we get the animosity from the residents throughout the city, because they figure we are getting everybody over there at one time.

Senator KENNEDY. When you say you want more police protection now, what is the Boston Housing Authority saying to you, what is their response to you?

When you meet with the police department, do they say they will do something?

What do they say to you?

Mrs. PETERS. They are pretty limited in the number that they have, and in the amount that they can send to us.

Senator KENNEDY. But you do not feel that you have an adequate number to provide security for the people that are living there, is that correct?

#### CRIMINAL OFFENDERS RETURNED TO STREETS

Mrs. PETERS. I do not think it is so much that, as other things, because, you see, the things that take place, as I said, people have been apprehended, and I think it is the lack of security the people feel, it is the fact that after they have really testified against somebody, that when they go home, there may be somebody waiting for them, because these people are out on the street before 24 hours are over.

People have gotten to the point, where, as you know, fear can drive you right up against the wall, but when you get your back against the wall, you start fighting back, and people in Columbia Point are fighting back.

The results have been the people have been apprehended, but they are out walking the streets, and so this gives people a lack of security there, because they say meanwhile, while somebody is dragging their feet, something is going to happen to us and our kids, because we did go and do what we are supposed to be doing, so I do not know how you can speed up a process by which you get people out.

There is another thing, sometimes when the people are evicted, they are back walking the streets again.

I do remember a few years ago, when the family was evicted for this kind of a problem, if any of them were caught on the premises, they were immediately told they had to leave.

Now, I do not know what happened to that, but I wish somebody would enforce this again, because at least if we could have that feeling that the family was out, we would not have to worry about them coming back and hurting anybody.

I think that is another thing that people fear. The modernization program, again, as I say, we have a lot of the problems in that we have had to use money on security items, such as security lights and locks, and security screens, and we have thought the whole modernization program was to make the apartments a little bit more livable, and how we got to the point where people are even afraid to let us come in to do the modernization.

Some of the seniors are so petrified, if we even say we have tenant coordinators, these are people who live in the community, who go in while the work is being done, we have at least 10 or 15 refusals.

These people are even afraid of letting in the other tenants, and who stand around while this work is being done, they would rather not even have a nice shower put in there, because of their being too afraid to open the door, because of that, which I think is a very bad thing, because I know they want the modernization program, but they are too afraid to let anybody in to make any improvements in their living quarters.

Senator KENNEDY. Thank you very much.

Senator WILLIAMS. Just one further question, Mrs. Peters.

At Mission Hill this morning, it impressed me that there just has not been nearly enough money applied to ordinary maintenance.

First-floor apartments were with broken windows. Now, that, of course, suggests that with the cold weather coming, there are grave

problems of being comfortable inside, but also from the security standpoint, broken windows are, I would imagine, to a criminal, an invitation to an easy entry.

Mrs. PETERS. That is true.

Senator WILLIAMS. Over at Columbia Point, how is maintenance generally?

You are talking about locks and other security measures.

How about the general appearance, as you see it, broken windows and other evidence of disrepair?

Mrs. PETERS. Well, there are a couple of buildings right on Montpelier Road, if you look at them now, they look as a disaster area, because there are windows broken from the first floor to the seventh and the security screens are just hanging.

It just seems a shame we put so much money into security screens, and there is one apartment in particular where they cut out the screen to put in a fan.

On Friday I was in an apartment where it was that Senator Brooke was here, and we went through the woman's apartment, and she wanted us to see that things had not changed much in her apartment, and the same was true in the apartment across the hall.

The whole plumbing system in some buildings leaves much to be desired. Some of the lights—we put a lot of money into the security lights—in some of the buildings are broken, and this, of course, is a hazard to people who have to come into a completely dark building, and where there is an elevator, where there are also two doorways, and we have had these lights fixed repeatedly, but this, you know, they are still out.

Senator WILLIAMS. One final observation or question, we talked to a tenant at Mission Hill this morning, who said that tenants are prohibited having dogs, but as a self-help and as a security measure, people now have dogs.

Is that similar at Columbia Point?

Mrs. PETERS. I guess it is true everywhere.

#### TENANTS ARE ARMING THEMSELVES

Senator WILLIAMS. We also heard that some of the security officers, the civilian security, are nonprofessional, but trained for this purpose, and that they cannot carry arms, and yet for their own protection, they are carrying arms, and as a matter of fact, some of the tenants are arming themselves; is that similar at Columbia Point?

Mrs. PETERS. I do not know about the security guards, but I do know some of the tenants are arming themselves, which really kind of concerns us, because, you see, they have got to the desperate point of saying, well, if nobody is going to do anything to help us, we are just going to take matters into our own hands, and we do not mind being put away.

That is how the situation is.

Senator WILLIAMS. Well, you have made the situation vivid to us, and we appreciate your being here to help us.

We know it is not an easy thing to come here to testify, so we do thank you.

Mrs. PETERS. Thank you.

Senator WILLIAMS. Our next witness is Representative William Carey, who has a brief statement.

Mr. Carey, you are also in a representative capacity for Mrs. Hicks, am I right?

Mr. CAREY. That is right, Mr. Chairman.

Senator WILLIAMS. We appreciate your observations this morning over at Mission Hill, and we appreciate your brief statement here. You may proceed.

#### STATEMENT OF HON. WILLIAM CAREY, A STATE OF MASSACHUSETTS REPRESENTATIVE

Mr. CAREY. Senator Williams, Senator Kennedy, I am here to speak on behalf of Congresswoman Hicks, as well as myself.

Congresswoman Hicks had to get back to Washington early this morning, and she asked me if I would let you Senators, and the people who are here, know of her great interest in the hell-on-earth conditions that are existing in the Mission Hill units, in Bromley-Heath, and in the other areas.

There is not much that I can add to what has been said here by Mrs. Peters and Mrs. Ferrie.

You talk about incarceration. Poor souls, human being, who are in the Mission Hill units, Bromley-Heath units, and the others, they do not dare leave their apartments.

They are not safe in their apartments. If you can give me an example of incarceration that is worse, I ask you please to do so.

I am speaking principally of elderly people, living in the twilight of their lives, unable in most instances to protect themselves, because of their advanced age.

They are being raped and robbed, not once, but many times.

Raps will come on the door; they inquire who is there—a police officer.

It is that or a delivery boy, a maintenance man, and the poor souls open the door, and what happens, in barge these brutes, who demand their money, and, of course, Mr. Chairman and Senator Kennedy, those poor souls do not have any money.

They are on old age assistance or social security. They might have a dollar and 10 cents, or a dollar and a quarter in their pocket-book.

These brutes that come in tell them, "I want your money," and they explain, we do not have any money, "you give me your money or I will rape you."

To make that statement short, I want to say they are raped, because they cannot produce over a dollar, a dollar and 10 cents, and the brutes are not satisfied with the mere change they get, they then have to satisfy themselves in other ways.

#### UNDERTAKERS REQUEST POLICE ASSISTANCE

We have had instances, Senator Williams and Senator Kennedy, of people dying in the Mission Hill units, and the undertakers refusing to go to get the body of the deceased, unless police officers are assigned to accompany that undertaker.

You cannot imagine, there is not much that I need to say, because you have heard the statements of Mrs. Peters and Mrs. Ferrie, and they are living through this hell on earth every day of the week.

They have given a complete picture, an honest-to-God statement and story of the hell on earth that the people in these housing units have lived through every day of the week.

You talk about people being terrified, terrified inside and outside the apartment. Mailmen have been robbed, on the first day of the month when the social security checks, the old-age assistance checks are being delivered, the mailmen are robbed. The mailmen are grabbed, the mailbag taken away from them, they are stripped of their clothing practically, so they have to try to hide out someplace because of the shameful condition of their bodies at the time.

I do not know just what Mrs. Ferrie referred to, but I do know in the Bromley-Heath, the elder section of that unit, some of the tenants agreed to partake in a donation toward a special police force, a security force. Those people could not afford that, but in order to provide some protection, they did pay \$1, \$1.50, or \$2, or \$3 per month.

In the other units that I am aware of in my district, I would say I am aware of the Mission Hill units, of the Bromley-Heath units, they are located in my district, and I get these calls, Senator Williams, Senator Kennedy, every night practically, and the people say to me, "for God's sake, Bill, don't give my name, I do not want to be called down to identify them at police headquarters tomorrow morning, because I will be marked for the rest of my life," and yet I tried to get some of these good people to come down here today.

I knew they would not come. I simply made the request, I did not put any pressure on them.

At various times I suggested we gather in a bus, and come down to the State government, or go to city hall, and the people say "I want to help you, but I do not want to be marked for the rest of my life."

I think it is most incumbent, and I am so happy, Senator Williams and Senator Kennedy, to see you come to Boston today, and that you both can hear first hand and visit as you did this morning the Mission Hill units. I was happy to be there to accompany you gentlemen on that tour this morning, and unfortunately, you did not have enough time, you could have spent the whole day there, and the compilation of stories, the fears as seen, because there were many people up there in windows this morning gazing down, and they knew you gentlemen were going to be there, but they did not dare come down to the walks.

We had, I think, three women that had that courage. It is one hell-on-earth, I repeat, the Boston Housing Authority said they cannot assign protective agencies there because they are broke, they do not have the money.

The Mission Hill unit at my request, the Boston Police Department not only supplied officers, extra officers there, but furnished them with dogs.

One of the conditions out there at Mission Hill is these robbers, these brutes, they will come down from the roofs, one will hold the other, until he gets in at the third floor.

Once he gets into the third floor, then he pulls his partner down with him.

### FIRE DOORS ARE BEING LOCKED

The fire department of the city of Boston insists that the doors to the roofs be left open, unlocked in other words, in case of fire, but the people out there are not leaving those doors unlocked, and I do not blame them.

Yes, the people on Mission Hill are carrying guns, and I do not blame them.

Self protection must be afforded them, and if it is not afforded by the public authorities, they have had to take the matter into their own hands.

I plead with you, gentlemen. I know you have a busy day, and as I said earlier, if there is anything I can add to what you have heard already, there is nothing I could add to what Mrs. Peters and Mrs. Ferrie said.

They live there. There are some units in the Bickford Street area, Bromley-Heath, and for those poor souls, for them to get their mail, they have to go down three or four at a time, so if one is attacked, then there are two or three others that can scream and try to scare off these robbers.

I sincerely hope, gentlemen, that from what you have already heard, you will put yourselves in the position of these poor elderly citizens.

I repeat, these people who are in the twilight of their lives, who are pleading and begging, that something be done to put the fear of God in the hearts of these robbers and these abusers, we must do something.

We cannot delay any longer. This has been going on now in a very serious way for about 5 years, and prior to that, you could eat your meals off the stairways and the corridors of those elderly units.

The windows were not broken, the doors were not boarded up.

I do not know if you gentlemen had a chance to make an observation this morning, but I tried to point out some of the buildings, where the glass is broken, the windows are boarded up, simply because of the protection that is vitally necessary out there that has not been provided, and it is up to you gentlemen.

Do not delay. Do something.

Senator WILLIAMS. Representative Carey, we appreciate that, and we are in the process of doing what we can.

It suggests to me that it will be necessary to marshal the resources of every public agency, every agency of government that has a responsibility.

The community forces, the police forces, and certainly those forces at the Federal level, both the Housing Authority, and the newly created Law Enforcement Assistance Administration, they must be brought into play.

You come to us from the State government. Do you see a role here on the part of marshalling the forces of State government, coming in here to reach out for ways to make the lives of older people more secure, so they can begin to live, because they are not living now?

Mr. CAREY. Senator Williams, I asked our Governor 4 or 5 months ago to call a massive convention at the State House of all of our prosecuting officials, the U.S. Attorney General, the various police officials, the district attorneys.

The buck has been passed, there is no question about it. The police say they are not getting the right cooperation in the courts.

It was said here this morning about being "back in business." That is true. They catch some of these brutes, and low and behold, they are back in business inside of a week or so, because the courts are not prosecuting fully.

I think the police are trying to do a good job. We do not have anywhere near the number of police that are necessary. We have got to have a concentration of feeling on the part of all of those in a position to prosecute, and I had hoped that the Governor would call this conference of all judges, and other people in position, the district attorneys, the police officials, and the U.S. attorney, because, as I said, a mailman is beaten up, and his bag of mail is taken away.

We have got to have a concentration of effort. We have to have a feeling on everybody's part that this thing has gone too far already, and I ask you, Senator Williams, and Senator Kennedy, to see if you can assist in getting a conference of prosecuting officials, because I am confident if we do that, that if we can bring them together, we will have this problem solved, because the fear of God has to be put in the hearts of these people.

Something must be done without delay.

Senator WILLIAMS. Thank you very much, Representative Carey.

Mr. CAREY. Thank you, Mr. Chairman.

Senator WILLIAMS. We will now turn to a panel of four: Mrs. V. Nancy Finnerty, Mr. John Nestor, Mr. Robert M. Coard, and Mr. Frank J. Manning.

Mrs. Finnerty is the executive director of the Boston Public Housing Tenant Policy Council, Inc.

Mr. Nestor is the executive director of the Council of Elders.

Mr. Coard is the executive director of Action for Boston Community Development.

And Mr. Manning is the president of the Massachusetts Legislative Council for Older Americans.

We will hear from Mrs. Finnerty first.

Please proceed, Mrs. Finnerty.

**STATEMENT OF MRS. V. NANCY FINNERTY, EXECUTIVE DIRECTOR,  
BOSTON PUBLIC HOUSING TENANTS POLICY COUNCIL, INC.**

Mrs. FINNERTY. Mr. Chairman, members of the subcommittee, ladies and gentlemen. My name is Nancy Finnerty. I serve the Boston Public Housing Tenants Policy Council, Inc., as its executive director.

The tenant policy council was formed in 1968 as the result of an \$11 million Federal modernization program.

The tenant policy council is comprised of twenty-six eight-man task forces elected every 2 years by the tenants in each family development in Boston.

The task forces in turn elect two of its members to serve on the city-wide board of directors.

The basic purpose of the tenant policy council is to promote the common good and welfare of the 15,000 family public housing constituency. To act as an advocate of tenants rights, and to negotiate with the housing authority in order to insure decent, safe, and sanitary housing.

The Federal modernization program brought about physical changes in federally assisted developments.

Among some of the priority items were security items such as peepholes, deadbolt locks, security screens, and security lighting.

Tenants were aware of the need for security measures, and spent a portion of the funds accordingly.

A State modernization program is presently underway in Boston, and the State-aided developments are also allocating a portion of their funds to security items.

One-eighth of the public housing population is made up of senior citizens. The elderly developments did not receive any Federal modernization money. This neglect of the elderly in the dispersion of funds is largely due to the critical need for back maintenance in the family developments.

#### SECURITY BUDGET PROPOSAL REJECTED

In an attempt to respond to the need for security in Boston for both elderly and family developments, the Boston Housing Authority and the tenant policy council collaborated in submitting a \$6.8 million security budget to Housing and Urban Development in 1971.

This was a comprehensive security budget which provided for security in the 36 developments in Boston. The budget included the cost of hardware as well as policy and security patrols on a project by-project basis.

This proposal was rejected. In behalf of the public housing senior citizen and family population, I view this as criminal, arbitrary, and negligent.

In addition, to reinforce the view that the Housing and Urban Development rejection of the \$6.8 million budget is negligent, I refer to the HUD Management Review of April 1972.

Under the section entitled "security," HUD recommended to the housing authority:

The housing authority should develop as quickly as possible a comprehensive program of security for all federally assisted housing, taking into consideration the specific needs of each project or combination of projects. The program should be realistic in terms of the funds available from all possible sources.

It further states:

Pending development of the comprehensive security program, the housing authority should vigorously pursue the program of installing physical security equipment to the fullest extent possible within its financial capabilities.

It seems, gentlemen, that somehow, somewhere, someone is passing the buck, but, unfortunately, the elderly are picking up the tab and paying the check.

Payment is made in a random reading of the rising crime rate in public housing. It is the senior citizen, you know, that gets mugged the most, that gets robbed the most, and that lives perpetually in fear. An extremely high payment indeed.

It seems that the policies of the past can be categorized—the senior citizen is used, abused, and discarded.

There are seven senior citizen developments in various stages of construction in Boston. To date, none of these developments include any security measures indicated by the rising crime rate in the city.

Certainly, past security inadequacies in public housing should be taken into account whenever new construction is planned and built. Security is as necessary to tenants in public housing as is plumbing.

I am sure that HUD could require certain mandatory security features in any public housing that is being proposed, but I am just as sure that rising costs preclude the well-being and safety of public housing elderly tenants.

In addition, with limited financial resources, we cannot redeem the planning inadequacies of tomorrow.

In conclusion, the life style of the public housing tenant, particularly the elderly, must be taken into account.

Allocations in the future must include security funds.

Senator WILLIAMS. Thank you very much.

I have just one question at this time.

The Boston Housing Authority and the tenants policy council have cooperated in submitting a \$6.8 million security budget, and that went to HUD in 1971.

This proposal was rejected, and at what level was that rejected?

Mrs. FINNERTY. I am not sure it went to Washington, but I know it went to the Boston office.

Senator WILLIAMS. The HUD regional office in Boston?

Mrs. FINNERTY. Yes.

Senator WILLIAMS. You do not know whether it went any higher?

Mrs. FINNERTY. Yes.

Senator WILLIAMS. Even if they approved it, it was rejected at some point?

Mrs. FINNERTY. Yes.

Senator WILLIAMS. Now, if you will stay with us, we will then go to Mr. Manning.

#### **STATEMENT OF FRANK J. MANNING, PRESIDENT, MASSACHUSETTS LEGISLATIVE COUNCIL FOR OLDER AMERICANS**

Mr. MANNING. Senator Williams, I am very glad to have you as a guest in the city of Boston.

We tried unsuccessfully to get you here at one time to address 13,000 senior citizens, but you got bogged down in legislation and could not attend.

First, I would like to say that Winston Churchill observed that war had become too important to leave entirely to the generals.

The wisdom of that observation, I think, has been demonstrated by recent events.

I think it is equally true of crime, that we can no longer leave this whole problem in the hands of the police alone, that it is a social problem.

It is deeply embedded in the roots of our technological society. How much of it is drug related, and, if so, what are they doing at the Federal level to control imports of drugs from such countries as Turkey is one question.

How much of it is socially related, what are the facilities in these communities, are there playgrounds, are there adequate recreational activities, is there community leadership.

As a matter of fact, a good deal of it may be related to that, but not all of it.

There is also a chronic problem related to antisocial misfits, but the point is that we are not looking at the whole problem, and until we look at the problem in its entirety, it is cold comfort to hear that the rate of decrease is somewhat encouraging.

As a Globe columnist observed this morning—

Senator WILLIAMS. Wait a minute.

The rate of increase is decreasing.

Mr. MANNING. That is what I meant to say.

Senator WILLIAMS. There is no comfort in that.

Mr. MANNING. Yes.

A Globe columnist said this morning it is like telling a man who had 10 heart attacks in 1969, or who had eight heart attacks in 1969, five in 1970, and only six in 1971, that his condition is improving.

I find small comfort in that.

Mark Twain, I believe, said there are liars, damn liars, and statisticians, and sometimes when I read certain press releases, I am impressed with the force of that statement.

#### LEGISLATIVE PROBLEMS OF SENIOR CITIZENS

As the president of the Legislative Council for Older Americans, which has several thousand members throughout the Commonwealth of Massachusetts, I am very familiar with the basic problems affecting our elderly population, and as Senator Kennedy can tell you, we try to maintain very close contact with our congressional delegates in connection with these problems. We were organized primarily to deal with the legislative problems of the senior citizens.

Incidentally, we have not ever had a penny of Government money. Very few organizations can make that statement, and I am not bragging about it, but the point is that we have struggled along and built a powerful senior citizens organization, and because of that we are deeply concerned that something be done on a constructive scale, unless we become as has been indicated in certain projects, a nation of guntoters at war with each other.

Now, this is the first administration that had a large sum of money, I believe \$1.5 billion, to distribute throughout the country for law enforcement purposes.

Now, how was that money spent?

Was it on gimmickry, fancy hardware?

How much did the large urban areas where crime is rampant really get in that \$1.5 billion?

Certainly, Congress legislated that amount with the idea of reducing crime, and of getting at the source of crime.

We have failed to do so. I think that it is not enough to give out with hatred, it is not enough to retaliate. We must do something more if we are going to curb this problem.

We have to get down to the community level. We need organized task forces, not task forces that meet and make reports, but I mean task forces that work with the police department and the community day by day and study all of the factors going into this problem. What can we do with that youthful offender? What can we do that might transform him from an antisocial being, into a social being? We need cooperation at the Federal, State, and local levels. The courts, must be basically with regard to reform in the courts. In other words, we are faced with a problem that is so deeply embedded in our social system, that there is no simplistic answer.

We must increase our law enforcement. We must apprehend and punish those responsible for crime, but we must try to get to the source of the crime, and we cannot do it unless the legislative, the executive, and the judicial branches are working together on this problem.

And finally, let me say, I regret deeply that our President, and I do not say this in a partisan sense, I regret deeply that our President travels in such a sanitized and protected environment, I regret that his voyages to Peking and Moscow were not extended to South Boston, Roxbury, and other places throughout the country.

Thank you.

Senator WILLIAMS. That was a magnificent statement, and you brought it all together for us, Mr. Manning.

I would like to have your comment on an observation that was sent up here to the desk to Senator Kennedy, who had to be back in Washington, so he had to leave, but this observation, I will read it with a question at the end.

#### POLICEMEN ON THE BEAT NEEDED

As a former born and bred Bostonian, may I suggest that all that is needed is to bring back the policeman on the beat as in former days. He was there at all times, day and night, within hearing of a police whistle. Is not the above the most economical solution? It is suggested that this has been proven in other cities, for example, Chicago. What is your observation?

Mr. MANNING. I think the return of the policeman on the beat, on a large scale is one necessary condition.

If you will pardon a little reminiscing, I will do it very briefly.

I remember as a kid the neighborhood cop, and as a rule, if I was out after 6 o'clock at that tender age, my parents knew where I was.

I think that the family life that existed at that time has almost disappeared from the American scene, and I think this is an important factor in the crime rate, but, however, if I did happen to get errant on occasion, and stayed out until 8 o'clock, the local policeman would say, "go home."

He knew me, and I did not resent it, because I looked at him as a friend, because I knew several times, when I went to him, he had helped me.

The loss of identity, and the rapport between the police department and the neighborhood is a serious factor, and I would agree that this is a very important condition.

Senator WILLIAMS. I appreciate that. I happen to agree with you. I am old enough to remember those days too, with the policeman.

Now, you profoundly suggest that the prevalence of this kind of crime we are talking about here should be understood and analyzed,

questions raised, is it drug related, do social conditions produce this horrible effect, this kind of crime.

It impresses me that another question might well be the relationship of the economy, the lack of jobs, but I will also say that this kind of an understanding will never come from the criminals themselves if they are not apprehended, and they must be apprehended to find out why they are antisocial to this horrible degree.

Mr. MANNING. I would agree, that the apprehension is important, and then some reasonable intelligent policies must be developed with regard to apprehension.

If we put the youthful offenders in with the oldtimers, they come out with a college degree, and it is not with an A.B.

Senator WILLIAMS. On this question of jobs, the tough economic conditions, and the high rates of unemployment that we have today, do you feel that they have contributed?

Mr. MANNING. Yes, they have contributed.

Senator WILLIAMS. I pause, though, when I hear witnesses tell us that the criminals are ages 12, 13, 14, they are not really considered in the economic and employment market as yet, so they are not unemployed economically, because they are not supposed to be in the economy.

Mr. MANNING. At any age, I think, including my own, the devil will find mischief for idle hands, and that is why I keep so busy, but at any rate I think that the job situation as it relates to the young fellows, 18, 19, and 20, that you see on the streets, and on the corners, is a serious factor.

As to the younger ones, I just ask myself a grim question about the lack of parental control.

Senator WILLIAMS. And the social opportunities, the recreational opportunities that they do not have.

Without that, a youngster, 12, 13, 14, misses a very important element in life.

Mr. MANNING. I agree.

Senator WILLIAMS. We certainly appreciate your testimony, Mr. Manning.

Mr. MANNING. Thank you, Mr. Chairman.

Senator WILLIAMS. We will next hear from Mr. Nestor.

#### **STATEMENT OF JOHN NESTOR, EXECUTIVE DIRECTOR, COUNCIL OF ELDERS, INC.**

Mr. NESTOR. Mr. Chairman and members of the subcommittee, I appreciate the invitation to testify before this subcommittee. I will discuss this morning how the incidence of crime affects the delivery of services of an elderly multiservice agency to the elderly, as well as the effect crime has in hampering performance in outreach work.

Before discussing these problems, let me briefly indicate the purpose and function of the Council of Elders, Inc., of Boston.

The Council of Elders, Inc., is a nonprofit organization composed of senior citizens funded by several Federal, State, and local agencies, whose principal objective is to meet the needs of the elderly within the Model Cities area of Boston.

These areas include Roxbury, Washington Park, North Dorchester, and part of Jamaica Plain.

To accomplish this, the Council's activities include a meal on wheels program, home aid, legal, transportation, supportive service, senior action centers, geriatric training, health, outreach programs, and nursing home services.

Through these programs, it is the Council's aim that our activities will alleviate and/or diminish many of our senior citizen's burdens and hardships, and bring them back into the mainstream of community life.

The incidence of crime in the areas in which the Council of Elders, Inc., operates ranks first and third in all categories for the city of Boston.

For example, the mayor's offices of justice administration's report, "Crime in Boston," reveals that the Orchard Park-Dudley area, which we serve, ranks No. 1 in both robberies and assaults. However, statistics alone do not reveal the principal effect of crime within the area.

### CRIMES CREATE PSYCHOLOGICAL FEAR IN ELDERLY

It is quite apparent that the end result of robberies and assaults is a psychological fear deeply imbedded in the minds of the elderly. This fear then becomes a deterrent in the sense that living in an environment which has a crime rate restricts the elderly's freedom of movement and activity, and in many cases, their freedom does not exist.

It should be noted that many elderly persons may not experience an act of crime themselves, but they are well aware that their neighbor was assaulted and/or robbed, or that within the community the incidence of crime is significantly high.

This knowledge again creates the same type of fear which deters one's freedom and dignity.

In the administration and operation of our agency, this fear has a twofold effect.

One, it diminishes the effectiveness for delivery of our services while limiting the consumer's ability to take advantage of the available services.

Two, it drastically increases our operational costs to deliver our services, our employees are reluctant to go into high crime areas, and our consumers will not come out to take advantage of the services available.

It is quite obvious in both examples that the financial burden on the council is increased. Our efficiency is impaired as we are forced to use two employees where one would normally suffice.

The net result, with our limited budget, is that our effectiveness to deliver services is cut in half. We have lost many qualified employees who were victims of assaults and, frankly, sought a safer place to work.

The effects on the elderly are malnutrition, abandonment, and despair. It is obvious, Mr. Chairman, that fear then becomes a manifestation of social and physical deprivation.

As the committee is well aware, resources for elderly agencies like the Council of Elders, Inc., are extremely limited.

Yet, because we function in a high crime rate area, it costs the council more money to deliver its services.

This fact, unfortunately, is overlooked or underestimated by policy and decisionmakers at the Federal level.

It is determined by these policymakers, for example, that moneys will be made available for a nutrition program. But in evaluating costs of the program, the incidence of crime is not considered.

Another difficulty encountered by the council is to get senior citizens to come from their homes to the senior action centers, or to health clinics, or just to go shopping.

#### EVENING ACTIVITIES DO NOT EXIST

In the evening it is virtually impossible. Therefore, evening activities for those not living within an elderly housing project do not exist.

Is it fair that our senior citizens live during the daylight hours and surrender their evening existence to hoodlums?

At present, the Boston Housing Authority and the Boston Police Department are cooperating with us to provide the best possible protection for our seniors with limited resources.

Mr. Chairman, I think it is incumbent on all levels of government to cooperate with one another to finance and plan solutions which will deter the incidence of crime in our inner city. The city cannot do it alone, nor can the State. We need the assistance of the Federal Government.

I am sure that the wealth of resources available to this country should enable us to make our streets safer for its citizens.

The Council of Elders is trying its best to provide services with a limited budget, which will permit the elderly of the model cities area of Boston to live a decent existence, and we are not going to surrender to those individuals who would like to make the streets a jungle.

Believe me, it is extremely difficult, but we are having some success. Senator WILLIAMS. Thank you very much, Mr. Nestor.

That is a very beneficial statement from the Council of Elders, and we have had other similarly beneficial statement on other occasions.

I am glad to have you on board again this morning.

Finally from this panel, Mr. Coard.

#### STATEMENT OF ROBERT M. COARD, EXECUTIVE DIRECTOR, ACTION FOR BOSTON COMMUNITY DEVELOPMENT (ABCD)

Mr. COARD. Thank you, Senator.

Action for Boston Community Development is the antipoverty agency in the city of Boston, and it has a number of programs dealing with the elderly, as well as some efforts for advocacy, for the very real and critical problems for the elderly in the city of Boston, particularly as it relates to the disadvantaged, where they suffer as a result of age and lack of income.

In some of the areas, those that work with the elderly are foster grandparents; we hope this committee will ask for the expansion of it, because employment for the elderly is a very critical area that has been neglected far too often in the past.

We also run a health center, and—

Senator WILLIAMS. This is one of the highest priority items of this committee, foster grandparents.

Mr. COARD. They told us they were going to cut it about a year ago. Senator WILLIAMS. That was not our action.

You know what I mean, Mr. Manning?

Mr. MANNING. I do indeed.

Mr. COARD. In other areas, we have the largest project in Boston, the Columbia Health Center, a \$2 million program, in which a significant number of persons that are served are the elderly.

As has been testified before, that is an area where mugging is not restricted to the elderly, although they suffer the most. The director of that center who was mugged and hit on the head, resigned because he had to go to the hospital with the possibility of an operation. It is a real problem to do things that are important to the community.

Another important area is that of social services. The elderly are easily victimized, because they are older, and they are the ones who can least afford to be victimized, in muggings, and vandalism, and robbery, and other things like that.

#### PROJECTS SPECIFICALLY DESIGNED FOR THE ELDERLY

It would seem to me, since so many elderly live in housing projects, that these projects ought to be specifically designed, especially those utilized only by the elderly, so that security can be dealt with.

Dealing with security presents a kind of opportunity which I do not feel has ever been maximized at all in any part of the country.

I have here affidavits by some elderly people who have been mugged or robbed, including one who is 39 years of age, and who said he was robbed three times in the month of April of this year. He is living in the Cathedral Project in Boston.

Another person, 86 years of age, was robbed in the month of August of this year, on Tremont Street in Boston.

Another one, 67 years of age, living in the Castle Square Housing Development, right in the entrance way, by three young men.

These are in the form of affidavits, which I will leave for the committee.\*

There are other instances, including signed statements, relating to security from several of the projects in which people living in them are elderly.

These are things which I hope the committee will be able to utilize in coming up with legislation, and with programs for dealing with this very critical problem.

In many areas of the city where we are operating in the neighborhoods, we have eliminated night meetings, except the Christmas party, where we get special police details, which cost money.

Tonight Senator Bachman is holding hearings on the State level for the problems of the elderly relating to security.

We are involved in assisting the set up of a coalition to deal with security in the South End of Boston for the elderly.

Some of the things we try to do at Columbia Point are to help senior citizens so they do not have to go on what is a perilous journey to cash checks; we have the home delivery of staples; we have special shopping buses arranged with merchants. Another aspect is the closing of the senior center early, although that is a great hardship.

\*Retained in committee files.

The problem is that the door of the center must be kept locked until somebody identifies himself before he can be admitted.

These kinds of things should never happen in this country, particularly in a housing project that is financed by the Federal Government and supported by it.

### SHELTER AND SECURITY

I feel that we should not do anymore studies. I would like to suggest to the committee a couple of things we could do, that we should move on, in the very immediate future.

Congress, and the administration, should specifically declare a policy that housing—Federal housing, federally subsidized housing—is not merely a matter of shelter, but also involves security, and the amenities which are necessary for a decent life, and a safe life, so that one does not have to live with fear day and night.

Shelter is not the only thing that the Federal Government should be providing or requiring of local units of government.

Money should be earmarked specifically for security, particularly for the elderly, not only in housing projects, but in certain neighborhoods, which have high elderly concentrations.

There are certainly emergency kinds of actions that can be taken. Money is available in several kinds of existing Federal categorical programs, which could be utilized in combination.

The first approach deals with adequate funding. Given no new funding can we use a funding mix of existing programs?

We must do something about security right now. One thing that I would suggest in that respect, although it may not relate directly to the elderly at all, is the fact that many of the youngsters that are mugging or robbing, need jobs, and in Boston we keep getting cut-backs in our manpower programs for the poor, and for the disadvantaged youth, so that we give them no alternatives.

This is deplorable, and we should stop cutting these programs; instead we should be expanding them. We should put these kids to work and give them skilled training so they will not have this horrible alternative of preying on our elderly citizens.

The other aspect is the extent to which persons on drugs may contribute to this explosion of robbery, and other forms of crime against our elderly citizens.

I would suggest that money that is now funding many Federal drug programs be diverted to security for potential victims of drug abusers. LEAA law enforcement money should be again earmarked specifically to deal on an emergency basis with this particular problem.

In addition to that, HUD must have money that they can make available for security, and for providing more than shelter in their housing projects.

These are some sources of funds that could be utilized on an emergency basis were we to have the will on the part of the Federal Government to use them in that particular way.

I would further suggest we have a program with regard to security, especially in public housing projects.

## SECURITY FORCE AND CIVILIAN PATROLS

One would be the formation, or expansion where they do exist, of a security force, including civilian patrols.

There are problems even where there are security forces. In Boston, in one project that I know about, the charge for the security force is \$5 per hour per man, but the money for the man actually doing the security work is only \$2 per hour. Some of the men doing the actual patrol are discontented with that present salary level however. That creates a particular problem that cannot be resolved until we adequately pay the security forces that are in use.

The other aspect, in addition to the security force—including civilian patrols—is the use of police forces, both used in a complementary cooperative way to achieve the same objectives.

The third aspect in terms of dealing with the security problem is the use of the many electronic aids, and other kinds of techniques and technologies that we have for security, which I have not seen being utilized in public housing projects by anybody, except in the very richest apartments, or very richest homes.

They should be utilized on an ongoing basis, and the money should be utilized for that on a crash basis.

The fourth aspect is the fact we need to reduce the need for many elderly people to leave their homes to go to attend meetings, or get shopping done, and other things like that, as much as it is feasible. So far as possible, delivery buses should be used and secure places should be found so that the elderly do not have to venture any farther than necessary to obtain necessities of life. I would suggest that this four-pronged approach be utilized on a crash basis so that the security problems of the elderly can be met with the kind of knowledge we have right now.

I thank the committee for the opportunity to make that statement.

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

I wish we could have time for further discussion with all of you, but time is our enemy right now.

Thank you very much.

Mr. Moakley is here now, Councilman Moakley, so we will call him at this time.

#### STATEMENT OF JOHN J. MOAKLEY, COUNCILMAN, BOSTON CITY COUNCIL

Mr. MOAKLEY. Mr. Chairman and committee members: Thank you for this opportunity to testify before this distinguished body on the problems of the elderly.

The hearings today seek to highlight the problems of the safety and security of the elderly in public housing. You will hear much testimony on the criminal acts, the muggings, theft and harassment of our senior citizens. You will hear demands for more police protection, more money for security.

No other group is more defenseless in the face of the random violence of our cities. But I believe we must broaden the focus of discussion.

## FAILURE TO PROTECT THE ELDERLY

It is not enough to put more policemen on the street, or barricade our elderly in public fortresses. The problem before this body today is but a symptom of a far wider social crisis: Our failure to adequately protect our elderly in public housing is symptomatic of our general disposition toward them. We treat the elderly not as people but as burdensome irritants. They are recipients of periodic gestures of benevolence and concern. But the gestures are made to still the nagging guilt of our consciences: Not to systematically eradicate the social and economic ills of our senior citizens. There must be an irrevocable commitment of the resources necessary. It must be done now.

It must be our first national priority. For many years we have paid lip service to programs designed to alleviate the plight of the elderly. Well publicized gestures have always been more pronounced than actual accomplishments. Despite a number of across-the-board increases in social security benefits since 1965, the number of elderly poor and near-poor is increasing.

Despite the introduction of medicare, the private expenditures of the elderly for medical care are higher.

Despite the various housing programs, inadequate housing facilities are more prevalent than ever.

Much has been made of the 20-percent increase in social security: It will still leave one out of every four older Americans living in poverty.

And 4 million older Americans in substandard housing, and 6 million paying more than 25 percent of their income for rent. These are not statistics. They're people. And all this is very relevant to the problem of the safety and security of the elderly. For we have ghettoized our senior citizens. We force them to live in housing projects where they are easy victims. We force them to live in substandard, cheap housing in the inner city.

They are victims of crime because they live in high crime areas. This pattern can and must be changed by intelligent use of Federal money. The ghettoization of the elderly can be eliminated by creating a wide range of choice. Direct payment of housing subsidies to the elderly would encourage them to shop for housing on the open market. Local housing authorities should be enabled to lease dwellings from private owners and sublet them to the elderly. The difference between what the elderly can afford and fair market rent will be made up. These arrangements would stimulate more widespread utilization of existing housing stock. The elderly would be spread throughout the community.

## MENTAL AND EMOTIONAL DEPRIVATION

I have made some suggestions to this body. But we must not delude ourselves in the belief that we will have discharged our responsibility to the elderly once we have provided them with the tools and means for a comfortable existence. Far more deep-rooted and far more pernicious is the mental and emotional deprivation to which we condemn our aged. We dispense our aid programs with cold, automated, mechanistic indifference. We treat the elderly as so many items on an assembly line, each tested and approved as a quality

product for income, housing and medicare supplements. Each stamped with society's obsolescence. It is this we much change. This propensity to regard age as somehow unclean, distasteful, diseased and leper-like.

This change must come from within ourselves, from a reexamination of our own personal values. We must learn to recognize that age is the apex of personal growth. That it brings to fruition the full maturity of man and the full ripening of his dignity. That the elderly can afford society a unique and precious perspective. For unless we do we will become in time the victims of our own lack of understanding and compassion.

Senator, I think it is a great tribute to this city to have your subcommittee look firsthand at these problems.

I am sure this type of testimony that you have received will help solve some of the problems that we have with regard to protecting our elderly.

Senator WILLIAMS. Thank you very much, Councilman. We appreciate very much your fine statement.

Mr. MOAKLEY. Thank you for the opportunity, Mr. Chairman.

Senator WILLIAMS. Our next witness is Mr. Samuel Harmon, executive counsel for the Massachusetts Department of Public Affairs.

#### STATEMENT OF SAMUEL HARMON, LEGAL COUNSEL FOR THE EXECUTIVE OFFICE OF ELDER AFFAIRS

Mr. HARMON. Mr. Chairman, and distinguished members of this subcommittee, I thank you for this opportunity, and I regret to say that Mr. Jack Leff, who is the secretary of the Massachusetts Executive Office of Elder Affairs, is unable to be here this morning due to a prior commitment of long standing.

I have a very short statement of his that I would like to read, and a personal observation thereafter.

Mr. Chairman, and members of the committee, I wish to thank this subcommittee for permitting me to speak on behalf of Mr. Jack Leff, secretary of the Massachusetts Executive Office of Elder Affairs.

Your meeting this morning is a most important one for the more than 625,000 Older Americans of Massachusetts.

Mr. Leff feels that crimes of violence committed upon our elderly are a travesty of the era we live in. The older American living in certain parts of Boston and particularly in a public housing development is helpless.

In all, about 50,000 public housing tenants in Boston live in constant terror because crime seems to have an unbreakable lease in some of the 38 housing projects and other areas of Boston.

Much of it is violent crime and elderly people are often the victims. Our older Americans are living in a "no man's land" in public housing. They make the best prey for crime because their agility is gone, and it does not require much strength to knock them down and rob them.

Speaking personally, I think just about the best thing—I think that memorandum, which you received, Senator Williams, this morning, from the illustrious Senator from Massachusetts—the best thing that can help alleviate the situation in our largest cities, not only in Massa-

chusetts, but all over the country and in Boston, is for an immediate increase in the regular police forces of, for example, the city of Boston.

I feel that a bare minimum of at least 500 police officers should be added immediately in the city of Boston, and with particular emphasis on public housing projects, and further specific emphasis on public housing for the elderly projects in Boston.

I know that this will cost money. I think it is about time that both on a Federal, State and city level that there must be a reassessment of priorities, and the No. 1 priority I would say is fighting crime, and a person's safety, a citizen's safety in his home and in the streets.

Thank you very much.

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

We certainly will be guided by your observations.

Now, our concluding witnesses are Mr. Edward C. Dwyer and Mr. Julius Bernstein.

Mr. Dwyer is the Commissioner of Services to the Elderly, office of the mayor.

Mr. Bernstein is the chairman of the Boston Housing Authority, and he is accompanied by Mr. Leo J. Gulinello and Mr. Milton E. Cole.

Mr. Jeremiah Sullivan from the Boston Police Department, superintendent of field operations, is with us, in case anything arises where he might have an answer, where we may have a question.

Mr. Dwyer, you may proceed.

#### **STATEMENT OF HON. EDWARD C. DWYER, COMMISSIONER, BOSTON COMMISSION ON AFFAIRS OF THE ELDERLY**

Commissioner DWYER. Mr. Chairman, the city of Boston and its housing authority are well aware of the security problems which exist within its housing developments.

The violence and crime which take place are readily apparent, and both the city and the Boston Housing Authority have made a substantial dollar investment to reduce them. We have, in fact, done all that our financial resources will allow.

The Boston Housing Authority has 15,200 dwelling units, which house approximately 58,300 people; 4,748 of these units are occupied by 7,100 elderly.

The city of Boston spent \$2.5 million this year to provide a 65-man foot patrol for exclusive use within housing developments.

This force is made up of 55 Boston patrolmen, eight sergeants, one captain, and a security director. Two cars are also supplied by the department.

To the best of our knowledge, this is the only program of its kind in the Nation, paid for by the local tax dollar.

In addition to the above, the Boston Police Department provided direct supportive services from district patrols and tactical patrol force, as required on a 24-hour basis. The dollar cost of this is unavailable, but obviously expensive.

This year the Boston Housing Authority will expend \$225,000 in paid police details and \$75,000 on contracts for private security forces.

This brings the categorical money expended by the city of Boston and the Boston Housing Authority for the security of its tenants to a total far in excess of \$2.8 million for 1972.

Both the city of Boston and the Boston Housing Authority have a 24-hour 7-day emergency telephone answering center, which is manned by city personnel.

To complement this vital service, the city's Commission on Affairs of the Elderly operates a telephone reassurance program called Ring-A-Friend. These three services, while not exclusively used by tenants of the housing authority, are available over and above the normal police and fire emergency phone service provided in most cities.

#### SECURITY FUNDING REJECTED BY HUD

We have accomplished all of the above, Mr. Chairman, with little or no Federal assistance. In its fiscal 1972 budget, the housing authority requested from HUD \$6,358,000 for security. Broken down, this represents \$4.4 million for hardware and \$1.2 million for salaries. HUD rejected this in toto.

The housing authority, again, in its fiscal 1973 budget, has asked for this same amount and, frankly, feels that it has little or no hope of being funded.

In view of the city's financial burden, neither it nor the Boston Housing Authority can assure residents of public housing that we can maintain even the current level of spending for security in 1973.

Direct Federal assistance is imperative if we are to reduce crime and violence within our public housing developments.

We suggest that the responsibility for the provision of adequate security in public housing can no longer be rejected by HUD.

The Boston experience is clear that local resources are not adequate to do the job unassisted.

We strongly recommend that provision for security in public housing become a direct Federal subsidy payment and be a special section of the Housing Act subject to special funding by Congress.

Fear is the most degenerating emotion suffered by the aging. If the elderly dread leaving their apartment for food, medical treatment, recreation, or to simply join in the mainstream of community life, their only alternative is to live in desperation and fear within the four walls of their apartment.

All of the excellent programs adopted by the Congress for the elderly are useless if they cannot take advantage of them.

Mr. Chairman, we urge your committee to communicate to the Department of Housing and Urban Development the desperate need for approving the \$6,358,000 requested by Boston Housing Authority for security services within its developments.

The city of Boston will continue its financial commitments to make our city safer in all of its neighborhoods, as well as public housing developments.

One of the highest priorities of this administration is to improve the quality of life for all of its senior citizens and to dedicate all of our resources toward reducing the potential for crime and violence throughout the city.

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

I was impressed by one thing that you said, that the Housing Authority has an amount for security in its budget.

I thought I heard you say it was four to two, hardware and personnel.

Mr. DWYER. That is right. It is four to one actually; \$4.1 million for hardware and \$1.2 million for salaries.

Senator WILLIAMS. It seems to me, from what I know, that seems to be disproportionate, hardware to personnel.

We have had a lot of people talk about people, people, people, as basically the visibility of the officer is more important to security than locks on the doors that can be jimmed, or ways can be found to get around the locks.

I wonder if we could have sent to us that budget? I would like to see that.

Mr. DWYER. I am sure, you understand, Senator, I am not familiar with this. This is Mr. Bernstein's area.

Senator WILLIAMS. I understand.

We will turn to Mr. Bernstein.

**STATEMENT OF JULIUS BERNSTEIN, CHAIRMAN, BOSTON HOUSING AUTHORITY; ACCOMPANIED BY LEO J. GULINELLO AND MILTON E. COLE**

Mr. BERNSTEIN. Senator Williams I do not think it is necessary for me to take any time to continue the recitation as to what the situation is.

Senator WILLIAMS. The nature of the terror?

Mr. BERNSTEIN. It has been delineated.

Senator WILLIAMS. It is manifest, believe me.

Mr. BERNSTEIN. So far as the Housing Authority is concerned, I think we have to admit very simply and very clearly, that we have responded to the need to a very limited extent.

We have been able to furnish some of the hardware that has been needed, in order to establish at least a sense of security; hardware in terms of the locks for the people, and the exterior lighting, and fences on occasion.

Other than the hardware, we have attempted to utilize, to some degree, manpower in terms of policing.

We have tenant patrols, and by and large experiments with tenant patrols have gone by the board, except for one program that exists, at the Bromley-Heath development.

We have also had the normal policing done by the Boston Police Department; we have had the services of the police department on crisis needs and, we have had to a very limited degree private security details that the Housing Authority has almost in effect stolen funds for from its budget since it is not a regular line item. We have also had, as has been outlined to you, the cooperation of the city to the extent of its limited ability, and that is via the formation of a 64-man special housing unit of the police department that functions only within our housing developments.

**SPECIAL SUBSIDIES NEEDED**

I think from the viewpoint of the Housing Authority, the message we would have to get across to you, and this would be basically a reiteration of what has been said until now by others, is that all of these devices, whether the devices are hardware or manpower, are largely wishful, unless the finances are made available for them.

Very obviously, the Housing Authority cannot draw out of its operating budget the funds to furnish these things.

We need special subsidies for this. Mr. Cole, the Director of Security for the Housing Authority, and Mr. Gulinello, who is a special assistant for security assigned to us by the police department can give you a number of the technical details involved in our security program.

I would especially like to emphasize in this very brief overview that, as I see it, as Chairman of the Housing Authority, we have two clear needs, one is for HUD to recognize, and adequately fund as a budget item, security in our existing developments.

Senator WILLIAMS. That is emergency, and that is high priority.

Mr. BERNSTEIN. So far as we are concerned, this is a top priority, because it does not merely relate to locks, it also relates to windows, to screens, to lighting, to the kinds of things that are both security, and to the living conditions, one at the same time.

We would put this at the very top of our requests for consideration by HUD, and I would further underline the fact that here in Boston, given the support of the city administration, we have been moving hard to develop further housing programs, and I would call to your attention that by and large in the new developments that we are putting up at this time, nothing special is being done by the way of incorporating the security into them.

Lots of the same old mistakes and shortcomings are present, and I would sincerely urge that your subcommittee, if it can, write in the legislation a requirement that HUD give full attention to the issue of security in the planning and designing of new developments, that are being worked on by housing authorities such as ours all over the country, and I recognize that this probably will also be a problem that you may have to go beyond HUD itself, insofar as it may become necessary for Congress to raise the statutory limits, in order to permit greater expenditure of funds in the development programs.

Right now we cut corners constantly in order to bring in the developments under the statutory limits, and one of the important corners that is always cut is the kind of special design that is necessary in elderly developments to assure greater security.

These, Senator, are what I see as two key concerns of ours. Our two staff members are here, and we will be happy to go into details for you, in regard to the specifics of the security program. They have also prepared some materials that they are prepared to leave with you.\*

Senator WILLIAMS. I appreciate that.

Mr. BERNSTEIN. Mr. Gulinello has a statement to make, Mr. Chairman.

#### STATEMENT OF LEO J. GULINELLO, BOSTON HOUSING AUTHORITY

Mr. GULINELLO. We have submitted for your consideration, a brochure which contains statistical data and other information outlining the Boston Housing Authority's fiscal posture, physical layout, resident population, security problems, and a résumé of action the authority has taken to combat the crime picture in its developments. This material is not all inclusive, but it is of sufficient size as to make its reading into the record of this meeting, a lengthy, time-consuming

\*Retained in committee files.

effort and, therefore, we respectfully suggest that the brochure be made a part of the printed record and I shall make a synoptic presentation of its contents.<sup>1</sup>

Crime statistics from public housing developments indicate that certain types of crimes are increasing steadily. These include crimes against the person, such as assaults, assault and battery, larcenies from the person, and sex crimes. They also include crimes against property such as breaking and entering, burglary, vandalism, and auto theft. On the first and 15th of the month, larceny of checks from mailboxes has reached epidemic proportions. We know that each of the above crimes, carries with it, its own special brand of harm, fear, deprivation, and frustration. Tenants say there is no real difference in the ages of the victims insofar as elderly persons are "ripped off" as often and as violently as a younger person. They say that a person is a likely target in his home as well as on the street. All this leads us to believe, that when we discuss security problems that affect our elderly residents, we are in fact, describing the problems and conditions that exist throughout the authority. The suggestions and solutions that we offer to help the older citizens of our developments, will in fact be beneficial to all members of our community.

We in public housing are painfully aware of these conditions. Our counterparts in city, State, and Federal Government are also very much aware of these facts. Over the past years, we have tried various methods and techniques to combat this situation with very little success. We hear that there are people in all levels of government who have studied these problems in great depth and we are told that there are solutions on the drawingboards. We know that organizations such as the Law Enforcement Assistance Institute, the National Association of Housing and Redevelopment officials, State and Federal housing agencies, universities and private agencies have made exhaustive studies relating to humans, buildings, hardware, and living conditions in public housing. We are told that these studies offer solutions in patrolling, building design, minimum standards for security hardware (manufacture and installation thereof), high-powered lighting plants, as well as information dealing with the establishment of modern safety codes designed with present-day crime conditions in mind.

#### NO FUNDS FOR AN ADEQUATE SECURITY SYSTEM

We in public housing are very anxious to implement any or all of these suggestions, but as a practical matter, under our present budgetary limitations, few if any of these ideas can be implemented. One of the most frustrating experiences is to hold well documented security needs in one hand, and intelligent security suggestions as to how those needs could be met, in the other hand, while all the time fully realizing, that the authority has no funds, to pay for an adequate security system.

In spite of this, we have submitted several budget proposals for funding security programs, aimed at greater protection in the developments. It is true that these proposals carry a very high price tag attached to them, but they propose a new system that is starting from scratch, and they are designed so that they can be divided.

<sup>1</sup> See appendix A, item 2, p. 590.

The entire package does not have to be funded at the same time. If parts of it were funded each year, in 3 years, we would have a far better chance of combating these problems. We could actually show signs of controlling certain types of crimes. These proposals include the services of local police, private security forces, resident patrols, and selected security hardware, either singularly or in combinations. We suggest them to you again.

We in public housing advocate the adoption of State codes which stipulate minimum standards for security hardware such as doors, locks, hinges, door jams, windows, window locks, electrical lighting exits, and entrances. These standards must of necessity involve the installation as well as the manufacture of these security devices. The code must also include physical requirements for the installation of the receptacles designed to receive these security devices such as the door frame, the walls adjacent to doors and windows, thresholds, and screens. One is reminded of the installation of a steel door, filled with poured concrete, with steel hinges and the finest locking device which was mounted upon 2 by 4's with sheet rock walls adjacent to the door itself.

It is an axiom in public housing that a safe apartment and a secure apartment are not one and the same. We can make an apartment safe from fire and the same law makes the apartment unsafe or insecure as to criminal attacks. We have put steel bars on first floor apartments in many cities which make the apartment safe from intruders, but the fire department shudders. We are forced to put door opening devices on all of our doors leading out onto the roofs of our buildings. This affords a person an opportunity of crossing the roof and exit by way of another building in case of a fire or other emergency, but, it is the same way that most of our intruders enter our buildings at night and molest residents. All of these point up an area wherein the Government must step in and make evaluative tests and studies of certain fire and building codes which were designed to protect life from fire at a time when we did not have the present crime conditions in our developments. The question that must be asked is: What is the ratio of risk of harm from fire as compared to harm from criminal activities? Dr. Oscar Newman, of New York, has made studies in that city which indicate that the risk of harm from crime is 10 times greater than the risk of harm from fire. Believing this conclusion to be applicable to our city, we believe that certain rules or codes should be modified so that he can increase the life safety factor to include safety from criminal activities wherever possible.

We in public housing firmly believe that two of the most important pieces of equipment needed to combat the crime picture in our developments are a central security office and a uniform, accurate reporting system. The central security office would have the responsibility of directing, coordinating, planning, and implementing all of our security efforts, for all of our developments; from a single centralized position. The reporting system, with built-in evaluative and analytical capabilities, would feed to the security office daily reports of crimes and other incidents, such as vandalism, that affect the daily lives of our residents. The daily reports would serve to give the authority an accurate picture of conditions in every development,

and this information, coupled with constant analysis of the individual problems, would assist management as well as security in preparing security measures that would be more responsive and more effective. These suggestions are contained in our budget proposal included herein and we offer them to you at this time.

### FLEXIBLE SECURITY SYSTEM

We in public housing feel that security is a system in the fullest sense of the word. It is now recognized that security must be considered a flexible responsive means designed to assist an organization such as BHA to achieve a specific objective, the safety of its tenants. As a system, security requires talents and equipment not usually found or funded through normal public housing budget proposals. If our security programs are to be successful in the immediate as well as distant future, then we must be allowed to introduce the costs of such security measure as a regular budgetary item in all present future proposals for authority financing. These funds, specifically earmarked for security purposes would go to the very heart of the problem.

We in public housing firmly believe that the effort required to effectively combat crime problems affecting our elderly and family residents, must be a joint or consolidated effort involving this authority, all agencies of the city, together with State and Federal agencies, such as DCA and HUD, plus the most important ingredient of all, the residents.

We have all heard the theory that local crime problems belong to the local government and local law-enforcement agencies. But when one examines this theory in the cold light of reality, after carefully noting the huge expenditures already made with little success to combat crime, in the past and then we consider the tremendous cost of what must be done in the immediate future to alleviate the problems, it must be seriously questioned whether our large cities and towns are capable of producing the necessary revenue that these security programs demand. Finally the question of whether the problems associated with crimes in public housing belongs exclusively to the local government, or to such other agencies as the State or Federal Government, becomes academic in the light of ever-increasing human misery which results from such continuing conditions.

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

We know that you are recognized throughout the country as a leader in understanding the problems and what has to be done in this area of security.

We appreciate your forceful statement. Just one or two questions or observations.

What part of the 1971 budget was actually funded?

Mr. GULINELLO. None, sir; except one job, a single supervisor of security services, and that is Mr. Milton Cole.

Senator WILLIAMS. I can see if only one element could be funded, that was the right element, but you are not quite a \$6 million a year man, are you?

Mr. COLE. No, sir.

Senator WILLIAMS. That tells a great deal of the story, the failure of the authority to receive more than one man, even as good as he is.

## SECURITY PERSONNEL IN BROMLEY-HEATH

Now, the LEAA, the Law Enforcement Assistance Administration, has significantly involved itself, I am told, in personnel, contributions, security personnel in Bromley-Heath.

How was that worked out?

I have heard reports that there seems to be a new feeling of greater security there.

Mr. GULINELLO. I would say it is a little early to give you an absolute answer, but the Boston authority, in its conditions, has managed it, and it is beneficial to Bromley-Heath.

The people have told me that. It has not been examined against, say the existing police services, but from all indications, it is of benefit to the people of Bromley-Heath.

Mr. COLE. Senator, since the patrol has been on the street, and they work during the daylight hours, there has not been one house-break since they have been on the streets. It has decreased the number of service calls by the police department, and also decreased the number of crimes reported by the residents in that development, so it is doing something.

Senator WILLIAMS. You live there?

Mr. COLE. Yes, I do.

Senator WILLIAMS. That makes a difference, does it not, in having someone knowledgeable and known in the area, to be living there?

Mr. COLE. Well, it does make a difference in two ways, one that I am there, and I can see what is going on, and the other is that the people in the development know I am there, and they know I work for the Housing Authority, and when something happens, and they cannot reach the police or anyone else, they call me, and in many instances, I have gotten out of bed myself and gone to check on things.

Senator WILLIAMS. On the question of the LEAA money, what kind of a contract is there for these funds, how long will it go?

Mr. GULINELLO. It is at present being negotiated for ongoing funding. The original funds have just about ended.

Senator WILLIAMS. You have not had a commitment for the next period?

Mr. GULINELLO. I have been told by Mr. Walter Gigenski that it looks very good, that ongoing funds are coming, and that it may be this very week.

Mr. COLE. The original proposal was funded for 6 months.

The Mayor's Committee on Safe Streets has provided out of bloc grants for an additional 6 months, so we can be assured the program will operate for at least a year.

Beyond that at this point, we do not know. There is a contract between the city, and as was stated earlier, they have a contract to administer the program.

The Housing Authority is a party to the contract, and presently, I am monitoring that program for the Housing Authority, in addition to being the chairman of the Housing Committee, because I live there, so we are monitoring the program all around.

Senator WILLIAMS. It has been stated here repeatedly that the increased presence of the police officers, visibility, the man on the beat, the walking patrolman, might be helpful in an emergency situation.

How many men would you need to reach the projects, and in your judgment have a significant effect of greater security?

Mr. GULINELLO. To borrow a minimum yardstick, I would say that there should be no less than one officer on duty at all times, and then an increase in ratio of one officer for every 200 families in residence, until we build a staff.

Senator WILLIAMS. This is on a 24-hour basis?

Mr. GULINELLO. As a professional, I must say there are certain hours when the crime problem cuts back.

If funding were available, I would say 24 hours a day, but where funding is short, I would cut that to the hours of high crime incidence themselves, and we can determine—the Boston Police Department computer can give us that information, so we could actually detail men to the hours of great need.

Senator WILLIAMS. Senator Jack Backman has submitted a statement that we will include in the record.

PREPARED STATEMENT OF SENATOR JACK H. BACKMAN, BOSTON-BROOKLINE, MASS.

The State and Federal governments are now the nations largest slumlords for the elderly and other poor people. The plight of the poor who are living in much of the government housing today is to live in dirty, broken and unsafe apartments. Unsafe to health, and unsafe to life.

In my Senatorial District we have a Federal project at Fidelis Way and two State projects at Mission Hill and Bromley Heath. The conditions are below reasonable living standards and it is unsafe to go out into the corridors of the house, let alone the streets. In the last ten days there were two muggings of senior citizens at Fidelis Way within their own hallways. Within the last few days there were three buildings where the mail boxes were ripped open.

Mission Hill and Bromley Heath are known not only for muggings but for rape and murder.

The housing is a national disgrace. It is time that when a person reaches the age of 65 he not be condemned to a condition worse than a jail but be allowed to live out his life in dignity and with self respect.

A special meeting has been called tonight by the citizens of Fidelis Way in Brighton to discuss this very deplorable condition, at 8:00 p.m. at 34 Fidelis Way. The Senate Committee is invited to attend.

Senator WILLIAMS. I wish we could continue further, but we have to conclude at this point, with our gratitude to you, gentlemen.

Mr. COLE. Could I just answer one question, about the budget, and the amount, the amount for hardware, versus the amount for personnel, it has been our experience through the modernization program and other programs, that HUD is not representative to giving money for manpower, so we have kind of geared the program for security screens, and lights, and things like that, and hopefully slip in some manpower.

Senator WILLIAMS. I will tell you this, many of us in Congress, I would say the majority, feel that employment programs in public service are vital to a better society, because these are needs that are pressing upon us, and I would put a higher value on the personnel side myself than has been put on by this administration.

Mr. BERNSTEIN. Mr. Chairman, given all this, it must be recognized that we are laboring under a very special problem from Washington.

Senator WILLIAMS. Maybe in 3 more months we will be able to take care of that.

Mr. BERNSTEIN. If you can deal with the OMB on the release of funds, that will be a big help.

Senator WILLIAMS. We all share the same feeling.

Mr. GULINELLO. Our budget is predicated on the continued expenditure on the city of Boston to \$2.5 million in personnel. That is not a reduction in that.

That should be added, and that gives you a better distribution of costs.

Senator WILLIAMS. I will say, that out of this committee has come legislation that we have generated for services of employment, in taking into consideration the needs to the older people, to service the older people.

It is more than discouraging to know that they cannot reach people because of this one awful bar, the fear of criminal elements getting in the way, so we have our emergency security questions, and we have our ongoing programs to meet the needs of older people.

That is our business, and we are going to stay there in business, and we are going to do better business because of you.

Thank you very much.

This hearing stands adjourned, and I thank you all in Boston who have helped.

(Whereupon at 12:40 p.m. the hearing was adjourned, subject to reconvene at the call of the Chair.)

## Appendix A

### ADDITIONAL MATERIAL FROM WITNESSES

#### ITEM 1. STATEMENTS AND STATISTICS PRESENTED TO SENATOR BROOKE AD HOC HEARING, BOSTON PUBLIC HOUSING, APRIL 1972<sup>1</sup>

##### STATEMENT OF DR. ROBERT ROSENBERG, DIRECTOR OF THE MARTHA ELIOT HEALTH CENTER AND ASSISTANT PROFESSOR OF PEDIATRICS AT HARVARD MEDICAL SCHOOL

Linda G. is a two year old girl with a large ugly scar on her face that will be with her all her life. She was burned on an open oven—the only heat her family had during the cold weather last year. The family lives in Bromley Heath. The heating system works only fitfully in Bromley Heath.

Johnny R. is a six year old boy who seems to spend all his time coming to the Martha Eliot Health Center to sew up lacerations and repair his wounds. He is a bright, active boy whose only play area is a lot strewn with broken glass, litter, and garbage. He has nowhere safe to run, and thus takes his chances every day, and thus ends up constantly at the Center for repairs.

Wayne B. has asthma, aggravated by a cold, damp apartment with a leaking roof.

Belinda was bitten by a rat.

Arnold has numerous scars on both hands and arms from a sudden flame-up of an open incinerator whose door had long since vanished.

The physicians and nurses, the community staff at the Martha Eliot Health Center could recite many hundreds of cases like these. They are all patients who live in the project and who suffer ill health in one way or another due to inadequate housing.

The particular physical problems that we see which relate directly to the poor housing conditions are:

1. Burns, lacerations, fractures—the traumatic consequences of living in an unsafe environment. We do not have accurate statistical data to show the incidence of these events; our statistical processing is relatively primitive. However, I can assure you that every single pediatrician is most well aware of the high rates for their days are filled with such problems as common occurrences. The dramatic story of a two year old who fell out of a screenless, unprotected sixth floor apartment window the other day is obviously a serious rarity. The three or four who come in daily for repair of burns, lacerations, etc. are simply part of a common pattern in the life in Bromley Heath.

2. There are already existent physical health problems that are aggravated by poor housing. We have, for instance, many asthmatics who have a great problem with the asthma simply because they live in Bromley Heath. The apartments, particularly on the first floor, are cold, damp, drafty, and filled with mold and dust from the basements. The open incinerators often cast a pall over the project, further aggravating those with all types of respiratory illness.

3. There are very high incidences of some types of illness in Bromley Heath such as colds, bronchitis, tonsillitis, and other very common contagious illnesses. Past studies elsewhere have related these illnesses to poor housing, overcrowding, and poor heating and ventilation systems. These conditions exist in Bromley Heath, and it is most reasonable to assume that they are at least in part responsible for the high incidence of these infectious diseases.

All in all, physical health of Bromley Heath residents suffers from the inadequate housing. Even excluding the obvious threat to physical health that occurs in Bromley Heath due to the lack of security and therefore the overwhelming odds that you are sooner or later going to be at least quietly mugged—even excluding that obvious and constant threat to the tenants' physical health—there are the other threats as noted above. I can, if you wish, refer you to the few (and there

<sup>1</sup> For discussion, see p. 545

are only a few) studies that have linked ill health to ill housing conditions and in particular to public housing.

But, overriding by far the threats to physical health are the serious threats to mental health that Bromley Heath poses. Sometimes this is seen by us as physical illness, for many children and adults who come to us come with psychosomatic symptoms reflecting the anxiety and stress that life in Bromley Heath creates. Ulcers, bad nerves, depression, fatigue, obesity, poor school performance—and many other common problems we see—are directly related to the inordinate stress from Bromley Heath living.

Furthermore, there are serious mental health problems that directly emerge. The fear of violence that is so reality based in Bromley Heath creates isolation, panic, and eventually leads to serious mental illness. One woman in the project has been afraid to leave her apartment for over three years. Neighbors do her meager food shopping. We now have a very fine psychiatrist who talks with her weekly through her front door; she is even afraid to let him in.

The frustration and depression that many Bromley Heath residents have is overwhelming—the sense of isolation from the community at large often leads to a sense of inferiority—furthering the hostility and alienation. Few are proud of Bromley Heath. Now a new sense of pride is emerging with the Tenant Management Corporation, but there is a long way to go before people will say, "I'm proud to be from Bromley Heath."

I believe that it is only because so many of the Bromley Heath families have phenomenal strength, perseverance, will, and inner resources that we do not see overwhelming and universal pathology. If it weren't for these strengths, Bromley Heath would have defeated the tenants long ago.

#### A SURVEY OF SECURITY CONDITIONS AT BROMLEY-HEATH HOUSING PROJECT DECEMBER 1970

A cursory examination of the data from the Bromley-Heath survey will reveal a situation of physical deterioration of massive proportions by almost any standard of evaluation. Nearly half of those interviewed said hallway lighting was poor, with usually half or more lights out at a time. Only 24 per cent felt the halls were well lighted. When respondents were asked to detail how many times hallway lighting had been a problem over the last 2½ years, 63 per cent said that the number of times was too numerous to mention but was at least more than thirty.

Building exit lights over outside entryways were similarly ill-kept in the eyes of respondents. 34 per cent said the lights were out more than half the time, 18 per cent said there was no lighting at all; only 13 per cent felt the lighting was "good". Here again, 54 per cent said the exit lighting had been a problem too many times to mention, at least 30 times. Only 8 per cent said it was a problem only infrequently (1–5 times).

In each of these instances the repair record is spotty. The problems were usually reported although there appears to be some difference between the kind of problem and its likelihood of being reported. Problems with hall lights were more faithfully reported than exit lighting difficulties. The problems were almost always reported to the Housing Management Office as opposed to any other bureau.

Hallway lighting fared better in being repaired: 46 per cent said the problem was usually taken care of within 2 weeks, but only 17 per cent said exit lights were fixed within that time span. In the case of hall lighting, the greatest percentage, 28 per cent, said the repair came in the second week after notice to authorities, implying that in both instances, when repairs are made, they occur most frequently the second week after the complaint. Significantly, however, 18 per cent and 20 per cent of respondents said the problems of hall and exit lighting respectively were never taken care of, complaint or not.

Whatever the speed of repair, however, companion statistics in each case point up another dimension; however quickly the problem is remedied, it is often not long before it occurs again. In the case of hallway lighting, 54 per cent of respondents said they would have the same problem within a week, including 18 per cent who said it would reoccur the same day it was fixed. Exit lights appeared to experience a slower progress toward disutility with it taking up to a month before the lights would again be a problem to about half the tenants. Even here, however, 12 per cent of the respondents indicated they expected the lights to be out on the day they were repaired.

By far most respondents feel neither problem has improved over either the last 2½ years or the previous 8 months. Half and more (68 per cent) of tenants feel their problems have remained the same. Only 18 per cent feel hallway lighting has

improved over the two periods, while 27 percent feel it has gotten worse in each span. There is some difference, however, in exit lighting. For the previous 2½-years and 8-month spans, 4 percent felt there was an improvement, but only 12 percent felt the problem had worsened during the last 8 months, while 28 percent felt there was a general worsening over the 2½ year period. Some of this 16 percent differential may be reflected by the 68 percent who felt the problem stayed the same within the last 8 months versus the 52 percent who felt it stayed the same over the 2½ years. This may suggest the recognition of a "perverse improvement" in that to the extent people expect things to get worse over time, the failure of things to worsen is taken as an improvement which in this case may be noted as a problem which has "stayed the same".

Half the respondents said their buildings had elevators. But of these, 69 percent said the condition of the elevators was poor, and were out of service half or more of the time, or their condition was "very bad" usually dirty, and not working most of the time. Only 6 percent of tenants with elevator buildings felt the elevators were clean and in good order. 28 percent felt they were in "average" condition.

71 percent of those who responded with complaints about elevators said the troubles occurred too many times to mention. 24 percent said they had elevator problems about 10 times or less. Many persons (61 percent) failed to report the elevator problem although 28 percent did report it most of the time. Again almost everyone reporting brought their complaints to the Housing Management Office in the project.

Problem reoccurrence is as much a fact of elevator maintenance as it was with lighting. The repair sequence varies unevenly between same-day repairs (11 percent) to same-week (28 percent) to two weeks and more (22 percent) to never repaired (5 percent). Again, whatever and whenever repairs are made, the same problem makes a rapid reappearance. In the case of elevators, a startling 89 percent of respondents felt the same difficulties with service would occur within 2 weeks of the repair, including 17 percent who felt it would recur the same day.

There are mixed reactions to whether or not these conditions are improving. The greatest percentage of respondents feel the troubles are staying the same—53 percent over the last 2½ years, and 70 percent over the last 8 months. Shifts do occur in the "improved" versus "worsened" categories with the latter percentage being higher, but there is some cancelling going on. For example, 12 percent felt there was improvement over 2½ years, but only 6 percent felt this was so during the last 8 months. On the other hand, 24 percent felt matters had worsened over 2½ years but only 17 percent felt they had worsened over the last 8 month period. These conflicts suggest either confusion or minimal norm differences between respondent conceptions which prompt easy movement between adjacent descriptions of change. The most dominant characteristic, however, appears to be the absence of any but the "perverse improvement" implied earlier in the face of a problem which occurs with high frequency.

Door locks to individual apartments appear to be one of the few physical elements which receive an approval by most respondents. 63 per cent say they are "mostly or always good", and 26 per cent say they have been broken at some point. When there has been such a problem it has occurred few times: 41 per cent said it had happened once, and 23 per cent said it happened twice, again, over the last 2½ years.

The door lock problem was reported most of the time by 74 per cent of respondents experiencing the problem, indicating more importance is attached to a functional door lock than to light bulbs in the hallway. And, unlike other building parts, the door locks received rapid treatment. 47 per cent of respondents reported that locks were repaired on the same day as the complaint. Very few said the repair took over a week or two (10 per cent).

Unlike the hall, exit, or elevator problems, door repairs appear to have a significantly longer life expectancy. 45 per cent of tenants who had experienced problems felt it would be four to six months to a year before they would have another problem with their door lock. No one felt it would be broken the same day it was fixed. Significantly too is the notable clear indication of improvement within the last 8 months relative to the last 2½ years as a whole. Since the increase in the per cent noting improvement parallels a shift downward in the percent reporting that the problem "stayed the same", the suggestion is one of a "real" improvement in the situation. It may also be the case, however, that such definitional shifts as the movement from "stayed the same" to "improved" are facilitated by the low problem level of locks in general, and the equally good repair times which together tend to minimize the problem without necessarily marking an improvement over time. General satisfaction with locks may thus make it easier to say the condition is an improving one.

Receiving mail safely has given trouble to roughly half the tenants at Bromley-Heath. 35 per cent of respondents said they had failed to receive expected deliveries at least 10 times. 5 per cent said deliveries were missed 50 times, and 10 per cent missed more than 50 mail deliveries.

The condition of mailboxes may provide a partial clue to missing mail. 84 per cent of respondents said that at some point within the last 2½ years their mailbox had been broken or had been without a lock. And of these an unusually high number (59 per cent) said their mailboxes were "always broken", suggesting what might be the general disutility of mailboxes in the project. Problems with the mailbox were usually reported faithfully, and almost always to the Housing Management Office.

A high percentage (30 per cent) claimed their mailbox was never repaired, and the next highest percentage (20 per cent) said it took over 2 months before repairs were made. Only 13 per cent said it was fixed the day of the complaint. Again, however quickly the repair was made the problem reoccurred just as rapidly—15 per cent said it would be broken again within a week; 7 per cent within 2 weeks; another 15 per cent said it would take longer. The remaining respondents were unable to say, or repeated their contention that it had never been repaired in the first place.

There has been no clear change for better or worse in the mailbox problem at Bromley-Heath. Most respondents felt the problem had remained the same over both the last 2½ years and the last 8 months.

To guard against the possible loss or theft of incoming mail, tenants and mail carriers have devised a system in which the mailman blows a whistle upon entering a building as a signal to tenants to meet him and personally receive their letters. 82 per cent of respondents admit to having to take precautions to get their mail safely, and of these, 61 per cent wait for the mailman's whistle. Another 19 per cent have neighbors get mail for them, and two respondents perhaps trusting neither system, have important mail delivered to locations outside the project.

#### CRIMES

Worry for personal safety is a major fact of life at Bromley-Heath. Over ¾ths of the respondents interviewed expressed the feeling that they felt a measure of fear as tenants in the project. Fully 29 per cent of all respondents said they were in constant fear for their and their family's personal safety. By contrast, only 16 percent were able to say they felt "calm" about living in Bromley-Heath.

Tenants voiced a similar concern for the safety of children under 12. Here 66 percent expressed a measure of fear, including 29 percent who characterized their sentiment as fearful. Again by contrast, only 3 percent said they were "calm" about their children's safety. 33 percent of the respondents either were unable to characterize their feelings or offered no response, reflecting perhaps the fact of no family children in that age range.

Elements which may account for much of these fears are found among the incidence statistics for vandalism, assaults, and burglaries in the project. Thirteen percent of the respondents interviewed said they or some member of their family had been the victims of an assault within the past year, an incidence rate of 1350 per 100,000 persons. By comparison, the assault incidence rates for the Nation at large were 183 per 100,000 in 1970 based on reports from the FBI Unified Crime Reports, adjusted for non-reporting of crimes to police. Assault rates for the Bromley-Heath Project are thus 783 per cent higher than for the nation at large. Immediately available figures on the assault incidence rates for Boston at large were not sufficiently clear to permit direct comparison.

Companion data for assault incidence rates are limited in their value due to the small number in the survey actually reporting an attack. Five persons reported being attacked, but the error limits in such a small sample are quite large, and given the spread of answers within the response modes for each question, it is additionally difficult to draw meaningful conclusions about medical assistance, where or when attacks occurred, and how responsive the authorities were. The chance that a given response might be the result of probabilities alone is nearly equal in some circumstances to the chance that the answer is a true reflection of events.

More definitive conclusions can be made from the experiences of tenants with burglaries or attempted breaks. 42 per cent of respondents said their home had been burglarized, or an attempt to break in had been made over the last 2½ years. Most persons (56 per cent) reported 1 incident, 20 per cent reported 2 incidents, and 24 per cent reported multiple breaks, up to seven times. 81 per cent of respondents said they reported the incident or incidents most of the time. Reports

were made mostly to both Housing Management and the Boston Police. 44 per cent reported to both agencies at the same time, and 38 per cent reported it only to Housing. 43 per cent of victims said authorities responded on the first call, and 36 per cent said they were forced to make two or more calls for assistance. Error limits operating in this question would make either of these figures relatively interchangeable.

A meaningful statistic, however, is that fully 77 per cent of respondents were dissatisfied with the assistance they received. 45 per cent said it took one hour for a response to be made, and 27 per cent said the response took more than two hours. Only 18 per cent credited authorities with responding within a half-hour.

Support data intended to learn what the specific dissatisfactions were with the authorities' response show that the most frequently voiced criticism is the fact that when the authorities do come, they simply don't do anything that tenants feel would be of assistance either in preventing a reoccurrence or in locating the missing property. The general impression from reading tenant remarks is that the authorities respond merely to record the events rather than engage in an activity which, in the words of one tenant would make it "a little safer for people."

To gain some feeling for the reality of threats to property at Bromley-Heath we can compare statistics on crime rates from data for the Nation and the City itself with that from the survey.

When the 1968 FBI Unified Crime Report data for burglaries and breaking and entering are adjusted for 1970 and for non-reporting to police, the offense rate for these crimes in the nation as a whole is approximately 1560 per 100,000 persons. Similar data from the 1969 Boston Area Study conducted by the MIT-Harvard Joint Center for Urban Studies adjusted for 1970 shows that Boston's rate for these crimes was nearly 3 times the national average, or approximately 4620 per 100,000. These same figures for Bromley-Heath, however, were 9220 per 100,000, some 200 per cent greater than the city rate, and 590 per cent greater than the national incidence rate.

Vandalism is another problem of major proportions in the project. 79 per cent of respondents rated it a "problem" and fully 74 per cent said it was a "major problem". Only 11 per cent said it was a small problem or no problem at all. One fourth of all respondents said that they, or someone in their family had suffered injuries such as colds or cuts as a result of what they felt was vandalism.

Most damage by vandals is not repaired quickly. Only 19 percent of respondents felt specific complaints were repaired within a week. 21 percent said it took between 2 weeks to 2 months to make repairs, and the largest percentage of respondents (29 percent) said damage caused by vandals was never repaired.

Despite the statistics on assault and burglary incidence rates, and the fact that many persons are openly fearful of living at Bromley-Heath, there is little evidence that police are seen with any frequency at the Project. 23 percent report seeing police on patrol at Bromley-Heath once a day. But by far the greatest percentage (59 percent) report seeing police around the project less than once a week, including 32 percent who say they never see a policeman at all.

In addition, 68 percent of all respondents reported that there has been no noticeable increase in the number of police patrols they see over the 8-month period just passed prior to the survey. Only 5% said there had been an observable increase.

These statistics, which portray the pathologies of Bromley-Heath, and the official responses to them, prompt the urgent need for solutions to reduce the level of fear, and make meaningful inroads on the high incidence of crime.

The survey provided tenants the opportunity to comment on suggestions that might be of value to project security. Respondents were first asked to rate how valuable the suggestion was, and then give reasons for their answer.

Tenure data in an earlier question reveals that 85 percent of respondents were residents of the project when an experiment with tenant security guards was tried. Yet, when asked specifically if they were residents during the guard experiment, only 60 percent were able to respond with a positive yes. 24 percent said they were not residents indicating here, perhaps, what is revealed more strongly later, as limited contact by the guards with some residents. That 10 percent were unable to say if they were residents when the experiment was tried also suggests low visibility of the guards.

39 percent of respondents felt the tenant security guards were a good idea. 26 percent, however, felt they were not a good idea, and 31 percent said they could not say one way or the other. These figures suggest that while there were positive feelings about the guards, there was also a good measure of ambivalence implied by the relative clustering of responses.

This ambivalence is further borne out by tenants' responses when asked why the guards were a good idea. 47 per cent felt they made the place safer. But this was generally explained in terms of any addition to the normal security complement tending to improve safety through numbers. On the other hand, there were remarks which brought out specific reservations about the guards. 24 per cent of responses made centered around the fact that whether there were guards or not, they were never seen by tenants. 13 per cent of responses indicated that "who" the guards were made a real difference in whether they were effective or not. For example, several tenants felt the guards were "part of the problem". Another 11 per cent of remarks dealt with the fact that the tenant guards had little or no training and were thus handicapped. Only 5 per cent of comments made indicated that the tenant security guards would be interested in tenant problems, implying that the relation between greater concern for tenants *by tenants* is more tenuous in practice than theory.

Tenants were then asked how useful it would be to extend police patrols from 2 a.m. to 8 a.m., hours that currently are not covered by a scheduled patrol within the project. The largest percentage, 45 per cent, said it would be "very helpful," and an additional 32 per cent said it would be of some help. 16 per cent said it would be of no help.

When reasons why were sought, the answers followed a reasonably clear pattern. 65 percent of responses centered around the notion that an increase in the number of hours the project was covered was a beneficial event by any standard. Other reasons why such an increase in regular patrols would be good were that "Night-time was more dangerous," cited in 23 per cent of answers, and the fact of many female heads of households in the project, (6 per cent of answers). There were several extraneous responses.

55 per cent of respondents felt it would be very helpful to extend the number of hours four patrolmen were assigned to the project. Another 19 per cent said it would be of some help. Only 6 per cent said it would be of no assistance. 19 percent were unsure.

Answers to the question why the increase would be helpful pointed up again that most tenants feel any increase is beneficial. But particularly here respondents brought up their feeling that the project was just too large for two men to cover, (27 per cent) that any increase must be accompanied by a similar increase in the visibility of patrols (11 per cent), and that the extra men are especially needed at night (5 per cent). 11 per cent of responses indicated that 4 men were still not enough.

The suggestion that a central telephone system and number be set up to connect tenants with the police on the premises received by far the most positive and definitive responses. 91 per cent of respondents said it would be very helpful. Only 3 per cent said it would be of no assistance, and this represented the response of a tenant who had no phone, and spoke only Spanish.

The reasons why most persons felt such a system was a good idea were equally clear. 52 per cent said it was helpful because they would not be forced to venture into hallways where they might encounter trouble. 14 per cent said the system would provide a quicker response to needs, perhaps to the extent of catching criminals in the act. Another 11 per cent said a telephone system would overcome the dangers and uncertainties inherent in running about the project trying to locate a policeman. 9 per cent of responses indicated there was worry about leaving property and children behind in an apartment to go searching for police.

The question of how helpful it would be to replace present Boston Police security with a staff of private guards under direct tenant control, produced a mixed response. While 35 percent indicated it would be a positive idea, and would be "very helpful," an even greater percentage, 36 percent, were unable to say if it was a better idea or not. Another 19 percent said the idea would be of some help, but 9 percent said it was either harmful or of no help.

When reasons were given, there was a wide spread of suggestions, mostly positive, but some negatives as well. A high percentage said that such an arrangement would place the guards under tenant control and result in closer supervision of needed controls. While this is the highest single percent of responses, the statement of increased control by the people was part of the question, and perhaps some of this high percentage should be discounted due to "repeating." Eighteen percent of responses indicated that such an idea would be good because private tenant guards would be more aware of problems. Another 18 percent indicated that such an arrangement would generate familiarity with and to the people living at the project, and this too would be a plus. On the negative side, however, 11 percent of responses indicated feelings that tenants would "drive the guards out" presumably by harassment. Another 11 percent said police were not trusted by tenants.

Other responses were divided among it "being a better idea," police being better trained, and the Housing Office being closed on weekends.

Summarizing the suggestions offered in the last few questions, it would appear there are some conflicting ideas, some haziness, and some clear resolve about what are the best security arrangements at Bromley-Heath. There is near universal agreement that a telephone or similar rapid-communication system is needed, and that such a system should have the principal feature of allowing tenants to make contact with police or other authorities without leaving the safety of their own apartment. The system should also be built around the quickest system of response.

Yet the battle over who should be the guards, tenants, private guards, or city police does not appear to be clearly decided among one or the other. Though one can point to seeming majorities in favor of one thing or another, these majorities or highest percentage responses are usually founded on general contentions such as an increase in numbers of patrolmen be they private or municipal, is a good idea at Bromley-Heath. Clearly, any organization could provide added security through numbers if that was all that was required.

What can be defined as clear and necessary steps to improve security at the project are the *sundry responses* which reflect different elements of the situation to many different tenants. It may be, in fact, that the best system, private or public, lies in incorporating the suggestions beyond a mere increase. For example, visibility was a common requirement. The guards, whoever they are, must be up and around watching things and journeying to all parts of the project to make their presence known to even the outlying sections. Yet at the same time they must be capable of being contacted quickly and surely in an emergency such as an intruder at a tenant's door. This might mean a telephone-to-guard hookup via walkie-talkie radio, which permits telephone contact to be made with a guard who may be somewhere about the premises.

At the same time, however, guards must make an effort to get to know people in the project, their problems and be in position to act when there is trouble. This implies a recognition of several factors. First, since guards may be operating in distinctly hostile territory, there must be adequate training to allow them basic protections against the threat of personal injury. That simply using tenants without training as a solution would probably be agreed to by few respondents. Adequate training then is a must. The second factor, is that of retaliation by tenants on guards for arrests that might be made. There was some problem with this in the earlier guard experiment, and precautions should be taken this time. Yet this is something of a two-edged sword in that guards are asked to familiarize themselves with tenant problems, and yet, to the extent they do so may put themselves in a position of compromise to the job that other tenants want done. The way out of this dilemma may lie in a strong but honest guard force commanding the respect of tenant groups and families within the project in such a fashion that peer influences of project neighbors are brought to bear against tenants who criticize the guards for performing legitimate and honored duties. Clearly, then, some degree of professionalism would be required for the improvement of security.

#### COLUMBIA POINT STATISTICS

	<i>Public housing</i>
A. Total population:	
1. Number of persons living in area .....	4790
2. Number of families .....	894
3. Number of female headed households .....	1 498
B. Income:	
1. Median family income .....	\$4, 157
2. Number of families with incomes under \$3,000 .....	240
3. Number of families on AFDC .....	555
C. Age composition:	
1. Number of pre-school (0-5 yrs.) .....	669
2. School age (5-20 yrs.) .....	
4. Adults (21-64 yrs.) .....	1169
5. Elderly (65 yrs.+) .....	456
D. Racial composition:	
1. Number of non-whites .....	3361
2. Number of whites .....	1471
E. Crime rate:	
1. Rate/100 persons .....	21. 3
2. Rate/100 adults .....	66. 3
3. Rank/development .....	1

<sup>1</sup> Percent of area—55.7.

## 1. RACIAL COMPOSITION AT BROMLEY, HEATH, AND ORCHARD PARK

	Number	Percent
2-5 Orchard Park:		
White.....	76	3.3
Black.....	2,178	95.0
Spanish.....	18	.8
Oriental.....	20	.8
Total.....	2,292	100.0
2-7 Heath Street:		
White.....	80	7.1
Black.....	1,017	89.9
Spanish.....	25	2.2
American Indian.....	9	.8
Total.....	1,131	100.0
2-19 Bromley Park:		
White.....	196	10.2
Black.....	1,654	85.9
Spanish.....	75	3.9
Total.....	1,925	100.0

Note: Compiled April 3, 1972 into this chart by Gerald M. Tuckman, Community Services Department, Boston Housing Authority. This is not an official publication of the Boston Housing Authority but can be used as a guide in approximating percentages of population breakdowns for selected characteristics.

Source: 1970 TSR (nonelderly).

2. ELDERLY COMPOSITION AT FAMILY DEVELOPMENTS<sup>1</sup>

	Total elderly	Total population	Percent elderly at development
2-5 Orchard Park.....	171	2,561	6.7
2-7 Heath Street.....	67	1,261	5.3
2-19 Bromley Park.....	188	2,371	7.9

<sup>1</sup> These figures do not contain population at elderly developments served by Orchard Park Combination (Warren, 2-40, and Walnut Park, 2-42) and population at elderly developments served by Bromley-Heath Combination (Bickford Street, 2-25, and Pond Street, 2-26).

Note: Compiled Apr. 3, 1972, into this chart by Gerald M. Tuckman, Community Services Department, Boston Housing Authority. This is not an official publication of the Boston Housing Authority but can be used as a guide in approximating percentages of population breakdowns for selected characteristics.

Source: 1969 TSR.

ITEM 2. RESUMÉ OF BHA EFFORTS IN THE FIELD OF SECURITY  
(SUBMITTED BY LEO J. GULINELLO)<sup>1</sup>

Over the years, the Boston Housing Authority (BHA) has been serviced by the Boston Police Department. This service included crime and crisis situations as well as requests for services. Like most large cities that have public housing developments in them, BHA was feeling the pressure of complaints from its residents that there was a lack of police protection. There was an ever increasing demand for more and more foot-patrolmen to service the developments. The question was "where do these policemen come from and who pays for the services?"

In an attempt to involve the residents in the planning of some type of security service, the BHA called together a Committee to Study Security Problems in BHA. This group was called together in mid-1969 and it included representatives from all segments of the city's population. We had tenants, legislators, policemen, clergy, social agencies, civic groups, elderly persons, members of the business community, and staff personnel of BHA. This group met and discussed security problems and attempted to set up patrol procedures which would combat the problems.

During the term of this committee, the BHA experimented with the use of private security guards in selected developments. These men patrolled during the daylight hours and up to 1:00 A.M. during the evening. The results of this testing were extremely valuable as they indicated the possibility of using private guards

<sup>1</sup> See Statement, p. 575

as well as residents as resource for human patrols. The cost and availability of city police to perform this human patrol adequately was a problem that had to be resolved, and the private sector gave us another possible option.

During early 1970, a study was made to understand just how the Boston Police were servicing the BHA. Up to this time the various developments were being serviced by police of the district in which the BHA development was located. The various police district commanders assigned the personnel on a daily basis to cover those developments under his command. This operation was not a single centralized effort to patrol all the developments and coverage varied throughout the city. Believing that a single, centrally located unit of men assigned to daily patrol of BHA properties would serve the community better, the Mayor of Boston and the Police Commissioner were asked to create a unit of the Police Department whose service would be the patrolling of BHA developments exclusively.

After a great deal of discussions, the Boston Police Public Housing Division was created and implemented in June 1970. The department assigned fifty-five (55) patrolmen, eight (8) sergeants, and one (1) captain to the unit. The primary purpose of the unit was to patrol public housing developments exclusively, on two (2) shifts or tours of duty, seven (7) days a week. The working hours of the unit is between 8:00 A.M. and 2:00 A.M. of the next day. This unit is deployed in the high crime incident developments and can be shifted from project to project, depending upon the need. This unit is supplemented by the entire police department's resources.

Experience has indicated that the type and number of crimes perpetrated within the developments require a larger security force to do an adequate job. Experience has also taught us that the footpatrolman, equipped with a radio, is the most valuable piece of equipment in the developments. Where a development is of a sufficient size, either in the number of buildings to be protected or because it is spread out over a large area, then vehicular patrols are necessary in conjunction with the footpatrolman.

At this point, it must be mentioned that the cost of policemen, or private security guards is a very expensive proposition. City policemen cost about \$16,000 to \$18,000 per man when you take into consideration salary, training, equipment and administrative costs. The City of Boston assumes the total cost of the Public Housing Division, amounting to some 2.5 million dollars per year. This figure includes actual salaries, court fees, overtime, holidays, vacation and sick leave. The average unit price for a private security guard—trained, uniformed, armed and supervised—is between \$3.50 and \$6.00 per man hour of work. When you take into consideration the fact that it requires five (5) human beings to cover one (1) patrol post, three (3) shifts a day, seven (7) days a week, then multiply that one (1) post by 200 or 300 posts that the residents demand to be covered to do an adequate job, then one begins to realize the tremendous cost of the service. After the Police Unit was installed in June 1970, the BHA had to terminate the service of the private security guards because of the cost coupled with the extreme budgetary limitations.

Since 1969, the BHA has produced security proposals which if implemented would go a long way towards solving some of the security problems in BHA. The cost estimates of these proposals runs into the millions, but it must be remembered that the proposals are for a new and complete service. This service includes the use of policemen, security guards, and certain types of hardware, and each and every development is considered in the plans. (Copies of these proposals have been included herein).

As part of its security plans, BHA made applications for Law Enforcement Assistance Funds to experiment further with the use of Private Security Guards and/or Resident Patrols. A patrol has been implemented in the Bromley-Heath Complex and at the present time it is being evaluated for possible extension to other developments. This is a paid, uniformed patrol during the hours of 9:00 A.M. to 7:00 P.M. The patrol puts out two teams of two (2) men, the first starts at 9 A.M. and quits at 6 P.M., the second starts at 10:00 A.M. and ends at 7 P.M. Since the funds to operate this patrol are not a part of the BHA's regular budget, it is not known just how long these funds will be available to support the program. Ongoing funding is presently being requested. An evaluation of the Patrol, written by an Intern of the Governor's Committee on Law Enforcement and Administration of Criminal Justice is enclosed herein, for your information.

In response to a demand for greater security within the confines of development buildings themselves, the BHA has recently implemented a private security force in its South End Development. This is a force of two (2) three (3) man teams, working two (2) shifts, from 8 A.M. to 12 Midnight. Although the unit does patrol the

outside of buildings sometimes, the main thrust of their patrol effort is directed against criminal incidents that take place within the buildings. A constant patrol of doorways, hallways, staircases, cellars and roof areas increases the possibility of apprehension when a crime occurs. The objective is to design and implement a strong crime deterrent which will act as preventive medicine.

Indications are that the elderly residents are more vulnerable to attacks from the criminal elements, although some studies indicate otherwise. A combination of factors add up to a very serious situation. Many of our elderly developments are built in high crime incident areas, simply because of the availability of land space. The design of the building itself has contributed greatly to the risk. In many cases the front door to the building is away from the main street, and opens from a less traveled as well as poorly lighted area. The inner portions of buildings have corridors that bend and twist which affords a criminal maximum protection from detection while he hides in wait for a victim who cannot see him when he or she alights from an elevator. The age and infirmities of our senior citizens make them an attractive target.

In recognition of this special problem affecting elderly residents, the BHA employs a number of off-duty Boston Police Officers on a paid detail basis, to patrol elderly buildings and those family building areas where elderly residents are mingled with families. The paid detail unit is supervised by an officer of rank from the Public Housing Division who is also on a paid detail basis. This unit patrols during the evening hours from 6 P.M. to Midnight and one section operates in Columbia Point during the daytime from 7:00 A.M. to 3:00 P.M., the hours when our senior citizens are most apt to be out and about. In the Franklin Field Development, Dorchester, we have a combination of police and private security guards patrolling this development. There is a heavy concentration of elderly residents in one area of the development and to augment the police patrol, we have teams of two (2) men working from 10 A.M. to 10 P.M. The first team works from 10 A.M. to 6 P.M. and the second team works from 2 P.M. to 10 P.M. so that we have four (4) men working between 2 P.M. and 6 P.M. The teams of private security guards patrol the areas most traveled by elderly citizens while the policemen make a general patrol of the development.

The BHA has on its staff, one Boston Policeman who acts as liaison between the department and the Authority. He is available to them on a full time basis, at no cost to the Authority. He is a member of their staff on a consulting basis for any problems affecting the Authority whether they are of criminal or of an internal affairs nature. He attends staff meetings with tenants, police departments, civic groups, legislative groups and social groups involved with security in the BHA. He provides an immediate, direct contact between the Boston Police Department and the BHA. This officer is in addition to the Police Unit.

On the drawing board are plans to create and implement a Central Security Office capable of servicing the entire needs of the BHA. This office will require full time employees engaged in the work of directing, correlating, planning, evaluating, and implementing security programs and procedures. One extremely important operation of this office will be the supervision of a detailed, accurate, and timely central reporting system that should aid the Authority in the controlling of criminal activities and the prevention of vandalism. Please refer to budget proposals.

The BHA maintains a twenty-four hour telephone service center which is capable of handling any request for service from the residents, especially the elderly, and then respond by dispatching the type of assistance needed or required. During the evening hours from 5 P.M. to 9 A.M., this service unit is in contact with the Public Housing Division so that requests for police services are delivered directly to the unit of police on assignment in the development.

It does not take the experienced eye long to realize that all of the foregoing experiments and programs have cost a great deal of money, and will no doubt cost a great deal more in the future. Also, that the present programs are not a total success, and that a great deal more experimentation will be necessary to combat these growing problems, must be readily admitted. When one considers the tremendous costs of these limited successes and failures, and when one considers what must be done to combat the problems, it must be seriously questioned whether our large cities are capable of producing the necessary revenue that security programs demand.

The question of whether the problems associated with crimes in public housing belong exclusively to the city, or to some other agency such as the state or federal government becomes academic in the light of ever increasing human misery. If the local Housing Authority cannot provide adequate security services due to severe budgetary limitations, and if the local city or town, faced with an already overburdened tax structure cannot pay for the necessary programs, who then must enter the picture and provide this protection: This is the question being asked by some Fifty Thousand residents of the Boston Housing Authority.

*Boston housing authority—development and unit profile*

Number of Federal developments:	
Family.....	15
Elderly.....	15
Total.....	30
Number of State developments:	
Family.....	10
Elderly.....	2
Total.....	12
Totals:	
Family.....	25
Elderly.....	17
	42
Number of elderly units nonelderly developments:	
Federal.....	2, 586
State.....	866
Total.....	3, 452
Number of elderly units in elderly developments:	
(13) Federal.....	1, 136
(2) State.....	160
Total.....	1, 296
Total units.....	4, 748
Total population.....	7, 122
Total population in BHA—(approximate).....	55, 000

Number of elderly developments in planning, development, and construction stage—12 comprising 2,007 dwelling units.

*Boston Housing Authority*

Building profile:	
Number of developments.....	42
Number of apartment buildings.....	635
Number of other buildings.....	24
Number of 1 story buildings.....	21
Number of 2 story buildings.....	236
Number of 3 story buildings.....	251
Number of 6 story buildings.....	11
Number of 7 story buildings.....	47
Number of 8 story buildings.....	1
Number of 10 story buildings.....	4
Number of 14 story buildings.....	2
Number of 20 story buildings.....	1

Elevators by development:	
South End, 2-6	14
Whittier Street, 2-11	5
Mission Hill Extension, 2-14	15
Bromley Park, 2-19	21
Columbia Point, 2-20	40
Commonwealth, 200-3	14
Bickford Street, 2-25 <sup>1</sup>	2
Elm Hill, 2-29 <sup>1</sup>	2
Wm. J. Foley Apt., 2-30 <sup>1</sup>	2
Washington, 2-35 <sup>1</sup>	4
Warren, 2-40 <sup>1</sup>	2
Eva W. White, 2-41 <sup>1</sup>	4
Walnut Park, 2-42 <sup>1</sup>	2
Total	127

<sup>1</sup> Elderly.

#### PROVIDING SERVICES TO ELDERLY TENANTS

Local housing authorities are not in the position to provide many of the services required by our elderly population. In lieu of providing direct services, our staff of Management Aides, Tenant Relation Aides, and Department of Community Relationships serves primarily as a referral resource. In addition, they work with community programs to bring services to the tenants from outside agencies.

Working with local universities, health agencies, hospitals, social service and community groups as well as with the Welfare Department, B.H.A. Staff work to improve the lifestyle of the tenants. In addition, individual tenant's problem solving via referral to the proper agency and by "humanizing" the Authority's image, helps to maintain good relationships between the tenants and the Authority. More importantly, however, is the service which the tenants receive as a result of these efforts.

#### PROVIDING SERVICES TO HANDICAPPED TENANTS

Persons with physical problems (mostly related to mobility) now receive special consideration under our elderly program. In addition to including those architectural features which eliminate physical barriers, BHA has created apartments specially designed for users of wheelchairs. These feature lower stoves, cabinets, etc. Toe space at base of sink, lower light switches, additional space for navigation, and grab bars at appropriate locations. Persons who require this type of housing receive priority in placement.

Under a small grant from the Social and Rehabilitation Services Div. of HEW which was procured through the Tufts Medical School Rehabilitation Research and Training Center, a limited number of apartments in our family developments are being renovated to take care of some of our handicapped tenants whose family size precludes their being housed in an elderly development.

A staff person works full time on problems of the handicapped (elderly and non-elderly).

#### COMMUNITY SERVICES

As cited above, community services are essential to our elderly tenants. A partial list of the types of services which are provided by community resources would include:

- Visiting nurses
- Homemaker services
- Health care
- Nutritional programs
- In house socials
- Transportation to local stores
- Surplus food delivery
- Transportation to recreation events
- Library

## BOSTON HOUSING AUTHORITY NEW ELDERLY HOUSING

[Actual, under construction and proposed]

No.	Location	Number of units	Status
2-32	Groveland, Mattapan	64	Near completion.
2-34	West St., Hyde Park	48	Completed.
2-47	Scattered sites, Charlestown	96	Near completion.
2-50	Rockland, West Roxbury	72	Do.
2-51	YMCA, Dorchester	108	Completed.
2-53	St. Botolph, Back Bay-Fenway	134	Under construction.
2-54	St. Peters, Dorchester	96	Do.
2-44	South End	234	Initiated.
2-49	West Dadham St., South End	204	Do.
2-57	Lower Mills, Dorchester	183	Under construction.
2-58	West Newton St.	234	Rehabilitated building.
2-45	Amory St., Jamaica Plain	234	Proposed and in planning stage.

BOSTON HOUSING AUTHORITY—HOUSING FOR THE ELDERLY AND HANDICAPPED  
SEPTEMBER 1, 1971

## INTRODUCTION

The concept of public low-rent housing has undergone considerable change in its orientation—especially in the past decade. Public housing authorities which once only talked in terms of providing safe, sanitary dwellings for families of low income, have come to realize that there is substantially more than simply physical plant in the operation of a public housing facility.

The 1937 Housing Act created the mechanics for establishing local public housing authorities and creating low rent developments. The construction of these developments provided a boost to the slump in the economy of the post depression years and attempted to meet the crisis in the low-rent housing market.

Several pieces of legislation were passed in 1948-49 which had great impact on the national housing situation. Local authorities were forced to be less selective in their Tenant Selection Process in order to accommodate families displaced by urban renewal. Families with no male heads of household, large families, elderly persons, largely all recipients of public assistance, became the rule rather than the exception. With this new policy came new problems. It became increasingly incumbent on the local authorities to try to meet the needs of these residents in terms of professional help.

In 1961 funds were provided by Congress for the first time designating specialized housing programs for our Senior Citizens. In terms of services this meant developing specialists in the area of geriatrics as well as in architectural design. More recently it has become apparent that the handicapped share many of the problems of the elderly. Architectural features related to the problems of mobility affect both groups. Community services for home care, medical service, are common to both groups. For this reason the Boston Housing Authority has recently assigned a staff member knowledgeable in the needs of the handicapped. He works with both groups to provide services, develop new tools for training, and coordinate efforts on environmental changes to assist those with mobility handicaps.

As of September 1, 1971 the Boston Housing Authority has a total of 1,204 dwelling units in buildings designed especially for the elderly. Within the family housing developments throughout the city there are an additional 4,105 dwelling units designated for the elderly. These latter units do not have the architectural refinements of our more recently constructed facilities, however, many senior citizens prefer to remain in the environment which they have become accustomed to and where they are in proximity to friends and familiar surroundings.

The Boston Housing Authority is currently in the process of creating 1,449 new dwelling units for the elderly. These are in various stages of completion or planned for completion by 1973.

The following pages contain a brief description of the Boston Housing Authority's Elderly Housing Program.

## HOUSING FOR THE ELDERLY.

The Boston Housing Authority's program of housing for the elderly is planned to provide apartments for elderly people of low income who are in great need of safe, sanitary, and decent housing at rents they can afford to pay.

Developments under B.H.A. management designed for the elderly fall into two major categories:

1. Two story garden-type houses with landscaped patios to provide outdoor sitting areas.

2. Multi-storied buildings equipped with elevators and with community facilities on the ground floor & apartments above. These buildings offer sitting areas on ground floor terraces, porches, or roof sun decks.

The majority of apartments are three room (One Bedroom) units. There is a relatively small number of four room (Two Bedroom) units and a growing number of efficiency units.

All apartments, in addition to the sleeping areas, have a living room, a bathroom, a kitchen, and a dining area. The kitchen is equipped with stove, refrigerator, sink, cabinets and counters. The single bedroom in a three room apartment accommodates twin beds or a double bed in addition to other furnishings. The second bedroom in a four room apartment accommodates a single bed. Every apartment has ample closet & storage space and all are centrally heated. Electricity is provided for light, and cooking.

Safety and convenience are prime considerations in all facilities. The lessening of mobility encountered in advancing age create a specialized situation which must be considered whenever creating a facility for the elderly. Moreover, both federally aided and state aided programs now give consideration in their elderly proposals to the non-elderly physically handicapped applicant. The Commonwealth of Massachusetts now requires a minimum of 5% of all elderly state-aided housing units constructed after January 1, 1971 be usable by and open to the physically handicapped.

All buildings and apartments are especially designed without thresholds. Elevator (multi-story) buildings allow barrier free access from the street so that those with mobility problems will not encounter steps. Bathrooms incorporate recessed tubs, handrails, etc. Electric outlets are placed to eliminate bending or stooping. There is a master T-V antenna outlet and an emergency signal devices which alert other tenants should someone require aid. (In some cases this device unlocks the door as the alarm is sounded).

Community rooms (with adjoining kitchens) washroom and laundry facilities are located on the ground floor of all multi-story buildings. A separate community space building is located in the garden type developments. Parking space is provided in all elderly developments. In all but three developments (which are serviced by nearby regular public housing developments) resident custodians are on 24 hour call.

Private physicians, visiting nurses, and homemaker aides are available to those who need them. In addition, to these and other community resources, the Authority maintains a staff of Management Aides and Tenant Relations personnel who are available to all tenants.

#### *Requirements for admission*

In order to restrict residency in the elderly housing program to those for whom this housing was designed, certain age, residency and income requirements have been established.

#### *Age and residence requirements*

The age and residency requirements are the same for both state and federally and state-aided developments. These are:

"An applicants, single or head of household, must be 65 years of age or older, a citizen of the United States as defined by the terms of the Housing Authority law of the Commonwealth of Massachusetts, and a resident of Boston for at least one year at the time application is filed, and in need of decent housing."

#### *Income requirements*

The income requirements differ for admission to federally aided and state-aided housing for the elderly. The following chart indicates maximum income limits (i.e. applicants' total income from all sources after certain allowable deductions) for single persons or couples under these programs. It should be noted that annual income may be less but may not exceed these limits.

For admission:		
Federal:		
Single	-----	\$4, 200
Couple	-----	4, 600
State:		
Single	-----	2, 500
Couple	-----	3, 000
For continued occupancy:		
Federal:		
Single	-----	5, 250
Couple	-----	5, 750
State:		
Single	-----	3, 125
Couple	-----	3, 750

#### *Rental charges*

The amount of rent a tenant pays in public housing is determined by the amount of annual income (after allowable deductions).

While maximum rent differs in the federally aided and state-aided programs, \$82.00 mo. & \$125.00 mo. respectively, there is no longer any minimum rent. In Massachusetts legislation prohibits our elderly residents in public housing from being charged more than  $\frac{1}{4}$  of his income for rent.

The gross rental charge includes the cost of heat, continuous hot water, electricity, refrigerator, stove, and all services.

#### *Tenant status review*

The Authority is required by law to conduct an annual review of the income of all residents of public housing. In the case of elderly tenants the review needs to be conducted on a semi-annual schedule. Should a tenant's income increase or decrease, that tenant's rent is adjusted proportionately. This review also indicates whether a tenant is within the limits for continued occupancy. Adjustment in rent, however, is not restricted to only the time of the Tenant Status Review. Adjustment may be made at any time it is so indicated by a change in income.

#### *Displaced persons (or families)*

Persons or families displaced by public action, fire, or other emergencies receive special consideration and priority. Requirements for income limits, residency, etc. may be waived in these emergency situations in order to provide proper housing.

#### *Definition of terms:*

##### Police Reports indicating Part I Crimes Includes:

- Criminal Homicide
- Rape
- Robbery
- Aggravated Assaults
- Burglary
- Larceny-Theft (except auto theft)
- Auto Theft

##### Police Reports indicating Part II Crimes Includes:

- Other Assaults
- Arson (without death or personal injury)
- Forgery & Counterfeiting
- Frauds
- Embezzlement
- Stolen Property
- Vandalism (excluding accidental damage)
- Weapons Violation (firearms)
- Weapons Violation (other than firearms)
- Prostitution & Commercial Vice
- Sex Offenses
- Narcotic Drug Laws
- Gambling

Offenses Against Family & Children  
 Driving While Intoxicated  
 Violation of Liquor Laws  
 Drunkenness  
 Disorderly Conduct

All other Offenses (this category includes many of the most common offenses, i.e. False Fire Alarm; False Citizen's Alarm; Violation of Park Rules; Violation of Parking & Traffic Rules; threats to do bodily harm; Accessory before or after the fact; Violation of City Ordinances)

Police Reports Indicating Part III Crimes:

Technically not crimes but requests for police services—not included in this report

BOSTON HOUSING AUTHORITY, SECURITY DEPARTMENT—COMPARISON OF REPORTED PART I AND PART II CRIMES OCCURRING IN ELDERLY PROJECTS<sup>1</sup>

Developments	1970		1971		1972 (first 6 months)	
	Part I	Part II	Part I	Part II	Part I	Part II
Bickford St. 2-25	2	3	2	1	3	0
Pond St., 2-26	0	0	0	0	0	0
Annapolis St., 2-27	0	0	3	0	0	0
Ashmont St., 2-28	3	1	0	0	0	0
Elm St., 2-29	2	6	3	2	0	0
Wm. J. Foley, 2-30	0	1	1	1	3	1
Washington St., 2-35	0	0	0	1	0	0
West Ninth St., 2-36	0	0	0	0	1	0
John Carroll, 2-37	0	0	0	0	0	0
John J. Meade, 2-38	0	0	0	0	0	0
Warren Towers, 2-40	0	0	0	0	0	0
Eva W. White, 2-41	0	0	0	0	0	0
Walnut Towers, 2-42	1	0	0	0	0	0
Franklin Field, 200-1	3	5	2	4	3	1
Franklin Field 200-2						
Total	11	16	11	9	10	2

<sup>1</sup> Crimes reported to and compiled by Boston police.

BOSTON HOUSING AUTHORITY, SECURITY DEPARTMENT—COMPARISON OF REPORTED PART I AND PART II CRIMES OCCURRING IN FAMILY DEVELOPMENTS<sup>1</sup>

Developments	1970		1971		1972 (first 6 months)	
	Part I	Part II	Part I	Part II	Part I	Part II
Charlestown, 2-1	93	185	75	117	27	43
Mission Hill, 2-3	126	154	206	101	121	30
Mission Hill Extension, 2-14	100	50	220	82	56	20
Orchard Park, 2-5	96	147	86	55	39	25
Lenox St., 2-4	23	37	25	15	11	6
South End, 2-6	57	37	57	29	26	9
Whittier St., 2-11	20	34	21	12	9	6
Camden St., 200-2	4	3	2	1	5	
Heath St., 2-7	51	36	77	31	40	16
Bromley Park, 2-19	97	82	145	59	51	29
East Boston, 2-8	19	48	11	27	5	4
Orient Heights, 200-8	9	45	17	23	12	15
Commonwealth, 200-3	14	38	6	15	0	0
Faneuil, 200-4	6	15	10	1	3	2
Columbia Point, 2-20	329	602	522	234	257	59
M. E. McCormack, 2-23	26	44	13	22	17	6
Old Colony, 2-24	23	26	17	16	6	13
Broadway, 200-1	8	162	58	77	38	41
Archdale, 200-7	8	24	19	3	2	0
Fairmount, 200-5	4	1	1	0	2	0
Gallivan Blvd., 200-10	0	4	4	2	3	1
South St., 200-12	4	4	4	5	2	2
Washington and Beach, 2-13	22	38	14	9	3	10
Franklin Field, 200-11	47	108	67	53	28	8
Franklin Hill, 2-9	34	35	23	18	10	6
Total	1,300	1,934	1,700	1,007	785	353

<sup>1</sup> Crimes reported to and compiled by Boston police.

## Appendix B

### LETTERS AND STATEMENTS FROM INDIVIDUALS AND ORGANIZATIONS

ITEM 1. LETTER FROM EDITH STEIN, COORDINATOR OF SENIOR PROGRAMS, FEDERATION OF ELDERS, ALLSTON-BRIGHTON AREA PLANNING ACTION COUNCIL, INC., ALLSTON, MASS.

ALLSTON-BRIGHTON APAC  
Allston, Mass., September 29, 1972.

DEAR SENATOR WILLIAMS: Enclosed you will find material relating to conditions at Fidelis Way which effect the lives of over 500 elders every day of every year.

As you can see, a long and painstaking battle has been waged over many months to get the B.H.A. to install minimum security benefits for the elders and still to date the necessary hardware and lighting is missing.

It would be most appropriate for your committee to not only include the record of the efforts of these elders to alter conditions but to use the power of your committee to join with these citizens to force the authorities to do that which they have promised.

The question of security is a very difficult one and goes to the very heart of the quality of life in our society as a whole and many are aware that there are no simple answers. But when committees continue to take testimony and little is effected in the way of direct action, the elders lose heart, and when cynicism sets in we all suffer.

Please let us hear from you in regard to the questions raised here so that the population of Fidelis Way will at least know of your concern and your involvement in their life problems.

Very truly yours,

EDITH STEIN  
*Coordinator of Senior Programs,  
Federation of Elders.*

[Materials Enclosed]

P.S. I should like to suggest that you send a representative of your Committee to the hearing on Monday evening. That would be a most positive action. It would also afford the person selected to have a first-hand view of Fidelis Way and the elderly tenants who have suffered innumerable hardships—many of which could be eliminated with minimum effort.

I will be present to introduce your committee representative to the body on Monday evening.

THERE WILL BE AN IMPORTANT SECURITY MEETING

MONDAY—8 PM—34 FIDELIS

1. A clarification for the residents of Fidelis on why the locks and lights haven't been installed—we shall hear from the B.H.A. on this matter.

2. Senator Backman will attend. His office knows of and is concerned about the recent "muggings" in Fidelis.

3. Representatives from the Boston police—

But, most important, the young and old of Fidelis Way will meet—to begin working together on solving some of the problems facing our community—YOU are needed to solve our problems—Oct. 2d, 8 pm—34 Fidelis Way (basement).

[From the Allston Brighton Citizen-Item, Thursday, Sept. 28, 1972]

### FIDELIS WAY TOPIC: SECURITY NEEDS

After at least two muggings at Fidelis Way last weekend, residents have again reached out to officials to ask help in making the public housing community more secure to persons and property.

Sen. Jack Backman has been asked to meet with residents Monday night to hear firsthand of the problems of security at Fidelis Way.

APAC community organizer at Fidelis, David Curtis, said the stimulus for this meeting came from groups of elderly, who occupy about half the 640 units at Fidelis. The older people are concerned for personal safety, and want to relate their feelings to their state senator, he said.

Specifically, said Curtis, they will review what's happened at Fidelis recently, and secondly they will want to find out from the Boston Housing Authority why the promised locks and security lights have not been installed.

Several months ago, Fidelis tenants requested and received approval for 50 to 60 outdoor security lights, plus 640 new locks for apartment doors.

In order to get these, Curtis indicated, a program was to have been initiated by the BHA late in August. Money was to come from a state task force, channeled through the BHA, and from there funnelled to the Department of Community Affairs. "So far this money has still not filtered down," said Curtis.

He noted that the difficulty in getting chronic problems solved at Fidelis stems partly from a crisis type of attitude. Once an issue cools, it's back to business-as-usual.

He suggested that Monday's meeting might resurrect earlier ideas and plans for solving Fidelis' problems. One such example was to involve people from Northeastern University criminal justice programs in training residents as para-professionals.

The meeting Monday night will be at 8 p.m. at 34 Fidelis Way.

### TENANTS ALLIANCE SECURITY SURVEY RESULTS—MARCH 1972

During January and February 1972, the Fidelis Way Tenant's Alliance interviewed a random sample of tenants of Fidelis Way in order to determine the extent of the security problem. It was found that, in general, the front door locks are not in good condition and that **PEOPLE DO NOT FEEL SECURE EVEN WITH THE ADDED "PROTECTION" OF NIGHT CHAINS**. A significant percentage of people have been victims of crime, many of which have not been reported to the police. In order to improve security, tenants approve the installation of security screens, better indoor and outdoor lighting, and security patrols.

The Fidelis Way Tenants Alliance demands that new locks be installed immediately in all apartments which do not have them and that warped doors be replaced.

#### RESULTS OF THE SURVEY

Forty-five percent of the households were interviewed. We found that according to the tenants:

- 58% of the locks are in poor condition
- 17% are actually broken
- 36% of the doors are warped, affecting the ability of the locks to work
- 87% have night chains on the front doors, yet
- 82% of the tenants do not feel secure
- 29% of the households have experienced crimes either against individuals or property in 1971
- 41% of the crimes were not reported to the police, because of lack of confidence
- 54% of the tenants want security screens on the first floor
- 54% want indoor lighting
- 59% want outdoor lighting
- 57% want community security patrols, and
- 72% want police patrols

Security is not just a matter of efficient locks and police patrols, which only serve to decrease the problem slightly at the cost of reinforcing the fears and increasing mistrust. Therefore, the Tenants Alliance feels that unless people experience a sense of community in which individuals are not unknown, anonymous, and isolated, but are involved in and care about a vital, organized, active community, there will be no real security in Fidelis Way. Consequently, the Alliance is developing proposals to get funding for security programs in Fidelis Way and also is working to improve recreation facilities. An exciting spring fair is being planned for May to bring everyone together outdoors in a variety of activities.

We wish to thank everyone who took the time to answer the questionnaire, and those who helped distribute the questionnaire: the students from Catholic Memorial High School, Babson College, and especially the concerned tenants who worked so hard in their own and nearby buildings.

[From the Allston Brighton Citizen-Item, Thursday, Dec. 9, 1971]

#### FUNDS SOUGHT TO CHANGE LOCKS AT FIDELIS WAY

A commitment of sorts to begin correcting security locks at the Fidelis Housing apartments was made last Tuesday to tenant representatives attending a Boston Housing Authority meeting.

BHA Management Director Leo Donovan told five project tenants he was aware of the need for 250 new security locks at the apartments.

Donovan told representatives from APAC that negotiations for the needed funds were underway between the Authority and Department of Community Affairs.

But, in speaking with Alice Davis, Anne Bornstein, Rae Ross, Evelyn Klein, and Alfreda Sherwood, Donovan said such negotiations may take longer than all parties would like.

The meeting of the BHA that the Fidelis residents attended zeroed in on proposed new leases for public housing tenants, but the controversial issue remains at an impasse.

The city's Tenants Policy Council, because of the lease deadlock, has filed a formal complaint with the regional Housing and Urban Development (HUD) office.

That letter charges that the failure of the BHA to pass the lease represents a "philosophical shift of board thinking away from tenant involvement back to board paternalism toward BHA tenants."

The lease is the result of negotiations between the BHA administration and the Policy Council, and the halt to passage has rested on several sections dealing with management obligations and a grievance procedure.

Amendments proposed were not passed, and board members split on varying proposals. During the extended discussion, tenants attempted to address the board, but unsuccessfully. Among those who petitioned to speak to the Authority members was Edith Stein of the Allston-Brighton APAC who was turned down.

Discussions on the lease will be held further by the Authority, and the Fidelis Way Tenants Alliance hopes that area residents will continue toward resolution of the issues.

[From the Boston Globe, Friday, Mar. 17, 1972]

#### TENANTS GET CHANGE IN FIDELIS WAY SETUP

(By Joseph Levin Globe staff)

Brighton's 648-unit Fidelis Way housing project was built after World War II to meet the needs of returning vets and their families. Today about half of the units are occupied by elderly and Old Age Assistance, the rest by low-income and some moderate income families. For the latter, rents may be as much as \$160 a month, we are told.

Though the Boston Housing Authority (BHA) has allowed the physical condition of the buildings to deteriorate, there is hope that this vast project can be rehabilitated. Many of its residents, according to Mrs. Rita Peppard, a public spirited community worker, love the place. David Curtis, a young community organizer for the Brighton-Allston Area Planning Action Council (APAC) says the same thing.

Their hopes revolve around the new standard lease defining both tenants and management rights recently approved by the BHA. It specifically spells out the obligations of both parties and is regarded as a big step forward in furthering plans to upgrade the properties and improving the security of the tenants.

The security problem is admittedly a big one. For example, a security survey by a team of Babson, Wellesley and BU students disclosed far higher crime incidence than the official police report. The student report, based on interviews with approximately one-half of the tenants, says 29 percent of the households have experienced crimes either against individuals or property in 1971.

If those figures are assumed to hold true for the entire 648 units and their occupants, it indicates at least 194 crimes were committed as against a police figure of 15 for nine months, which could be projected to 20 for the entire year.

The discrepancy between the survey and official police figures is explained in part; according to the survey, 41 percent of the crimes were not reported to the police "because of lack of confidence."

The report finds that 82 percent of the tenants do not feel secure. They cite such factors as poor or broken locks on 75 percent of the units, lack of first floor security screens, inadequate indoor and outdoor lighting, and insufficient security and police patrols. One patrolman is stationed at the project at night and is in radio touch with a second on Commonwealth avenue and with their precinct station.

Community action through the Tenants Alliance and tenant's Taskforce are the main movers for improvement. Proposals for more play space for children, more greenery, clean-ups by residents and student volunteers from Catholic Memorial High School also have been heard.

Despite its present bleakness, the Fidelis Way project may see better days and believe it or not its elderly residents are a potent force for improvement. But the project needs a lot more help from city and community resources.

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ITEM 2. LETTER FROM SANDRA FARROW, EXECUTIVE DIRECTOR,  
PARKER HILL-FENWAY AREA PLANNING ACTION COUNCIL, INC.,  
ROXBURY, MASS.

To Whom It May Concern: These are some of the major problems that we are faced with concerning senior citizens living in the Mission Hill project area:

They can not get out to go for a walk or shop for food. As a result, half of our senior citizens are without food. They are being robbed while they try to sleep at night. Most of our seniors live alone. Because our community is left without police protection, some of our seniors are in need of doctor's visits and can not have the doctor visit because the doctors are being robbed and beaten. We do have a big problem here in our community about the health and safety of our seniors. Some of them do without proper food because they do not feel that it is safe to leave their apartments. They have to have some one pay their rent and any other bills that they may have. They can not get any food delivered in the project. No medicine or special mail is delivered in the project. Only a few of them are able to go to Mass or to churches on Sunday with the help of a Priest or a pastor of the church. The rest of them just cannot get out due to the lack of police protection.

These are just a few of the major problems but we have many seniors with the same kind of problems.

Mrs. Ann Sandburg  
Mrs. Harris  
Mrs. Irene John  
Mrs. Hill  
Mrs. Isabella McCroy  
Mrs. Henry  
Mrs. Mary Stroger  
Mrs. Dixon  
Mrs. Curola Edmond  
Mrs. Marie Palmer  
Mrs. Catherine Kilroy  
Mr. Oscar Lucas

Mrs. Clara Boyd  
Mrs. Lillian Demming  
Mrs. Mary Patterson  
Mr. Joseph Jones  
Mrs. Anna Daley  
Mrs. Mary Tracy  
Mrs. Lana Withengeals  
Mrs. Bell  
Mrs. Cassandra Rose  
Mr. Joe Torres  
Mrs. Mary King

The Senior Citizens Lounge is virtually under siege as the elderly are too terrified to come out and if they do they are afraid to remain in small numbers in the Lounge. The only source of entertainment for Senior Citizens is therefore being denied them.

SANDRA FARROW  
*Executive Director.*

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ITEM 3. LETTER FROM MRS. ELLA DUCEY, HOSTESS, SENIOR CITIZENS'  
CENTER, SOUTH BOSTON, MASS.

SEPTEMBER 29, 1972.

*To whom it may concern:*

I am writing this letter in my capacity as the Hostess of the Senior Citizens' Center at D Street, in South Boston, from which we have been forced to move because of thefts, vandalism and harassment.

It is only during the past year that there has been trouble at 37 Joyce Hayes Way, where our group of very nice ladies meet to play Beano. To begin with, so many young fellows should not be allowed to take up all the room on the steps where one enters. However, we have not bothered them.

We had a very nice living room of maple furniture until one night the Center was broken into and the Divanola Stolen. We reported it but no one could do anything. The next night the thieves returned and took six chairs, dishes, lamps, food and everything useful. They also broke the telephone.

After this, Mr. McNamara had a thick board put across the three windows in the living room, as well as the windows in the kitchen. In other words, it was like jail. Several times when I opened the Center in the morning I have found empty coffee cups.

One of the ladies donated a lounge chair from her own home. It didn't remain there long. This, too, was stolen. Each incident has been reported to the Housing Police as well as the Boston Police. It did not help. Two weeks ago, the Center was broken into again. The window in the living room was broken, the shade torn off the roller, drapes in another room were torn off, and cookies were thrown all over the living room floor, also silverware.

Now, after six years, I have no place for fine ladies to have a little pleasure. The only answer I get from the police is, "We can do nothing. Our hands are tied", I asked who tied their hands and they said the Courts. I have seen 59 years of public life and I always believed that if you need help call the police.

I would like to express my opinion of the down fall of South Boston. For the good of all the nice people of South Boston, I suggest more police on foot, because as soon as the police car comes in sight, the halls are too handy for the young people to hide in.

Do you know that there are elderly people who are afraid in their own apartments, to say nothing of going out on the street? I hate to think of what the outcome will be if Law is not enforced so that people can really live in the only homes they have. Because this is a Project is no excuse for such actions. I suggest that if no one of authority can conquer the situation, why not appeal to someone higher up.

We are in dire straits, we have lost our Senior Center because of these conditions, and are trying desperately to find a new location in our own area. I hope someone can help us.

Sincerely yours,

MRS. ELLA DUCEX.

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ITEM 4. LETTER FROM VIRGINIA HURLEY, COORDINATOR, AND LAURA LYNCH, RESIDENT, FENWAY COMMUNITY CENTER, BOSTON, MASS.

OCTOBER 2, 1972.

DEAR SENATOR: Although we realize that this hearing is primarily for the problems relating to the lack of security in Housing Projects we feel that *we too must be heard*.

According to the 1970 census there are close to 3000 Senior Citizens in the Fenway which makes it one of the highest, if not, indeed, the highest concentration of elderly in the city of Boston. Most live alone in 1 room or 1 bedroom apartments as they have done for 20, 30, and over 40 years. Until a few years ago one felt relatively safe but now we are existing under nightmarish conditions both day and night. Within a 7 month period there were 4 murders in the Fens area and three were of *senior citizens*. We cannot enjoy the beautiful parkland which was a meeting place for elderly for years, as one is robbed—or beaten up if they do not have anything to give.

The Victory Garden area which has been a source of enjoyment as a hobby as well as an aid with the rise in food prices has become a jungle of terrorism with gangs roaming through with knives, guns and anything else that strikes their fancy. Women cannot carry their purses and do not dare to go out alone. If they do go out they wonder whether or not their apartments will be broken into by the time they return. By the time Daylight Savings Time ends it means that the elderly are locked in by 4 P.M. each day and thus they are virtually condemned to a life of isolation and loneliness.

The reeds along the Muddy River are a known haven for every kind of deviate, drugs, and an easy place for anyone committing a crime to hide and makes them virtually impossible to find. This fact has been recognized by police and community groups alike and yet the Parks Department retains them for their "esthetic" beauty. How a haven for criminals can be beautiful escapes our rational. Also as the Fenway borders on one of the worst Housing Projects in Boston it makes the area a prime target for those who prey on the elderly, as they can disappear easily.

*Police visibility is a must.*

In behalf of 150 members, I remain

Sincerely yours,

LAURA LYNCH, *President.*

VIRGINIA HURLEY, *Coordinator.*

**ITEM 5. LETTER FROM GRATIA TYRRELL, RECORDING SECRETARY,  
LENOX CAMDEN SENIORS, BOSTON, MASS.**

DEAR SENATOR WILLIAMS: If there had been time for everyone to speak at the hearing on crimes affecting older persons in Federally supported housing in Boston on October 2, 1972, I would have said:

That the Lenox Street Housing Project needs police protection. "Lenox Camden Seniors," 136 Lenox Street, Rox.

GRATIA TYRRELL,

*Recording Secretary.*