

ADEQUACY OF FEDERAL RESPONSE TO HOUSING NEEDS OF OLDER AMERICANS

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

PART 6—WASHINGTON, D.C.

JULY 31, 1972



Printed for the use of the Special Committee on Aging

U.S. GOVERNMENT PRINTING OFFICE

65-725 O

WASHINGTON : 1972

SPECIAL COMMITTEE ON AGING

FRANK CHURCH, Idaho, *Chairman*

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

WILLIAM E. ORIOL, *Staff Director*

DAVID A. AFFELDT, *Chief Counsel*

VAL J. HALAMANDARIS, *Associate Counsel*

JOHN GUY MILLER, *Minority Staff Director*

SUBCOMMITTEE ON HOUSING FOR THE ELDERLY

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

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

Adequacy of Federal Response to Housing Needs of Older Americans:

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

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

CONTENTS

	Page
Opening statement by Senator Harrison A. Williams, chairman.....	353
Moss, Frank E., statement.....	354

CHRONOLOGICAL LIST OF WITNESSES

Lauretig, Robert, executive director, Seniors of Ohio (Cleveland Chapter); accompanied by Mrs. W, a tenant of the King-Kennedy Estates; and Paul Banks, a tenant of the Willson Estates, Cleveland, Ohio.....	355
Mrs. W, a tenant, King-Kennedy Estates.....	358
Banks, Paul, tenant, Willson Estates.....	363
Connelly, Florence E., special assistant to the director, Cuyahoga Metro- politan Housing Authority, Cleveland, Ohio.....	376
Carman, John, security consultant, Carman & Associates, Cleveland, Ohio.....	394

ADEQUACY OF FEDERAL RESPONSE TO HOUSING NEEDS OF OLDER AMERICANS

MONDAY, JULY 31, 1972

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

The subcommittee met at 10:15 a.m., pursuant to call, in room 4232, New Senate Office Building, Senator Harrison A. Williams, Jr. (chairman), presiding.

Present: Senator Williams.

Staff members present; William E. Oriol, staff director; David A. Affeldt, chief counsel; John Edie, professional staff member; John Guy Miller, minority staff director; and Janet Neigh, clerk.

OPENING STATEMENT BY SENATOR HARRISON A. WILLIAMS, CHAIRMAN

Senator WILLIAMS. This is the Subcommittee on Housing for the Elderly of the Special Committee on Aging, as you know. The next three mornings the subcommittee will continue its consideration of the adequacy of the Federal response to the housing needs of older Americans. The major focus of this week's inquiry is crime and lack of security as it affects the elderly. Last October we took initial testimony on this subject and since then more people have been in touch with us to speak out strongly against this growing problem. We will hear from many individuals in this regard today.

Many elderly today are living in environments that resemble prisons; they are afraid to go out, their friends and relatives are afraid to go in to visit them. This environment exists in public housing projects and private apartment buildings as well. In many areas the situation has become so bad that the elderly tenants can best be described as sitting ducks. An older person may no longer have the strength or health to resist and the criminal knows this to be the fact. The burglar can break into an apartment, rob it clean and even raid the refrigerator, knowing full well that the elderly tenant is right there in the bedroom but too terrified to make a move.

Too many of our housing projects are in high-crime areas. Stores go out of business and the poor are forced to walk many blocks for their daily necessities. No one will make deliveries into these areas. Doctors refuse to make house calls. Friends and relatives say, "We will call you but we won't come to visit." This dilemma is doubly

tragic because the strong effort to provide supportive services and activities for the Nation's elderly is completely wasted in so many of these areas. The elderly in their programs are handcuffed by the pervasive fear of crime.

On a related matter, I would like to notify the Housing and Urban Development Department that I am alarmed by recent regulations that have been issued by the Department. These new regulations require that the rents paid by tenants in new public housing projects cover 85 percent of the operating costs of that project. The rent paid by a tenant is fixed at one-quarter of his or her income. Although this regulation applies to all public housing, it would seem apparent to me that its effect on housing for the elderly will be most disastrous. On Wednesday of this week we will have an opportunity to deal at some length with the Department and with that regulation particularly.

Senator Moss had planned to be here this morning, but, unfortunately, has been detained by other commitments. Without objection, I will insert his statement in the record at this point.

PREPARED STATEMENT OF SENATOR FRANK E. MOSS

Senator Moss. I am pleased to be here this morning as the Subcommittee on Housing for the Elderly continues its inquiry into the adequacy of the Federal response to the housing needs of older Americans.

Those of us who have followed the housing problems of senior citizens are certain that these problems are becoming more severe with passing time.

Housing continues to be the single largest expense for seniors claiming almost 34 percent of their budget.

While most seniors own their own home, they do not have either the money or the energy to keep it in good repair.

Most incredible is the fact that in this day and age over 30 percent or 6 million senior citizens continue to live in substandard housing—that is, without plumbing or electricity.

Just as incredible is the inadequacy of the Federal response to these needs. In the last decade only 337,000 units were built for occupancy by older Americans.

This past year we provided only 41,000 new units while all experts agree in the minimum projected need of more than 120,000 units yearly.

Today's hearing deals with another failure of the Federal housing response. In providing public housing or section 236 housing we have brought together great numbers of elderly.

In other cases the elderly are concentrated in certain areas of our central city because of historical accident rather than by Government action.

In either case it is unfortunate to learn that crime follows the elderly. Areas occupied by the elderly tend to be high-crime areas.

Petty thieves and muggers realize the increased vulnerability of our senior citizens. They also have an ability to discover when social security, welfare, and other pension checks arrive.

The question we raise during these hearings is how to provide some requisite protection for the elderly residents of our communities.

It is a perplexing and difficult question but one that must be faced. The Government's responsibility in this matter is clear, particularly in the case where Federal funds such as public housing, section 202, or section 236 are responsible for bringing great numbers of elderly together.

I hope today's hearing will provide us with some answers to these difficult questions.

Senator WILLIAMS. This morning we start our hearings with Mr. Lauretig, who is the director of the Cleveland Chapter of Seniors of Ohio.

Mr. Lauretig, you have two friends who are tenants from Cleveland housing projects with you. Would you come up to the table, please? I am looking forward to your appearance here and your testimony.

STATEMENT OF ROBERT LAURETIG, EXECUTIVE DIRECTOR, SENIORS OF OHIO (CLEVELAND CHAPTER); ACCOMPANIED BY MRS. W., A TENANT OF THE KINGS-KENNEDY ESTATES; AND PAUL BANKS, A TENANT OF THE WILLSON ESTATES, CLEVELAND, OHIO

Mr. LAURETIG. Thank you, Mr. Chairman.

Senator WILLIAMS. We welcome you folks here. We appreciate your coming from Cleveland to Washington to help our deliberations.

Mr. BANKS. We appreciate being here.

Mr. LAURETIG. Senator Williams and members of the Subcommittee on Housing for the Elderly, I am Robert Lauretig, executive director of the Cleveland Chapter, Seniors of Ohio, a State organization of older adults.

I am grateful for your invitation to appear before this committee; it provides an opportunity to represent the needs of older persons throughout the State of Ohio. We have chapters located in Akron, Cleveland, Columbus, Toledo, and Youngstown, Ohio. Since our beginning, the Cleveland chapter has been given OEO funds and Cleveland Foundation funds through the Council of Economic Opportunities of Greater Cleveland.

I have brought with me today two older adults from Cleveland to testify and would like to introduce them. Mrs. W on my left, a resident from the King-Kennedy Estates, and Mr. Paul Banks on my right from the Willson Estates in Cleveland.¹ Both estates are adjacent to poverty pockets within the city of Cleveland. Later I will submit two other testimonies, one a tape recording of an older man's ordeal while being robbed at gun point. It is a vivid account of the actual robbery, his feelings, and total helplessness due to a heart problem. The second testimony is from the stepdaughter² of a woman who was physically attacked and abused but due to age and handicap was unable to be here today.

¹ See statements, pp. 358 and 363.

² See statement, p. 372.

I have read with deep interest and concern the previous hearings of this committee, knowing that only through such a process can insight develop so that safety solutions in public housing emerge. In the future, as public housing becomes the focal point of all service delivery to the elderly, I am convinced, Senator Williams, that your work and the work of your committee will be hailed as a vanguard step in the fight to provide basic services to the elderly who have a "priority right" to them. Unfortunately, in Cleveland, I have seen very little of the many new systems, techniques, and communication media mentioned by HUD prevent criminals, young and old, from inflicting terror in the hearts and minds of older persons.

As an example, the Cleveland Plain Dealer editorial, September 1, 1970, stated that "in the months of June and July there were 178 crimes committed in or in front of just eight public housing units in high-crime areas, police records reveal." This becomes even more unfortunate when we realize that women outnumber the men in Cleveland public housing by almost 3 to 1—an open invitation to every neighborhood hoodlum within blocks.

SENIORS SEEK SOLUTION

In April 1970, 1,000 older persons gathered in downtown Cleveland at a conference called Seniors Seek Solution. Sponsored by the Cleveland Chapter, Seniors of Ohio, the elderly recommended 20 steps to be taken to improve community safety and thereby insure their own well being. These recommendations covered safety and police protection, safety and civic action, safety and neighborhood conditions, and safety and the senior citizen. Only two recommendations, after 2 years, have been acted upon.

Due to our efforts, through a countywide task force on safety and security, the Cleveland chapter successfully placed the safety issue on the Governor's Conference on Aging agenda. In fact, it was the only State which placed a grassroots issue on the State agenda and made recommendations to the White House Conference on Aging. To my knowledge, we were the only organization presenting the safety issue at the "Open Forum" of the White House Conference on Aging.

As an introduction this review highlights what an advocate organization of older persons can do alone with relatively little support and interest by social service agencies and organizations which have vested interests in safety of the elderly. As a result of the Cleveland chapter hearing on safety and crime, held July 12, in Cleveland at the request of this committee, two recommendations were unanimously passed and should test the interest of social agencies and safety organizations and groups.

RECOMMENDATIONS

The two recommendations request:

(1) That Cleveland's Mayor Perk personally see that a percentage of the 20 million Federal impact crime funds be used for the elderly living in or near public housing estates, for specialized safety services;

(2) That the mayor's commission on aging submit a report at our Cleveland chapter, 3d annual meeting, Friday, October 20,

specifying what has been done for the elderly by safety organizations in the city.

I have attached with my testimony an editorial from the Cleveland Press, dated July 13, 1972, entitled "Protecting the Elderly," which illustrates some of the safety problems of older adults living in Cleveland. A cover letter is also attached requesting all interested safety groups and service organizations to write letters to the mayor, endorsing the two recommendations unanimously passed by 100 elderly attending our safety hearings.

(The editorial referred to follows:)

[From the Cleveland Press, Thursday, July 13, 1972]

PROTECTING THE ELDERLY

The brutal assault on the Frazee family, which left the mother and son dead and the father seriously wounded, is as vicious a crime as this community has witnessed in a long time.

And just the day before two elderly men had been slain in an old rooming house on the East Side. Although robbery was apparently the motive in both these crimes, the killers could have gotten little from their victims.

These murders are grisly evidence that our society is spawning thugs and killers who prey on old people who are unable to defend themselves.

This week at the Old Stone Church there were hearings on crimes against the elderly held at the request of the Senate Special Subcommittee on Aging. Senior citizens, both men and women, told how they had been beaten and robbed on the street and in their homes.

As these ugly crimes appear to increase in number and become more vicious, waves of fear go through the community. It is not difficult to imagine the fright of elderly folks who feel they are unsafe even in their own homes.

The response of some is to go out and buy guns to protect themselves. Understandable as this may be, there must be a better solution. All too often guns in the home lead to accidental shootings and killings.

Our society really has not learned how to cope with this kind of problem. How can the elderly be protected against the subhuman types who prey on them?

The city is currently preparing an application for \$20 million from the Law Enforcement Assistance Administration. With this kind of money up for grabs for a number of anticrime programs, there should be thought given to protecting the elderly. The best minds in the law enforcement field ought to be focused on this problem.

Do we have no better answer for the elderly than that they live in fear behind locked doors?

Mr. LAURETIG. Before bringing into perspective some recommendations for committee consideration, I would like to call on Mrs. W on my left of the King-Kennedy Estates in Cleveland and ask her if she would tell us how she began using public housing in Cleveland. Mrs. W lives at King-Kennedy Estates, one of the newest high-rise buildings in Cleveland. It holds over 2,000 older persons, only 15 percent are elderly. The building itself is situated in the intersections of the East Side, South Side, and downtown area. For years East 55th Street was a stable black area, almost a dividing line between the South Side of Cleveland and the East Side, now it has one of the highest crime rates in the city with little, if any, convenient services nearby which are safe for the elderly.

I wonder at this point if I might ask permission to help Mrs. W present her facts and her material.

Senator WILLIAMS. Is there some problem here with photography? Does Mrs. W have a problem?

Mr. LAURETIG. We requested, Senator, that she not have her name printed and we are not using her correct name. She would prefer not to have her picture taken primarily because of some of the problems in and around this housing estate.

Senator WILLIAMS. Is that understood, gentlemen?

Fine.

You can certainly help her with her testimony any way you find it most helpful.

Mr. LAURETIG. Thank you.

Can you tell us about your experience in the apartments, Mrs. W?

STATEMENT OF MRS. W, TENANT, KING-KENNEDY ESTATES

Mrs. W. Yes. I moved out to the apartments and I stayed there 3 years. I was 3 years at the Outhwaite apartment and there so much was going on I was scared of things. Three men were killed there, one under my window, one in the parking lot and the other one in front of the door.

A man went upstairs, tried to get my pocketbook but I got it back. He was about 18 years old and I got the pocketbook back by me being stronger than he was.

Then I moved to King-Kennedy.

Mr. LAURETIG. You moved to King-Kennedy in 1970?

Mrs. W. Yes, and I have been there 2 years at King-Kennedy.

Mr. LAURETIG. How do you feel now about King-Kennedy?

Mrs. W. I am scared at King-Kennedy.

Mr. LAURETIG. Can you tell us why?

Mrs. W. Because there is so much going on there and there are too many young people. The elevator goes out, you don't know whether you are going to get downstairs or not. When you get on the elevator you don't know whether you are going to get to the floor or not. There has been some robbing on the elevators. A man took \$90 from a man on the elevator. They have drinking there and drunkenness. They sell marijuana and they drop out in front of the house and are rolling in the grass. There was a man killed there, he was in a wheelchair. A man killed another man who was in a wheelchair there and then they smothered it down. You never hear of nothing happening in the King-Kennedy apartments, you never see anything in the papers about this.

They tell you to not say anything about what is going on in King-Kennedy. That is, the people that take care of the buildings, the people that run the building. They say, "Don't say nothing about this." Somebody rang a lady's doorbell in front of me. She didn't know who it was but they kept ringing and tried to get in. Then they take keys and get in your apartment while you are gone. They watch when you leave and when you leave they come in your apartment and they take what they want. If anybody dies in there, they go in and take the money and what they want, they help themselves to it before the people get there to take care of them.

I don't know who has the keys. Somebody got keys to go in these old people's apartments and they will rob them and take things out. They have taken things out of my apartment, some sheets and some canned foods I had there.

There was a man out in front of the King-Kennedy apartments. He came out from the cars, I didn't see him, and he wanted to catch ahold of me and take my pocketbook. I had a butcher knife and I showed him that butcher knife and he went on down the street because I said I was going to cut him if he did not let me alone. I have not got my butcher knife today though because I left it home. I ride in the air and they won't let you bring anything with you. When I get back home I have to get it immediately and put it in my purse. They get you out on the streets.

The mail is taken out of the mailboxes and they have to wait for months—not my checks but other people's checks—and they had to wait for nearly a month before they get anything.

When I get my check at the mailbox I don't go cash it until a couple of days or 3 days, whenever they think I done cashed it, so I can go out and pay my bills. I wait a while so I will be safe because I am not safe going out there because they take your pocketbook.

Then in the bank somebody asked a lady to sign a check, they got it in the bank and took it away from her and run out. That was at the bank in Cleveland, Ohio.

Senator WILLIAMS. Could I ask a few questions, Mrs. W? How many living floors are there at your apartment building? It is a high-rise apartment house?

Mrs. W. It has eight floors.

Senator WILLIAMS. Eight floors.

Mrs. W. Yes.

Senator WILLIAMS. So you have to use the elevators.

Mrs. W. You have to use the elevator or go down the steps. I want to say this now. There are people that sleep on those steps because they knock the lights out so you cannot see them, and they sleep there and eat down them steps and sleep in there.

Senator WILLIAMS. How many people live in the apartment house?

Mrs. W. In the apartment where I live?

Senator WILLIAMS. Yes.

Mrs. W. I don't know exactly. There are about 300 elderly, and then there are a lot of children in there.

Senator WILLIAMS. Do you know how many apartments there are in this particular project?

Mr. LAURETIG. I think Miss Connelly who is here can be very specific. I think there are over 2,000 people living there. I am not sure what the unit capacity is.

Miss CONNELLY. There are approximately 300 dwelling units for elderly, the rest are in walkup apartments adjacent and those are for families.

Senator WILLIAMS. But they are not in the same building?

Miss CONNELLY. No. We do not have children in the same building.

Senator WILLIAMS. I see. The elderly are in one separate building.

Miss CONNELLY. Correct.

Senator WILLIAMS. But in the building where the elderly people live there are a lot of people that use the stairways.

Mrs. W. If they go out, they have to use the stairway to go down but they always get back on the elevators.

INADEQUATE SECURITY

Senator WILLIAMS. Well, how many people are there that are considered security people? How many work for the apartment house who are guards? For simplicity we will call them guards, security guards.

Mrs. W. Well, I see guards down there about the keys from 10 o'clock until 6.

Senator WILLIAMS. Every evening at 10 o'clock?

Mrs. W. To 6, and after that we don't have none.

Senator WILLIAMS. How many guards come on?

Mrs. W. Well, two.

Senator WILLIAMS. Two guards.

Mrs. W. That is the guards that live in there, the women. If it is a woman, a man, whatever it is.

Mr. LAURETIG. They have guides.

Mrs. W. They have guides, they don't have guards.

Senator WILLIAMS. Guides?

Mr. LAURETIG. They have a guide program and they register anyone coming into the building and leaving the building. These are older persons who sit at desks.

Mrs. W. Yes.

Senator WILLIAMS. Well, are there any security people that wear uniforms and are therefore visible as guards and security for the people that live there?

Mrs. W. I have not seen any.

Mr. LAURETIG. You have not seen any?

Mrs. W. No, I have not seen anybody. Sometimes there is a policeman.

Senator WILLIAMS. You see a policeman?

Mrs. W. Yes.

Senator WILLIAMS. Is that a city of Cleveland policeman?

Mrs. W. Yes. The ambulance brings out people when they are sick.

Senator WILLIAMS. How frequently do you see a policeman out front and the policeman out of his car and looking around?

Mrs. W. I have not seen but once or twice anybody walking around the building.

Senator WILLIAMS. Are the mailboxes on the first floor?

Mrs. W. They are on the first floor.

Senator WILLIAMS. All mail for all tenants goes into these boxes?

Mrs. W. They are on the first floor, yes.

Senator WILLIAMS. You mentioned that the social security checks are stolen.

Mrs. W. Some of them have been stolen, sure.

Senator WILLIAMS. Well, is there any guard there at the time of the delivery of social security checks? They all come on the same day, don't they?

Mrs. W. They all come on the same day, some of them. Some of them get different checks and they come different days. Some of them they leave and they come different days. The social security comes on the second or third.

Senator WILLIAMS. The second or third day?

Mrs. W. Yes.

Senator WILLIAMS. Now, do you feel any fear when you go from your apartment down to pick up your social security check?

Mrs. W. Yes, I do.

Senator WILLIAMS. Have you had any of your friends who were robbed of their social security checks?

Mrs. W. There has been some robbing upstairs they tell me, and there has been some beating up and taking the money up there.

Senator WILLIAMS. Do they take social security checks?

Mrs. W. Well, they have taken social security checks.

Senator WILLIAMS. Do you know of anybody who had his social security check stolen?

Mrs. W. Yes, I do.

Senator WILLIAMS. What do they do?

Mrs. W. Well, they have to wait until they investigate to get the money. They don't give them the check right away. They give them something to live on, that much, but they have to pay it back out of their check when they get the check.

Senator WILLIAMS. I don't see how these people who are robbers can cash a social security check.

Mrs. W. Well, I don't either because I never had things to cash, you know. I never had any stolen, but I have seen people there who stole them. They will do anything now, and they get away with a lot of this stuff.

They cover up a lot of stuff in the building. They don't say nothing about it. They tell you not to say nothing if anything happens.

Senator WILLIAMS. Who is "they"? Who tells you that?

Mrs. W. That is the woman that takes care of the bills.

Senator WILLIAMS. It is a woman that manages the building?

Mrs. W. Mrs. Reeves. They don't want nobody to know nothing.

Senator WILLIAMS. She manages the building?

Mrs. W. Yes.

Senator WILLIAMS. How old is this building? I thought it was a new building.

Mr. LAURETIG. It is.

Senator WILLIAMS. What is the point in having buildings with windows up so high you have to get up on your feet to look out?

Mrs. W. I don't know. There is very little air that you get. There is no breeze coming in this window. Why you cannot get any is because there is no window in the bathroom, there is not any window in the kitchen.

They don't give transfers. They don't want to give transfers for you to move out of there now. They say you have to go to the doctor and you have to go to this place and another place and they give a transfer to get out.

Senator WILLIAMS. Transfer to another housing project?

Mrs. W. Yes.

Senator WILLIAMS. Where would you rather live than where you are?

Mrs. W. Anywhere besides that and besides where I moved from.

Senator WILLIAMS. Any place but where you did move from?

Mrs. W. Yes. I don't want to go there and I don't want to stay where I am at because I am not happy there. I am 81 years old and I want to be happy in my few more days if I can.

Senator WILLIAMS. Where do you do your shopping, Mrs. W?

Mrs. W. Shopping?

Senator WILLIAMS. Yes, your food shopping.

Mrs. W. I go to A. & P.

Senator WILLIAMS. How far is that?

Mrs. W. It is about a half a mile.

Senator WILLIAMS. There are no other neighborhood stores for you to shop?

Mrs. W. Well, there is some little bitty stores around there but there is the shopping center.

Senator WILLIAMS. I see. How do you get over there? Is it an easy walk?

Mrs. W. It would be an easy walk if I was not afraid. I always have somebody walk with me if I am going.

Senator WILLIAMS. What time of day do you go?

Mrs. W. I go out around about 8 or 9 o'clock.

Senator WILLIAMS. In the morning?

Mrs. W. In the morning.

Senator WILLIAMS. And you are worried at that hour?

Mrs. W. I am not too worried about that hour because they are sleeping and I get out and then go back home. If anybody comes to the house to get me, they come up there to get me and carry me down and bring me back.

Senator WILLIAMS. Is there any bus service?

Mrs. W. There was a bus service going I think three times a week or four, something like that.

Senator WILLIAMS. From where to where?

Mrs. W. To the stores.

Senator WILLIAMS. Whose bus? Who ran the bus?

Mrs. W. King-Kennedy.

Mr. LAURETIG. I think they have six minibuses, Senator, for the entire 6,000 or some older persons who live in the city. A minibus travels from one estate to another on a kind of a very quick schedule.

Senator WILLIAMS. Who designated these as estates, by the way?

Mr. LAURETIG. The Housing Authority.

Senator WILLIAMS. The Housing Authority named them estates?

Mr. LAURETIG. I believe they did.

Senator WILLIAMS. Now is this in a built-up part of Cleveland where the King-Kennedy housing is?

Mr. LAURETIG. It is a very old, dilapidated section of the city.

Senator WILLIAMS. But it is in the city and it is in a built-up neighborhood?

Mr. LAURETIG. Yes.

Senator WILLIAMS. How far is it from the downtown section, the main business section of Cleveland?

Mr. LAURETIG. About 2 miles.

Senator WILLIAMS. What kind of bus service, regular city bus service, is there from that area to the center part of Cleveland, the main business section?

Mr. LAURETIG. There is only one way they can get there and this is on Woodland Avenue.

Senator WILLIAMS. Where is Woodland Avenue with respect to King-Kennedy?

Mr. LAURETIG. King-Kennedy faces Woodland Avenue.

Senator WILLIAMS. So you have a regular bus service into town. If you want to go to town, you have no problem?

Mrs. W. No problem.

Senator WILLIAMS. What is the fare in Cleveland?

Mrs. W. The fare for me, 30 cents.

Senator WILLIAMS. Thirty cents each way?

Mrs. W. Thirty-one cents.

Senator WILLIAMS. Thirty-one cents each way on the bus?

Mrs. W. One way.

Mr. LAURETIG. Thirty cents, Senator, from 9 in the morning until 4 in the afternoon; 30 cents one way, 30 cents back. There is a reduced fare in Cleveland for older persons from the hours of 9 to 4.

Senator WILLIAMS. What is it reduced from?

Mr. LAURETIG. The original fare is 50 cents.

Senator WILLIAMS. So there is a daytime, between peak periods, reduction to 30 cents each way?

Mr. LAURETIG. Yes.

Senator WILLIAMS. Is it pretty good service?

Mr. BANKS. No.

Senator WILLIAMS. How frequently do the buses run?

Mr. BANKS. Every 20 minutes.

Senator WILLIAMS. That is not too bad.

Mrs. W. Early in the morning.

Senator WILLIAMS. That is not too bad, 20 minutes.

Now, who owns the bus? Is this a privately owned bus company?

Mr. BANKS. The city.

Senator WILLIAMS. The city runs it?

Mr. BANKS. It is called the Cleveland Transit System.

Mr. LAURETIG. Well, if there are no further questions, I would like to—

Senator WILLIAMS. There might be more but let's go on.

Mr. LAURETIG. Mr. Paul Banks resides in one of the newest Cuyahoga Metropolitan Housing Authority buildings, it is called the Willson Estates and has been open since April 1971. It is an older residents building and contains 244 units on 22 floors. This building lies on the fringe of the Hough area and is also on East 55th Street, facing East 55th Street. Generally it is isolated from most community or private resources of value to the elderly and accessible by walking.

Mr. Banks.

STATEMENT OF PAUL BANKS, TENANT, WILLSON ESTATES

Mr. BANKS. Thank you. I am very pleased to be here today and I hope that I can impress not for publicity's sake but for the majority of the senior citizens of Cleveland, Ohio.

Now in the Willson Estate we have two elevators and half of the time or the majority of the time one of them or both of them are out of service. We have had the people from Westinghouse Elevators in there in the 14 months that I have lived there about 10 or 12 times at least, and I am not exaggerating. Many of our persons are handicapped and the majority of them are old.

We have one guard who comes in at 4:00 in the afternoon. He leaves about 1:00 in the morning and after that I say to them kidingly, "The crooks are going to take a recess because after 1:00 they are not going to do anything."

We have had at least a half dozen automobiles stolen from the parking lot. We have had batteries taken out of cars. We have had tires taken off automobiles. We have had someone who evidently uses a key to go in. As a matter of fact, management, the maintenance head, is in the process now of changing all the locks. We have 56 townhouses and 245 apartments in the building I live in, the high-rise and 56 townhouses where families live.

Now someone has been breaking into the townhouses but in our building they didn't break in, they used a key, evidently, because I don't believe that many persons that have been missing things would leave the door open. It might be that one person or two people would leave the door open but we have quite a few that have been burglarized without the door being jimmed or anything like that.

I am a leader in the activities with the approval of the tenants. I called a meeting and had the head of security, Mr. Atkins, to come over—I think it was on the 13th of this month—and he assured us that there was no money and we could not have any other guard.

Now here is another thing. If a guard lays off, either the substitute relief guard or the regular guard—if he lays off or either one of them lay off, there is no guard that comes in. Up until last Saturday a week ago we had five out of the six Saturdays and Sundays with no one at all there. Now just this past Saturday the custodian was not there, and in all fairness he and his wife are on 20 hours a week apiece so we could not expect them to be prisoners or to be chained there to the building. But this past Saturday, the day before yesterday, we had three persons that were locked out and no one was there. The mobile guard does not have a pass key to let anyone in.

I have called Mr. Daniels who was our maintenance man several times since he has been there and he has responded very faithfully but at times he is not at home on weekends. He will come down and take care of whatever is necessary toward letting someone in.

Now, as I say, we have had the elevators stuck. We have had tenants stuck between floors.

But here is the thing. When they tell us that there is no money, I can't fathom money superseding the welfare of human beings and I don't think you can either—no one who is conscientious and has the welfare to manage the property.

Now the elderly in the building there—and I talked to other elderly persons also throughout the city—are fearful. I am not basically a coward. Up until 10, 12 years ago I walked the streets late at night and never once thought about being injured or anything. Now they are reluctant to go to the store, to go shopping, to go to the banks, to church or to visit or go out seeking recreation.

I am a baseball fan. I have not been to a baseball game at night in over 3 years. In the last 10 years the situation has become dreadful, very dreadful. We don't have such a thing as police protection because the cruisers going down the street at 25, 30, 40, 45 miles an hour, sometimes there is only one officer in the cruiser, sometimes two, but

it is impossible for them to see or to get acquainted with the people in the neighborhood; there is no communication.

When I was a youngster and up until 15, 20 years ago there was such a thing as foot patrolmen and those patrolmen after they were in that neighborhood or on their beat for a few months they knew the whereabouts of everyone, the activities of everyone, and if there was a stranger in that neighborhood they soon made it their business to find out by some method or other what was going on. Now I advocate foot patrolmen but of course I have nothing to say about that.

Now in our building we have so many now. We petitioned management not too long ago to not permit anyone under 55 to come into our building because we had some youngsters there who were having wild parties. We had one fellow who had a wild party and a woman was thrown out of the window on the 14th floor. This was back in December of last year.

OLDER PERSONS ARE INTIMIDATED

We had the same fellows and another man who was a psycho but was admitted to the building, a young fellow. They attempted to intimidate and they did intimidate several older persons when they got their check to endorse it and give it to them. We have people that were afraid to come to the first floor even to get their mail. For that reason I don't believe that it is in the best interest of peace of mind for the youngsters to be mixed with the old whether they are handicapped or not.

Now we desire peace and quiet and the majority want a respectable place to live. All we want to do is to stay healthy as long as possible and live in peace and die happy.

Now it is my suggestion that Willson Park be made on the outskirts of the city and that it be well policed with shopping centers there and that you have guards. Now the idea of one guard at this building and this estate which has 301 apartments, considering the townhouses and our building, that is not reasonable because after 1 o'clock there is no security whatsoever.

I have here some personal experiences and some experiences that happened, all bad, to persons in the building. First the Reverend Hille is a retired minister 87 years old. He had an automobile. He went to the grocery store which is about a mile and a half or 2 miles. When he came out in the parking lot with his groceries several gunmen—they didn't harm him but they took his money and his groceries. A few months after that they stole his car and he was given by the insurance company a fraction of what his car was worth.

Now as I say we have had at least a half dozen cars stolen from the place since I have been there and many more attempts. Saturday night I was told that some fellows stopped some fellows from attempting to burglarize a car—whether they were going to take the car or tires or what, I don't know.

Across the street from us there are six filling stations—three this way, one over here and one right to the side door of our place and one just a block from us across a railroad track. Now that does not make

for good ecology for anyone, especially for senior citizens. Some of these filling stations—two of them in particular, have dogs—and when I say dogs I mean dogs, not a dog. The one just across from me, I tried for over a year to get the dogs out and I finally succeeded in getting all but one away from there. They would bark at all hours of the night. People come home from the hospital who are sick and those dogs disturb them. There is an ordinance against it but it has never been invoked in our case. I have been to court with an attorney who is a senior citizen of the city of Cleveland.

Now we have another gentleman 73 years old. He was on the Euclid bus which is one street from the street we live on. Euclid is one block south. He was to get off at 55th and Chestnut which is one block from our residence. Some fellow rushed up and pushed him away and at the same time reached in his back pocket and got \$128. The man was on charity for that entire month after they got his check cashed.

We have a Mr. Thompson who took his portable TV to the shop. When he came out he just missed the bus there that brings him to our door. Some fellows drove up in a dilapidated automobile. He stepped in a phone booth to call a cab and he did call a cab. One of them said to him, "Do you want us to give you a lift?" He said, "No, I just called a cab." The fellow hopped out, grabbed the TV—Mr. Thompson is 77—took his TV and put it in the car. He could not get the license number, it was covered with mud. He lost his TV. They have never been found.

We have a Mrs. Skitz there who went to the bank which is about two blocks from us. She was going east at 55th and Euclid—this is one block from our building—and she had her billfold in her hand with \$58 in it. Some fellow attempted to start a conversation with her while she waited for the bus. She went to the drugstore. He hit her in the small of the back. By reflex action her hand opened and when her hand opened her billfold went to the sidewalk and he picked it up and ran.

BURGLARS HAVE KEYS

We have a Mrs. Favors. She is a young lady about 32 but she is crippled, handicapped. She had her apartment burglarized. She went on one of the tours the Golden Age Centers provides and when she came back two TV's or two hi-fi's, I don't know which, but a radio and tape recorder has been taken out. The lock was not molested so evidently they had to use a key. As I say, management is in the process now of changing all the locks.

Then there is a Mrs. Reed and Mrs. Taylor. Mrs. Reed lost \$50 in her apartment. Someone, she says, went in and took it. Mrs. Taylor had \$14 taken the same day, ironically, that we had the head of security there. While she was down to that meeting someone went in. On her bed she had her pocketbook with \$14 in it and they took the \$14.

Now, these entrances were made not by forcing the door but evidently with keys, and the management must be aware of it because I cannot see if they were not aware of it why they would be changing all the locks in the building or are in the process.

Now, I was robbed several years ago before I moved here to this apartment where I live now. A fellow came up back of me running. I had a quart of ginger ale in each hand, it was the day after Thanksgiving. This fellow came running up to me so he was boom, boom, boom, boom. I stepped to the side, I felt he was in an awful hurry to get somewhere. He hit me with his head or his shoulder. Well, I played football and I coached football when I was a younger man and when I was in high school.

This guy hit me, I went down and my head hit the sidewalk. He had something in his hands, I guess he gave me a couple licks. I remember one lick here and one on my eye. My face was red and I had a large bump right here when my head hit the sidewalk. I cut my hand, ruined a pair of trousers. He took \$36 from me. He put a knife at me. I twisted so he could not get the billfold. He said, "Do you want me to kill you?" I turned over and he took my watch. The watch was a keepsake, not expensive but valuable to me. He took my watch, my billfold, my papers and I never got any of it back. He has never been caught.

Now, we don't have the protection in the building that to me is adequate. The windows are at ground level about so high from the ground, from the sidewalk. Just in the building I deliver the Plain Dealer. Of a morning I go down—I am a victim of emphysema so I go to the window while I am putting the papers together on Sunday when they come together in different sections. I open the window. Invariably when I go to open those windows they are already open. I don't know how long but that is around 5:30 in the morning. The only thing that is keeping any crook or anyone who has malice in their heart from coming in is the screen which could be kicked out very easily because the windows are about that low, about so high.

Now, the front doors at this building have been out of order. I moved in there the 5th of May last year. I am about the sixth, seventh oldest person in point of tenancy in the building and no one has been able—they have had those doors worked on at least a half a dozen times, they have taken them out to the repair shop somewhere and yet they don't work correctly.

This is the front door on Chester Avenue. Our address is 1919 Chester. The front door of one of the buildings now does not have a handle on it. The fellow I spoke of kicked the door in because he wanted to get next to some fellow who was in another apartment and he came there after he had been evicted. He is one of these huge, strong fellows and he grabbed and pulled both front doors.

These fellows that were spoken about who said, "Endorse your check and give it to me," they both have been evicted. We are in the process now of evicting three others that are troublemakers or indecent, one woman and two men, and there may be others.

Now, the only thing I would finish with is this, oftentimes there is no employee or guard of CMHA there at the building and if someone gets locked out, we have had people who had to wait 8 and 9 hours to get into the building, especially on the weekend—or to get into their apartment, not into the building, and were forced to spend time down in the lobby. Now, it is a known fact that at the end of the month the senior citizens people on social security and welfare don't have any money—they might have a little food upstairs but that is about it.

Now, some of them have had to say to so-and-so: "I am hungry, will you give me a sandwich or something? I can't get in my apartment."

When they speak about money, it hurts me that money is placed above the welfare of human beings.

Now I have been nonprivately militant for quite some time. About 3 or 4 months ago on a Sunday night, I received two phone calls, one within a half hour of the other one, my life is threatened. Well, I am somewhat well known, I know everyone, so I think it was due to the fact that I had spoken out for what I believed to be right. I reported it to the phone company and at the time I clicked the receiver and I said, "Operator, monitor this call, please." Of course, it was not monitored, but I wanted them to think so.

Now, I received one other call since that; again that my life is threatened. No one wants to die. I would much rather die than be maimed or become an invalid or blinded or something like that, but on the other hand I don't want to die a violent death. The people in my building are as frightened as they can be. They are really frightened. If you would come there or send some representative to make a survey, I dare say that 85, 90 percent of the people in the building will tell you they are scared.

No one goes out at night any more there and the last person out of the lobby that goes upstairs—we have a recreation room or such at the side of the building connected to the building, and whenever it gets down to one person or two they will rush upstairs because they are afraid. No one wants to be the first one down in the morning. When I go down in the morning to get my papers I don't know what is going to be the result because it is a high crime area and the police respond, true, but sometimes it is 5, 10 minutes before you can get them. Sometimes when you are reporting the alarm all the lines are busy.

We have a petition for Mayor Perk to give some of the funds that he is getting from Washington for special protection for the elderly and for these elderly housing patients.

Senator WILLIAMS. Now you are getting to answer some questions I have in my mind.

Mr. BANKS. Yes, sir.

Senator WILLIAMS. We passed into law a program that we thought would be useful to exactly the situation that you have been describing. We passed it in 1968, and it became effective in 1969, the Safe Streets Act, and part of that was Federal money to the Law Enforcement Assistance Administration, a national administration, to feed the national taxpayers' dollars to the communities to deal with this crime that is scaring people into a feeling that it is hardly worth living at times with the fear that they have in the neighborhoods.

Mr. BANKS. I agree with that.

Senator WILLIAMS. This administration has been in existence now fully active for 3 full years and the way you describe it you feel as insecure today as the day we passed that law.

Mr. BANKS. More so, sir.

Senator WILLIAMS. More so.

Mr. BANKS. That is right.

Senator WILLIAMS. When did you last go to a ball game?

Mr. BANKS. Pardon?

Senator WILLIAMS. You said 3 years ago you went to a ball game and you are afraid to go to the ball game and you like baseball.

Mr. BANKS. Oh, I am crazy about baseball.

Senator WILLIAMS. And Cleveland is not doing so good since you have not been going.

Mr. BANKS. Shame on them.

Senator WILLIAMS. Well, it is only August. Sixteen and a half.

Aside from that little levity, this goes right to the business of living.

Mr. BANKS. That is right.

Senator WILLIAMS. You are not living when you are living in this kind of fear.

Mr. BANKS. We live an existence.

Senator WILLIAMS. It is a very, very terrifying existence at that.

Mr. BANKS. At one time I was considerably more affluent than I am today.

Senator WILLIAMS. Were you a teacher?

Mr. BANKS. No, no.

Senator WILLIAMS. You said you coached football.

Mr. BANKS. I did. I coached two teams of white boys in Columbus back in the thirties, and if I do say so I had a very good record. Then I coached one team of heavyweight Negroes, it was the only team in the semipro games.

Senator WILLIAMS. You were a backfield man?

Mr. BANKS. No, sir; I was a tackle.

Senator WILLIAMS. Fast?

Mr. BANKS. Very fast.

Senator WILLIAMS. Well, we are getting a lot of irrelevancies here but interesting irrelevancy.

Mr. BANKS. I had the advantage over most. I went to Mississippi State 4 years and I had worked on the plantation down there in the can-to-can't season and—

Senator WILLIAMS. Say that again. I missed that.

Mr. BANKS. I say I had worked on the plantation down in Mississippi from can-to-can't; from the time you can see until you can't see.

Also my sister had a home and I used to bulldoze calves and such. You know, 17, 18. I was around 12 years old and I prided myself on being a man. I was a rough boxer, no finesse but I just take 10 to get in one.

Senator WILLIAMS. I wondered if you know the reasons for the increase in this awful street and apartment house crime?

Mr. BANKS. Yes, sir. I am glad you brought that up. In the first place, I made a citizen's arrest not long ago, 2 years ago to be exact. I held a man who attacked a woman. The man had two charges over his head and he had done time on those. He begged me to release him and I would not do it. He had mugged a lady and he was out on bond set at \$5,000. Three days later his bond was reduced to \$2,000, despite the fact he had done time on two charges already.

All right. There is too much permissiveness, the sentences are too light. Bond is too easily obtainable. Also, a slap on the wrist and releasing these youngsters to the custody of their parents, that stinks. I have not always been the type that—some things I have done I am

not proud of but I never attempted to make a living off of someone else. I wish to God that the courts would start meting out sentences.

I saw on the first page of the Plain Dealer—I meant to bring it with me but I didn't—Saturday or Friday, I forget which, two pictures in Nigeria which is supposed to be a backward country. They killed 170 persons—this was one mass execution—for robbery. I see down here in Trinidad, I believe it is, in the paper here awhile back that they have revived the whipping post.

On the radio show I advocated that we revive the whipping post and have it down at the stadium when the Yanks were in their heyday and they would draw 50, 60, 70, 80,000; have TV there and youngsters be there and whip these criminals that perform these acts of violence on anyone. Some guy called up and said I was sadistic. I said I am not sadistic but for harsh measures you have to do harsh things.

SOLDIER STREET PATROLS ADVOCATED

I even advocated—of course I am a strong believer and have been all my life in a strong Federal Government and I would like to see every 4 blocks an American soldier patrolling the streets. I know it would probably take a constitutional amendment but on the other hand you have got to do something because the way it is now it is rotten. We are prisoners in our apartments, and not only us but other places also. People go out two, three, four deep even in the daytime and especially near check time. I am a retired worker, I get a small social security check also.

The Plain Dealer gives me something to do to occupy my time. I am a 12 year victim of emphysema, but it is murderous the way it is. It is not life and it is not the way that God intended it to be. When you are living in fear 24 hours a day, you are afraid to go to the street—I went out about 3 weeks ago to a store that was open until midnight and I left the building about 10 o'clock. When I got back to my apartment that night I was trembling like a leaf in an October wind. Nobody bothered me but I was tense just thinking of the possibilities of what might happen.

Senator WILLIAMS. Now on the security forces, frankly let's get over the Army guarding our cities which you say would take a constitutional amendment. It would take even more than that, it would take a change of attitude in this country.

Now regular law enforcement people, you described the cruiser, the municipal police, the city police in their cruising cars zipping down the street.

Mr. BANKS. Yes.

Senator WILLIAMS. And really not effective at all in reaching the crime that lurks in the shadows.

Mr. BANKS. That is right because here is what it is. A man in a cruiser does not have the chance nor the opportunity to communicate with the residents or the businessmen in that neighborhood. He will be here and 3 minutes later he is a mile away. All right. We all know that there are people who for one reason or another, some are good citizens and some have an ax to grind, that would inform the police of various things.

When I first went to Cleveland in 1946, Cleveland up in Fifties, I used to walk approximately 75 blocks, many times after 10:00 at night, to a nightclub where they had very good meals. Now I am afraid to go to the corner to get some aspirins because it makes trouble at the drugstore which is just a block away from me. Not only me but others.

Senator WILLIAMS. It certainly should not be a problem to recruit people and train them for this community police work with the unemployment rates that we have. It would seem that this is an occupation of dignity and people enjoy a great deal of respect that are in it. There should not be any trouble recruiting trainees for police work. I am sure the unemployment figures in Cleveland are equal to other cities.

Mr. BANKS. Yes. Higher than most cities because we are diversified in our industrial activities.

Senator WILLIAMS. And the highest rate of employable people is among people 18, 20 to 25. That is where the best prospects for this kind of occupation or profession are. Is there any active recruitment program that you know of?

Mr. BANKS. Just the week before last they had—I think it was 2,500—the largest number ever that have taken the civil service test but now out of that I don't know how many they get. Besides that, they claim they don't have funds to put on an adequate police force. It is undermanned, it has been for years according to the number of policemen they need for the population in Cleveland itself.

Senator WILLIAMS. All right. Well, this has been most helpful, Mr. Banks.

Mr. BANKS. Thank you very much. I appreciate coming here.

Senator WILLIAMS. We appreciate your being here.

Now, Mr. Lauretig, do you want to summarize?

Mr. LAURETIG. Yes, Senator. I would like to read a statement from the stepdaughter of an older woman who could not be here today. She is totally deaf and unable to communicate and it was felt that the incident would be too disturbing to be brought up again. This was related to me by the victim's stepdaughter.

Mrs. Mary M, the victim, grew up in Cleveland on her father's farm near the outskirts of the city. She has been deaf since she was 5 years old. Due to her factory work during World War II, and thereafter, she was entitled to social security and decided to live in the city when she became eligible for retirement benefits. Due to her prior feelings of being independent, Mrs. M wanted to live alone and applied for, and was given, her own third-floor apartment in a public housing estate. Her choice of Cedar Central Estates, the low-rise buildings, seemed to be motivated by being close to the downtown area where a Golden Age Club program was available as well as some of her longtime friends.

For many years she rented an apartment near the East 105th Street Cleveland Public Library Branch and later lived at East 102d Street, off Carnegie Avenue. She regularly attended the monthly Golden Age Club meetings held at the nearby branch library. She was comfortable in a changing neighborhood environment. At the time she began living in Cedar Central, in 1960, Mrs. M was 82 years old. Shortly thereafter

she heard about older persons being attacked. Finally, she, too, was attacked and her purse stolen while returning from the store. She began requesting a transfer to the high-rise estate building located across the street approximately 5 years prior to her second personal attack. She was told this was impossible and that she would have to be placed on a waiting list. This continued but changed abruptly after she was attacked.

As mentioned earlier, Mrs. Mary M was 82 years old when she was robbed while entering her apartment. A male offered to help her up the stairs with her groceries. As she opened her door, he shoved Mrs. M into the apartment and stuffed her hat in her mouth. After being raped she ran outside hollering for help and was taken inside by a neighbor. The young man was never caught. As an aside note, this testimony would not have been available unless older persons themselves were able to secure the information. I was not able to secure this information. Professionals in the field were reluctant to give any information even when a full explanation was given them as to the implications and need for change.

Immediately after this incident her daughter said Mrs. M was given her choice of several apartments in the Cedar Central high-rise building strictly for older persons and within 1 week was moved into the newer high-rise apartment building. This unfortunate incident was further complicated by the fact that the victim contracted venereal disease and had to be treated at 82 years of age.

Her stepdaughter confirmed prior observations that once incidents happen to the elderly at the Cedar Central Estates they are immediately moved to another building. Furthermore, she stated, "I feel that more and better facilities should be provided."

Senator WILLIAMS. What does that mean exactly? What does she mean by that last statement?

Mr. LAURETIG. Well, I think she has been very close to her stepmother and she said that she cannot understand why we are spending billions of dollars on the war effort and not helping older people to live a little bit more decently with some kind of safety and security. She compared it with the war effort and the money that is being spent there.

I have another statement of an older gentleman from Toledo. He was robbed at gun point. This was adjacent to two housing units, Senator. I would like to leave this tape recording here and hope that it can be transcribed for the record.

Senator WILLIAMS. We will. Thank you very much.

(The transcribed statement of Mr. John Szymanski, Toledo, Ohio, follows:)

ROBBERY ACCOUNT OF MR. JOHN SZYMANSKI FROM TOLEDO, OHIO

(This is the actual robbery account of an older man from Toledo. He is extremely descriptive of his feelings and details of conversation between himself and criminals. His home borders two public housing estates in Toledo. Mr. Szymanski has many of the same problems as other older adults living in public housing.)

I came home about 7:30 in the evening to check out my home to see how things were—we had spent the day at the Retiree Center—we were setting up

a program for a pre-Christmas party so we spent the day there. By chance I happened to meet my son; he asked me to come over and have something to eat instead of going home—we watched this play and I thought it would be a good idea to check out my home so we had our evening meal and he asked my wife to take care of the children while they went shopping. So, I said while you're out shopping I will check out the house.

I went home and checked for mail and the newspaper and all that—I walked into the house, drew the shades, and turned on the lights.

My son, who is home from college, has a little snack that afternoon and had left the TV table sitting right between the kitchen and the front room (our house is small) its a combination front room and dining room so my back was to the kitchen door. I picked this TV table up to put it in the rack, and wouldn't you know I hear the door rattle. I thought it was my son coming home and I thought oh well—he can be impatient—then I hear three steps across the floor. Then glancing over my shoulder, I see someone coming at me with his head down. I saw it wasn't my son so automatically my eyes went to his hands and I saw that they were empty, nothing in them, and I said it must be some kids clowning because they are always coming around here for a hand-out; for a job; for a recommendation; or for help when they get into trouble. This one boy gets my hands behind my back and shoved them up to my shoulder and I said what the hell is the matter with you—are you nuts or something—just like that. When they got me on the front room floor I knew they were no kids then. They started roughing me up and tried to tear my brace off; they thought I had a firearm on me. So, one held a firearm on me and threatened me that if I didn't lay still he would shoot me. They had covered my head with a towel also. I was squirming, cause they hurt my neck. I was trying to figure out how I could make it to that back door.

After a bit he kept reminding me he was going to shoot me. I said if you don't give me one of my heart pills I said fella—it ain't going to make no difference whether you shoot or not. Just like that. God only knows where all that calmness came from. And this kid got excited. He went into the kitchen and got me a glass of water—he gave me a pill and the water was hot. I said you can't take hot water with a heart pill, you will get a reaction. He said, "I don't know how to use your faucets." I said it's one of those new styles you shove back and over. So, he got me a glass of cold water—but he was sharp, he kept his foot on me.

When I started to get up to drink that water and take that pill I noticed they pulled a drape that had never been pulled as long as we've lived there. I said well boy you sure made a mistake—he said you get down on that floor he said or I'm going to shoot you—and I said, "Well son I hope you don't, but if you do it still won't help me, and it won't make much difference cause I had a pain in my chest and my heart. When you pulled that drape you made a mistake." "Do you live alone?" I said no—my son and my wife are out shopping—they have been gone quite awhile and I know when they come back I know they are going to call the law before they come into this house because we never pull that drape. He said, "Come on, come on, let's go"—well naturally they found three firearms in my home and they were put away in such a manner so they couldn't be used, in any manner, cause you know we have this gun registration and as long as we got it we better put it away so I had a 45, a 32, and a 38. They stumbled on that—they took those, took my money and took my coin collection, took my TV. They took anything they wanted to take, but on that closing the drape deal they asked me again. I told them my wife and son were at the store and my son would try to stop them.

They started out the door, and when they did, they came back in and picked up the TV and I thought they were going to drop it on my head cause my head was facing it. They turned the front light out, so when he picked that TV up and turned towards the wall and his heels were toward my head I realized he wasn't going to throw it over his head so he took off through the kitchen and out the door. They warned me to stay on the floor for 5 minutes and if you don't I will shoot you and I mean it. Well, I didn't stay on the floor for 5 minutes—the moment that door went click I got up—I looked through the curtains and I saw a man standing by the shrub; I was going to get my spear rifle and shoot him, but I don't know what possessed me not to.

I was bleeding; my glasses were broken and I was shook.

RECOMMENDATIONS FOR ACTION

Mr. LAURETIG. If I might add a few minutes, I would like to try to raise some questions for the committee and possibly put into perspective some investigations and/or action by this committee.

1. It seems almost conclusively apparent that as long as older persons are allowed to remain in mixed housing estates with young families, they will continue to be easy prey for the young. When are we going to build enough units so that choices can be offered the elderly?

2. At the core of all crimes reported, the older person is in the process of seeking some basic service to maintain their independent social functioning. It is during this process that the majority of personal attacks occur. We must realize that unless basic human needs are met with basic human services, provided either within buildings on a comprehensive level or more vehicles provided to transport the elderly to services, they will continue to be easy victims. The Cleveland chapter will shortly inaugurate its mobile grocer, a converted city transit bus. We are going to sell groceries at a discount, and we feel it will help them shop and get the nutritious food they need and not get attacked in the process.

3. It is the life style of the elderly which must be considered in any type of safety prevention approved. The experience of years gone by when streets, alleys, and all places of entertainment were safe are gone. The older adult's prior experiences leaves them more helpless to devise and use new safety techniques, systems, and suggestions. It is almost a foreign language to ask the elderly not to carry cash but to do business by check, or have one's check sent directly to the bank for deposit. We need not only to constantly reeducate the older adult to new methods but remind and support him in new attempts to be a wise consumer or to take safety precautions before leaving the building. Consumer education and personal safety prevention courses could be valuable tools in counteracting fear, insecurity, implementing new approaches.

4. A representative social agency said, "We cannot get involved in it," and he was suggesting that perhaps there could be a nontaxable motivating source for some of these social service agencies and safety organizations to really do something for the elderly in concrete terms within a city.

5. It is with great anticipation that the elderly now wait for the passage of appropriation for the new national nutrition program. In a community nutrition program design just completed by the Ad Hoc Nutrition Committee, Cleveland chapter, Seniors of Ohio, it is recommended that public housing estates with existing food programs or facilities with kitchens already constructed in public housing estates be given first and second priorities respectively for receiving funds. Instead of 30 or 40 older adults being served meals, we may have 100 plus being served meals. What new safety procedures or funds will be available to insure the safety of persons coming from adjacent public housing areas? In section 90934, Selection of Congregate Sites, provision (a) calls for "congregate meal sites will be located in areas having major concentrations of older persons whose income falls below the

current Department of Commerce, Bureau of the Census, poverty threshold."

There is little question that practically all public housing estates will be the foci, either in sponsoring a good program, receiving or sending aged out from public housing to nearby programs. We must be prepared to meet additional safety risks in possibly those areas where crime rates are extremely high. I am recommending to this committee that special safety provisions be included in all revisions of the proposed nutritional guidelines.

I personally interviewed some of the staff at the St. Vincent Charity Hospital adjacent to the Willson and King-Kennedy Estates that you have heard about today. It is well known to hear that older persons are being attacked when they leave the hospital. They report organized surveillance by criminals and gangs that know when to attack older persons with medicine and drugs. They increased their own safety services.

People no longer keep appointments at the hospital especially during the first 10 days of the month, they are fearful of attack and robbery of their apartment. Nurses report that older persons demand to be released from the hospital so that they can get their checks and not have them stolen while in the hospital. The small minibus system, inadequate at best, that now serves 5,000 residents of CMHA estates in Cleveland must somehow be expanded so that persons can at least get to the hospital and return home in safety.

In closing my testimony I would like to reemphasize that feelings of security are not related to a given safety program alone but are related to a variety of comprehensive services all designed to convey the message to the elderly that we care, that we are concerned, and that we value them and want to protect them with dignity and respect.

Thank you, sir.

Senator WILLIAMS. Well, you are doing a magnificent service out there in Cleveland and your suggestions will be very helpful to us.

I wonder, the Social Security check and the theft of it; here is a line that goes right to the criminal, a Federal check. What is being done by the Social Security Administration to tighten up here on that?

Mr. LAURETIG. Nothing.

Senator WILLIAMS. Nothing?

Mr. LAURETIG. No.

Senator WILLIAMS. Well—

Mr. BANKS. I receive a railroad retirement check and also a Social Security check. I am retired from the railroad. The last 28, 19 years I worked with the railroad, New York Central and then the Penn Central, but anyhow I have never heard of anything being done except they send you the check.

Senator WILLIAMS. Well, I am going to report this to the Social Security Administration to see what action they can take to try to tighten up here on the cashing by criminals of Social Security checks.

Now take the theft of personal property. It just seems to me that there should not be as much mystery as there is about following this to the fencer, whatever they call those guys that are the receivers of stolen goods and then sell it. There ought to be a policeman in

residence in every one of those blocks where stolen goods are received and then sold. That is not mysterious, is it, Mr. Banks?

Mr. BANKS. I think not.

Senator WILLIAMS. Take television sets. Even a layman can almost spot a hot television set.

Mr. BANKS. We had Mr. Kline who was handicapped, he had a pocket here, a big pocket. He kept one hand in the pocket when he went to sleep and in his apartment on a hot day he left the apartment door open. Someone walked in and took his radio and his TV—it was in the daytime—and went out. The poor fellow didn't have much of an income; he moved out the following Saturday. He moved out of the building. I don't know where he went but he moved out.

Senator WILLIAMS. Well, a lot of this crime—I am no policeman and I have never been trained in it, but a lot of this crime it just seems to me could be stopped because it can be discovered. Now take the drugs. You know, this is a tragic epidemic and I have observed in one part of the city of New York from up about the sixth floor you look down and you can see where drugs were being sold and nobody was doing anything about it. There is no mystery about this.

Mr. BANKS. I went to New York about a year ago when the trains still used to run through Cleveland—we don't have a train there any more, you know—and when I got there I asked one of the people in the shops how to get to Sugar Ray Robinson's place, I think it is down Eighth Avenue. I wanted to go there. He said, "You better not go and don't ask anyone any questions on the street because someone will commit foul play upon you" so I didn't go.

Senator WILLIAMS. Well, I have got to let you folks go. We could keep you here for a lot longer because you are so helpful.

Mr. BANKS. Thank you.

Mr. LAURETIG. Thank you, Senator.

Senator WILLIAMS. We will move along to our next witnesses. Thank you very much.

Mr. LAURETIG. Thank you.

Senator WILLIAMS. Florence Connelly, special assistant to the director, Cuyahoga Metropolitan Housing Authority, Cleveland.

This is certainly Cleveland day here.

STATEMENT OF FLORENCE E. CONNELLY, SPECIAL ASSISTANT TO THE DIRECTOR, CUYAHOGA METROPOLITAN HOUSING AUTHORITY, CLEVELAND, OHIO

Miss CONNELLY. Good morning, sir.

Senator WILLIAMS. Now all of these people came from some of the housing estates in Cleveland and they are crying "help." How are we going to help?

Miss CONNELLY. Senator Williams, I think we know why some of these things are happening and I would like to mention some of the reasons why we are having so much trouble before I go into my formal statement.

I have been with the housing authority since the very beginning. Cleveland had the very first housing in the United States, PWA

projects, and we now have 12,000 units. About 5,000 of these are for the elderly but we also have elderly people living in the original PWA housing developments which are high-rise buildings. Those buildings had many one-bedroom units and most of the one-bedroom units in these original housing developments are occupied by older persons.

This is where a great deal of the crime is taking place. We have been very concerned because of the great changes that have taken place in the last few years. One of the reasons is probably due to the provisions of the Civil Rights Act. In an effort to see to it that all of the provisions are met, selectivity of residents has been reduced to only determining that the person is eligible because of income. Social reasons are not taken into consideration and there is no effort made to find out what kind of social problems we are going to run into. Many of the crimes in our housing estates are resident against resident.

There is also another problem which has developed in the last few years and, that is, it is almost impossible to evict a family. CMHA has to prove in court under the present regulations of HUD that the family has committed all these offenses and have broken their lease. To bring residents in to testify against their neighbors is a very difficult thing and very undesirable. Many of them are afraid to do this. So we have many people who should not be living in public housing because of their inability to get along with their neighbors and because of the crimes and difficulties that they have been causing over the years. We feel that there should be some improvement in this regulation.

I was interested in hearing the testimony of the two residents who were talking about difficulties they were having with younger people in the buildings in which they lived. The reason there are the younger people in there is because the younger people are disabled persons and under the law, disabled persons are considered in the same category as elderly as far as their eligibility is concerned. So we have a great many young people living in high-rise buildings alone, single individuals because as I say they are eligible and there is no other place to put them.

We are working currently on a program to develop one building for disabled persons. We are working with the vocational guidance and rehabilitation center in Cleveland to provide a multiplicity of social services and other kinds of services for people who are disabled and we think that if we have them in one building, if they care to live there, that we will be able to provide many of the services that are obviously lacking to many of these people who are now living in the high-rise buildings.

GUIDE PROGRAM

I would like to tell you about several things we have done that we think improved the safety of elderly people in our high-rise buildings. CMHA presently has 20 high-rise buildings with special design features for the elderly and in these buildings we have established what was referred to in the last testimony, as a guide program. This guide program was funded by the Law Enforcement Assistance Administration.

Through this funding we have employed two guide coordinators, one working on the East Side of the city and the other on the West

Side. Their responsibility is to develop and coordinate a guide program in each of the high-rise buildings. The volunteers are residents of the buildings and work in shifts of about 2 hours each, from 8 a.m. until 9 p.m. In one housing estate volunteers serve as late as 1 a.m. The guides wear badges and sit at the door and monitor the people entering the building. Visitors are requested to sign their name and indicate their business. When they leave they sign out. The guides are thus able to control the persons coming into the building. The Cuyahoga Metropolitan Housing Authority now has 825 guides working in this volunteer program.

TELEVISION MONITORS

In one housing estate TV monitors are used at the door so that the guide can see who is outside before admitting him. The guide is able to control a number of doors from one location. There is a buzzer.

Senator WILLIAMS. When did you last observe the television monitor and the buzzer in operation, Miss Connelly?

Miss CONNELLY. Within the last 2 weeks.

Senator WILLIAMS. At King-Kennedy or Willson?

Miss CONNELLY. At King-Kennedy homes.

Senator WILLIAMS. How about Willson?

Miss CONNELLY. We don't have the TV monitor there. We have the TV monitor only at King-Kennedy at the present time. We are going to put it in the Riverview apartments which is another very large elderly complex but we are waiting to get the doors changed so that the buzzer can be installed.

Senator WILLIAMS. Is that the only way in? How many monitors are there showing how many entrances?

Miss CONNELLY. There are two monitors for King-Kennedy homes. It is a very large building, it is spread out. There are many doors so that to have a guide program there without a monitor system it would be almost impossible to get a sufficient number of volunteers, so this is why the TV monitor was set up.

Senator WILLIAMS. Is that TV monitor at every door?

Miss CONNELLY. One controls a number of doors. You can see there are cameras outside a number of doors and one TV set at one side and one TV set on the other side of the building. There are two TV sets.

Senator WILLIAMS. Has this been effective?

Miss CONNELLY. Yes, it is very effective.

Senator WILLIAMS. These people that were just here, Mrs. W was from King-Kennedy.

Miss CONNELLY. Yes. I can't understand this because we do have a good program there.

Senator WILLIAMS. Well, the guides of course are not around the clock.

Miss CONNELLY. I would also like to mention that we have live-in custodians in each one of these high-rise buildings. That is according to city code. We have to have live-in custodians so we have a custodian couple in each one of these buildings. In King-Kennedy we have two live-in custodians, at Willson we have one. Now the custodians are supposed to be on duty on Saturday and Sunday to take care of emergencies.

Senator WILLIAMS. You heard the testimony about people that could not even get into their places.

Miss CONNELLY. We are going to find out why this is not happening. They evidently are not working according to their requirements.

Now I would like to mention that we have been spending out of the rent money \$360,000 a year for the last several years to provide security guards. This money was approved by HUD because of the serious conditions in Cleveland in the Cleveland Housing Estates. Normally HUD has not approved using rent money to provide security. They say that our money is supposed to be used to take care of housing, of the leaky roofs and the services that are needed such as the live-in custodians and the management program.

SECURITY PROGRAM INADEQUATE

Senator WILLIAMS. What source of money do they suggest then for security purposes?

Miss CONNELLY. They say that we should not use our money and that in 1973 they will not permit us to use any of our money.

Senator WILLIAMS. Where do they say the money is going to come from?

Miss CONNELLY. They do not tell us where it is going to come from and they think that the city should take care of it or we should get money from some other source.

Senator WILLIAMS. Well, now, what other source?

Miss CONNELLY. HUD has not told us but we are hoping that the Law Enforcement Assistance Administration may have some left. They have just given \$20 million to Cleveland for various services. Six and a half million dollars of that I believe is to be used for additional police and crime protection. However, they say what is happening is that because we are using this money for security guards other services must be cut down. I would like to mention that at King-Kennedy we have six security guards, on three shifts. There is 24-hour coverage at King-Kennedy but the security guards don't just stay in the high-rise building, they patrol this great acreage and take care of the entire housing estate, not just this one part of it.

Senator WILLIAMS. In other words, you say you have six.

Miss CONNELLY. Six at King-Kennedy.

Senator WILLIAMS. How many are on duty at any time?

Miss CONNELLY. There are two on duty all the time.

Senator WILLIAMS. Two on duty at all times?

Miss CONNELLY. They work in teams.

Mr. MILLER. Are all the residents fully informed of these security guards and how to get in touch with them?

Miss CONNELLY. I am sorry.

Mr. MILLER. Are all of the residents fully informed about the existence of these security guards and how to get in touch with them?

Miss CONNELLY. Yes, they are and we have given each resident the telephone number that is to be pasted on their phone, in order to reach us in case of emergency and each one of the security guards carries a two-way radio. We have two estate patrol cars, one for the East side and one for the West side. These patrol cars are used in

cases when the security guard runs into difficulty; he can reach them by radio and the patrol car comes and the police are also called.

The residents have all been informed of this. We have had town meetings at each estate within the last 4 months at which time we have called all the residents together. We have explained this. We have had somebody from the security department come to each apartment to explain how this operates and each person has been given this telephone number, it is supposed to be pasted on their phone and they know how to reach us 24 hours a day.

Mr. MILLER. Has the response from the police department been prompt and effective when called?

Miss CONNELLY. I would say yes, they are fairly prompt. They help our security department but sometimes we have to wait a long time for them to come. I think in certain areas they are more timid about getting in than in others unfortunately.

In 1971 just on our housing estates we had 992 offenses that our security guards took care of. They were breaking and entering incidents involving weapons and a miscellaneous group making a total of 992. Now if we had not had the security guards in there, I am sure it would have been at least double that because they have deterred many of the crimes.

This year for the first 6 months the security guards took care of 605 offenses of breaking and entering, robbery, assault and battery, purse snatching. These are all within the confines of the housing estate itself. Their jurisdiction does not permit them to apprehend anyone outside of our property. So if somebody had a purse snatched across the street, they could not become involved in that incident.

MINIBUSES FOR THE ELDERLY

Another thing that we have that I think is important is minibuses. We have six minibuses. These six are for the elderly, they go to the 20 high-rise buildings 5 days a week to take the people to the grocery store and the bank. Their destinations are pretty much confined to those two places. They are on a regular schedule. The residents all know about this. Certainly we cannot take all of the 6,500 elderly every week. A lot of them don't need this service but many of them do, and one of the major reasons that we have it is because many of the people are very old and are unable to get on and off of a regular CTS bus, they need a little assistance. They cannot carry their groceries so that the minibus driver is expected to help them on and off and to carry their groceries into the building and so forth. Now I know that six is not enough but it is a very big help.

Senator WILLIAMS. Do you pay for those out of rents?

Miss CONNELLY. These were bought out of the original development money, and some of the drivers are paid by the Office of Economic Opportunity. It is part of the older persons' program and they work for us. We have employed, I think, perhaps three bus-drivers ourselves and that comes out of our rent money, yes.

I have pictures here of our estate patrol and the two-way radio program and the guide program which are, I think, very effective.³

³ See p. 386-391.

Now I will say that in some estates they are more effective than others. I tried to get in several buildings and I have had a terrible time because the guides do not recognize me. Guides require one to sign the book and tell whom they are going to visit, and some people rather resent this. There has been resistance. But to make this program work properly we really have to do this, and I think the residents understand it and the majority of them want it this way.

In order to carry out a program as we have in the past, if we were to have 55 security guards in the next year, the estimated cost of such a program will be \$640,000. We have to find funds from some source and we would appreciate if you could suggest some place we can get it. We don't think that it should come out of rent money because this is curtailing other services that the people want so badly and need.

Senator WILLIAMS. Have you estimated what would be required in money to make the housing more secure than it is today? What additional personnel or equipment or whatnot?

Miss CONNELLY. Yes, it would provide some additional personnel. Probably not enough but it would help a good deal.

Senator WILLIAMS. Things are not good now.

Miss CONNELLY. Things are not good now and they would be better with an addition of more security guards.

Senator WILLIAMS. And you are advised that it is going to get worse because you can't use rent money and nobody tells you where security money is going to come from?

Miss CONNELLY. That is correct.

HUD feels that it is not their responsibility; that the money coming in from rents should be used for housing business such as providing for repairs and maintenance which is certainly important—the most important I suppose from the standpoint of HUD to keep up the property and certainly for the tenants. If you have a leaky roof, it certainly is not very good for the tenant.

Also, we have had to cut down on our staff drastically because we do not have sufficient funding, and in addition to this we have also had a problem with subsidies. Just recently we had to reduce rents for all the people who were on public assistance to 25 percent of income, under the Brooke amendment. We were supposed to get a subsidy to make up this difference and now we find that we are not going to get the subsidy and a great many people are not going to have to pay any rent until next January. Because this reduction was retroactive to December 22, 1971.

Senator WILLIAMS. They have already used up their 25 percent; is that it?

Miss CONNELLY. Yes, but before this we had a special arrangement with the relief agency that they would pay a specified amount for a particular size unit. Public Assistance gave the tenant that money to pay the rent. Now Public Assistance must continue to give them, say, \$55 for a one bedroom, but the tenant will pay probably only \$25 or whatever figure represents 25 percent of income, so they will keep the other \$25 for whatever they want to use it for, which means that CMHA is subsidizing the Public Assistance Agency. Under the Brooke amendment, we were expected to get the difference in subsidy, but we are not going to get it now, we understand, and this is a very tragic case.

Senator WILLIAMS. Where was that decision made? Here at HUD?

Miss CONNELLY. Yes.

Senator WILLIAMS. The squeeze is coming from many directions then.

Miss CONNELLY. I beg your pardon?

Senator WILLIAMS. The squeeze is coming to you from many directions then.

Miss CONNELLY. Yes, it is.

The Cuyahoga Metropolitan Housing Authority for the first 5 months of this year went in the red a million dollars. Now, we have always been solvent up to now and we are not going to be able to exist very long at that rate and it is going to be worse. It gets worse by the month because of this reduction in income.

Senator WILLIAMS. How long have you been in the Government's housing program?

Miss CONNELLY. I have been in since 1937, the very first day we opened.

Senator WILLIAMS. Well, you impress me greatly. I just guessed that you had a career in housing.

Now, the Public Housing Administration has gone through changes, has it not? When was the last administrative change made?

Miss CONNELLY. You mean Cuyahoga Metropolitan Housing Authority?

Senator WILLIAMS. No, the National Public Housing Administration.

Miss CONNELLY. Well, I think that the great changes in the policies seem to have—

Senator WILLIAMS. Well, administratively. Never mind policy. What was the last structural change in public housing?

Miss CONNELLY. Well, I am not sure I know exactly what you mean.

Senator WILLIAMS. Where is the Public Housing Administration now?

Miss CONNELLY. Well, of course Mr. Romney is the—

Senator WILLIAMS. Well, is it called the Public Housing Administration?

Miss CONNELLY. HUD.

Senator WILLIAMS. What happened to Public Housing Administration?

Miss CONNELLY. Well—

Senator WILLIAMS. It does not exist?

Miss CONNELLY. No, it does not.

Senator WILLIAMS. Do you recall the days when the Public Housing Administration stood as an administrative entity?

Miss CONNELLY. Yes, I do.

Senator WILLIAMS. You worked for the Public Housing Administration?

Miss CONNELLY. I worked for CMHA, and I also worked in the beginning from 1937 to 1940 for the U.S. Housing Authority.

Senator WILLIAMS. Yes.

Miss CONNELLY. Then in 1940 the local housing authority took over these three housing developments that we had in Cleveland that were PWA projects. Of course, I think that originally there was a great deal more emphasis on the people who lived in these places than on brick and mortar. I have noticed that over a number of years the emphasis has been more on brick and mortar than the people, and I think that this has been a rather tragic change.

Senator WILLIAMS. Well, it just seems to me that something about the old Public Housing Administration has been lost in this reorganization, and it has been submerged and it has lost identity and it is just not working.

Miss CONNELLY. Well, I agree. I certainly don't feel that it is working as well as it did in the past. There are all these things. These great changes have seemed to have occurred in the last 4 or 5 years, the tremendous changes that we see now in the operation of these housing estates. We are expected to keep the residents properly taken care of and their needs met with less staff and perhaps staff that is not trained as well. It is a sad commentary.

Senator WILLIAMS. I certainly agree.

Now, I see the hour is getting later and later. You have been most helpful, and I applaud your spirit in these days of some travail. We hope we can make some kind of a contribution to getting this whole thing turned around. Thank you.

Miss CONNELLY. Thank you.

(The prepared statement follows:)

PREPARED STATEMENT OF FLORENCE E. CONNELLY, SPECIAL ASSISTANT TO
THE DIRECTOR, CUYAHOGA METROPOLITAN HOUSING AUTHORITY

The Cuyahoga Metropolitan Housing Authority has approximately 5,000 units for the elderly. These units are located in 20 High-Rise Buildings with special built-in safety features for elderly residents.

In order to protect the residents and the buildings, we have established a program now funded by the Law Enforcement Assistance Administration for a program known as the "Guide Program". Through this funding, we have employed two Guide Coordinators, one working on the East side of the City, and the other on the West side. Their responsibility is to develop and coordinate a Guide Program in each of the High-Rise Buildings. The volunteers are residents of the buildings and work in shifts of about two hours each, from 8:00 a.m. until 9:00 p.m. In one housing estate volunteers serve as late as 1:00 a.m. The Guides wear badges and sit at the door and monitor the people entering the building. Visitors are requested to sign their name and indicate their business. When they leave they sign out. The Guides are thus able to control the persons coming into the building. The Cuyahoga Metropolitan Housing Authority now has 825 Guides working in this volunteer program.

In one housing estate TV monitors are used at the door so that the Guide can see who is outside before admitting him. The Guide is able to control a number of doors from one location. Through the Guide Program we have been able to keep safety at a maximum for the residents of the High-Rise Buildings. No problems of any great consequence have arisen, and the people living in the building feel secure.

The situation differs however when the resident leaves the building. Many overt acts are committed on residents on their way to the store or the bank or the Management Office or the Doctor's Office. We have many incidents of elderly persons being knocked down and robbed. In many cases injuries have resulted in broken bones and the fear of going out of the building increase each time a neighbor or friend is attacked.

To combat this problem and to protect not only the elderly but the young people in our housing estates, CMHA has budgeted \$370,000 for Security Guards for the year of 1972. This money has been approved by HUD.

The money, however, comes from rent income and is not an addition subsidy. Therefore, when we hired the 54 Security Guards we were unable to perform maintenance work needed to maintain the housing estates in proper condition. We have also had to cut down on many services normally rendered to residents. The money to pay the Security Guards is taken from rent income. HUD has informed CMHA that after January 1, 1973 no approval will be given to budget CMHA funds for Security Programs. This situation will create a very serious problem for the elderly of our estates.

The City of Cleveland provides the normal Police protection available to residents of Cleveland. This has been inadequate. Because there are very few streets through the housing estate, police cars are unable to adequately patrol and protect the residents. A foot patrolman is important in order to cover the area properly. This is why our Security Guards are of such importance. They are able to get into all of the areas otherwise not reached by the patrol cars used by the Police Department.

Besides the LEAA funding received for the Guide Program amounting to \$61,220.00 for 1972, CMHA has also been funded for the two-way radios carried by each of the Security Guards, and the Estate Patrol. The Estate Patrol is funded for \$89,793.00. The Estate Patrol consists of two cars and drivers. In case any emergency comes up in any housing estate the Security Guard is able to contact the Estate Patrol by radio for assistance, as well as the Cleveland Police.

In many of our older estates in Cleveland, large numbers of elderly people live in walk-up apartments scattered throughout conventional family housing. Many of the older people live on the first floor. For the hundreds of elderly persons living in walk-up apartments Security is not as good as in the specially protected High-Rise Buildings for Senior Citizens. There have been numerous cases of breaking and entering. Some of these incidents have occurred in the early morning hours. In one case recently at the Cedar Apartments, four men entered the first floor apartment of Mrs. Hammersmith at 4:00 a.m. Fortunately she was too terrified to scream and pretended that she was asleep, probably saving her from physical attack. The men carried out her television, radio, all of her dishes, flatware, cane and watch, her ring and the \$40.00 which she had left from her social security check. She had just recently purchased groceries for the month. They also cleared the refrigerator and cupboards of all of the food. This experience has probably left a permanent scar as Mrs. Hammersmith was so terrified as a result of this that it will probably take her years to get over the fright. Mrs. Hammersmith is in her advanced eighties. There have been numerous break-ins at the Cedar Apartments and other estates. Many of them on elderly persons, as the burglars contend that the older people have money and are easy prey.

The detailed records of the incidents for the first six months of 1972 is herewith attached. In 1971 there were the following:

Breaking and entering-----	165
Incidents involving weapons-----	151
Miscellaneous-----	676
Total-----	992

In many cases, even with the Security we now have in force, many of our older people live in constant fear of attack. They are afraid to leave their apartment or to venture out. If the CMHA Security budget is reduced by \$360,000.00 next year we can be certain there will be many more attacks and much more fear for their safety among the elderly persons in public housing. We have taken advantage of all of the opportunities for outside funding for Safety & Security that we know of. These are temporary stopgap measures. Even with a budget for 54 Security Guards our coverage is inadequate. In many estates we have no Guards during the day-time hours. CMHA will be in a much more serious situation when funding is not available. CMHA can no longer afford to provide this funding from rent income. Subsidy must be made available. Major repairs to buildings and major services have had to be curtailed in order to provide for safety. We look to your committee Senator Williams, to assist us in finding a way to solve this very serious problem.


Cuyahoga Metropolitan Housing Authority

Crime Incident Report Summary

January 1, 1972 to June 30, 1972

1. Breaking and entering.....	98
2. Stealing (auto).....	65
3. Robbery.....	11
4. Stealing property.....	6
5. Assault and battery.....	29
6. Purse snatching.....	10
7. Vandalism.....	30
8. Miscellaneous destruction of property.....	29
9. Miscellaneous.....	327
Total.....	605


Tuesday, July 11



HB & L.....	19
Grand larceny.....	19
Robbery.....	19
Homicide.....	1
Rape.....	1

Total crimes reported..... 88


Wednesday, July 12



Grand larceny.....	16
HB & L.....	13
Armed Robbery.....	10
Rape.....	1
Homicide.....	1

Crimes reported to police..... 57

Thursday, July 13



HB & L.....	24
Robbery.....	14
Grand larceny.....	16
Rape.....	1

Total reported crimes..... 73

Cleveland—66 crimes a day

Can we—any of us—tolerate the shocking crime rate in Cleveland?
We cannot.

We cannot find comfort in a police report that shows the "rate" of crime is down from last year, generally. Not when the same report also reveals that in the first six months of this year, rapes are 24.2% over the same period of last year. And that homicides are up by 10%.

The seven-day calendar on this page highlights Cleveland police reports for a single July week, chosen at random.

Eight homicides. Eight reported rapes. And 112 robberies. And 92 reported cases of housebreaking and theft. And so on. One week—463 major crimes. At the rate of 66 a day.

So far this month, there have been 23 homicides in Cleveland—almost one a day. So far this year, there have been 178 homicides; at this time a year ago, there had been 153.


Four of five of those killings were committed with guns. Does that tell us something?

Just another summer week in Cleveland. Was it the heat? Not enough police? Too many easily available weapons? An increase in the number of drug addicts desperate for money?

Are we, as a community, willing to accept crime as a fact of life in our urban society? Or are we angry enough to demand that our streets and homes and places of work be made safe? Are we willing to pay more in local dollars for police protection? Are we ready to demand stricter gun laws? Are we angry enough to insist that the decent people of Cleveland crowd the hoodlums off the streets?

Are we angry enough yet? Or will we tolerate 66 crimes a day in this city?


Friday, July 14



Homicide.....	1
Grand larceny.....	20
HB & L.....	15
Robbery.....	24
Rape.....	1

Crimes reported..... 79

Saturday, July 15



Homicide.....	1
Robbery.....	17
Shooting.....	8
Stabbings.....	2
Rape.....	1

Total for the day..... 56

Safety & Security

During 1971, the Safety & Security Department increased its ability to protect CMHA residents and to respond to emergencies.

A grant from HUD enabled CMHA to employ 38 guards. The Law Enforcement Assistance Administration equipped most of them with two-way radio hand sets. With its security force now numbering 46, CMHA organized a seven-member Estates Patrol in October and acquired two radio-equipped patrol cars. One car moves among east-side estates; the other covers the west side.

Each guard reports hourly via his radio to the base station. This station, working 24 hours a day, relays residents' calls to guards in the field or in the cars. Base station also can reach Cleveland Police Headquarters. A daily log written by the base station operator helps to pinpoint trouble spots.



Residents' increasing awareness of the new system -- and its quick response to their calls -- is producing a larger number of calls each month. Gradually, the department is overcoming the resistance of on-lookers or even victims to report crimes. CMHA believes that the radio equipped cars act as a deterrent to troublemakers and thieves, and, at the same time, give law-abiding citizens a psychological lift. CMHA guards have the authority to apprehend and detain anyone on an estate.

In March 1972, the department received and acted upon 1,184 calls. The Security guards are dispatched to the same kind of calls that keep the Cleveland Police busy: break-ins, children loitering in hallway, furnace smells like it's burning. Ideally, each situation is resolved with an "assignment completed" call to the base station.

Another security move: every CMHA employee now carries an identification card bearing his or her picture in color, physical description, and job classification. Residents are instructed to ask to see this card before admitting a CMHA employee to an apartment or home.



Arline Montgomery operates the Safety & Security Department's base station radio system during the 8 a.m. to 5 p.m. shift. She takes calls and relays them to an estate patrolman (center) or to a guard in one of CMHA's two new radio-equipped cars. Hilton Bradley, chief of night operations, and Waldo Smith, security technician are shown here.



One of CMHA's five mini-buses carries Apthorp Residents to a nearby shopping center. CMHA gained two mini-buses in 1971.



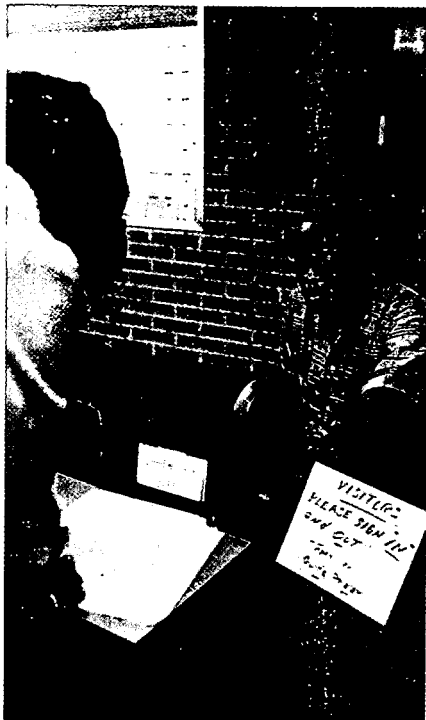
The Cleveland Public Library's Bookmobile calls often at Riverview and other CMHA estates.



Sometimes a security guard's duties include a conversation with a little girl homeward bound from kindergarten.



The Guide Program at CMHA estates involves residents in volunteer tasks related to safety and security. Here, east side Guide Coordinator Harold Lawson radios to base station from the Apthorp Towers' lobby.



Tommy Solomon, Guide Program member at Apthorp, welcomes a visitor.



Bertha Miller checks her assignment with Ken Palek, west side Guide coordinator, at Riverview.

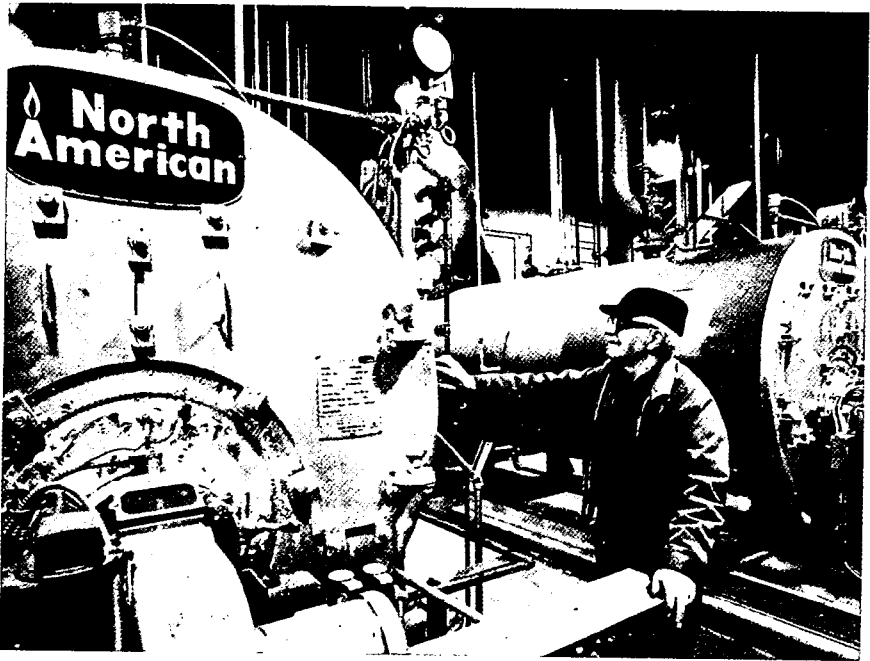
Anti-Pollution Progress

To comply with city and state pollution-abatement laws, CMHA has completed fuel conversion -- from coal to gas -- at Valleyview.

The original coal-burning plant, built in the 1940's, has been replaced by six gas-fired automatic boilers. They produce heat for 340 dwelling units.

In addition to providing cleaner air, the new boilers' automatic controls eliminate the need for round-the-clock surveillance by a fireman.

Lakeview Terrace, Cedar, Carver and Outhwaite are undergoing similar conversions.



Dave McNeilly, Valleyview maintenance superintendent, checks one of the new boilers.

Senator WILLIAMS. Now, Mr. Banks, for the good of the order you have your hand in the air.

Mr. BANKS. May I say a few more things?

Senator WILLIAMS. Certainly.

Mr. BANKS. Thank you. I made some notes here on some things that have slipped me.

Now, Cleveland is a city of approximately 81 square miles with two mobile guards to cover that area, one on the east side of town and one on the west side which is approximately equally divided. That is very poor representation.

Now, many crimes that happen to the elderly and in these metropolitan housing places are never reported to any form of the media because they are not newsworthy.

Now, when a guard lays off at our place, Willson Estates, there is no substitute. Many a Saturday and Sunday when our regular guard had Saturday and Sunday, rotate his days off, we have been without a guard and the custodian as I say would go away, he and his wife. They are on 20 hours apiece, 40 hours between them a week. So by the time they clean the offices, do a little work in the halls, empty trash cans and such as that and the lavatories on the first floor, that pretty well takes up 40 hours between the two of them in the course of a week. We asked for another custodian couple—no money.

Now, this minibus holds 11 persons besides the driver. We have approximately 256 residents in the building. Now, he allows us from 2 to 4 p.m. He will come and get us, deposit us. We have three different places where we go. We had that straightened out here a couple weeks ago. Monday and Tuesday we go to Fisher Fazio—that is a chain of grocery stores. Then on Wednesday and Thursday they go to Pick 'n Pay which is another one. That is about 3 blocks farther east from our place.

Then on Friday we go to the West Side Market where we can get fresh vegetables and fruits and fish at a little cheaper price than these inner city stores charge. Incidentally, the food in the inner city stores—baked goods, meats, potatoes, and produce—is brought in time after time from the outlying districts or the neighborhoods into the inner city. I know this to be a fact because I have talked to several of the help that would not want to be quoted, but they would elaborate and divulge the secret.

Now, the mobile guard who we call, he has no pass key. Now, when this lady died here last Saturday a week ago, I called the mobile guard—that is the operator—and she said there was no need to get the mobile guard, he has no pass key, he cannot let anyone in that apartment.

Now the guide system at Willson is a misnomer, it is a joke, a huge joke, because we have about three persons who will sit there at the desk of a morning. A lot of times when I am up to it I sit down there from around 7 o'clock in the morning until maybe 8, 9, 10, 11, even as late as 1 o'clock. I sit at the desk and I let persons in and have them sign up but we don't have anyone on full scale from 9 in the morning until 9 at night. There is maybe two or three people that are there just haphazard. Besides, when a person once gets into a building they can say they are going to the 1012—12 is the highest number we have on any floor—but they can go anywhere and they can do anything.

Now our attorney, he is a senior citizen attorney and as I say I had him to assist me about the dog and he assisted in removing the dog. The attorney said, "I want you to get those figures on a quick survey of the main office of CMHA, the Cuyahoga Metropolitan Housing Authority, located there in Cleveland and it takes in the entire county. There are \$346,000 in duplication of services that is unnecessary."

Now if you wish, I could have him send you a statement concerning that. He could elaborate more on it than I did. He and I had an occasion to be on the radio about 3 hours and a Mr. Edward Bear who is also a senior citizen and he is from Cleveland. That is one of the few that is in the suburbs. We were on the radio about 3 hours one night and we did some talking. So Mr. Bear, if you were so minded, I am certain he could send you a statement concerning this money that is duplicated.

Now we do not bring that in. We cannot get a guard here but they can spend all of this money foolishly. Now this man that is head of the guide system, the head coordinator, gets \$15,000 and I think he spends it per year. Well, at one time he said that I was a rabble-rouser and a troublemaker because I said if he offered the senior citizens \$1 an hour he would have a list as tall as our 22 story building anxious to make that dollar. So we have the time, there is no one on the guide desk. People will knock at the door, maybe someone will go down to the lobby—sometimes they will go and sometimes they won't. So we don't have any protection whatsoever outside of the time that this guard is there those 8 or 8½ hours.

That is all I want to say.

Senator WILLIAMS. Very good. If we could get a letter describing this duplication, this is no time for duplication I would think.

Mr. BANKS. I beg your pardon?

Senator WILLIAMS. With so many unmet needs, this is no time for duplication. What do you mean, what kind of jobs are duplicated?

Mr. BANKS. Well, he says that they could save money. See here a while back they had a cutback. For instance, our manager is only there 4 hours a day. Several of the other estates have a man 4 hours a day. Our maintenance head, Mr. Daniels, is the head of our estate for ours, then he goes over to Addison 4 hours a day where heretofore until about 5 or 6 weeks ago we had a maintenance chief for 8 hours. We had a manager for 8 hours, now we have a manager for 4 hours.

Senator WILLIAMS. You don't mean duplication, you mean doubling up. I don't think that is the word.

Mr. BANKS. No.

Senator WILLIAMS. It is not two people doing the same job, it is one person doing two jobs.

Mr. BANKS. No; I don't mean that. I mean this duplication. Mr. Bear could elaborate on it and I will ask him to forward to you a letter.

Senator WILLIAMS. We would appreciate that.

Mr. BANKS. Thank you.

Senator WILLIAMS. Mr. John Carman, consultant, Carman & Associates, also from Cleveland.

STATEMENT OF JOHN CARMAN, SECURITY CONSULTANT, CARMAN & ASSOCIATES, CLEVELAND, OHIO

Mr. CARMAN. Thank you.

Senator WILLIAMS. Now pull us all together and give us some good advice.

Mr. CARMAN. I will try.

To the distinguished panel I express my deepest gratitude for allowing me the opportunity to contribute and participate in this most important undertaking.

First I would like to share with you the series of events that has caused me to be here today.

In 1968, during my 13th year as a Cleveland municipal policeman, I resigned to accept an appointment as the chief of safety and security for the Cleveland (Cuyahoga) Metropolitan Housing Authority. My assignment was to create a comprehensive program of safety and security applicable to the rising and changing needs of the housing authority and its 40,000 residents.

It did not take me long to realize that I knew little about safety and security in the high-density, multistory housing setting. With the generous assistance of my director and the Greater Cleveland Associated Foundations, I was able to become acquainted with my role as a security administrator by attending conferences, seminars, and by visiting several other housing authorities with similar problems.

Having had this experience we were able to develop a plan of action for the housing authority and author three successful proposals for funds through the Law Enforcement Assistance Administration in the amount of some \$300,000. One of these programs, "The Guide Program," was written especially to deal with the problems that surrounded the senior citizens residing in CMHA high-rise communities.

I might explain since there has been so much conversation about the guide program that the guidelines that were given us by the Law Enforcement Assistance Administration point out very clearly that there had to be citizen participation in these programs in order to get the funds, so sometimes the guidelines that these funds are administered under are a handicap to any program. We did institute a program in the high rise buildings where we asked the elderly who lived there to sit near the doors as receptionists and help us to monitor the doorways. We did find in the beginning anyway that the very presence of someone at the doorway in an official capacity was a deterrent.

Senator WILLIAMS. Are they paid?

Mr. CARMAN. No; there was no provision in these funds to pay for these services. The idea of citizen participation is that the citizen is supposed to volunteer, and those were the guidelines of the LEAA money. We could not obtain the money unless we had so many volunteers.

Senator WILLIAMS. What was the LEAA money used for?

Mr. CARMAN. The LEAA money was used to employ three or four professionals whose job it was to form these groups and to provide the equipment that they needed, telephone service, and so forth. Each desk had a telephone, and although this must have happened after I left we did have some funds to install television monitors and things of that nature.

Senator WILLIAMS. What was the genesis and the genius of this particular guideline?

Mr. CARMAN. Beg pardon?

Senator WILLIAMS. What was the genesis and the genius of this particular guideline that said that there will be no money unless they find some volunteers?

Mr. CARMAN. This was for \$112,000 and it was for an 18-month period.

Senator WILLIAMS. Did this come from Washington, or is this local in Cleveland?

Mr. CARMAN. This came from LEAA funds in Washington through the State planning agency, through the county, through the city, and we were finally subcontracted to do the work with each one of these agencies taking 3 percent of the money for handling fees.

Senator WILLIAMS. Let me ask you this. Just as a conclusion on the guide business, is it working or isn't it?

Mr. CARMAN. It is not working, sir.

In 1971, I left CHMA to join a HUD-sponsored management review team as a security consultant. Thus, in addition to my more recent experiences as a consultant to several housing authorities and Model Cities agencies, has given me insight and some strong indications as to the major problems in safety and security encountered by local housing authorities. Concurrently, in my own community, I have given great amounts of time to the Mayor's Commission on Aging, the Seniors of Ohio, and the Governor's Conference on Aging, relative to the special problems of safety and security encountered by the elderly in the city of Cleveland.

THE NATURE OF THE CRISIS

I might best summarize the national situation by quoting from sections of a presentation I made before the Democratic Policy Council of the Democratic National Committee in Cleveland on November 19, 1971, and I quote:

National and local experience in high-density housing structures reflects a disproportionate amount of crime incidence. Local law enforcement agencies appear unable to cope with the lawlessness and other conditions that face them in these settings. Crime against property constitutes an alarming part of the problem. Far more appalling are the accounts of vicious physical attacks on the defenseless and the elderly. Beyond the actual physical harm is the immeasurable psychological distress which people suffer due to their prevailing feelings of helplessness and fear.

All the while, these same people are subject to ever-increasing taxes to support the police, the courts, and the corrections system. Their frustration is compounded by the rising insurance costs . . . where insurance is obtainable.

Today, many citizens are fearful for their safety and the security of their property. They are highly critical of local police, local housing authorities, and of private housing management firms for an apparent lack of anticipation, and for slow and sometimes complete lack of response to criminal acts. They express a loss of confidence in all authority which, at this time, appears inert and unable to cope with criminal activities that continue uninterrupted.

That is the end of my quote.

Why do these conditions continue to exist? I think the most acute reason is that no one wants to pay the extraordinary costs that are associated with providing the kind and degree of security that is required.

Second, there are certain legal ramifications that some may wish to avoid. I refer you to an article in the March 1972 issue of the Journal of Housing written by Mr. Leo Gulinello of Boston (an attorney, a Boston policeman, and the former chief of security for the Boston Housing Authority). I have copies of that with me.

Third, I believe that those who are in a position to make decisions relative to these conditions are part of a conservative process and will only take action when clamor becomes overwhelming.

Lastly, I believe that there is a tremendous lack of knowledge and willingness to change on the part of many housing directors, HUD officials, and Law Enforcement Assistance Administration officials. This is not to say that they are not concerned. However, their "guidelines" are not addressed to resolving the kinds of day-to-day problems of security that are being brought before this committee today. Further, few have taken a personal interest in bringing about change.

I realize that, by its name, this committee has primary concerns about the safety and security of the elderly. However, the safety and security of the elderly can hardly be separated from that of the total community.

The elderly, no matter where they live, express a strong desire to be able to walk the public streets, to stop and rest in parks, to work and to participate in other civic and community activities. Those who have resigned themselves to elder enclaves, out of fear, also register strong feelings of being forgotten or passed over. Their feelings become shallow, and I am reasonably certain that their lifespan is thereby significantly shortened.

In many cases, I have visited elderly only housing units where every facility or service imaginable was made available to the residents. Yet, the inability to move about in the surrounding community, the constraints that grow out of fear, create a pall. After all, to be locked in is to be a prisoner * * * and these people have committed no crimes.

CAN PUBLIC HOUSING COMMUNITIES BE SECURED?

Yes, I believe it can be done. I am amazed that it hasn't been done already. It is unfortunate that, for the most part, "safe streets" money has not been applied to public housing needs proportionate to criminal incidence.

It is unfortunate that HUD has not played a significant role in assembling all known experts in this field to search for solutions, to develop guidelines, and to provide assistance to those housing authorities in need of programing assistance.

It is unfortunate that the administrative staff at many housing authorities, in action, don't really care about the safety and security of the resident. Even more unfortunate, they don't realize that they don't care.

Recently, while employed to conduct a survey for a housing authority, I interviewed a 67-year-old lady. She lived on the second floor of a garden-type apartment facing a public thoroughfare. She told me that, a few months back, as she was preparing to go to bed she felt a sharp pain in her side. She dismissed the pain and attempted to go to sleep. Later the pain became unbearable and she felt weak and dizzy. She sat up to investigate and found her bed and garments

blood soaked. She telephoned her daughter for assistance. At the hospital it was discovered that her injury had been caused by a small caliber bullet. She was suffering from severe internal injuries and loss of blood. Her recovery took 6 weeks.

Investigation by family members revealed that apparently someone, maybe in a passing auto, had shot out several windows in the building. No motive was ascertained.

In all probability there was nothing the housing authority or the local police could have done to prevent such a senseless occurrence. However, the clincher in this incident came when the manager of this project insisted on billing the lady for the broken window.

It appears there is an ordinance in that community that says that any damage to an apartment can be assumed to be done by the resident, and he gave her a hard time about paying for the window. Yet this same man told me how much he cared for the welfare and safety of his residents.

In reviews of public housing files and records concerning incidents of criminal activities, I have yet to find one file or record that attempts to indicate the frequency or magnitude of losses or injuries to residents. A resident's apartment may be broken into and completely burglarized at great loss or injury to the resident; however, the housing authority's record will refer only to the broken lock or broken window.

The answers to preventing and/or resolving these kinds of problems lie in "comprehensive safety and security programing at housing authorities."

I would like to give you a definition of a comprehensive safety and security program as it describes a variety of functions and activities.

A comprehensive safety and security program requires three basic components:

1. Administrative (management and supervision);
2. Technical (planning); and
3. Tactical (action and control).

This realizes, of course, that a program director and his staff may wear hats in all three components.

A program should have a plan of action and a corresponding timetable. The plan of action should outline the specific goals and objectives of the program and the manner in which these goals will be accomplished. The program should address itself, but not be limited to:

Seeing that municipal police services to the housing authority properties are consistent with services provided to other communities;

Seeing that all housing authority structures are physically strong, and that all vulnerable or threatened areas are strengthened;

Seeing that liaison is established and maintained with residents, community groups and agencies, and all local law enforcement bodies;

Seeing that, if required, adequate means of diligent and faithful patrol are established, trained, and are properly supervised;

And that an accurate system of gathering and maintaining statistics is implemented.

Obviously, the goals of such a program should relate to protecting persons and property, and keeping the peace. The program should aim to reduce the occurrence of criminal and antisocial activity, and it should provide reassurance and be acceptable to those it aims to protect.

It is important to stress the absolute necessity of employing the most competent persons available to perform these tasks. They require and deserve meaningful training, good supervision, and salaries commensurate with their responsibilities.

In the selection of guards and patrolmen for tactical duties in the public housing setting, it must be realized that low-paid, skimpily trained, unsupervised "warm bodies" will not suffice. In fact, if a man is not good at his job, he's bad.

People who live in high-density communities have problems. If they are poor, the problems are compounded. A guard's duty in this setting is difficult and dangerous. Contrary to common belief, the greatest risk for a guard arises, not from his role as a crime fighter but from his peacekeeping role. Police statistics reveal that 70 percent of injuries to policemen in line of duty are sustained by officers while intervening in family crises.

There are many other factors which are necessary in a comprehensive program. However, these are the most important and basic ones.

Senator WILLIAMS. That statistic does not deal with elderly people though, does it?

Mr. CARMAN. Beg pardon?

Senator WILLIAMS. You were just reading that statistics reveal that 70 percent of injuries to policemen in line of duty are sustained by officers while intervening in family crises. Is that possible in relation to the elderly?

Mr. CARMAN. No. This has to do with the family situation, boy friend-girl friend, husband-wife.

Senator WILLIAMS. This is not the elderly?

Mr. CARMAN. No. It claims that the danger that guards encounter is not from burglars and things of that nature; the danger is when they intervene in family crises.

Senator WILLIAMS. When we talk about the security of older people in family housing, that statistic is not particularly useful.

Mr. CARMAN. The thing is that the great majority of elderly installations are associated with the family unit, and the guards that patrol that property, their greatest danger is a family setting and not necessarily when they intervene in any problems that the elderly might have but this is what they face on the property. Normally the elderly property is on the family housing.

Senator WILLIAMS. I don't know if that is normally true. It is true in some situations, and then in others the elderly live in units exclusively for elderly people.

Mr. CARMAN. I have worked in about 20 to 25 housing authorities this last year in one capacity or another and the great majority of the elderly people even though they may be separated in a single highrise structure, are closely associated with the family unit that surrounds

them. In some of the older housing units which are 20 years old the elderly are just placed in the garden-type apartments intermingled with families while some cities have not seen fit to separate the elderly at all. The few cities that have separated the elderly—and I say few—it has only been in the last 4 or 5 years with the exception of the State of California that has separated practically all of the elderly. That is the basis of my information.

From my perspective, there is nothing vague or mysterious about the solutions to the problems of properly securing the community. At the risk of being accused of oversimplifying, I suggest "It's a matter of selecting the right people, giving them the right tools and legislative support, and getting on with the job."

WHAT IS BEING DONE?

In the private sector I can only assume that positive things are happening. Very little of our work has been in the private sector, if that's any indication.

In May of this year *Buildings* magazine (an investment property, developer, maintenance, management oriented trade magazine) carried an article which I wrote, touching on the shortcomings of architects/developers/managers relative to safety and security. To date we have received only one inquiry.

The constant failure of architects and developers in designing and building in security features saddles management with problems. Generally when management realizes what needs to be done, physically or by equipment, costs are prohibitive. At that point, if things are bad enough, management might attempt to compensate by employing guards.

Building codes do not properly address themselves to the safety and security aspect, other than minimum standards in fire protection and some structural safety standards. Therefore, investors tend to build housing developments and highrises as inexpensively as possible. Paradoxically, many of the features of our modern housing developments intended to be esthetically pleasing help to create the most undesirable conditions from the security aspect.

In the public sector, at the local housing authority level, crisis and confusion prevail. Most local housing authorities do not have sufficient funds in the normal budgetary allowance to underwrite a comprehensive safety and security program. Where programs do exist, funds are limited and have come in the form of a demonstration grant or a Federal make-work program.

Even where programs exist, some came about so unexpectedly that insufficient planning has been the order of the day. This has resulted in waste and bad programming. An example of this is at a rather large housing authority that had been having great problems. Much work had been done to attract HUD funds or an LEAA grant, to no avail. All of a sudden, salaries for 75 men were made available through the Emergency Employment Act. However, the local housing authority was unprepared to provide the necessary funds for training, equipping, uniforming and regulating such a large complement.

Further, as this was a make-work program, a majority of the candidates were considered hard-core unemployables and many had

extensive police records. Yet it was proposed that these, the most unprepared and unpredictable members of the community, without training or proper leadership, be thrust into the role of protecting the community.

Fortunately, an 11 hour grant from Model Cities, a huge amount of deficit spending by the housing authority, and a great amount of time donated by off-duty policemen have somewhat rescued the program. To date, after a lot of work and after realizing a satisfactory program, all is threatened by the uncertainty of refunding.

From another aspect, there are few people available to housing authorities who are capable of putting together safety and security programs. There are even fewer available to administrate such programing. Most local housing authorities just assume that local police can provide the expertise needed, not realizing that police work and security programing are entirely different. I found very little of my police background pertinent to my role as a security administrator.

Recently I had the experience of visiting a housing authority. They had just paid a firm \$25,000 to write a security plan-of-action. On completion they discovered the plan to be worthless for their needs. My firm was contacted and, on having an interview with the executive director, we submitted a bid of \$2,500 to prepare the document he needed. He was horrified. He asked: "What are you trying to do to me? My board would dismiss me if I should return to them and admit that I had spent \$25,000 needlessly, for something I could have obtained for \$2,500." We didn't get the job.

To further demonstrate this point, I refer you to a former hearing of this panel on October 28, 1971.⁴ One of the people testifying at that time, a Noel Tomas (formerly of Hartford, Conn.) gave a great deal of accurate information relative to the then-prevailing conditions at Hartford public housing projects.

Since that time, as best they could, the Hartford Housing Authority has implemented a limited safety and security program, funded in part by Model Cities and LEEA funds. The program is unique in that there is nothing military or police about it. The personnel bear no arms and have no powers of arrest. They are totally dependent on their communicative skills to overcome problems. Today they are rendering a great service to the community.

My firm is under contract to evaluate this program, and although all the work is not completed, I can tell you it is a fine program in spite of the Hartford police leadership. I will be more than happy to forward our findings to this panel upon completion.⁵

Last year, in concert with the National Association of Housing and Redevelopment Officials (NAHRO), I devised and participated in a series of regional seminars that dealt specifically with safety and security problems and programs. Although nationally promoted, five of the eight seminars had to be canceled due to lack of registrants on the part of local housing authorities—they just were not interested.

Yet, as I visit housing authorities across the Nation and view the security programs in progress, I am less than pleased to discover that most are only piecemeal, arbitrary proliferations of guard/watchman

⁴ Adequacy of Federal Response to Housing Needs of Older Americans, Part 4, Washington, D.C., Oct. 28, 1971, pp. 246-264.

⁵ Retained in committee files.

services. Some locations appear under siege by the military while others' efforts are so ineffective that they only constitute a cruel hoax on the residents.

It is important to note at this point that where I have observed good public housing administration, management, and maintenance, security problems appeared minimal. Where I have observed good site selection, and where families are not housed in high rises and superblocks, security problems are minimal.

My point is that to secure the public housing community there need to be concurrent efforts toward better housing administration and management; upgrading the physical structures; housing people in circumstances that will better their quality of living; and, alleviating other needs through adequate municipal services and security programs to the extent that they are required.

WHAT CAN THIS COMMITTEE DO?

I suggest that this subcommittee in its recommendations to the Committee on Aging:

1. Recommend that a minimum of \$45 million be allocated to the Department of Housing and Urban Development (HUD) specifically earmarked to underwrite continuing comprehensive safety and security programs at local housing authorities to the extent that they demonstrate need.

I did not pull this \$45 million out of the air; it was a suggestion, I think, of Congresswoman Abzug who has done quite a bit of study on this. That would be a first-year allocation and the second year would probably be less than that.

2. Realizing the time it may take to bring this into fruition, an alternative for the interim period would be to recommend that 5 percent of the Law Enforcement Assistance Administration funds that are now available be made available to local housing authorities. To circumvent the time-consuming process involving hostile political subdivisions, the applications should be from the housing authority directly to LEAA.

The LEAA grants should be renewable, based on the housing authority's documented needs, until such time as funds are made available through HUD's normal operating budget channels.

3. Recommend that a task force be promptly formed, to be answerable to this committee, for the purpose of developing new, relevant guidelines for channeling funds to public housing communities. Hopefully, this task force will include one or more persons who have had actual security programming experience at the housing authority level.

4. Recommend that HUD be directed to forthwith establish an Office of Housing Safety and Security at the HUD central office and at each of its regional offices.

For example: As conceived, this office would specifically attend to matters of safety and security. They would participate in the decisionmaking process of those funds that are presently available at HUD and are being directed in security programming. The office would be a central source of expertise to those communities with problems requiring swift consultative assistance, et cetera.

I understand this has been under discussion at HUD for some time. However, to the best of my knowledge, it was not a part of the last reorganization, as many expected it to be. It should go without saying that the director of such an office should be equipped with experience in housing security programing, and he should be provided with sufficient authority to shape policy in his area of concern.

That concludes my statement.

Senator WILLIAMS. Well, that was a fine statement. I will say your four recommendations responded to the questions that I had and the staff had prepared for us to address to you. You have been very, very helpful.

First of all, your statement certainly rings a bell with me when you say that there is no mystery:

There is nothing vague or mysterious about the solutions to the problems of properly securing the community. At the risk of being accused of over-simplifying, I suggest it's a matter of selecting the right people, giving them the right tools and legislative support, and getting on with the job.

Mr. CARMAN. Yes, sir.

Senator WILLIAMS. Now it seems to me that we here in Congress have given substantial legislative support to this objective. With that support we have made resources available to acquire the right tools but it seems to me that the LEAA and HUD are not getting on with the job.

Mr. CARMAN. To my understanding there is one research program being collaborated between LEAA and HUD.

Senator WILLIAMS. Research?

Mr. CARMAN. Yes. It is a research and development program.

Senator WILLIAMS. They are not developing anything though.

Mr. CARMAN. It is a 3-year program and it would be 3 years before we hear anything. Now I have made some personal intervention at HUD and tried to find out how these programs were progressing or what they were addressing themselves to and I could get no information so I can make no comment.

Senator WILLIAMS. In October we were promised from HUD a report, a security guide. Now the word is that it will be available in April of 1973.

Mr. CARMAN. Well, I suggest, sir, that from what I can find out HUD didn't very deliberately select the most knowledgeable people available to attend to these tasks. I know nothing of the people that are doing the work. I did meet with one contractor, a Dr. Oscar Newman who is an architect, and his assignment was to try to secure public housing buildings structurally. When I questioned him about what he was doing he said he had constraints from the funding agency and he could not talk about it. So it is very difficult to make that determination; it is very mysterious.

Across the country I have met with several people who have a great deal to say about this and they are unable to work. Even sometimes myself as a small contractor I find that in areas that I feel I could have been effective I don't find out about the work until after it has been contracted out to the fat cats.

As far as the facility of LEAA, the few housing authorities now that receive funds through LEAA it's because of a political attachment

rather than the funds distribution lines being very clear for a housing authority to receive money. I was told that it was never intended for any of the LEAA money to go to the Housing Authority. So somewhere in middle-management, good proposals based upon need are rejected because the LEAA funds are considered to be the property of police departments and other law enforcement agencies.

Senator WILLIAMS. Would it not make much more sense for those moneys to be applied to the areas of high incidence of crime?

Mr. CARMAN. Yes, sir. The manner in which the money comes down is what I think makes it very difficult. For example, in Ohio we have a State planning agency. The Housing Authority is not considered an area of local government as far as the guidelines are concerned, so the Housing Authority would either have to go to the city or to the county government and prevail upon them to submit the Housing Authority proposal under the guise of being a county proposal. It would go from the county level to the Council of Governments level, which normally is staffed by suburbanites and they are not too friendly toward anything that helps public housing.

If you make that hurdle, then it goes to the State planning agency for approval and then to LEAA for approval. Then the money is given to the State and then it is given to the Council of Governments and they fiddle around with it for a couple of months and then the county finally subcontracts with the Housing Authority to do the work. From the point of submission of the original proposal to the point of receiving the money it may well be 18 months. Most Housing Authorities don't have the funds to spend preparatory to receiving those funds even though you are sometimes told that it is all right to do so.

So it is these kinds of difficulties in the guidelines, sir, that make it very difficult. The money that you judicially appropriated is being fractured because of political subdivisions and local political standoffs, which was one of the basic problems in Cleveland. We were almost 18 months in receiving the money.

Senator WILLIAMS. You said you would provide your work in evaluating the Hartford program.⁶

Mr. CARMAN. Yes, sir.

Senator WILLIAMS. We would very much appreciate it.

Mr. CARMAN. The Model Cities Agency is about to refund that and we were employed to conduct the evaluation.

Senator WILLIAMS. All right. We would very much appreciate that.

Mr. CARMAN. Yes, sir.

Senator WILLIAMS. Anybody in the audience from LEAA or from the HUD Department? Anybody monitoring this from the Agency, from the Administration on Aging?

Bill Norman.

Mr. NORMAN. The Administration on Aging, sir.

Senator WILLIAMS. Yes; I appreciate that, Bill. You are wise to be here and I think it would have been wiser for Mr. Leonard to have somebody here and I think it would be wise for Mr. Romney to have somebody here.

You know, we read every day on the front page of the deterioration, the disintegration of public housing in this country—its financial

⁶ Retained in committee files.

problems and its disintegration in some of our major cities. Now we have gotten the full recital of not so much the financial despair of Housing Authorities—although we have gotten some of that. We have certainly gotten a full account this morning of the deterioration in terms of a secure place for people to live.

Mr. CARMAN. Yes, sir. I don't think I really want to look forward to the day we have to place a guard in front of everyone's door.

Senator WILLIAMS. I am glad you put that element in. You are a professional in this area of security. You were on the police force of a great city.

Mr. CARMAN. Yes.

Senator WILLIAMS. And you have given us a greater insight than just a policeman at every door.

Mr. CARMAN. Yes.

Senator WILLIAMS. I can sympathize with Mr. Banks; he would like to see the army there. He is just terrified and he wants to be secure.

Mr. CARMAN. I think that in a community that has gone past a point, it takes the implementation of a safety and security program that will overwhelm the criminal element, which in the beginning may take quite a few guards—I have seen communities that are worse than Cleveland and I have seen communities that are better than Cleveland. The better ones have been so, much through good structures, through seeing that people who manage these projects are like little mayors. Their residents can look to them like other people look to a mayor to help resolve their problems.

In many instances the new managers, first assignment is at the most difficult estates (projects). The new employees are given the worst places to work, while the more experienced people have the better places. From a manager's standpoint it is really confusing and difficult.

In fact, I remember once a lady said that "as for architects, anyone who designs a public housing unit ought to be made to live there for a year and then we will get some better design." In the final analysis of design, it is a matter of saving money. The elevators are a shame, not only in Cleveland but across the Nation. I have seen elderly-only structures 21 stories where there was not a freight elevator, meaning that: when I was a policeman we would have to go into these places to maybe bring out a heart victim and we had to stand him up on the elevator—there was no other way. It is inconceivable to me how an architect could design a building and not put in a freight elevator under these particular circumstances.

Senator WILLIAMS. I have been personally close to public housing and in the housing programs for a long time, and I will tell you it seems to me that the housing program is sick at heart and sick at soul. I would like to know what has happened to this administration. This goes right to the top, right to the Executive, the President.

What has happened to this basic, basic business of our first promise going back to Senator Taft, the senior Taft, that everybody should have a decent, safe, and sanitary place to live? We certainly don't have that today.

If there is any indictment I see against the administrators of our executive branch it is right here and now on the home scene.

Thank you very much.

Mr. CARMAN. Thank you.

Senator WILLIAMS. Finally, in conclusion this has been a most, most productive and helpful hearing session this morning. I can't tell the witnesses how grateful this committee is to all of you for your participation.

(Whereupon, at 12:50 p.m., the subcommittee recessed, to reconvene at 10 a.m., Tuesday, August 1, 1972.)

○