



City of Cambridge

O-9.

IN CITY COUNCIL

January 22, 2001

COUNCILLOR SULLIVAN
COUNCILLOR DAVIS
COUNCILLOR DECKER

WHEREAS: First Step has provided appropriate transportation for homeless persons to the CASPAR shelter; and

WHEREAS: First Step's transportation services have decreased the need for police transportation to the shelter; now therefore be it

ORDERED: That the City Manager be and hereby is requested to provide funding to insure that First Step can continue operations at its present level.

In City Council January 22, 2001.

Adopted by the affirmative vote of eight members.

Attest:- D. Margaret Drury, City Clerk.

A true copy;

ATTEST:-

D. Margaret Drury

D. Margaret Drury
City Clerk



City of Cambridge

O-10.

IN CITY COUNCIL
January 22, 2001

COUNCILLOR SULLIVAN
COUNCILLOR DAVIS
COUNCILLOR DECKER

RESOLVED: That the City Council go on record thanking the Leadership Council for their efforts and problem solving, which have helped the City of Cambridge to make significant progress along the long and difficult path of serving homeless individuals in need of services and protecting the quality of life for all in our squares and streets.

In City Council January 22, 2001.

Adopted by the affirmative vote of eight members.

Attest:- D. Margaret Drury, City Clerk.

A true copy;

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A handwritten signature in cursive script that reads "D. Margaret Drury". The signature is written in dark ink and is positioned to the right of the word "ATTEST:-".

D. Margaret Drury
City Clerk

City of Cambridge

PUBLIC SAFETY COMMITTEE MEMBERS

Councillor Michael A. Sullivan, Chair

Councillor Henrietta Davis

Councillor Marjorie Decker

In City Council January 22, 2001

The Public Safety Committee held a public meeting on December 21, 2000, beginning at 6:05 P.M. in the Ackermann Room for the purpose of discussing issues of homelessness, public intoxication and nuisance behaviors.

Present at the meeting were Councillor Michael A. Sullivan, Chair of the Committee, Councillor Henrietta Davis, Councillor Marjorie C. Decker and City Clerk D. Margaret Drury. Also present were Harold Cox, Chief Public Health Officer for the City of Cambridge, Ronnie Watson, Police Commissioner, Harold Murphy, Police Superintendent, Jill Herold, Assistant City Manager for Human Services, Attorney Chris Beaumont, Legal Assistant to the Police Commissioner, Gail Enman, Executive Director of CASPAR, and Michelle O'Brien, First Step Street Outreach Program, CASPAR.

Councillor Sullivan convened the hearing and explained the purpose. He thanked all those present for coming to this meeting during this very busy holiday season and noted the appropriateness of a meeting on homelessness on the longest night of the year.

Councillor Davis stated that the committee must have a meeting to receive an update on the report on homelessness submitted by staff last year.

Councillor Sullivan invited Jill Herold to begin the discussion. Ms. Herold stated that the staff present were prepared to provide some highlights of developments in the area of assistance to the homeless since the last City Council meeting on this topic. She announced that On the Rise, a street-based outreach program for women has secured its own space at the corner of Broadway and Inman Street and has expanded its services. Ms. Herold then introduced Harold Cox to describe a new initiative by Cambridge Cares About AIDS, aimed particularly at providing services to homeless youth. Mr. Cox stated that Cambridge Cares About Aids has a new youth worker and has opened a new drop-in center at the Harvard Epworth Church in Harvard Square. The center is open three nights a week and has approximately 75 regular attendees. The center provides an opportunity for young people to come in, get a warm meal, information and referrals, with some limited counseling. The youth themselves gave the program its name, "Youth on Fire." It is a great project, not heavily funded, and in need of funds.

Gail Enman described the issue of the requirement for health care workers to have parental consent in order to provide substance abuse care to minors.

Councillor Sullivan noted that Harvard Square is a regional gathering place for homeless youth and asked Mr. Cox where the youth served by Youth on Fire come from. Mr. Cox said that he did not have the answer to that question at the time, but that the program does collect data.

Councillor Davis said that data previously collected has shown that most were not from Cambridge, but rather were part of a regional population. Mr. Cox noted that the regional aspect of the population in the Square provides a strong support for the need for state funds that are based on provision of services to youth of several cities and towns who are homeless in Harvard Square.

Mr. Cox then described some preliminary work that has been done on the issue of public toilets. He is working with the Police Department, the Department of Public Works, the Community Development Department and the Commission on Disabilities.

Councillor Davis asked where the public toilets would be located. Mr. Cox said that that is an important question that is being looked at. The need for public facilities cuts across several populations: the homeless, tourists, children in parks. In a response to a question from Councillor Davis about Boston's announced plan to install public toilets, Mr. Cox said that Boston is currently stuck on the issue of accessibility.

Councillor Sullivan noted the difficulty of finding room on Cambridge sidewalks.

Councillor Davis brought up the issue with advertisements. In most places, that is how the public facilities are funded, but advertisements are not acceptable in Cambridge.

Ms. Enman then reported on the need for shelters for women. She said that Albany Street was built with the idea of providing beds for 10 women. There are usually 30 women per night there. Ms. Enman stated that there is a strong need to look at a regional approach to solving this problem. There are no shelter services for women in Malden, Medford, Everett, etc. so these women come to Cambridge and Somerville. Mayor Dorothy Kelly Gay, Somerville, wants to convene a meeting of mayors and city managers.

Councillor Sullivan asked about the status of the Middlesex Hospital. Ms. Enman explained that the hospital was sold to a for-profit entity that subsequently failed, and now the building is going to be converted to condominiums.

Ms. Enman summarized the following most pressing needs with regard to homeless women:

- Space for women to spend the night.
- Need for a regional solution
- Increasing numbers of homeless women

Councillor Sullivan noted the fire at North Point in a shed last week. Apparently homeless people were staying in the shed.

Councillor Decker asked how many homeless people have died in Cambridge this year. Ms. Enman said that the last couple of weeks have been very bad for the Boston metropolitan area. Last year, no homeless persons died on the streets after November because of a pilot program that identified the homeless people most at risk for dying and tracked them. Almost all had had a hospital visit within the last 30 days. There have been several deaths in shelters.

Michelle O'Brien stated that the only death on the street in Cambridge this year was a heroin overdose. In Boston, just before Thanksgiving a homeless man was struck and killed by a car. Ms. Enman noted that in Somerville, a homeless man was killed by a train recently.

Councillor Decker asked what is needed for the City of Cambridge to advance a regional approach. Ms. Enman replied that a good step would be for Cambridge and Somerville to work together for a solution to the need of women for overnight shelter.

Councillor Decker asked whether Belmont and Arlington could be included in such an effort. Ms. Enman said that they are considered part of the same region by the State Department of Public Health, along with Watertown. However, they do not recognize that they have any problem at all.

Ms. Enman noted that last year's goals were looking for funding for more shelter beds at Albany Street and for the street outreach program. The City Manager has provided funds to keep the third shift (4 P.M. to midnight) of the street outreach program and the state has provided funds to keep the 32 additional beds at Albany Street.

The discussion then turned to the street outreach program, First Step. Ms. O'Brien distributed copies of statistics for outreach with the additional shift (**Attachment A**) and outlined the data presented therein. She stated that the total this year will probably reach 12,000 contacts and 4,000 referrals. In response to a question from Councillor Sullivan about how many different people those numbers represent, she said that this year the program served 407 different people, and the year before the number was 350, a total of 757. Ms. Enman stated that the increase in the number this year over last year reflects the overall increase in the number of homeless individuals on the street.

Ms. Enman asked Ms. O'Brien whether she could track information about where the contacts are coming from, and Ms. O'Brien said that she could.

Commissioner Watson mentioned that MacDonald's won the bid for providing food for the prisoners being held in lock-up at the police station. Ms. Enman suggested the possibility of the shelter providing this service, which could in turn provide some vocational food service training to shelter residents.

The Committee then heard from Chris Beaumont, who distributed an update on police statistics for homelessness, vagrancy and public intoxication (**Attachment B**) and summarized the information. She reported a significant decrease in calls for services for public drunkenness. She attributed the decrease to the First Step van. Ms. Enman said that the police now call First Step. Clients who are brought to the shelter by the First Step van are calmer and less agitated when they arrive. Ms. O'Brien said that for 20 hours per week there is a person with medical training on the van.

Councillors Sullivan, Davis and Decker then made the following motion:

Whereas: First Step has provided appropriate transportation for homeless persons to the CASPAR shelter; and

Whereas: First Step's transportation services have decreased the need for police transportation to the shelter; now therefore be it

Ordered: That the City Manager be and hereby is requested to provide funding to insure that First Step can continue operations at its present level.

The motion passed on a voice vote without objection.

Councillor Decker pointed out that the statistics show a much greater number of calls from the public about public intoxication in Central Square than any other part of Cambridge. Ms. O'Brien stated that the third shift of the van is stationed in Central Square. Commissioner Watson emphasized that the calls are not all complaints about homeless persons; they are also about residents who are drunk and loud.

Ms. Enman asked the Commissioner to provide information that breaks down these calls as to the day of the week, because the First Step van is not on the street on weekends.

Councillor Decker asked for more information about how many of the calls are about homeless people.

Councillors Sullivan, Davis and Decker made the following motion:

Resolved: That the City Council go on record thanking the Leadership Council for their efforts and problem solving, which have helped the City of Cambridge to make significant progress along the long and difficult path of serving homeless individuals in need of services and protecting the quality of life for all in our squares and streets.

The motion passed on a voice vote without objection.

Councillor Sullivan asked about the effects of the changes in allowed liquor store opening hours from 8 A.M. to 9 A.M. that the License Commission is making, pursuant to the special act allowing Cambridge to set later opening times than the 8 A.M. specified under state law.

Commissioner Watson said that they are seeing some dangerously-ill alcoholics on Monday mornings.

Ms. Enman responded that there is some increased risk of death to homeless alcoholics on Monday mornings. There have always been more deaths of homeless alcoholics on Sundays and on Monday mornings. The later opening time adds some additional hours of risk. Commissioner Watson said that the police have identified the 32 most severe cases and they are talking to the Health Department about ways to treat these individuals before they drop dead on the street.

Councillor Decker asked why the new opening time does not apply to all liquor stores. Councillor Sullivan said that the License Commission is making the new time a part of the licensing procedure. Ms. Enman said that this is another issue that really needs a regional approach; otherwise, the alcoholics just go to the places where the opening time is still 8 A.M.

Councillor Decker stated that she would like more information about the effects as liquor stores move to the new 9 A.M. opening time and whether additional resources are needed for these critical hours.

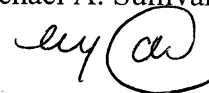
It was agreed that the following issues would be addressed at the next meeting:

- An update on the report on homelessness done last year
- A presentation from a medical expert on alcohol withdrawal and detox
- The issue of a universal opening time for liquor stores
- Information breaking down the calls to police about public drunkenness by days of the week and also telling whether the transport of that person was by police or First Step or other.
- Information on where people are coming from pertaining to the Youth on Fire program and also other services to homeless individuals.

Councillor Sullivan thanked all those present for their attendance. The meeting was adjourned at 7:20 P.M.

For the Committee


Councillor Michael A. Sullivan, Chair



Stats for the Evening Shift 4p.m. – Midnight

<u>Month -</u>	<u># of Contacts</u>	(Transports) <u># of Referrals</u>	<u>%</u>
Jan 00 –	N/A	N/A	N/A
Feb 00 –	198 (Start date 2/7/00)	85	43%
Mar 00 –	352	139	40%
April 00 –	257	109	42%
May 00 –	398	204	51%
June 00 –	421	140	33%
July 00 –	401	119	30%
Aug 00 –	464	157	34%
Sept 00 –	444	151	34%
Oct 00 –	497	168	34%
Nov 00 –	287	111	39%
Dec 1-15 –	121	66	55%

☐	TOTALS:	3,840	1,449	38%
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Stats for the Morning Shift 8a.m. – 4p.m.

<u>Month -</u>	<u># of Contacts</u>	(Transports) <u># of Referrals</u>	<u>%</u>
Jan 00 –	N/A	N/A	N/A
Feb 00 –	326	102	31%
Mar 00 –	453	149	33%
April 00 –	354	137	39%
May 00 –	433	159	37%
June 00 –	475	149	31%
July 00 –	462	147	32%
Aug 00 –	544	132	24%
Sept 00 –	613	132	22%
Oct 00 –	690	159	23%
Nov 00 –	621	185	30%
Dec 1-15 –	246	129	52%
TOTALS:	5,217	1,580	30%

Homelessness, Vagrancy, and Public Intoxication

Statistical Update of December 20, 2000

In 1999, the Crime Analysis Unit of the Cambridge Police Department published a short study entitled Homelessness, Vagrancy, and Public Intoxication. This study was an attempt to gather various statistics and information on vagrancy and crimes associated with it. What follows here is a statistical update to that study, carrying the statistical data through most of the year 2000.

The 10 Most Common Addresses Given by Persons Arrested in Cambridge

Addresses that indicate homelessness are **bolded**. Addresses are in Cambridge unless otherwise indicated.

January 1, 1996 to December 31, 1999

Address	Total Arrests	% of all arrests this period
240 Albany St (CASPAR)	621	7%
"Homeless"	402	4%
820 Mass. Ave. (YMCA)	57	1%
Pine Street Inn (Boston)	30	0%
362 Rindge Ave. (apts.)	29	0%
364 Rindge Ave. (apts.)	27	0%
Long Island Shelter (Boston)	23	0%
402 Mass. Ave. (Shelter)	21	0%
17 Court St. Shelter (Boston)	17	0%
808 Memorial Dr. (apts.)	14	0%

January 1, 2000 to December 20, 2000

Address	Total Arrests	% of all arrests this period
240 Albany St (CASPAR)	141	8%
"Homeless"	85	5%
820 Mass. Ave. (YMCA)	10	1%
Long Island Shelter (Boston)	6	0%
364 Rindge Ave. (apts.)	6	0%
(small apt. bldg.)	5	0%
(small apt. bldg.)	5	0%
(small apt. bldg.)	5	0%
(small apt. bldg.)	4	0%
402 Mass. Ave. (Shelter)	4	0%

The most common address given by someone arrested in Cambridge remains 240 Albany Street—the CASPAR shelter—accounting for 862 total arrests in the past five years, making up between 7% and 8% of the total arrests in the city of Cambridge. The second most common "address" is simply "homeless," totaling 487 arrests in the past five years and making up between 4% and 5% of all arrests in the city.

These numbers have not changed significantly in the year 2000.

Over the past four years, homeless individuals have made up between 9% and 13% of total arrests. The next page details the number of homeless people arrested for various crimes. The 2000 percentage—9 percent—is the lowest of the past four years, while the 1999 percentage—13 percent—was the highest.

Analysis of Arrest Charge Data for Homeless Individuals 1997 - 2000

Crime	Total 97-00	% Of all arrests for this crime	Synopsis
Aggravated Assault	68	12%	Arrests of homeless individuals for assault have averaged 17 per year since 1997. This total represents roughly 12% of all assault arrests in the city during this time period. Over 60% of these incidents are in the vicinity of Central Square with 240 Albany Street the primary location. Sporadic altercations occur in Harvard and Porter Squares and the Cambridge Common. Alcohol abuse is reported in the majority of these crimes that escalate from arguments over past debts, theft, and romantic relationships the primary instigator.
Auto Theft	1		The homeless are seldom involved in auto theft with only one recorded arrest since 1997.
Burglary Home / business	29	14%	Arrests for homeless individuals for burglary have averaged 7 per year since 1997 accounting for 14% of all arrests for this target crime. Geographically, these arrests have been concentrated in Area 4 and Cambridgeport. In many instances, the primary motivator of the offender is to get out of the cold.
Drinking in Public	126	50%	Arrests of the homeless for drinking in public have averaged 34 per year since 1997 accounting for 50% of all arrests for this crime in the four year time period. Arrests for drinking in public spiked to 60 in 1999 and have fallen back to 35 incidents to date in 2000. Over sixty percent of these arrests are in Area 4 and Cambridgeport in close proximity to Central Square. Vellucci Park and the Cambridge Common are two other prime locations that patrol units have targeted for this type of illegal activity.
Indecent exposure	18	27%	There have been 18 arrests of homeless individuals for indecent exposure since 1997 accounting for 27% of all arrests for this crime. A high percentage of these incidents occur in Central and Harvard Square and involve intoxicated males relieving themselves in plain view.
Narcotics Possession / Sale	86	12%	The homeless account for 12% of the narcotics arrests in Cambridge since 1997. A typical scenario associated with this type of arrest is for the vagrant to be in possession of a small amount of marijuana, crack cocaine or hypodermic needle while being processed on other charges.
Larceny from motor vehicles	27	43%	This is the crime of choice for homeless individuals that break the law. Over the past two years the majority of arrests for breaking into cars have been of vagrants who operate along Bishop Allen Drive, Market Street, Green and Franklin Streets. Loose change and clothing are prime targets of these thieves.
Rape	9	37%	Nine homeless individuals have been arrested for rape in the past four years accounting for 37% of the offender population for this crime. In all of the incidents, the rapist had a prior acquaintance with the victim. Alcohol abuse by both parties dominates this scenario.
Robbery	21	24%	The majority of these arrests are homeless robbing other homeless on the street. Weapons are seldom used.

Calls for Service

A search of the Emergency Communications Center's Computer-Aided Dispatch (CAD) system shows the following statistics for public drunkenness and drinking in public calls over the last two and a half years:

	1997	1998	1999	2000
Jan 1-Mar 31	490	550	448	377
Apr 1-Jun 30	711	575	560	501
Jul 1-Sep 30	558	564	600	460
Oct 1-Dec 31	537	482	434	358*
Total	2296	2171	2042	1696

*projected total based on statistics through December 20, 2000

There was a significant drop (-17%) in calls for service between 1999 and 2000, with the most significant decrease in the summer quarter (-23%).

The following chart shows times of day against geographic area, **based on public drunkenness calls from January 1, 2000 to December 20, 2000**. For the geographic areas, we chose to look at Business Districts rather than neighborhoods:

Public Drunkenness/Drinking in Public Calls from January 1, 2000 to December 20, 2000

	Midnight- 4:00 a.m.	4:00 a.m.- 8:00 a.m.	8:00 a.m.- Noon	Noon- 4:00 p.m.	4:00 p.m.- 8:00 p.m.	8:00 p.m.- Midnight	Total
Galleria/ East Cambridge	6	1	4	5	4	5	25
Kendall Square	2	0	0	2	3	3	10
Inman Square	68	17	50	104	91	135	465
Central Square	58	26	134	168	126	114	626
C.Port// Riverside	2	0	0	1	5	7	15
Bay Square	10	5	10	16	19	9	69
Harvard Square	27	16	37	34	53	57	224
1500-1900 Mass. Ave.	15	3	8	15	11	15	67
Porter Square	6	9	18	24	26	19	102
Alewife/ West Camb.	6	0	4	5	6	10	31
Total	200	77	265	374	344	374	1634

The areas with the highest number of calls for service remain **Central Square** and **Inman Square**. Central Square is a historical hot spot, with its concentration of shelters, services, and liquor stores. Much of Inman Square's statistics are made up of conveyances of intoxicated individuals to Cambridge City Hospital, but we have also seen a rising number of calls from **Vellucci Park**.

Arrests of Homeless Individuals

Crime	1997 Arrests	% of total 1997 arrests for this crime	1998 Arrests	% of total 1998 arrests for this crime	1999 Arrests	% of total 1999 arrests for this crime	2000 Arrests 1/1/00 to 12/20/00	% of total 2000 arrests for this crime
Arson	1	9%	0	0%	0	0%	0	0%
Assault—Aggravated	17	10%	17	12%	19	12%	15	13%
Assault—Simple	10	19%	13	7%	9	5%	3	2%
Auto Theft	1	10%	0	0%	0	0%	0	0%
Burglary—home or business	12	32%	8	14%	4	9%	5	10%
Burglary—motor vehicle	5	28%	11	48%	7	33%	4	31%
Disorderly/Affray	25	21%	14	19%	13	11%	6	10%
Drinking in Public	11	37%	20	51%	60	58%	35	56%
Driving/Traffic Offenses	8	3%	5	2%	3	1%	2	1%
Forgery/Fraud	3	10%	0	0%	0	0%	0	0%
Indecent Assault	0	0%	1	13%	1	12%	0	0%
Indecent Exposure	5	38%	5	63%	2	8%	6	30%
Larceny/Theft (excl. Shoplifting & larceny from MV)	3	3%	4	7%	7	9%	7	8%
Misc./Warrants	36	8%	81	12%	106	15%	93	18%
Murder	3	75%	0	0%	0	0%	0	0%
Narcotics Possession/Sale	19	9%	19	10%	33	15%	15	12%
OUI	1	1%	1	2%	0	0%	0	0%
Prostitution	3	9%	1	6%	0	0%	0	0%
Purchasing Alcohol for a Minor	3	75%	1	25%	1	9%	0	0%
Rape	1	11%	3	50%	4	50%	1	50%
Receiving Stolen Property	5	8%	2	5%	3	7%	4	7%
Robbery	3	9%	7	15%	3	6%	8	25%
Shoplifting	22	8%	27	11%	24	10%	27	15%
Trespassing	22	26%	24	27%	28	21%	10	9%
Vandalism	7	9%	2	8%	5	11%	2	6%
Violation of a Restraining Order	1	5%	0	0%	0	0%	2	10%
Weapons Violations	1	13%	0	0%	0	0%	0	0%
Total	228	10%	266	11%	332	13%	245	9%

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Committee Report #5

Committee Report from
Councillor Michael A. Sullivan,
Chair of the Public Safety
Committee for a meeting held on
December 21, 2000 for the
purpose of discussing issues of
homelessness, public intoxication
and nuisance behaviors.

In City Council January 22, 2001

Report accepted.

PLACED ON FILE

*See Policy Orders
#9 & 10.*