

BRG 84-1-3-10

1966 11966

Springfield Virginia 22151 (800) 634-5933
Light House 1133 Appleton Virginia

PROBLEMS, SOLUTIONS AND GAINS

In the Areas Of

EDUCATION

EMPLOYMENT

HEALTH AND

HOUSING

POLICE-COMMUNITY RELATIONS

PUBLIC ACCOMMODATIONS

Prepared by

BALTIMORE COMMUNITY RELATIONS COMMISSION

Joseph H. Purdy, Chairman
Samuel T. Daniels, Director

June 1966

EDUCATION

There are several problem areas in education which must be resolved if Baltimore is to effectively achieve one of the primary objectives of education -- that of preparing individuals to live as citizens in a democracy. These problems, along with recommendations for possible solutions, are outlined below.

I. Identification of Problem Areas

A. Inner City Schools

1. Overcrowded classrooms
 - a. Influence on effective learning
 - b. Influence on effective implementation of school programs and instruction
2. Inadequate facilities
 - a. Influence on the degree to which pupils are able to participate in meaningful activities
3. Assignment of teachers
 - a. Extent to which highly qualified Negro teachers are reassigned for purposes of integration
 - b. Impact of such re-assignments in terms of depriving inner city schools of some of their best teachers
4. Curriculum programming
 - a. Inadequacy of curriculum in terms of meeting needs common to pupils living in inner city areas
 - b. Inappropriateness of instructional materials, i.e., textbooks
5. Insufficient distribution of staff (social workers, guidance counselors, and psychologists) to deal with social and emotional problems of pupils living in inner city areas
6. Inadequacy of training of prospective teachers to deal with problems of teaching in the inner city

B. Distribution of Teachers and Administrators

1. Large numbers of Negro teachers and administrators in predominantly Negro schools (89.2%)
2. Lack of Negroes assigned to teach in and administer to predominantly white schools (1.4%)
3. Bases on which assignments are made

C. Distribution of Pupils

1. Vast percentage of Negro pupils attending schools in which the enrollment is 90% to 100% Negro (84.1%)

2. Influence of such distribution on preparing pupils to live as citizens in a democracy

D. Non-teaching Duties

1. Influence on teacher's ability to spend more time in developing programs geared to helping each pupil develop to his fullest potential
2. Influence on teacher morale

II. Possible Solutions

A. Inner City Schools

1. Class sizes should be reduced to a maximum of twenty-five (25) pupils, as a means of ensuring more effective instruction and learning
2. Every school should be provided with adequate gymnasium, auditorium, and lunchroom facilities
3. The curriculum should be revised significantly and made more practical for these particular pupils
4. All instructional material should be reviewed and revised, where necessary, with a view toward meeting the specific needs of pupils living in an urban, inner city setting. This is particularly true of textbooks. Each school should be provided with a sufficient amount of up-to-date equipment for learning purposes.
5. Teachers should be assigned on the basis of their capacity to meet the kinds of needs which exist in these schools.
6. A broader, more comprehensive training program should be developed as a means of preparing teachers and prospective teachers to deal with the problems of teaching in an inner city area.
7. High priority should be given to the assignment of social workers, psychologists, and guidance counselors to these schools on a more frequent basis.

B. Distribution of Teachers and Administrators

1. The Board of School Commissioners should form a subcommittee to deal exclusively with the problems of more effective integration of its professional staff, as well as its pupils
2. White teachers should be encouraged to respond to the challenge existing within the predominantly "Negro" schools of the inner city
3. The Board's policy of permissiveness with regard to the acceptance of assignments should be closely scrutinized

C. Distribution of Pupils

1. When patterns of segregation exist in a pair of elementary schools within close proximity of one another -- less than one mile distant -- in such a way for one to be predominantly white and the other to be predominantly Negro, the School Board should consider the implementation of a modification of the so-called Princeton Plan, by which one of the paired schools would be used for the first three grades (in addition to kindergarten) and the other would be used for the top three elementary grades for children residing in the neighborhood containing both schools.
2. The Board should be urged to consider provision of completely free transportation for all pupils living further than a prescribed distance from the school of their choice. It is recommended that the next session of the State Legislature consider revision of the present formula used to allocate funds for transportation of pupils to enable each public school pupil in the City of Baltimore to attend the school of his choice without the hindrance of additional cost.

D. Non-teaching Duties

1. More teacher assistants should be assigned to the schools to specifically help teachers by relieving teachers of yard duty, supervising pupils in the lunchroom and general clerical work.
2. The schools should make every effort to involve as many parents as possible in these types of activities.

It is felt that careful consideration to these matters could be very helpful in alleviating the educational problems which currently exist in Baltimore.

III. Gains Made Toward Alleviating Problems

The following would represent gains achieved with respect to providing equal educational opportunities for all public school students and providing a greater degree of involvement of Negro professionals within the Department:

- A. The appointment of Dr. Saul Perdue to the position of Assistant Superintendent in charge of the Business Division within the last year, thus doubling the number of Negroes at the Assistant Superintendent level.
- B. In an effort to obtain a greater balance of integration among faculty within inner city schools, the Superintendent is calling upon white teachers to consider voluntary transfer to predominantly colored schools.
- C. The Department of Education has under construction 552 additional rooms for occupancy in 1966 through December of 1967. Of this number, approximately 190 rooms will be located in schools serving a predominantly colored enrollment as follows:

1. Cecil Elementary School No. 7	29 rooms
2. City Springs Elementary School No. 8	31 rooms
3. Eutaw Elementary School No.11	29 rooms
4. Hilton Elementary School No. 21	29 rooms
5. George Street Elementary School No. 30	30 rooms
6. Guilford Avenue Elementary School No. 32	16 rooms
7. Fort Worth Elementary School No. 85	12 rooms
8. Cherry Hill Junior High School No. 180	14 rooms

- D. Despite the approximate 3% increase in the total net roll of all public school students between the school years 1964-65 and 1966-67 as estimated, the median class size at all levels has been held constant or slightly reduced.
- E. The pilot efforts of the Early Admissions Program having proved successful have resulted in the establishment of such a program at approximately nine inner city schools.
- F. Over the last three years, the Department has provided for bussing of several thousands of youngsters (exact figure not available at this writing) which has allowed a full school day for those students who were previously attending part-time shift schedules at their overcrowded schools.
- G. The budget request submitted by the Department of Education for fiscal year 1967 seeks to provide for 253 new educational positions which it anticipates will be needed to meet an estimated increase of 3,000 new students and to staff eleven new schools and/or additions to be opened during the fiscal year.
- H. The Department seeks to establish a new salary guide with a minimum hourly rate of \$1.24 for cafeteria workers. Inasmuch as a very high percentage of these are Negro employees, it is felt that this is a significant effort to provide for them a more realistic wage and is certainly consistent with the intent of Baltimore City's Minimum Wage Law.
- I. The Department has constantly expanded and improved its Adult Education program within the last year. It has requested \$63,230 for this purpose during fiscal year 1967.
- J. The establishment of "Project Mission" - a special teacher training program for inner city school teachers, partially financed by Ford Foundation money has been expanded for fiscal year 1967 to carry a proposed budget of \$244,000 of which \$51,200 of local funds is being requested.

- K. The Department of Education has requested additional funds to increase its summer school project which includes subjects of enrichment as well as remediation.
- L. The formation of and recommendations submitted by the Citizen's School Advisory Committee, if implemented, should provide for a more effective public school program within the City of Baltimore. Some of their basic recommendations have been included in the school program thus far.
- M. The Superintendent's position paper on the Comprehensive School provides the basis for a departure from the static physical programming of this City's Department of Education and addresses itself to some very acute problems which primarily face inner city students as well as the total school population. From this, the course for the future can be clearly charted.

EMPLOYMENT

The solution of the problems of discrimination in employment is essential to our ending duality of citizenship. Patterns of segregation in education and housing will not be broken until the Negro participates more fully in society and receives a greater share of our common productivity. Community tensions and conflict will continue until and unless all segments participate equally and receive a commensurate share of material rewards.

I. Problem Areas

A. Private Employment

1. In Baltimore, as throughout the country, the rate of unemployment for Negroes continues to be twice that for white persons. Even higher is the rate of unemployment for the Negro youth who has dropped out of school.
2. Many Negro males are chronically unemployed or partially employed because of the lack of skills and poor educational background at the same time as the number of jobs for the unskilled and the semi-skilled are remaining constant or even decreasing.
3. The existence of problem industries -- those in which Negroes are not represented in certain jobs in many companies or those in which there is a minimal degree of involvement of Negroes or those in which Negroes are found only in certain menial job classifications.
4. A hesitancy on the part of many employers to promote to or hire Negroes for managerial and supervisory jobs.
5. The failure of school counsellors, partially due to the extremely large numbers of students they must serve, to be fully informed of the extent of job opportunities now available without discrimination.
6. The continued practice of The Sunpapers to designate job opportunities by race in those situations not subject to the City's fair employment practice law.
7. The lack of an honest effort by some craft unions to recruit and accept qualified Negro apprentices and journeymen.

B. Public Employment

1. The median grade classification for the average Negro employee of the City of Baltimore falls below that of the average white employee by a salary differential equal to two thousand dollars.

2. The involvement of Negro employees in City government constantly decreases, and the involvement of white employees constantly increases, as the range of grade and salary increases.
3. Only 27.4% of laborers and other unclassified employees of the City of Baltimore were Negroes (as of fall 1964) while the majority of unskilled laborers in the Baltimore area are Negroes.

II. Proposed Solutions

A. In Private Employment

1. Each employer should put emphasis on the need for affirmative programs to seek out Negro applicants and to promote deserving Negro employees rather than passive adherence to the various fair employment laws.
2. Guidelines for full implementation of equal employment opportunity practices should be drawn up (by the Community Relations Commission, or by the Baltimore Urban League, or by the Voluntary Council for Equal Employment Opportunity, or by all three groups) and distributed to all member firms of the Association of Commerce and of the Junior Association of Commerce. The expense for printing and distributing these guidelines could be met by these latter two bodies.
3. Volunteers should be attracted from the membership of the Public School Teachers Association, the Baltimore Teachers Union, the AFL-CIO unions, the Catholic Inner City Committee, and other groups, to provide training in basic education and job skills on a regular basis for two-hour periods after or before work (depending on shift schedules) to unskilled or limitedly skilled employees who are desirous of such training and whose employers would make their facilities available for such training.
4. Each employer, whenever competing applicants are substantially equal in qualifications, should give first consideration to the selection of the Negro applicant to insure that possible feelings of racial discrimination are not operational.
5. The CRC should select certain Baltimore companies -- the top ten local employers in terms of the number of employees and/or companies in certain "problem industries" -- and request that the Federal EEOC forward to us the EEO-1 forms submitted by these companies for our review. This review would be followed up by conferences to encourage increased participation of Negro employees.
6. Conferences should be set up between officials of the Department of Education, representatives of labor organizations, and personnel officials from industry and commerce to consider how well prepared public school graduates are for jobs and apprenticeship

training. Deficiencies can be outlined and improvements recommended. Emphasis should be on ill-prepared students from predominantly Negro schools who may still be subject to discrimination in educational programming.

B. In Public Employment

1. The governments of the City of Baltimore, Baltimore County, and Anne Arundel County, should all require that all suppliers of goods and services adhere to fair employment practices or be disqualified as suppliers. Such requirements should meet the goal of non-discrimination in employment but be subject to simple and practical enforcement.
2. The City of Baltimore should reconsider its system of obtaining unskilled labor strictly through political patronage and make all efforts to hire unemployed males from areas of the city in which unemployment rates are the highest.
3. All persons rejected for employment by a City agency after passing a qualifying examination should be given a short, concise statement of the reasons why they were not hired.
4. Where feasible, educational programs in which part of the cost is paid by the City should be increased so that more employees in lowly ranked job classifications could qualify for advancement.

Since reaching a settlement of differences with Baltimore CORE in Cardinal Shehan's office during the summer of 1965, the commercial banks have hired Negro employees at the rate of twenty per cent. Additionally, the major retailer with the greatest involvement of Negro employees is the only one which has been subject to direct action demonstrations.

Although many employers have initiated successful merit employment programs without public pressure, it is lamentable that many other employers have failed to take all possible steps to provide greater opportunities for Negroes when urged to do so through confidential and conventional means. It is clear that a company, or an industry, can greatly improve its record of involvement of Negro employment, if it decides to make a concentrated effort to do so.

III. Gains

A. Experience of the Community Relations Commission

1. Complaints of racial discrimination in employment declined from ninety-five in 1963 to fifty-four and fifty-five in 1964 and 1965, respectively.
2. Experience of the Commission during this three year period shows a continuous decline in the number of complaints charging discrimination as to hiring. Most employment complaints now involve promotional opportunity, conditions of employment and termination.

It is felt that most Baltimore employers now consider all job applicants on an equal basis.

B. Work of the Voluntary Council on Equal Opportunity

1. Regular and continuous dialogue on a bi-racial basis about the means by which the involvement of Negro employees can be increased and made more meaningful.
2. Participation of many of Baltimore's largest employers.
3. Efforts made by businessmen to use personal contact and persuasion to gain the participation of their colleagues in adopting active merit employment programs.
4. The production of the brochure, "The Equal Opportunity Employer", as a guide to the Baltimore company which is desirous of gaining greater involvement of Negro employees. The problem of discrimination is forcefully stated and subtle issues such as the cultural bias of some employment tests and the inadequate preparation of many Negroes for training programs are handled well. Included is a guide to organizations and groups in the Negro community with a description of their activities.

C. Progress within the Trade Union Movement

1. The recent statement of "affirmation of intent" by the President of the Building and Trades Council, AFL-CIO, to give fair and equal treatment, regardless of race, to all prospective applicants for union membership or for apprenticeship programs.
2. Subsequent endorsement of the statement by the Joint Apprenticeship Committee, a group composed of representatives of labor and management who oversee apprentice programs in the building trades.
3. The waiver of time requirements by the Electricians and Plumbers unions, and the acceptance of four and two Negro youngsters, respectively, for apprenticeship programs beginning this fall.
4. There are twenty Negro youngsters presently enrolled in formal apprenticeship programs whereas two years ago there was only one of a total of two thousand.
5. The agreement of the Electricians Union and the Plumbers Union to take into membership Negro shops upon certification by their contractor.

D. Gains in Specific Industries

1. Major Retail Stores
 - a. Negroes comprise 16.4% of the total employment of five major retail stores in Baltimore.

- b. Of these 1,427 jobs held by Negroes, 1,023 are in the sales, clerical, semi-skilled, craft and managerial categories.
- c. Four of the five stores have some Negroes employed in their complement of officials and managers.

2. Commercial Banks

- a. The number of Negro "white collar" employees in all Baltimore commercial banks increased from 138 as of March, 1965 to 283 as of March 31, 1966.
- b. There are now two Negro administrative assistants and two Negro administrative trainees employed within all banks whereas there were none one year ago.
- c. Although initially prodded by Baltimore CORE, the commercial banks have demonstrated that substantial progress can be made as a result of industry-wide discussion and a concentration of effort.

E. Gains within City Government

1. Since September, 1965, there have been two Negro Assistant Superintendents within the Department of Education. Besides the Superintendent, the top echelon of leadership of the school system includes two associate superintendents and six assistant superintendents.
2. Currently employed by the City is the first Negro staff assistant ever chosen by a mayor of Baltimore.
3. Within the past year, the Police Department promoted the first Negro to the rank of captain and the first Negro staff physician was hired.
4. Between the summer of 1964 and the fall of 1965, a total of thirty Negroes were placed into fifteen various offices and sub-units of municipal departments, bureaus, and agencies for the first time.

F. Involvement of Negroes within Mass Media

1. Negro reporters have been hired by the general circulation press within the past few years for the first time.
2. Negroes have been hired by Baltimore television stations, for both "on camera" and staff positions within the past few years.

HEALTH AND WELFARE

It has been clearly determined that the area of health and welfare, like each of the exemplified areas of employment, education, housing, public accommodations and police-community relations can, in its desperate and neglected state, emanate multifarious difficulties for the impoverished Negro which ultimately retards the total community progress and improvement. It is reasonable to conclude that an area so intimate to a people as health and welfare, in its present, deficient state in Baltimore, can be a major causative factor of unrest and explosion because of its alligned ills of physical, psychological, social and cultural depression of its sufferers.

The present Maryland assistance grants are both inadequate and inconsistent with the aim of the Department of Public Welfare to provide for its recipients a source of "reasonable subsistence compatible with decency and health." The following problem areas stem mainly from the inability of the Department of Public Welfare to operate effectively within its present financial scope.

I. Problem Areas

- A. It is well recognized that insufficient funds for rent desperately limit welfare recipients to sub-standard housing which germinates further complications of health, education and mental hygiene.
- B. Insufficient funds provided for "reasonable subsistence and the absence of funds for recreation capitalizes problems developing from inadequate rent allowance."
- C. Restricted by inadequate funds, welfare recipients are deprived of their "rights" to possess certain "conveniences" regarded as "necessities". This causes a lowering of morale of a significant number of people; it causes a resentment of their condition as compared with that of others and further effects a feeling of injustice against the entire welfare system.
- D. Being categorized the "do-nothings" and alligned with both major and minor social evils of today, welfare recipients suffer from the embarrassment of human degradation -- a state historically desperate, one shunned by the most primitive of peoples.

II. Possible Solutions To These Problems

- A. The primary solution to these existing problems is a remedial one of increasing the budget for Maryland's Department of Public Welfare aimed at increasing assistance grants for recipients enabling them to enjoy the really basic comforts to which they are entitled.
- B. Another very important solution is a preventative method of recognizing and realistically approaching the individual needs as well

as family group needs of welfare recipients as a basis for the structuring of more productive and objective schemes of solving these defined problems and to prevent further problems resultant from vast economic gaps existing between the welfare recipients and the members of the community with true "reasonable subsistence".

III. Areas of Progress Regarding Maryland's Public Assistance Program

- A. As of January 1, 1966, subsistence standards of Maryland's welfare recipients were revised. At this time, the Federal matching formula provided more funds to Maryland. Subsistence has been raised two dollars for a single individual and various amounts up to seven dollars (\$7.00) for a family of seven or more. There has been a very slight change in public assistance allowances. The allowance for shelter with heat has been raised from \$47.00 to \$48.00 per month. Some intermediate categories have been raised by fifty cents (50¢). Shelter which would include heat and all utilities for seven or more persons has been raised from \$59.00 to \$61.00. Workers are now explicitly instructed to report building or sanitation violations to the proper City agencies and specific forms have been devised. Clients with children who receive support on court orders now receive their full monthly grant and any delay in payment is handled directly by the Welfare Department and the Probation Department of the Supreme Bench.

CONVALESCENT AND NURSING HOMES

Some convalescent and nursing care homes in Baltimore use devious means of denying access to their services to Negroes.

I. Problem Areas

- A. By such discriminatory admission practices Negroes are unnecessarily denied certain nursing benefits that are important to their physical well-being. This denial effects indignation of its sufferers.

II. Possible Solutions

- A. Convalescent and nursing homes should voluntarily open all facilities to all members of the community regardless of their race.

III. Areas of Gain

- A. All but two convalescent and nursing homes within Baltimore licensed by the State of Maryland in which any patient residing receives any form of State or Federal government assistance funds have agreed to accept Negroes on an equal basis as whites in order to comply with Title VI of the Federal Civil Rights Act of 1964. These two nursing homes state that they have failed to make such an agreement because racial restrictions were written into the endowments under which they were founded initially.

HOSPITAL SURVEY

A current Survey of Baltimore hospitals conducted by the Baltimore Community Relations Commission disclosed several areas in need of community-wide attention.

I. The Survey Disclosed That:

- A. There exists an extreme shortage of qualified applicants for jobs in the health careers field and in the para-medical skills.
- B. The presence of relatively few Negro office personnel in Baltimore hospitals is not justified by the number of local Negro persons graduating from or experienced in business education courses.
- C. One hospital is not in complete compliance with the non-discriminatory requirements of Federal laws governing patient care service. The Survey exposes two principal cases of racial discriminatory patient admission practices and patient accommodation assignments to multi-occupant facilities. One hospital, over which the Commission had jurisdiction, has changed this discriminatory practice; the other, over which the Commission has no jurisdiction, continues to discriminate.
- D. There is little involvement of Negro physicians in policy making staff positions at most hospitals.

II. Some Possible Solutions To These Problem Areas Are:

- A. The establishment of an effective Human Relations Committee at each hospital. The bi-racial Committee should be charged with the goal of eliminating all traces of discrimination and in constant consultation with the administrator and the hospital board.
- B. The earnest re-evaluation by each hospital of its selection procedures for professional clientele, focusing on the acceptance and recruitment of qualified Negro professionals.
- C. The establishment of an educational center for para-medical training in downtown Baltimore at University of Maryland in order to correct the existing deficiencies and prepare for future demands in related areas.
- D. The structuring of a more productive guidance program dealing with present and future demands, thereby motivating and attracting local students to the health careers field.
- E. The sincere consideration of those concerns by all professional organizations in Maryland directed toward implementing programs designed to correcting the deficiencies identified.

III. Areas of Progress

- A. Prior to 1963, at least eight Baltimore hospitals did not accept Negro female patients in their obstetrical clinics on any basis. Other forms of racial discrimination involving segregated patient facilities clearly existed in almost all hospitals. Presently, all Baltimore hospitals admit to a policy of acceptance of Negroes in all areas of patient care on a non-discriminatory basis. The problem of one admitted case of violation of Title VI of the Civil Rights Act of 1964 and City Ordinance No. 103 by restricting Negro patients to certain areas of the hospital has been corrected. As of January 1, 1966, the hospital agreed to discontinue this practice. Generally, all hospitals affirm a policy of acceptance of all qualified applicants at every level of hospital employment, regardless of race.
- B. The Maryland Hospital Council has recently structured and is presently implementing a Health Careers Program designed to motivate and attract local high school students, with or without college ambitions, toward the health careers field. The program involves the acquainting of high school counsellors with the real needs of hospitals in every level of professional and non-professional employment. Negro youngsters are especially expected to benefit from this program.
- C. The preliminary findings of the hospital survey indicated that fifteen of the twenty-three hospitals surveyed established Human Relations Committees. Four of these committees could be considered active, the remaining eleven committees were nominal. The Maryland Hospital Council, in its initial recommendation, advised that these committees be bi-racial. Seven of the existing fifteen committees were bi-racial. To date, one hospital has re-established its formerly all-white Human Relations Committee and structured a committee policy. At least two other hospitals have expressed their desire to re-establish existing nominal committees to comply with the suggested guidelines of the Baltimore Community Relations Commission.
- D. Seventeen of twenty-three Baltimore hospitals now have Negro physicians on their staffs. Presently, there are twenty-three Negro Active Staff (fully privileged, policy making) at hospitals other than Provident Hospital. Recently, one hospital actively "recruited" a Negro Active Staff member, the first Negro with staff privileges at the hospital. Twenty-three Negro physicians now have Courtesy Staff privileges at hospitals other than Provident Hospital. Two Baltimore hospitals, not including Provident Hospital, now have Negro Consultant Staff members. Another hospital will accept its first Negro physician, an intern, in July 1966.
- E. Morgan State College, in conjunction with Union Memorial, has recently structured an academic Medical Technology program for college students. The curriculum for the program is expected to be complete by May 31, 1966. Students will complete a three year Science Course at the College and have one final year of clinical experience at Union Memorial in preparation for a Bachelor of Science degree in Medical Technology, certified by the American Society for Clinical Pathology.

HOUSING

Housing as an environmental factor determines in a large measure the social behavior of its occupants when they emerge to engage in the life of the city. The housing problems of Baltimore City are major but can be solved if earnest solutions are considered and implemented. In Baltimore, the unregulated housing market has tended to bring coercion upon large numbers of Negro citizens so that they live, play and educate their children in degrading, debilitating, dilapidated and crowded ghettos.

I. Problem Areas

- A. The problem of slum housing as it relates solely to the conditions of poor housing has been well documented. According to the Findings of the 1960 Census, 51,900 housing units were classified as being deficient. More recent surveys indicate that this figure represents an understatement.
- B. The problem of slum housing as it relates to the enforcement procedures has been the subject of much concern. Enforcement of the present housing regulations, which themselves are inadequate, is at best unsatisfactory. Much of the problem is compounded by the fact that the building code is not composite, and the enforcement is decentralized and uncoordinated.
- C. The problem of rental rates for slum housing is also the subject of much concern especially since the market is somewhat monopolistic. Various studies have shown that low-income Negroes have to pay more per month than low-income white residents; in many instances, for inferior housing.
- D. The problem of de facto segregation in public housing projects is of special concern. First, because they are clearly within the jurisdiction of executive orders prohibiting discrimination. The existence of de facto segregation represents failure to comply with established orders.
- E. The problem of discrimination in the sale and rental of private homes and apartments is a key area that demands a great deal of attention. This is true because such a policy tends to make possible the creation of ghettos with all of the kinds of problems mentioned.

II. Consideration of Solutions

- A. There is a need in Baltimore to pass a comprehensive housing code similar to City Council Ordinance 461. Such a code, however, should be studied carefully and be strengthened. The passage of Ordinance 461 with amendments which would eliminate "pot belly" stoves and unvented heaters would be a possible step.
- B. There is a need to develop a new Housing Bureau which would coordinate and enforce all aspects of a comprehensive housing code. Along

with such a bureau would be included higher standards of selection for building inspectors, as well as additional training for such personnel.

- C. There is a need for a step-up in the neighborhood conservation and rehabilitation programs. For neighborhoods presently rehabilitated, there is the need for continued assistance to maintain them properly.
- D. There is the need to seriously study some type of rent control legislation based upon the conditions of the property and space available in designated areas.
- E. There is the need to seriously study some type of rent strike legislation which would provide that the money from rents be turned over to the court to be held until such time as the violations complained of, if illegal violations, were corrected. If not, then the city would order the repairs and use the rent money to reimburse itself.
- F. There is a need to implement legislation prohibiting rent increases until a specified period after the occupant has moved in. Such legislation is necessary in ghetto situations where people do not rent on a lease basis but pay their rent on a weekly basis. Often rents go up immediately after they move in.
- G. There is a need in public housing to begin to assign applicants on a first-come first-serve basis to vacancies wherever they exist, with no other considerations except the desire to eliminate de facto segregated public housing patterns.
- H. There is a need for stricter enforcement by local agencies of Presidential Executive Orders in the field of housing when administering grants for construction or purchase in the City of Baltimore. This is particularly true of FHA and VA.
- I. There is a need for BURHA to regulate price scales for new, private residential properties in urban renewal areas to assure their access by lower middle and low-income groups.
- J. There is a need to actively encourage builders and non-profit organizations to provide adequate new lower middle income housing in the Baltimore area with open occupancy policies.
- K. There is a need for the passage of FAIR HOUSING LEGISLATION.
- L. There is a need to get the real estate industry to adopt a pledge of non-discrimination in the sale or rental of any house or apartment in the Baltimore City area.

III. Gains

Of all of the areas of concern to Baltimore's minority population, housing has been the problem area with the least amount of success. This has been primarily due to the inability to pass adequate laws in this area. Listed below are some of the gains made through the method of private and public action:

- A. The City Council in December 1965 passed a Vacant Housing Ordinance which would fix responsibility for housing code violations, particularly in vacant, abandoned and vandalized houses. The bill would also prohibit so-called "straw-party conveyances" of vacant buildings in which the owner sells his worthless property to an indigent or fictional person or a resident of another state or foreign country.
- B. The Real Estate Board of Greater Baltimore amended its by-law on January 25, 1966, endorsing the concept that its members should recognize the rights of buyers to negotiate without restrictions as to race, creed, color or national origin, for the purchase or rental of property in all areas. The same amendment, however, recognizes the right of the owner to select as well as the buyers to negotiate.
- C. Through voluntary efforts, some one hundred white families have been encouraged to buy homes in racially mixed neighborhoods. Several organizations have been working in the area of neighborhood stabilization programs; notably the Baltimore Neighborhoods, Inc., whose action has been more of a restraining action than actual stabilization.
- D. A very few apartment house owners have voluntarily changed their policies and are now admitting Negro tenants around the Johns Hopkins Hospital and University areas, and some others in other sections of the city. Cost continues to play a prohibitive factor in keeping Negroes from taking advantage of these rare opportunities.
- E. Enforcement of the Presidential Housing Order for FHA and VA foreclosure sales has resulted in a large measure into Negroes moving into Glen Burnie, Milford Mill, Pikesville, Fern Park, Loch Raven Village, and other suburban sections.
- F. Many improvements have been made in the area of public housing and urban renewal sites. Among them are the following:
1. The Housing Authority of Baltimore City adopted a policy in 1954 which provided that race would not be a factor in the selection of tenants for public housing occupancy. The right of preference of applicants will be respected, but any applicants will be respected, but any applicant may choose any project location operated by the Housing Authority where a vacancy of suitable size exists.
 2. The Baltimore Urban Renewal and Housing Agency obtained in Ordinance 912 the first provision contained in legislative statute that was passed in Maryland. This ordinance was approved by the City Council on July 3, 1961, and provided that in the disposition of land for the construction of new facilities, preference would be given to those developers who agreed not to discriminate in the use and occupancy of such accommodations as may be constructed.

3. The Baltimore Urban Renewal and Housing Agency has entered into an exclusive priority arrangement with the Prince Hall Masons and the African Methodist Episcopal Church to construct approximately 540 dwelling units on lots known as 13 & 14 at the corner of North Avenue and Eutaw. While the rent structure has not been definitely decided, rent should average a little over \$100 per month.

Four additional lots, upon which will be built 207 units, have been disposed of to Bruce Manor, Inc. These rents will also be moderate.

A lot at the corner of Edmondson Avenue and Fulton Avenue has been disposed of for the construction of 32 moderate rental dwelling units to Harlem Park Apartments, Inc.

All of these developments are to be constructed under the provisions of the Housing Act of 1949, Section 221-D3.

4. There are being constructed 35 town houses on Lot 11 at Linden, between Mosher and McMechen, known as Bolton Square.

There are also being built 42 town houses on Lot 12, at Linden between Mosher and Lafayette, known as Lafayette Close.

Sixteen more town houses have been constructed at Park Avenue and Dolphin Street, known as Bolton Place. This same developer plans to construct 115 dwelling units to be disposed of as condominiums.

All of these are being built, or have been built under policy of complete open occupancy.

5. The Housing Authority of Baltimore City is operating at present 10,280 public housing units of which approximately 8600 are occupied by non-whites. It is intended to provide 250 additional units under the recently approved Leased Housing Program. Under this arrangement, families of low income may move into standard housing and pay a low income rent with the owner of the property receiving full economic rent. The difference is provided by a direct subsidy from the Federal government.
6. There are proposed 2,266 new public housing units and upon which progress is being made in planning and development.

While many elderly persons will undoubtedly occupy some of the above-mentioned housing, two developments, especially designed for moderate-income elderly, both sponsored by local church groups, are either under or near construction. Two hundred eighty-six dwelling units in Madison-Park are in process, and construction on 151 units in Harlem Park is imminent. Both of these developments are financed by direct loans made through the Community Facilities Administration, and require no down payment, are long term, and below market interest rate.

POLICE-COMMUNITY RELATIONS

The problems of maintaining order and the conflicts and tensions that often characterize relationships between police and citizens, particularly Negro citizens, are symptoms of underlying causes. Unless the problems of employment, education, training, housing, etc., can be resolved and reduced, the problems of law and order and police community relations will persist.

Let us not forget that gross inequities still exist for Baltimore's Negroes, and several are supported by law or a lack of law. Most Negroes look upon the policeman as the brutal enforcer of the white man's laws - laws that have been used for three centuries to keep him down.

Speaking in Baltimore, Negro leader Bayard Rustin said, "A society that refuses to give some of its people equal rights and opportunities creates frustrations whose brunt is thrown at the police because they are the obvious protectors of an unjust order."

I. Problems

- A. Inability of the Mayor and City Council to exercise control over the Police Department.
- B. A poor image held by Baltimore's Police Department based on practices of discrimination in employment of personnel.
- C. Failure of the Police Department to carry out an effective public relations campaign in the total community but particularly in the minority areas.
- D. Failure of the Police Department to provide full and equal protection of the law to all persons, equal treatment and due courtesy to, and respect for, all citizens by all officers regardless of color, religion or ethnic origin.
- E. Lack of standards of recruitment and a system of examination and psychological screening which would assure recruitment of well qualified and emotionally stable officers.
- F. Absence of an adequate training program in human relations for newly recruited officers.
- G. Failure of the elected officials of the City and State to pass legislation which would remove every vestige of discrimination, thereby reducing the number of potentially dangerous incidents resulting from such acts.
- H. Lack of adequate and continuing communication between the Police Department and the City's Community Relations Commission, which could allow for prompt investigation and remedial action.
- I. Failure of the Police-Community Councils at the district level to involve the people of a community who have the most negative attitude toward the Department.
- J. Failure of the policeman to make friends on his beat and to blend into the neighborhood.

- K. Excessive numbers of arrests for loitering or for questioning.
- L. Suspicion on the part of many Negroes that policemen participate in and support through graft the organized vice and underworld corruption in the ghetto.
- M. Feeling on behalf of many Negroes that the policeman's response to his duty reflects the racial and economic nature of the area in which he is assigned.

II. Suggested Solutions

- A. Passage of legislation to restore full control of the Police Department to Baltimore City.
- B. Remove all vestiges of discrimination from the Police Department and hire more Negro officers who could be assigned strategically in the most incident-prone areas.
- C. Create and staff an effective public relations division for the Police Department so that the current image could be changed in the entire City but especially among minority groups.
- D. Police training should be comprehensive, embracing all aspects of police work. Such should include training in human relations on a much broader scale to include (1) an appreciation for the civil rights of all members of the public; (2) to develop in police officers the ability to meet without undue militance, hostility or prejudice police situations involving minority groups; (3) to develop in police officers an awareness of individual and group differences; (4) to develop an understanding by policemen of how their words and actions may be perceived by minority groups; and (5) to develop in police officers a knowledge of the fact that their behavior will influence the behavior and attitudes of other members of the force.
- E. Appropriation of sufficient funds to attract a high calibre person to serve on the police force is necessary. Also provide for psychological testing and such techniques as role playing to determine an applicant's emotional fitness for the career.
- F. Submit existing human relations program to qualified agency or institution for evaluation as to its effectiveness. Also make use of the Community Relations Commission in the training program for all officers. In addition, since most young officers are greatly influenced by senior officers, it is necessary to start a training program with the top command and to include the entire force in the program. Periodically, senior officers should be exposed to in-service programs in human relations.
- G. Passage of legislation in those areas where there is currently a total void such as housing, and also amending of existing legislation which falls short of full equality would have great psychological and behavioral effect on minority groups and would alleviate the humiliating experience of being denied service because of race.

- H. Development of a program of cooperation and communication between the Police Department and CRC is a most important proposal. The Police Department is that arm of government which most often is confronted with racial problems of the most potentially violent nature. The Police Department also evokes the most hostility from the Negro ghetto resident. CRC is an official government agency created to deal with minority problems and is recognized a specialist in intergroup relations.
- I. Convey to personnel of the Police Department that very often the key people in the lower economic minority community are not the type of persons usually found in more advantaged areas would lead to greater involvement of inner-city residents. Also, with an improved image through a public relations campaign and hiring of more Negro patrolmen, there would be a greater inclination to participate in council activities.
- J. Providing better human relations training, as indicated in (D), would bring about more acceptance of the policeman by the community. Also, the policeman should be compensated for time spent meeting with resident groups in the community
- K. A greater effort should be made to apply the same standards of law enforcement in high-density, lower economic areas as exists in middle class residential areas.
- L. Attain a better image of the individual policeman through an effective public relations program. Also, the Department should alertly discipline its members to assure that undersirable acts are kept at a minimum.
- M. Act promptly on all calls and be especially sure to act courteously and use force wisely when dealing with an incident which has dangerous racial overtones. Here again, a good public relations program would bring about a better image.
- N. Insure responsible behavior of all citizens insofar as their relations with policemen must be taken by all segments of the community. In the minority community a greater dialogue through personal contact between police and citizens will bring about greater trust and cooperation. Informal meetings at the neighborhood level involving patrolmen and citizens would be a start.

In conclusion, a quote from Dr. Kenneth Clark seems appropriate. "The police, rightly or wrongly, are viewed not only as significant agents in exploiting ghetto residents but also as symbols of the pathology which encompasses the ghetto. They are seen matter-of-factly as adversaries as well as burdens. The more privileged society may decide that respect for law and order is essential for its own survival, but in the dark ghettos, survival often depends on disrespect for the law as Negroes experience it."

III. Gains

- A. Following the appointment of George Gelston as Police Commissioner, there has been an improvement in the image of the Police Department, e.g., at Commissioner Gelston's order, the patrol cars were integrated.
- B. The promotion of a Negro to Captain of the Western District has improved the Department's image among the City's Negro population.
- C. The development of an awareness as to the improvement of the Department and many of its practices resulted from the study and recommendations of the I.A.C.P.
- D. The actions and attitude exhibited by Commissioner Gelston since his appointment point to a greater possibility of getting his cooperation with the City and its Community Relations Commission.
- E. The appointment of a Committee by Governor Tawes to study police-community relations and that Committee's subsequent report has been beneficial.
- F. The establishment of a Complaint Evaluation Board has been of great value by providing a means through which citizens can resolve their grievances about the police.
- G. Since its creation, the Complaint Evaluation Board has processed twenty-seven complaints, and in only one instance did the Board reverse the finding of the Police Department.

PUBLIC ACCOMMODATIONS

Discrimination in a place of public accommodations is usually the most insulting and embarrassing form of discrimination. The act of being rejected publicly without warning because of race may be the basis for further social conflict. While many of the areas of public accommodations are covered under existing legislation, a great many problems still remain which are serious and deserve immediate attention.

I. Problem Areas

- A. The present Baltimore City public accommodations law, Ordinance No. 103, lists specific kinds of businesses that are no longer allowed to discriminate but, through omission, allows certain other facilities, e.g., beauty shops, barber shops, etc., to continue discriminatory practices.
- B. The Ordinance specifically exempts those establishments with receipts from the sale of alcoholic beverages exceeding receipts from the sale of food. This exemption is a particular source for much humiliation and embarrassment for many Baltimore citizens and visitors, for there is no way of pre-determining which places under this exemption are open to all people and which still practice discrimination.
- C. Many of our citizens and visitors are greatly inhibited in their enjoyment of the city's facilities because of both conscious and sub-conscious aversion to the frustration of discrimination and rejection.

II. Consideration of Solutions

- A. A broadening of City Ordinance No. 103 to include all places of public accommodations, without exemption.
- B. Clarification of the concept of "private club" in regard to establishments normally considered "public."
- C. A review of the city-owned recreational facilities, e.g., swimming pools, skating rinks, etc., with a view toward more adequate provision of such facilities in predominantly Negro neighborhoods.
- D. An addition to Municipal Ordinance No. 103 outlawing the use of publicly owned facilities by organizations that discriminate in their membership.

III. Gains

- A. Passage of a broader, more effective public accommodations law was accomplished in February, 1964.

- B. Compliance with City Ordinance No. 103 is nearly 100% based on a program of C.R.C. to determine the number of establishments adhering to the law.
- C. Filing of complaints charging discrimination against establishments covered by the public accommodations section of Ordinance No. 103 has declined considerably over the past two years.
- D. Some licensees, although not covered by law, were persuaded to voluntarily change their policy to one of equal treatment to all people.
- E. The State-wide public accommodations law withstood efforts to repeal it by referendum.
- F. Introduction of ordinance to amend existing public accommodations law by Councilman Parks and the resulting support by the Sunpaper.

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