

THE STILL UNFINISHED BUSINESS

* In Cleveland's Inner-City --
Education, Housing, Employment, Police-
Community Relations, Health, Welfare,
Municipal Services.

* Final Report of the Cleveland
Subcommittee of the Ohio State Advisory
Committee to the United States Commission
on Civil Rights.

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United States Commission on Civil Rights

Cleveland, Ohio
March 1, 1967

Hon. John A. Hannah
Chairman
U.S. Commission on Civil Rights
Washington, D.C. 20425

Dear Dr. Hannah:

1-20-71
MUNICIPAL REFERENCE

With the completion of this report and its distribution to the Cleveland community, the Cleveland Subcommittee of the Ohio State Advisory Committee to the Commission goes out of existence. It has served the purpose for which it was established by the Commission at the conclusion of the Commission's hearing in Cleveland April 1-7, 1966: "...to provide a continuing forum...(for) possible remedies and solutions to civil rights problems affecting the community."

This report records the steps by which the Cleveland community, during the life of the Subcommittee, has arrived at a plateau in its understanding and treatment of its civil rights problems. With the encouragement of the Subcommittee, some permanent local organizations have accepted responsibility for action on many of these problems. Individual Subcommittee members can better serve through these other organizations, and most of the members already are thus affiliated. In a community satiated with committees, it is encouraging when one that has completed its task is publicly dissolved.

This does not imply that Cleveland has solved its civil rights problems. Quite the contrary: living conditions remain intolerable for hundreds of thousands in the Inner-City. As more people become aware of these conditions and there are rising expectations for a better life, the need for action by governmental officials and private groups is even more urgent. Inaction, for even a day, is increasingly dangerous.

Respectfully yours,

Paul A. Unger, Chairman
Cleveland Subcommittee of the
Ohio State Advisory Committee (OSAC)

It soon will be a year since the U.S. Commission on Civil Rights had its hearing in Cleveland in April 1966. For five days, the six members of the Commission heard testimony on housing, education, employment, police-community relations, health, welfare, municipal services, and other problems of poverty and discrimination in Cleveland's Inner-City. On June 30, 1966, in a report entitled Cleveland's Unfinished Business in its Inner-City this Subcommittee of the Ohio State Advisory Committee summarized the problems and recommended a number of solutions.

It is timely to recall an excerpt from that report: "The Cleveland Subcommittee believes that the recommendations in this report comprise a feasible program. Members of the Subcommittee are convinced that this program requires urgent action. Cleveland may pay a high price if it fails to rise to the challenge to meet and solve its problems of poverty, indifference, and neglect."

Two weeks later, a riot in Cleveland's Hough district made headlines throughout the Nation. The riot raged for five days despite the efforts of police and a 2,000-man contingent of the Ohio National Guard to restore civil order. Four people were killed; numerous persons were wounded; 235 people were jailed without charge; property damage ran into the millions. For many days after the disorder people were wary about leaving their homes, although the Guard remained on patrol until the end of the month. For a while food stores and pharmacies closed in the disaster area. Relief organizations supplied emergency food, temporary housing, and clothing. Blitz squads worked around the clock to reestablish communications,

string up downed electric wires, restore gas and water service, replace streetlights, and bulldoze away tons of debris.

Anyone familiar with conditions in Hough was not surprised that an incident touched off the tinder just waiting to be ignited. So, it was natural that one civic organization after another called for action to improve the intolerable living conditions in Hough as highlighted during the April hearing. The Council of Churches announced a 4-point Challenge Program; the Jewish Community Federation offered an 11-point program; the Cleveland Bar Association suggested a 6-point program; similar programs for community improvement were advanced by the United Pastors Association, the Cleveland Branch of the National Association for the Advancement of Colored People (NAACP), Cleveland Chapter of the Congress of Racial Equality (CORE), the Urban League of Cleveland and others.

The action-items in these programs were essentially the same as the recommendations in the Cleveland Subcommittee Report. It was plain that there was a consensus on the problems and the solutions. Stated in various ways, the major recommendations were these:

1. Provide jobs Now for Hough residents, particularly Negro young men.
2. Build new houses; rehabilitate existing housing; enforce the city housing code; develop an urban renewal program which is responsive to the needs of residents of ghetto areas.
3. Establish understanding and promote a better relationship between police and citizens.
4. Provide adequate police protection for all citizens.
5. Collect garbage twice weekly and bring up to standard other municipal services.
6. Construct, equip, and staff recreational facilities throughout the area.

These were considered the actions most urgently needed to begin to remove the grievances which, left unmet, could precipitate another Hough riot.

What has been accomplished since those August days? One hears two different--yet equally correct--answers. Hough residents say nothing has been accomplished, that Hough looks just like it did after the riot. On the other hand, downtown civic leaders say that not in many years have there been so many Clevelanders working so actively on community affairs, mainly focused on the problems of the Inner-City and Hough.

Now almost a year after the riot, the Hough area still bears the scars of battle. Store fronts are boarded up. Unoccupied houses have been vandalized. Stench rises from the debris-filled basements of burned-out buildings. Litter fills street curbsings. Garbage and trash are scattered in yards and vacant lots. Recent surveys indicate that in some census tracts as much as 80 percent of the 16-21 age group is unemployed or school drop-outs and that 25 percent of the mid-year high school graduates seeking work are unable to find jobs. Welfare mothers continue to pay high prices for low-quality food in the few neighborhood groceries remaining in the Hough area. Most of these mothers are "locked-in" with the grocer because he alone will cash the welfare checks issued by the State of Ohio. Neither the Governor nor the General Assembly has yet acted to increase welfare payments from the current 78 percent to a full 100 percent of the State-established minimum standard for health and decency. There are still newspaper headlines about children burned to death in houses never inspected for code violations, or bitten by rats in their beds. The policeman, if you can find one, still shows little interest in vacant houses being stripped of equipment during

daylight hours, or the prostitutes on parade, or the accosting of resident mothers and daughters walking home.

What about the talk from downtown about new playfields, new houses, rebuilt houses? Same old promises. Jobs? Congress has just cut back poverty funds and reduced the community action program, particularly that portion which provided jobs in poverty areas. Obviously nobody outside cares what happens in Hough, you hear again and again.

In these respects, Hough is no different from what it was before the riot. But today, there is an added factor. Wherever despair is widespread and hope at a low ebb, as in Hough, extremists--of the right and of the left, white and Negro--are tempted to take advantage of discontent to serve their own ends. National groups at both extremes, from George Lincoln Rockwell's American Nazi Party to the Ku Klux Klan, are marking Cleveland as the arena for action this spring. To the young, white leather-jacketed motorcyclists, and to the young Negro tight-pants hipsters, the extremists are saying "Let's you and him fight!" The result could be another conflagration in which, as before, the major sufferers are the 99 percent of the residents of the Hough area--men, women, and children who want peace and quiet, a job, a house, and an education.

The other view of what's happened since the Hough riot is quite different from that of the Hough residents. The Cleveland Subcommittee has been encouraged by the positive response to the civil rights hearing last April. In its first report, the Subcommittee was bold enough to assign unilaterally to dozens of civic groups the responsibility for carrying out specific recommendations. A remarkable number of these assignments has been accepted and action undertaken. Brief summaries

of these actions and the groups involved will be found in the Appendix to this report.

A major forward step immediately after the Hough riot was the creation of the Cleveland Inner-City Action Committee (CICAC). This extended the involvement of the downtown business community into new fields--particularly police-community relations--beyond the concerns of the Businessmen's Interracial Committee. Equally important, it is a broad-based citizen committee rather than solely a businessmen's group. The membership includes representatives of the Businessmen's Interracial Committee, NAACP, Welfare Federation, Jewish Community Federation, Catholic Diocese, United Pastors Association, Urban League, CORE, AFL-CIO, Cleveland Bar Association, Cleveland City Schools, Hough Community Council, and this Subcommittee.

In addition to its 20 members, CICAC involves many more people through its subgroups and task forces. For example, employment experts from private industry formed a Task Force on Police Recruitment when the Mayor requested help in that field. For the first time, these businessmen had an opportunity to learn first-hand the obsolete and inefficient recruiting and hiring practices of the Cleveland Police Department. Similarly, lawyers and other professionals have spent more than half a year on urban renewal problems in response to the Mayor's request to CICAC for help. They now know from personal experience about the chaotic conditions and incompetence in Cleveland's urban renewal administration which caused Housing and Urban Development Secretary Robert Weaver in June 1966 to ask for performance on old obligations and, after seven more months of Cleveland inaction to cut off further Federal funds in January 1967.

Additional businessmen in the Little Hoover Commission have spent more than six months investigating the entire Cleveland City government, at the Mayor's request. Divided into more than 30 project groups, they have come to know in detail the operations and shortcomings of each municipal department. In urban renewal, for example, their independent probings revealed the same long list of failings which caused Secretary Weaver to act. This unhappy inside story, as well as the workings of the Cleveland Metropolitan Housing Authority, became known to another group of businessmen, architects, lawyers, civil rights leaders, neighborhood spokesmen and churchmen in the PATH (Plan of Action for Tomorrow's Housing) Committee. Its nine months study of Cleveland's problems was supplemented by visits to other cities and by bringing out-of-town experts to Cleveland. Other Cleveland groups have sought professional advice on attacking and solving the city's social problems. Those invited by private groups to Cleveland for serious discussions of the problems highlighted by the Commission hearing have included: Edward Logue, Administrator, Boston (Mass.) Redevelopment Authority; Saul Alinski, Industrial Areas Foundation; the Reverend Leon Sullivan, Executive Director, Opportunities Industrialization Center, Inc.; Constantine Doxiadis, an internationally known city planner; and the Reverend Jesse Jackson of the Southern Christian Leadership Conference.

Awareness, understanding, and involvement are bringing new problems. Business leaders who proudly proclaimed their non-participation in all things political are now finding their new activities have political overtones, whether they meant it that way or not. Also they find their new activities make them fair game for public discussion, not always favorable, by newspapers, radio, TV and the general public, whether they

like it or not. Conversely, public officials are being asked hard questions by citizens and taxpayers who are exercising their rights to have a detailed accounting of the conduct of public business, a comparatively new idea in Cleveland. They, and the political parties and the candidates, may, at long last, be forced to take positions and exercise leadership on the issues. Negro leaders, now working more closely with what they used to call "the establishment" and "the power structure," are finding it not as powerful as they had imagined. And everyone is finding it difficult to explain to his constituents why progress takes so long and how so many people can be so active without producing instant results.

The newspapers have continually pointed the finger at one of the roadblocks: Public policy, both city and State. Shortly after the first of the year, The Plain Dealer ran a series of editorials condemning Ohio for being behind other States in expenditures for welfare, schools, mental health, and for fighting juvenile delinquency. Once the entire editorial page was devoted to "Progress Lag and Inertia at City Hall" at which time the newspaper cited urban renewal failures and said no action had been taken by City government to prevent further riots. Positive political leadership is lacking.

The Subcommittee has been disappointed also in the response from the residents of the Inner-City. Beaten down, seemingly without hope, the grass roots people have not organized. There are few petitions to government for minimum services; certainly, no militant demands for action. The indigenous leaders have found few followers.

It takes time to develop new techniques in management and community participation and communication, all of which have been allowed to atrophy

in Cleveland during the years of citizen inaction. Without these foundations any action would again be sporadic, disconnected, unrelated, incomplete, non-professional.

But of course, these stirrings of citizen involvement can't be expected to satisfy an impatient public. Further progress must go forward at two levels. One level is the long pull of gearing-up the mechanism for permanent programs to meet the city's needs. The second level is improvisation at once of instant but temporary solutions to urgent needs: Jobs Now, Decent Houses, Police Protection throughout the City, City Services up to Standard, Entertainment and Recreation.

Inaction at either level can result only in renewed disorder and riots, and the further racial division of the community. The residents of Hough learned that, if nothing else, the riot served to focus the attention of the community on the area's problems of poverty, indifference, and neglect. Let's hope we won't need another reminder.

A P P E N D I X

The following pages record in brief and general terms the action which has taken place to date on the recommendations for action made by the Cleveland Subcommittee in its Report of June 30, 1966. In addition to listing progress to date, the following section also indicates those areas in which there has been little or no progress.

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I EDUCATION

Progress to Date on Recommendations

Several school boards in the Cleveland Metropolitan Area adopted human relations policy statements, most notably the Cleveland Board of Education, Cleveland Heights-University Heights Board of Education, and the Cuyahoga County School Superintendents' Association. Cleveland's six-point statement included a pledge of nondiscrimination in the hiring and assignment of teachers, maximum feasible sharing of educational experience by all children, appropriate textbooks showing the Negro as a contributor to American society, extension of supplementary education centers, etc.

The County Superintendents' statement stated that the school, along with other bodies, has responsibility for human relations; that local school boards should accept such responsibility; and appoint staff administrators to put a human relations program into effect. The superintendents said that human relations should be a part of the curriculum and treated in textbooks and libraries.

The Cleveland Heights-University Heights Board of Education updated an earlier statement and declared that the schools are responsible for leadership in affecting community attitudes and promoting intergroup understanding. The statement emphasized also that: The schools should recruit staff of different races, help obtain local housing for them, and list only those units renting on an open-occupancy basis. Textbooks, teacher training, curriculum, libraries, and school programs should contain materials promoting intercultural understanding. Student and teacher exchanges should be made with other schools. Counselors should

help place minority graduates in jobs. Suppliers to the school system should comply with equal employment opportunity practices; and a staff coordinator should supervise the whole program.

The Subcommittee arranged, with the sponsorship of the Businessmen's Interracial Committee, to bring to Cleveland two experts who described the Boston METCO program in which Negro students from the Central city attended schools full-time in the suburbs. The two visitors addressed a meeting of county school superintendents and school board members. A session of the Educational Subcommittee has continued to take the lead in bringing together the several suburban school districts which have indicated an interest in organizing a corporation to undertake in Cleveland a program similar to the one in Boston.

In the past two years, there have been several studies of the complicated formula governing State contributions to local school districts. With the opening of the State Legislature, the Governor appointed yet another committee to review previous studies and make recommendations to the Legislature. But there is still no assurance that the State of Ohio will increase its contributions to local school districts, reversing the trend of recent years.

The voters in the City of Cleveland approved last Fall a \$56,000,000 bond issue for construction of new schools, and a 4-mill operating levy scheduled to raise an additional \$11,000,000 annually for bringing school operating standards in the city a little closer to the level in the suburbs.

The Cleveland Board of Education appointed the first Negro to serve as an Assistant Superintendent of Schools, several Negroes as city-wide

supervisors, and the first Negro principal of a West Side school. In addition, Negro teachers are increasingly being assigned to all-white West Side schools.

Major Actions Still Needed

Most suburban school districts in the county have not yet adopted human relations policy statements or taken any other steps to introduce such policies into their programs.

The Cleveland school system has not yet acted on any of the Cleveland Subcommittee's suggested techniques for overcoming racial imbalance which were recommended for review and adoption "in such situations where they show promise of proving effective," such as the Princeton Plan, redrawing district lines for maximum integration, choosing new building sites for maximum integration, or busing and free choice of schools at the junior and senior high school levels.

Additional steps are needed to increase participation by pupils, parents, and teachers in school operations, particularly in the schools for the "disadvantaged" in the Inner-City.

II HOUSING

A. Public Housing

Progress to Date on Recommendations

The Federal Housing Assistance Administration review of operations of the Cleveland Metropolitan Housing Authority (CMHA) resulted in a complete change in tenant selection and admissions policies. Ineligible students are no longer rented units in place of low-income families. Separate projects are no longer classified as white or Negro, and applicants are offered units without discrimination as to project.

At the suggestion of the Subcommittee, a Joint Committee on Public Housing was organized. Its members include social workers, civic agencies and housing project tenants. At the urging of this Committee, CMHA issued a new public policy statement encouraging the formation of tenant councils and instructing management to assist.

CMHA has announced that it will consider purchasing and rehabilitating 50 to 100 houses in Hough as an experimental program to provide adequate housing for low-income families.

Major Actions Still Needed

There has been no public action in planning for public housing in any suburb.

CMHA has not acted to assist in urban renewal and in the provision of fast relocation housing by utilizing the new techniques proven successful in other cities; used homes, small low-density developments on scattered sites, eventual sale of units to tenants, leased homes and turnkey development.

B. Urban Renewal

Progress to Date on Recommendations

The task force sent to Cleveland by the Secretary of Housing and Urban Development immediately after the Commission hearing found, after a 60-day study, the Cleveland urban renewal operation chaotic. In an attempt to get the program functioning properly, Secretary Weaver in June 1966 asked Mayor Locher to complete, at scheduled times, a 16-point program of long-overdue actions. The incompetence of the urban renewal operation was later confirmed by the detailed study of the Little Hoover Commission. The Mayor asked the assistance of lawyers and businessmen but the terms under which he would accept were not practical. Meantime, after months of local inaction and broken promises, Secretary Weaver in January 1967 cut off further Federal funds.

The Chicago regional office of the Department of Housing and Urban Development, which supervises Cleveland's urban renewal program, has shown real leadership and determination in making the examination noted above and insisting on compliance with the 16-point program. On several occasions, it has refused requests from Cleveland for funds until Cleveland sets its house in order and shows itself competent to use Federal funds effectively.

The Division of Slum Clearance and Blight Control has trained an additional 14 inspectors and has announced that it will deploy a total of 63 inspectors on regular Saturday study to look for housing code violations in Hough. However, the Little Hoover Commission called for 150 more housing inspectors at a cost of \$1,500,000 a year, which the Mayor says he plans to hire with anticipated income tax receipts.

The Mayor has asked private lawyers to prepare a list of available housing for relocation of displaced families.

The Chief Justice of Municipal Court has decided to hear all housing cases himself, which has resulted in somewhat faster action and larger fines for violations of the housing code.

In the process of programming the operation of the newly-federated Western Reserve University and Case Institute of Technology, faculty committees and the university administration have been assessing the desirability of setting up a new Urban Studies Center and participating in the redevelopment of the upper Hough area.

Major Actions Still Needed

Urban renewal is stalled in Cleveland. There is still no compliance with most of the requirements of the "workable programs," including participation in planning by residents of the area, provision of new housing for those to be displaced by public construction, the development of plans for the relocation of displaced persons into sound housing, speedy acquisition and disposition of land by the city, stepped-up municipal services in urban renewal areas.

Cleveland still does not have a community renewal plan.

Housing Code enforcement is still, at best, spotty, with too few inspectors, too long delays in prosecution, too small fines for violations, too little education of landlords, and too little assistance to owners who want to rehabilitate properties.

C. General

Progress to Date on Recommendations

Although the PATH (Plan of Action for Tomorrow's Housing) Committee has not yet reported publicly, it has been indicated that it will recommend

the establishment of a citizens' advisory housing group.

To intensify the education campaign for open occupancy of houses in white neighborhoods, the Ford Foundation has undertaken a national demonstration project in Cleveland. Ford, the Greater Cleveland Associated Foundation, and the Cleveland Foundation together have provided \$400,000 over a three-year period to "Operation Equality" to be administered by the Urban League of Cleveland and the Fair Housing Council. The Businessmen's Interracial Committee has made another major financial contribution to keep Fair Housing, Inc. in operation for the remainder of this year.

A number of private groups have announced housing developments in the Hough area. HOPE, Inc. dedicated the rehabilitated Belvidere Apartments, the first rent-supplement project in the nation. Warner and Swasey Company obtained one apartment house for rehabilitation and expect it to be the first in a series of such operations. The Meat Cutters and Building Maintenance unions formed a corporation to build 94 units of moderate-income housing with a \$1,250,000 FHA loan on urban renewal land and with rent supplements; this will be the first new housing in Hough. The Hough Housing Corporation--a non-profit corporation of Hough residents, Goodrich Social Settlement trustees, and civic leaders--was formed to rehabilitate and manage 109 units with a \$1,000,000 FHA loan to be obtained through Cleveland Development Foundation. Hough Housing Corporation is now operating the Department of Community Development's first renovated apartment building.

American Plywood Association and the National Forest Projects Association have proposed expanding the HOPE rehabilitation operation to

140 units on two blocks with a \$1,300,000 FHA loan. Although HOPE has 63 percent of the property under option, owners of the remaining 31 parcels have increased prices which may force costs over FHA project maximums and thus cancel the operation. Meantime, the Council of Churches has continued to collect money from individual congregations as part of a program in which each congregation will pay for rehabilitating one unit by HOPE.

Major Actions Still Needed

There has been no action by the Cleveland Real Estate Board in working towards developing public understanding of an open housing market.

There has been no action by plant managements or unions to provide open occupancy housing for employees in neighborhoods adjacent to their places of work.

There has been no attempt to strengthen the Ohio Fair Housing Law or the Ohio Civil Rights Commission which administers the law. In effect, the law has no teeth because it takes so long to act on a complaint.

There has been no action on providing Federal funds to assist the poor to purchase their own housing, for example, along the lines of benefits under the G.I. Bill.

III EMPLOYMENT

Progress to Date on Recommendations

After meetings with representatives of the Department of Labor, Department of Health, Education, and Welfare, and the Office of Economic Opportunity, the Employment Subcommittee of the Businessmen's Interracial Committee has taken the lead in tying together on-the-job training and institutional training, and for coordinating the operations of a number of public and private groups into a straight-line drive to pick up the boy from the slums and place him in a job. To execute this program, a Metropolitan Jobs Council has been incorporated and has been promised funds from a local foundation as well as from the Department of Labor. In addition, the Welfare Federation has established a Manpower Planning and Development Commission for long-range planning toward the goal of making employable the hard-core jobless.

A number of civic organizations are discussing the establishment of "Jobs Now," resembling a successful Chicago program in which employers guarantee jobs for the hard-core unemployed whether or not they have high school diplomas or police records. The "Foot-In-The-Door" program, an element of the Neighborhood Youth Corps, is already operating along these lines on an experimental basis with a few local companies.

The Conference on Religion and Race, representing the three major religious faiths, has brought to Cleveland representatives of "Project Equality." Operating in other cities, this project requires that suppliers to all church organizations offer equal employment opportunities to Negroes and other minorities.

In Cleveland the first steps have been taken to assure compliance with the contract provisions guaranteeing equal employment opportunities

for Negroes in the construction jobs, especially construction jobs at the Cleveland State University's first building. To qualify Negroes for apprenticeship in the construction trades, a program such as that reported to be operating successfully in Bedford-Stuyvesant (New York City) has been requested to establish a similar project in Cleveland.

Major Actions Still Needed

There has been no appreciable increase in the small number of Negro apprentices and journeymen in the building craft unions. There is no public evidence of action to eliminate discrimination in these unions, either by the local unions, the international unions, the local central labor body, the joint apprenticeship councils, the Labor Department, or the Ohio Civil Rights Commission. The Manpower Advancement Program, dedicated to this end, has collapsed after failing to get its first class of graduates hired as apprentices. The Ohio Civil Rights Commission lost its court case alleging discrimination in the Plumbers Union, and has undertaken no further action publicly.

IV Police-Community Relations

Progress to Date on Recommendations

The Little Hoover Commission employed a professional study group to investigate the Cleveland Police Department. The group was headed by George Eastman of the Public Administration Service, a former police chief and a recognized authority in the field. However, the group's recommendations for improvement of the Department, including new leadership, were rejected in advance by the Police Chief and the Mayor so the Little Hoover Commission decided to take the recommendations back for further study in an attempt to resolve the disagreements.

The Mayor announced the establishment of a new Community Relations Division within the Police Department and appointed an inspector in charge. He also appointed a Negro patrolman as Assistant to the Safety Director, but his functions are uncertain until City Council officially establishes the position.

In response to a letter from the Subcommittee Chairman, the heads of the Cleveland Bar Association, Cuyahoga Bar Association, John Harlan Law Club, Cleveland Civil Liberties Union and Legal Aid Society established the Joint Bar Committee on Law Enforcement. This committee has met with the Mayor and the City Law Director and finally announced agreement on procedures for handling prisoners in custody, including advising them of their right to counsel and to remain silent and the availability of unpaid counsel. The City administration now maintains that persons detained may make a phone call "at the earliest moment," and that there is no such rule as holding a person 72 hours without charge. It is too early to determine whether actual practice follows the terms of the announcement.

It is understood that proceeds from the City income tax will provide increased salaries for policemen, but the police and the City administration have not been able to agree on the amount. Police, picketing for increased salaries, were joined by representatives of the NAACP. The Little Hoover Commission also recommended that police salaries be increased.

CICAC supplied the Police Department with a group of industry employment and advertising experts to assist in recruiting new policemen. CACAC also worked with the Board of Education to help candidates prepare for police entrance examinations.

Major Actions Still Needed

Cleveland is still without a Negro policeman above the rank of Sergeant. The number of Negro policemen has not increased although two have been promoted to Sergeant. Squad cars and other sectors of police operation have not been integrated.

The Police Chief has refused various training grants in the field of community relations. However, in one instance, the Mayor later was prevailed upon to send the Assistant Safety Director to a Human Relations Institute sponsored by the International Association of Police Chiefs. The Police Chief also turned down a proffered \$15,000 grant from the U.S. Department of Justice to plan a community relations program in the Police Department. However, the Deputy Safety Director revived this and made application for the money. No one in the City administration has seriously investigated the possibility of using M.D.T.A. training funds to recruit and hire policemen as has been done successfully in New York and elsewhere.

Police protection is still first on the request list of most Inner City groups; some are considering formation of their own Neighborhood Defense Force to protect families and property from criminals.

Relations between police and Negro citizens remain unfriendly; there is little mutual understanding and cooperation.

Although a portion of the Suspicious Persons Ordinance (under which a person on the streets who is unwilling to account for what he is doing is guilty of a misdemeanor) was declared unconstitutional by one of the Municipal Court judges, it is still in use. The City Law Department had agreed with the Joint Bar Committee on Law Enforcement to appeal the case so as to get an appellate ruling universally accepted by all judges, but this has not been done.

Persons held without charge are still told by police, before being released, to sign the waiver form, waiving rights to sue the City for unlawful arrest and detention.

V HEALTH

Progress to Date on Recommendations

The Little Hoover Commission Report on the Cleveland Department of Health confirmed Subcommittee recommendations for reorganization. It characterized the operation as out-of-date and bureaucratic, with poor management and inadequate personnel. It recommended higher salaries, more professionally qualified personnel, and a network of public health services covering the Metropolitan area.

Meantime, the Cleveland Department of Public Health, under its new Acting Commissioner, Dr. Joanne Finley, already has embarked on a complete reorganization. With a \$31,000 planning grant from the Office of Economic Opportunity, the department has studied the five poverty neighborhoods where there are 400,000 people too poor to consult private doctors. The proposed solution is five (four to be opened this year) comprehensive family medical care centers, each center to provide complete infant and maternity care and family planning. Application is being made for a \$2,000,000 Federal grant to furnish and staff the centers. The part-time voluntary assistance of 200 private doctors has been pledged.

Dr. Charles Hudson of Cleveland, currently President of the American Medical Association, at a national convention urged local societies to support new health services for the poor without discrimination as recommended by the Subcommittee. The Board of Directors of the Cleveland Academy of Medicine has now pledged to join with the City Department of Health and other voluntary organizations in a war on poverty in health, including cooperation with the City Department in the expanded operations outlined above.

After the defeat of the bond issue for health centers last November, the City Health Department, in cooperation with the Welfare Federation, the Council of Economic Opportunity, and the County Welfare Department, developed a plan for seeking Federal funds to add to available local monies for building health centers. The City is asking the Department of Housing and Urban Development to supply part of the funds for construction of two \$1,000,000 multi-purpose centers, one in the Hough area and one on the near West Side. In addition to comprehensive medical care, the centers also will be used by agencies offering neighborhood services in legal aid, day care, welfare, employment counseling, etc.

The Department of Public Health has already requested an increase in its present budget to bring salaries of nurses and other professional people up to more competitive higher levels. The Mayor has announced that some of the proceeds from the city income tax this year will be used for additional professionals in the Department of Public Health.

The Family Planning Service in the Public Health Center in Glenville has been operating successfully since its initiation last year. It could use some assistance from county welfare workers and others in explaining the service to residents in the area. As yet, no family planning has been offered at other centers.

Major Actions Still Needed

There has been no public action to ascertain whether or not Cleveland hospitals and nursing homes receiving Federal funds are in compliance with the non-discrimination requirements under Title VI of the Civil Rights Act, even though the appropriate written assurances have been executed.

As yet, the current General Assembly meeting in Columbus has not acted on repeal of the 1919 Ohio law, limiting funds to \$2,000 per year each to local public health districts, regardless of size.

There is still no revision of the Ohio program implementing Title XIX of Medicare, so as to supplement its current bare-minimum basis and supply more health services to low-income families.

VI Welfare

Progress to Date on Recommendations

In his economic message, President Johnson announced that he is requesting the Congress to increase Aid to Dependent Children benefits. He recommended that States, to be eligible for Federal funds, pay welfare recipients 100 percent of State-established minimum standards for health and decency (Ohio is now paying only 78 percent of this minimum standard). The President also suggested that the legislation include changes in the present law which would encourage fathers of dependent children to remain in the home and also to encourage welfare recipients to work and allow them to keep their wages.

The County Welfare Department is hiring 80 welfare aides in an effort to reduce the extremely high case loads of its case workers. This is in response to one of the demands during the recent strike of welfare workers. Of the 80 aides, 16 are scheduled to inspect clients' housing and move them out of substandard houses if landlords refuse to bring the houses up to housing code standards. This is part of the new expanded operation of the Housing Division in the County Welfare Department, which estimates that 6,000 of the client families are living in substandard housing.

The Cleveland Inner-City Action Committee obtained agreements of Inner-City banks to cash welfare clients' checks which are State of Ohio warrants. However, the County Welfare Department procedure for authorizing clients is so cumbersome that only about 200 of the 25,000 recipients were declared eligible for this check cashing privilege during the first three months of the program. Each client was required to have an identification card given him personally by his case worker, then signed by both parties,

recorded at the Welfare Department, and then sent to the bank. The heavy case load and the welfare workers' strike delayed the issuance of the check cashing identification cards. However, the Welfare Department has decided to issue the identification cards by mail in an attempt to speed up the procedure.

Major Actions Still Needed

In spite of community demands, there is still no indication that the Governor or the General Assembly will take steps to raise Aid to Dependent Children payments to a full 100 percent of the State-established minimum standard for health and decency. Last summer, welfare mothers marched to Columbus from Cleveland and other cities. Later there was a march of welfare recipients to the blood donor center, in which those who participated were considered not healthy enough to donate blood. The Council of Churches, joined by the Cleveland AFL-CIO and the local chapter of the National Association of Social Workers, sponsored a series of full-page newspaper ads that were purposely shocking in order to demonstrate the extremely low level of welfare payments. One was a picture of a large rat with a caption "Merry Christmas, Kids." Another was a picture of a can of dog food on a bare table with the caption "Thanksgiving Special, 17¢ a pound." The Ohio Parent Teachers Association, Americans for Democratic Action, and the Cleveland Inner-City Action Committee urged the Governor to raise payments to 100 percent of standard. One thousand people attended a welfare protest rally sponsored by the Welfare Federation, the churches, and other civic groups. The Welfare Federation invited all State legislators to a special lunch to discuss raising payments to 100 percent of standard. Editorials in both newspapers have supported

the increase and have charged the State officials with misrepresentation and confusing the issue. The U.S. Commission on Civil Rights' report on welfare problems in Cuyahoga County, Children in Need, also recommended increased welfare payments.

There are still only two centers for issuing food stamps in the entire county.

VII Municipal Services

Progress to Date on Recommendations

71- 622

The Cleveland Inner-City Action Committee enlisted the help of the Rotary Club which donated \$4,300 for rat poison and equipment so the Cleveland Department of Welfare could start an intensive four-block demonstration rat-kill program in the Hough area, as outlined by the U.S. Public Health Service. The rat-kill has been combined with inspection of houses, containers, and yards; if landlords will not clean up, the city does the job and bills the landlord. The City Welfare Department wants to expand this into a city-wide rat control program but the budget requested so far would be adequate for only a small portion of the area. 7

The Little Hoover Commission recommended combined collection of garbage and rubbish on a weekly basis, modernization of equipment and plant, more efficient and economical methods of operation, and increased fees for special services.

The City Council adopted an ordinance which requires buildings with six or more dwelling units to use a one-yard capacity rat-proof, heavy-duty bin rather than garbage cans. The department is now converting collection trucks to handle these new bins and will start enforcement of the ordinance as soon as conversions are completed. The Cleveland Service Department also has started combined rubbish and trash pick-ups in some areas. As soon as the necessary new disposal facilities are completed twice-a-week combined collections are scheduled for the entire city.

The Cleveland Service Department has directed rubbish collectors to report trash-filled lots so owners can be ordered to clean them. If owners don't comply with the order, the Service Department and Neighborhood Youth Corps enrollees do the job and the property owners are billed for the work.

The Cleveland Department of Welfare and Health has expanded its inspection of food handlers and has been suspending the licenses of stores not in compliance with the sanitary code. The food stores cannot reopen or regain their licenses until they have passed reinspection.

Major Actions Still Needed

Litter baskets have not been placed on street corners and similar places in heavily-populated areas of the Inner-City.

There has not been a neighborhood-by-neighborhood self-study of municipal services needs by City government and residents. As a result, communication of needs and gains has not taken place in either direction. For example, the proposed changes in rubbish pickup are not known widely in the Inner-City.

Tot-lots and vest-pocket parks operated on demolition sites have not been established.

School facilities have not been opened for after-school neighborhood recreation programs.

An effective city-wide rodent program with Federal assistance still remains to be mounted.