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HEALTH AND WELFARE COUNCIL
OF THE BALTIMORE AREA, INC.
22 Light Street
Baltimore 2, Maryland

DRAFT OF A PROPOSAL FOR THE FORD FOUNDATION

Statement of the Problem

The multitude of problems which beset our large cities and the imperative necessity for their solution have been accorded increasing attention from many segments of the community. The shrinking tax base, the increase in slums, the extreme mobility of population evidenced by the movement of middle and upper class families to the suburbs and their replacement by lower class families from non-urban areas, the increase in physical deterioration of dwellings, and the necessity for a metropolitan area approach for many public services, are recurring examples of critical matters which require solution.

The most dramatic evidence of these problems is generally to be found in those broad central areas of the cities where slums exist, where deterioration is increasing rapidly, and where social problems of health and welfare abound. These are the areas in which physical planners are working through programs of Urban Renewal to clear, redevelop, and rehabilitate slum and blighted areas.

It is the central thesis of this proposal that emphasis must be placed upon changing the attitudes and behavior of people and that programs calculated to achieve this end must be designed and coordinated with programs and goals of physical planning. It is only as all of the forces of the community are brought together to bear upon people, their problems, and their environment that the quality of living can be improved. And it is only

as the quality of living is improved that the American city can survive.

Precise definition of the persons toward whom this Project would be directed is difficult. They have been defined in many ways, often depending upon a particular vantage point. In part, however, the following characteristics would seem to apply: they do not understand or are not in contact with modern urban living; they are participants in sub-cultures which contain a set of values and mores different from urban middle class values and experiences; they have a high rate of mobility, both in terms of movement to the city and movement within the city following arrival, hence their description as detached or rootless; they are often families with multiple problems, thereby consuming a disproportionate share of the community's health and welfare dollar; they lack motivation to cope with their problems, or to improve their situation; and they are not moved to take responsibilities as citizens for the maintenance or improvement of the neighborhood or community in which they happen to be living.

Purpose of Project

The basic purpose of this Project is to test the hypothesis that the attitudes and behavior of people can be changed by a program of intensification and coordination of existing public and voluntary services, by programs designed to identify, train, and involve neighborhood and community leadership, and by the development of needed new services. A goal of the Project would be to develop those experiences which would tend to elevate the personal achievements and increase the sense of responsibility of people through increasing their capacities to participate, to contribute, to exercise choices which are available to them, and thereby to become responsible, achieving beings with respect to their personal and communal affairs.

The keystone of the project is a team approach, involving education, public and voluntary agencies within the fields of health and welfare, official governmental agencies, religious and civic groups, civic leaders, etc. Forging a program which will engage and coordinate the broad community will require creativity and ingenuity.

Method of Project

1. Design Grant. Application is made herewith by the Health and Welfare Council of the Baltimore Area, Inc. for a sum of \$35,000. If granted, this money would be expended by the Health and Welfare Council to employ a Project Design Director, together with such additional staff as may be needed, who would have the following responsibilities: to bring together into a coordinated and integrated total project the purposes and goals spelled out above and the interests and resources of the public and voluntary agencies and community forces necessarily involved in a project of the magnitude proposed herein.

Essentially the task of Project Design Director would be to involve representatives of the several community forces listed above in defining specific community needs, in developing the overall Project and its component parts, in stimulating cooperation by official and voluntary organizations, and in relating their programs to the proposed Project. In carrying forward this activity the Project Design Director would have full cooperation of staff and Board of the Health and Welfare Council, especially in interpreting and stimulating wide community participation. The fact that the Health and Welfare Council receives support from the State of Maryland, the City of Baltimore, the Community Chest of the Baltimore Area, the Associated Catholic Charities, and the Associated Jewish Charities, plus its membership of 140 agencies, provides a ready made constituency to be involved in this Project.

The completed Project Design would then be submitted to the Foundation by the Board of Directors of the Health and Welfare Council.

The Health and Welfare Council agrees, as a corollary to the receipt of a Project grant, to establish, in accordance with Maryland laws, a non-profit corporation for the purpose of administering the Foundation grant.

2. Project Grant. The Corporation referred to would receive the Project Grant and would be responsible for management and operation of the Project. The Corporation would employ necessary professional and clerical staff, would make grants to participating public or voluntary organizations, could expend funds for direct services, and could contract for specific services. The Corporation would be empowered to make additional requests in its own behalf or in behalf of participating organizations during the life of the Project.

The Board of Directors of the Corporation would include representatives of the community at large, of the City Government, School System, religious groups, the Baltimore Urban Renewal and Housing Agency, health and welfare agencies, and civic groups. The goal would be to assemble a representative group of the highest calibre of citizen leadership which the community is able to supply.

Project Content

The crucial question to be tested in connection with the central hypothesis of this Project is how to utilize and deploy the resources of the community so as to achieve Project goals?

This Project proposes to utilize three basic and interrelated means of reaching people to the end of changing their attitudes and behavior.

1. Intensification of existing services:

The provision of adequate community health and welfare services would be important, upon the assumption that minimum standards of food, shelter, and clothing must be provided, that there must be provision for the achievement and maintenance of adequate health standards, and that there must be provision for such community services as day care for children of working mothers, child guidance clinics, family counselling, homemakers service, nursing home care, etc. It is only as the community provides, through these services, a floor through which no person can be allowed to fall, that minimum standards of health, decency, and self-respect can be maintained.

Of similar importance would be a program of intensified activity by certain official agencies aimed at upgrading the physical neighborhood. Among these agencies are the Board of Municipal and Zoning Appeals, the Bureau of Building Inspection, the Bureau of Sanitation, Police Department, the Board of Liquor License Commissioners, the Bureau of Mechanical Street Lighting, and the Fire and Health Departments. The participation of these official agencies would have the effect of establishing and enforcing basic environmental and neighborhood standards.

Paralleling the intensified efforts of the health and welfare and official agencies the schools would make several fundamental contributions to the project. The first would be to select certain schools for demonstration in which experimentation with smaller classes, teachers of superior qualifications, and experimental teaching methods and materials would be employed. In addition, the basic vocational, guidance counselling and school social work services would be extended and strengthened. Because of the centrality of the schools with respect to general community education, the adult education program would be particularly responsive to

the special needs of the population which is of concern to this study. Among other offerings emphasis might well be placed upon education for family living, parent education, etc.

2. Involvement of people:

A key element in the Project would be those programs aimed at affording individuals in selected areas an opportunity to come together to identify and pursue agreed upon goals for the improvement of the quality of living within an area or neighborhood.

For example, a program which would stimulate and help to sustain neighborhood organization would be important in relation to the broad goals of the Project. It is through participation and involvement in organizations with which the individual can identify, and through which it is possible to exercise choices and make decisions, that the individual will learn to exercise responsibilities as a citizen and through which he will gain a sense of achievement and of his own importance. For example, the community organization phase of this program would afford a channel for the residents to express their interests and desires affecting themselves and their neighborhood to official and voluntary agencies; and on the other hand a means for the official and voluntary agencies to maintain communication with the people.

A significant companion program, under the auspices of the Adult Education Program of the Department of Education, would work through and with neighborhood organizations in offering and extending programs of leadership training and development.

In these or other programs involving people it will be important to have wide participation, not only of those who are to be regarded as the natural leaders, but also from among those who are disinterested, hard to reach, and passive. Of great importance, also, would be involvement of youth, because of the desire and ability of youth to contribute constructively

to planning and decisions regarding those things which affect youth.

3. Special projects and new services:

An integral part of the overall Project would be the development of special programs and services which, when woven into the total fabric of the Project, would advance its basic purposes. The initial creation and integration of such special projects would be the responsibility of the Project Design Director. The following are merely suggestive of the kinds of activities which might be included.

A. The experimental application of methods of group dynamics applied to discussion groups of so-called problem families in public housing projects.

B. Experiments in methods of coordinating agency services in the prevention and control of serious psychosocial disorders. The Graduate School of Social Work, University of Maryland, is keenly interested in establishing a field instruction center in an agency established for this purpose. Such an agency might also experiment in the use of aggressive methods of case work and group work to engage individuals who are not motivated to seek help with their own problems. With respect to adults this service could be offered to those who come to the attention of courts, welfare agencies and clinics; with respect to youth this program could involve the concept of the street corner worker or the detached worker.

C. Development of methods to bring to bear the full force of the clergy of all denominations as a leadership group both to increase and extend the program of churches and synagogues in disadvantaged areas, and to involve neighborhood clergy in direct leadership roles in respect to neighborhood concerns.

D. Because of the values which can be derived from the involvement of youth in improving the community, there might be established in some of the areas of the city with deteriorated dwellings a series of

youth work groups through which youth could offer their services to families in restoring or remodeling their homes and in other ways contributing to improvement of neighborhood environment while learning useful manual skills.

E. Because Baltimore does not have a history of settlement houses, there is a glaring gap in services to in-migrant persons coming to the community to live. It is proposed that the Lafayette Square Community Center, a small struggling organization in the Harlem Park area, be enabled to develop a program in the settlement house tradition which would engage and involve newcomers in the life of the community.

Research

Research would be a basic and important element in this project. At least two areas of research activity are seen. The first would involve the acquisition of greater knowledge concerning the characteristics, attitudes, interests and opinions of the population being dealt with. It would be expected that such research would supply invaluable information to the community at large as well as guide lines for program development and direction to virtually every agency participating in the Project.

A second area of research relates to evaluation of the Project itself and its component parts. Obviously a Project of this kind will contain many opportunities for research to determine the effectiveness and degree of success of particular parts of the overall project with research findings being used as feedback to increase effectiveness of projects as they proceed. It would be expected that research would be "built in" to these activities during the period of Project Design.

Urban Renewal

An additional decision which would need to be made during the period of project design would be the precise relationship of this proposed program to the Urban Renewal program. In the sense in which Urban Renewal

already contains several of the components proposed herein, there would be logic in close cooperation. Certainly the concept of Urban Renewal in its broadest sense is consistent with the goals set forth for this Project. Specifically, it would supply an environment in which the forces of physical and social planning were cooperating, and in which community organization was seeking to involve the people of the Urban Renewal area in the improvement of their environment. On the other hand, there is validity in applying the proposals contained herein to entirely new neighborhoods in that there would be at some point of time a more clear cut difference between the "before" and the "after". It will be noted that this proposal has not made recommendations with respect to the exact geographic area which should be included in this project. This was a deliberate omission, based upon the belief that decision should be made regarding the component parts of the project before decision was made with respect to the area which should be included. Perhaps it would be desirable to extend the project to both Urban Renewal and non-renewal areas, in order to measure the difference in impact of different elements of the program. The idea of different approaches in different areas of the city would doubtless offer the widest range of experimentation in program operation and evaluation. This would appear to be a decision which can only be made at the time the project proposal as a whole is put together.

Dr. George B. Brain
Superintendent of Public Instruction
Baltimore Public Schools

Gordon Manser, Executive Secretary
Health and Welfare Council
of the Baltimore Area, Inc.

Dr. David A. Wallace, Director
Planning Council
Greater Baltimore Committee

*never sent out
revised by Jm.*

DRAFT FOR DISCUSSION PURPOSES OF A
PROGRAM FOR BALTIMORE

5/9/61

Like many of the larger cities in this country, Baltimore is faced with serious problems for which a solution must be found if the integrity and inherent values of the inner core of the city are to be preserved and the people who make their homes in the blighted areas are to be assured wholesome urban living.

The increase in slums, accelerated by the migration of middle and upper classes families to the suburbs and their replacement by families of lower class from non-urban areas, the progressive physical deterioration of dwellings, and their natural concomitant, a shrinking tax base; the recurring call for a metropolitan area approach for many public services, are examples of the types of problems which clamor for attention.

The most drastic evidence of these problems is, generally speaking, to be found in the broad central areas of the city. Here are to be found the slums, the deplorable and growing deterioration, the abounding social problems of health and welfare. It is in these areas that the physical planners are working through programs of Urban Renewal to clear, redevelop and rehabilitate.

Given this background, it is the central thesis of this proposal that a collateral, and very effective, approach to the problems confronting the city would be an increased and intensified emphasis upon people living in these areas.

Precise identification of the types of persons toward whom such a remedial project would be directed is difficult. They are variously called "hard core", "multi-problem", "culturally deprived", "disorganized", but basically these are some of the recognizable characteristics:

- . Many are people who do not understand, or are not in contact with, modern urban living;
- . Many are participants in subcultures, the values and customs of which are different from urban middle class values and experiences;
- . Many have a high rate of mobility, in terms both of movement between cities and of movement within the city following their arrival -- hence, their frequent designation as "detached", or "rootless";
- . Many are often families with many problems, and therefore, are the recipients of a disproportionate share of the community's health and welfare dollar;
- . Many lack motivation to cope with their problems or to improve their situations;
- . Many lack opportunities to take responsibilities as citizens for the maintenance or improvement of the neighborhood or community.

To improve the social and family functioning of these people suitable new programs must be designed and coordinated with existing programs and with the goals of physical planning.

It is only as the forces of the community are brought together to bear upon people, their problems as well as their environment, that the quality of living can be improved.

And it is only as the quality of living is improved that the American city can survive.

Background

Baltimore has been characterized as a city in transition. This is true in many ways. Its population, long mostly inbred, now includes many "newcomers." Formerly described as an overgrown town, it is emerging into a real city complete with many urban problems which were relatively unknown a few decades ago.

The inner city presents a study in contrasts between the large areas of increasing deterioration and the face changing results of Baltimore's extensive programs of redevelopment and urban renewal. The contrast will be sharpened as the famed "Charles Center" with its dramatic reshaping of the very heart of downtown comes into being. The physical planners have been busy and bold, the social planners need to work with them increasingly, but also to move quickly and creatively into planning of their own so that Baltimore in transition will not lose sight of the fact that the city is for people.

The most pertinent transition for the purposes of this proposal is that related to the socio-economic characteristics of the inner city population. As a result of natural upward mobility within the city and the flight of large numbers of lower-middle and middle income, white, mostly young families to suburbia, the core of the city is crowded with families of low income and educational levels, preponderantly Negro, many of them immigrant. Here we find the problems of privation, discrimination, disorganization; inter-related and complex. Their solution and what it means in terms of new and increased demands upon all public and private health, education and welfare resources and the implications for new insights into services and practices is what we must determine.

That lay and professional leadership in the health and welfare agencies of the city is questioning increasingly the adequacy and effectiveness of current practices in meeting the grave community problems facing Baltimore today is abundantly evident. Many experimental projects emphasizing new approaches to

people and new methods of treatment have been undertaken independently or more frequently by several agencies in cooperation. Particularly significant are: "Agency Teamwork for Youth" which experimented in inter-agency collaboration in working with problem families; the Baltimore Housing Court's widely acclaimed "Housing Clinic" pioneering in dealing with offenders against the Housing Code; a study of the relationship between "Housing & Health"; a study of the "Domestic Relations Offender;" several studies into "Behavior of Youth;" a privately financed joint project of the Health and Welfare Council and Bureau of Recreation using a detached worker in an area of high delinquency; studies and projects in the fields of physical and mental health. All have learnings of significance for this project.

That there is official recognition of the urgency of the problem of the deteriorating urban area is evidenced by Mayor Grady's designation in April 1960 of an Experimental Conservation District where a program of neighborhood conservation is being attempted through upgrading of services by all City Departments and Agencies.

The Baltimore Public Schools have been particularly sensitive to the challenge, responding to increase and change in demands for educational services, with a vast program of new construction and upgrading of old facilities as well as curriculum and faculty adjustments.

BURHA, the Baltimore Urban Renewal and Housing Agency, has one of the most advanced renewal programs in the country. While the primary focus of the renewal agency is on the physical aspects of renewal, the philosophy and direction of the program places emphasis on citizen participation and community responsibility as well. BURHA believes that full attention must be given to the human and social problems and needs uncovered in renewal areas if the broad goal of renewal is to be achieved. Recognizing this BURHA not only employs a large community organization staff of its own but has called upon the Health and Welfare Council repeatedly for advice and guidance in specific situations related to community welfare. The Health and Welfare Council has appointed a standing committee to focus on Urban Renewal problems.

How the total resources of the community can be brought to bear on the complex problems of the inner city is a matter of grave and growing concern. Precise definition of the problems involved, resources and methods required for satisfactory resolution are still to be found. This implies that:

it will require a comprehensive and coordinated approach rather than a piecemeal attack

it ~~must~~ envision experimentation, integration, and innovation as well as coordination and intensification of existing services while leadership must come from those agencies which offer direct service to people, successful prosecution will require wide community support and commitment

if real impact upon serious community problems is to be made, the effort must be carried beyond the area and time of a single demonstration

Structure

Therefore, structure of the project would give cognizance to these facts through a Board of Directors composed of lay as well as professional representation from the community at large, the City and State Government, School System, religious groups, BURHA, health and welfare agencies, business, industrial and labor interests, and civic groups. The goal would be to assemble a representative group of the highest calibre of citizen leadership which the community is able to supply to participate in planning, execution, evaluation and community interpretation, for without such commitment no real progress can be made.

The following agencies have helped to define specific community needs and have indicated a desire to cooperate in the Project. Some have already identified their particular contributions to specific project areas; others will do so as the project's design proceeds. This by no means represents the full range of support that can or will be enlisted as the component parts of the total proposal take shape but represents merely those forces so intimately related to community needs that even initial proposals should not be made without

their consultation and commitment:

Associated Catholic Charities
 Baltimore City Dept. of Public Welfare
 Baltimore City Health Dept.
 Baltimore Public Schools
 Baltimore Urban League
 Baltimore Urban Renewal & Housing Agency
 Bureau of Recreation, Dept. of Recreation and Parks, Baltimore City
 Citizens Planning & Housing Assoc.
 Maryland Council of Churches
 Family and Children's Society
 Girl Scout Council, Baltimore Area
 Instructive Visiting Nurse Assoc.
 Jewish Family & Children's Bureau
 Maryland State Dept. of Public Welfare
 Red Shield Boys Club - Salvation Army
 Young Men's Christian Assoc.
 Young Women's Christian Assoc.
 School of Social Work, University of Maryland

Purpose of the Project

A project is herewith proposed to attack the city's problem in their social aspect as reflected in the people who make their homes and rear their children in the areas where the physical problems exist.

The basic purpose of this Project is to test the hypothesis that the attitudes and behavior of people can be changed by programs which (1) intensify and coordinate the resources of existing public and voluntary services; (2) identify, train, and actively involve neighborhood and community leadership; and (3) provide needed new services.

A goal of the Project would be to develop experiences which give opportunity and incentive to personal achievement and increase a sense of personal and communal responsibility. The experiences would be of a nature to stimulate the desire and to develop the capacity of the people to participate, to contribute, and to understand and exercise the choices available to them.

The keystone of the Project is a team approach, involving education, public and voluntary agencies within the fields of health and welfare, official governmental agencies, religious and civic groups, civic leaders, etc.

Operational Procedures

The crucial question to be tested in connection with the central hypothesis of this Project is how to utilize and deploy the resources of the community so as to achieve the Project goals? This Project proposes four basic and interrelated approaches:

1. Reinforcement of Existing Services

To provide: minimum standards of food, shelter, clothing; channels for maintaining recognized health standards; and such other community services from public and voluntary agencies as may be needed to maintain the citizenry in need of such services in dignity, decency and self-respect.

To upgrade the physical neighborhood through cooperation of official agencies in establishing and enforcing basic environmental and neighborhood standards.

To augment the present school contribution through additional programs of experimentation, extension of vocational guidance and social work services, adaptations in adult education program.

2. Involvement of People

To afford individuals an opportunity to come together to identify and pursue agreed upon goals for the improvement of the quality of living within an area or neighborhood, and to raise their levels of expectation and participation.

To foster citizenship responsibility among people within the inner city and in the broader community which must share in the solution of the city's problem.

To identify, train and utilize leadership potential within the area.

3. Development of Special Projects and New Services

An integral part of the over-all Project would be the development of special programs and services and use of new approaches to people who have already been identified as lacking in self-motivation.

4. Research

A basic and important element in this Project is research. At least two areas of research activity are seen.

The first would be directed to increasing knowledge about the characteristics, attitudes, interests, and opinions of the population being dealt with. It would be expected that such research would supply invaluable information to the community at large as well as guide lines for program development and direction to virtually every agency participating in the Project.

A second area of research relates to evaluation of the Project itself and its component parts. Obviously, a Project of this kind will contain many opportunities for studies designed to determine the effectiveness and degree of success of particular parts of the over-all Project, with research findings used as feedback to increase the effectiveness of projects as they proceed. It would be expected that research would be built into these activities during the period of Project Design.

Project Proposal

The keystone of this Project is a team approach to the physical and social problems of the city's deteriorating inner core. As such, it will involve intensified activity by official agencies to upgrade the physical neighborhood. That such intensified efforts probably will not be able to take place throughout the entire inner city at any one time must be assumed so this places some limitation upon those areas which might be selected for other program efforts. Such practical considerations suggest that one geographic area be selected for the major emphasis

of this action-research demonstration during its initial phase of operation. This does not preclude concurrent intensification and experimentation elsewhere or extension of any of the project's component parts to other areas when this seems advisable and resources are available.

Consideration was given to the selection of one of the present urban renewal areas because it would supply an environment in which the forces of physical and social planning were cooperating, but it is felt that choice of an entirely new neighborhood would offer a more clear-cut and measurable demonstration.

Selection of the area should give careful consideration to its:

- prospect of attaining identification as a neighborhood
- racial mixture and other population characteristics
- rapidity of transition
- amount of infiltration by non-conforming usage
- availability of community resources
- concentration of multi-problem families

One area suggested for consideration is bounded by North Avenue on the North, Oliver Street on the south, Greenmount Avenue on the east, and St. Paul Street on the west.

BURHA can cooperate in any deteriorating area selected by designating it for renewal and then assigning staff to work under Project direction. In this way the vast resources of the agency can be meshed into the overall effort without endangering the measurability of the Project. BURHA would make the major contribution to upgrading the physical neighborhood but intensified activity by the Bureau of Sanitation, Police Department, Board of Liquor License Commissioners, the Bureau of Mechanical Street Lighting and the Fire and Health Departments, etc., would be of great importance. The participation

of these official agencies would have the effect of establishing and enforcing basic environmental and neighborhood standards.

BURHA resources that would be available to the project include community organizers, relocation services, investment advisors, renewal estimators, research staff, housing inspectors, architects, landscape designers, etc. Its authority over Public Housing offers possibilities for experimentation in making these facilities available to families or persons not now eligible for occupancy. Its right of condemnation would make it possible to move in to meet needs for additional recreation areas or open spaces that might be identified. A recent announcement that BURHA will take over responsibility for Baltimore's "Housing Clinic" program will make possible much wider application of a demonstration project which shows real promise of success in dealing with offenses against the Housing Code. Of even great^{er} significance is a recent recommendation by the Greater Baltimore Committee that the city's housing law enforcement be centralized in BURHA and substantial support in the community for such a move. BURHA is anxious to put its full might behind a project of such vital importance to the success of the entire renewal effort. Out of experimentation in using its own resources in greater coordination with other resources in the community can come learnings that would be applicable to renewal areas city wide.

In addition to the areas suggested for cooperation with other community forces, it is possible that BURHA will wish to propose a parallel intra-agency program which would make a fundamental contribution to the Project effort.

This is equally true for the Baltimore Public Schools whose concern for the educational problems of the migrants, the culturally deprived and their children, who represent such a large percentage of the inner city population, have been clearly documented by program innovations to deal with specific aspects of the problem. These include such efforts as the extension of vocational education opportunities at the junior high school level in an effort to reduce the number of potential drop-outs; a two-year experiment in one of the schools in a renewal area teaching the meaning of hygiene and community life, in addition to the regular elementary school

curriculum program; and a televised program called "Learning to Read" designed by the Department of Adult Education in an effort to reach an approximate 70,000 Baltimore adults who are functional illiterates. These and special programs adapted to meet the needs of the culturally deprived child and adult might represent a separate project by the schools in addition to their cooperation in the programs suggested elsewhere.

Program concentration centers around problems related to recognizable characteristics of the types of persons whose social and family functioning is to be improved. They are:

Programs of Community Organization - to determine community needs and concerns as perceived by its residents - to identify and utilize indigenous leadership - to increase opportunities to take responsibility as citizens and through involvement in neighborhood concerns to develop "roots" and "attachments" that will improve the stability and quality of living within a neighborhood and increase the sense of achievement and importance of the individual.

Programs of Family Centered Treatment Using a Team Approach

Experimentation in: methods of coordinating agency services in dealing with the serious social problems of the inner city; use of aggressive case and group work methods or the authoritative approach to motivation - to increase the ability of the multi-problem family to recognize difficulties, to seek and accept help and to cooperate in improving its family functioning.

Programs of Acculturation - to increase contact with the institutions and resources of the modern urban community, to understand its demands and expectations and to promote acceptance of its values and customs.

That there is inter-relation and overlapping between areas of concentration is both desirable and inevitable. Programs suggested below must be understood as only initial approaches to the problem. Such a project by its very nature will require more extensive involvement of community forces during its design period to develop the overall program and its component parts. A project

suggested by the schools for early completion is that of a relatively simple pupil mobility study which would provide valuable background information for the design period.

I. Community Organization Projects

1. An experimental effort in citizen involvement with particular stress on developing self-help projects among the multi-problem families, the youth and the aged. To be conducted by a team interviewing not only those seen as "outstanding citizens" but a door to door approach to the "average resident." To determine the real interests and problems of the community as the people perceive them, to offer information to families about specific health services, recreation and education facilities and help in contacting other city services, etc. (building two-way communication between the people and community resources), to promote community improvement, to identify, train and utilize indigenous leadership.

Special attention to the multi-problem family based on the belief that community factors such as standards for conduct and willingness to act together on neighborhood problems can be an important influence for the good with multi-problem families.

Special attention to youth to see the community and its problems from their point of view, to develop sense of involvement and responsibility, to discover, train and utilize potential leadership.

Special attention to the aged to help them to become more productive citizens by utilizing their skills and talents in community service and concurrently to gain insights into their special problems and ways of meeting them. The inner city houses a disproportionate percentage of the over 65 age group - a process likely to increase

so needs recognition as one of its challenging projects (cooperative effort between project and Commission on Aging?)

2. Block organization and/or Neighborhood Council development through Project staff and C.O. staff of BURHA working under Project Director. This might be undertaken after the initial stages of project one and building upon leadership potential and interests discovered in this effort, or it might proceed simultaneously in different parts of the area to test the relative effectiveness of the two approaches to involvement.
3. Development of Newcomer Center in the Churches. The church is frequently the first place to whom a stranger or a person in trouble will turn for help. To capitalize on this natural access to people, a church or group of churches in an area could establish a newcomer welcoming center to: reach out to the newcomer by door to door visiting, neighborhood wide circulation of information about the center among schools, moving companies, local clubs, organizations, etc.; offer a social and educational program designed to acquaint the newcomer with the resources of an urban community; try to interest them in neighborhood concerns; cooperate with many other community agencies such as Pratt Library and other cultural resources, city departments of education, health, law enforcement, sanitation, and recreation and leisure time agencies in carrying out such a program. If sufficient demand for a referral service were to develop in one of these centers, there is reasonable expectation that a family service agency could offer part-time staff help in meeting this need.

This program would serve a dual purpose in that it would also afford the clergy in the area an opportunity to become more identified with neighborhood concerns.

Eventual development of a settlement house type program from such beginnings would fill a gap in such services in Baltimore. It is proposed that the Lafayette Square Community Center, a small church-inspired and still largely church-supported organization in the Harlem Park Renewal Area be enabled to develop a program in the settlement house tradition to test its effectiveness in engaging and involving newcomers in the life of the community. This might inspire and guide the extension of such services to other renewal areas.

4. Leadership Development Program. The Department of Adult Education could make a valuable contribution to the entire C. O. effort by offering and extending programs of leadership training and development to persons participating in or referred by the foregoing projects. Indigenous leadership has been identified as one of the most acute needs in these areas. Without it private agencies whose programs depend on volunteer participation find it difficult, if not impossible, to offer their services. The help of this department would also be important in setting up programs within the Welcoming Centers.

II. Family Centered Treatment Project

The team approach to the multi-problem family demonstrated its effectiveness in Agency Teamwork for Youth in Baltimore as well as elsewhere in the country. Learnings from these experiences should guide the setting up of the Team as well as its indoctrination to new methods for reaching people and helping them. Supervision of individual workers might be centered within the Project or continue under the agency contributing their services. In either instance seminar sessions of the team under Project personnel and direction would be scheduled regularly.

Another prerequisite to the Team's operation would be the establishment of a case-finding and referral system. Use of aggressive methods of casework as well as referral by courts or other authorities could be incorporated.

Since one of the premises of this proposal is that adequate standards of food, shelter, clothing and health be available to families and since present public policies and private agencies' resources can not by their own admission assure this, the Project must make provision for subsidy when indicated.

1. Group approach to work with selected ADC families

- a. Select families now being served on individual casework basis and invite them to group meetings (once or twice a month), these meetings to take the place of regular individual interviews. Two groups might be set up, one on a voluntary basis, the other with people assigned to it. Give the caseworker assigned some help in how to work with groups and consultative help from a social group worker.
- b. Select a like number of ADC families and give them a comparable amount of time on individual casework basis.
- c. Select a like number of ADC families. Give adequate grant and no additional service and see what the family can do to resolve its own problems.
- d. Define objectives to be achieved by the families, and compare progress.

2. Total family approach to the Domestic Relations Offender

"... it is believed that with a majority of the offenders, this problem is primarily rooted in the lower social economic group of Baltimore," (Page 13, The Problem of the Domestic Relations Offender, page 13, Health and Welfare Council).

For statutory and staff reasons neither the Court nor the DFW is currently able to give service to the Domestic Relations Offender that encompasses the entire family and that is designed to change the behavior of the offender. This Project is the logical place to demonstrate what can be done through intervention in the lives of families whose chronically disorganized behavior has engendered official community concern, to deter further similar behavior and

and raise the families' levels of social functioning. Treatment to be based on the principles: that the family is the client; affective treatment rests upon a family diagnosis; services are given on the basis of perceived and defined "clear and present danger"; society has the right to intervene in the lives of persons who represent a threat to society generally, or to other members of their family specifically; one caseworker serves the whole family and coordinates other services as needed. Referrals are to be made to the Project Team by Courts or DPW to establish a treatment relationship with the family. The authority or legal function of the referring agency would not be delegated to this service unit.

3. Experiment using the school as a referral center

Request school Special Services Division to provide increased social work service in the area for the test period to work with the principals and teachers on identifying children and families with problems. Special attention to be given to early identification of the potential drop-out or the pre-delinquent to see if family-centered treatment can be a counteracting factor. School social worker to serve on Project Team.

4. Use of Group Worker on Team to act as a detached worker with street-corner youth but with particular emphasis on reaching out to his family as well.

5. Work with Medically Indigent Families

The lack of resources or funds to aid families who are normally financially self-sufficient but need help when sickness strikes is identified as a serious problem by the private family agencies often leading to eventual family disorganization or demoralization. Refer a selected group of these families to the Team to determine precisely the nature and extent of the problems, what is lacking to meet them, how these could be overcome, and if financial subsidy is the only answer how costly this would be. Evaluate possible consequences to families of continued failure to help with this problem.

6. Cooperate with IVNA in a demonstration program of intensive nursing care as an aid to the total family adjustment to health problems in the home. Adequate nursing service as a means of: speeding recovery and/ or preventing permanent disability; increasing independence of the chronically ill or disabled; relieving family tensions; improving family understanding and ability to cooperate in patient's care and treatment; evaluating family needs and referring to appropriate resources in the community; pointing up unmet needs for services such as foster home care for chronically ill; food services for the aged or ill person living alone, etc.
7. Cooperate with Bureau of Recreation in its reaching-out efforts with truants - working out ways of relating it to the Project.

Programs of Acculturation

1. CPHA School Neighborhood Improvement Program to be instituted in every school in the area with curriculum tailored to the specific needs in the neighborhoods. This program operates in two ways. Through a Community Study Workshop for teachers to acquaint them with the cultural and environmental background of the child as well as the social forces in the community which influence him. Knowledge of community improvement and methods of implementation are part of the program. The second part of the program is the incorporation of neighborhood improvement as an integral part of the curriculum at all school levels. Parents involved whenever possible.
2. Develop a L-H Club Program in Schools in another renewal area
3. Family Life Education Programs
 - a. Cooperate in Urban League's program of "Strengthening the Family" and integrate it into Project

- b. Cooperate with Department of Adult Education in its use of detached staff in reaching out to families with programs of Family Life Education to improve housekeeping skills, health standards and parental responsibility. Integrate this program into Project.
- c. Cooperate with BURHA with its home visiting program to improve housekeeping standards and enforce Housing Code. Integrate into Project.
- d. Develop a program using women with home economists and county organizational skills to enter specified neighborhoods in the same way that a detached worker enters a delinquent neighborhood with some plan of action but a good deal of freedom to "play it by ear." To make friends with women, help them with problems in her province, perhaps organize classes or clubs if this seems indicated. Where families seem to need intensive casework or financial aid, the worker would aid them in making contact with an appropriate agency. The work would be with adults and primarily with women, although men might become involved in some social activities.

4. Recreation and Leisure Time Activities

- a. Experiment in a team approach to provide a total neighborhood plan for recreation and leisure time programs. Bring together Bureau of Recreation, Adult Education, Boy and Girl Scouts, YMCA, YWCA, Boys Clubs, Catholic Youth Organization, Pratt Library, to plan and execute a comprehensive program for all ages.
- b. Use a detached worker to reach out to those who do not participate in organized groups

Programs to Raise Educational and Occupational Levels

- a. Cooperate with Dept. of Adult Education in its program for functional illiterates, its vocational skills classes and its regular academic courses by trying to increase motivation to use these resources.
- b. Cooperate with or incorporate the Health and Welfare Council's Youth Work Project in Renewal Areas. This could be the vehicle used to interest youth in the area in a community improvement project and at the same time provide them with some skills training.
- c. Develop a special program to help the School Drop-Out. Work with the Urban League and the schools who already have some services in this area.



J. HAROLD GRADY
MAYOR

Dear

The enclosed report entitled "A Letter To Ourselves" is being sent to civic leaders in the City of Baltimore. The report has been developed and brought to my attention by Mr. Gordon Manser, Executive Secretary of the Baltimore Area Health and Welfare Council, Doctor George B. Brain, Superintendent of Public Instruction, and Mr. David Wallace, a City planner.

It is a most provocative document, setting forth the overwhelming and persistent human problems of our Inner City. The report is concerned with the identification of these problems and the design and implementation of a bold, experimental program for human renewal and development, which will match our extensive program of "bricks and mortar" urban renewal and redevelopment.

Obviously, such a challenging project cannot succeed without broad substantial citizen understanding and support. Its implementation depends upon a successful blending of municipal leadership and community support.

I am confident that the City government is prepared to play its proper role in the development and implementation of a program of human renewal. However, it is absolutely essential that adequate citizen support be generated before a specific plan of action is adopted. "A Letter To Ourselves" is transmitted herewith to acquaint you with the nature and scope of the problems which confront us and to obtain your reaction to its proposals which the report suggests as possible solutions. Your comments and response are welcomed.

Very truly yours,

Mayor

mtf

A LETTER TO OURSELVES

July 21, 1961

Prepared under the auspices of the Health and Welfare Council of the Baltimore Area, Inc., but addressed to all people and agencies participating in the problems of human development of Baltimore.

What this is all about

In a nutshell, this is a letter about a major community problem facing Baltimore - perhaps the major problem. While we are making great gains on almost every front, the social, economic, and political, in short the human problems of our Inner City seem to defy our efforts. The culture of this major part of Baltimore, sometimes called the "gray area", involves high crime and unemployment rates, social alienation, low level of communication and language skills, poor nutritional and health standards, and limited access to facilities for self-help. You name it, they have it.

It is our belief that this does not have to be. We can do better. We believe in people, and that our scarce dollars - if a choice must be made - were better spent on the education and up-grading of people with potential than on obsolescent bricks and mortar. Obviously, it cannot be a matter of either/or - it must be both.

This is a call to arms for the design and implementation of a massive program for human development. We believe that foundation support is possible if we have the courage to step out of our old accustomed ways, and the imagination and brains to spell out a new, experimental, and comprehensive approach to improving the attitudes, behavior, aspirations, and opportunities of the people of Baltimore's Inner City.

That Other Baltimore

Should friends from out of town ask most of us what Baltimore is like, the answers come easily. If it was not just a social question, we reply in a more or less organized way: a city of almost a million, in a metropolitan area approaching two million; a good sports town with the Orioles and the Colts upholding local pride; an old city with old traditions and a leisurely way of life; a community of homes near the marvellous Chesapeake Bay; Crab Town; Land of Pleasant Living.

In a more serious vein, our city is a great diversified, industrial complex around one of the best harbors in the world, served by rail, highway, and air. It has a reasonably good political climate, and an excellent supply of skilled labor. The educational, cultural, and many widely known institutions in Baltimore are next in our recital, followed by a description of our vigorous business community that has done so much to spark the city's progress. Our school system and our urban renewal agency, to mention only two, have programs looked on as national models.

By then we've perhaps stretched our friend's span of attention, and we talk about something else. Yet we haven't even scratched the surface of our city -- that great, complicated, infinitely varied complex of people and bricks and mortar that we call Baltimore. We could add the clubs, the busy business world of downtown, the social organizations, the shopping centers, the churches, and so on. Everything sounds pretty swell. Baltimore is a great place to live, work, play.

Yet, as we turn our steaks on the barbecue, we remember that other Baltimore, the one we haven't told our friends about.

How to describe it? Variously we call it the Inner City, the "gray area". Most of us think of it as the place where the crime rates are highest, where juvenile delinquency is the greatest, where people are poorest, where the color scheme is different from the suburbs. Those of us more directly concerned know it as the area where 75% or 80% of the children don't finish high school, where many babies die before reaching their first birthday, where wretched housing is the rule and the police are your enemy more often than not.

It is the Baltimore of the high TB and venereal disease rate, of the welfare and the unemployment check, the asphalt jungle, the unwed mother, and the unwanted child.

To be more precise -- or perhaps just more academic -- this is the Baltimore of the "hard core", "multi-problem", "culturally deprived", "disorganized" persons and families. Some of their recognizable characteristics are:

- . Many do not understand, or are not in contact with, modern urban living;

- . Many are participants in subcultures, the values and customs of which are different from urban middle class values and experiences;
- . Many, particularly children and youth, suffer from the disorganizing impact of mobility, transiency, and minority group status;
- . Many have educational and cultural handicaps arising from backgrounds of deprivation;
- . Many are members of families with many problems: divorced, deserted, unemployed, chronically sick, mentally ill, retarded, delinquent;
- . Many lack motivation or capacity to cope with their problems or to improve their situations;
- . Most lack opportunities or motivation to become responsible citizens for the maintenance or improvement of their neighborhood or community.

This is a Baltimore we'd like to forget about. In fact, we'd like to do away with it, but cannot. It seems to be a more vigorously growing city than the one we tell our friends about, but it's not a place where we'd like to live. People live there because they have to, or because they don't know how to get out. It's a Baltimore where the American Dream has little chance of fulfillment.

Pandora's Box

If at this stage of our letter anyone concludes that our current programs for dealing with these problems are adequate, let him talk to some of the knowledgeable professionals in Baltimore. Talk to a visiting nurse, or a housing inspector, or a social caseworker, or a school teacher in any one of fifty elementary schools. As individual professionals, it is fair to say most will admit their program, their agency, their efforts are too little, too poorly coordinated, the problems too overwhelming.

Yet there is little community awareness of the magnitude of the total problem. Most community leaders - both political and civic - see only the partial evidence of the physical decay of the Inner City. With the Baltimore Urban Renewal and Housing Agency on the job, the general attitude is that the bricks and mortar aspect of the situation is well in hand. The less tangible problems of people appear on the surface only as news stories when their troubles bubble to the surface on the police blotter, hospital and public health report, or welfare roster.

Which may be just as well for our peace of mind. Digging deeper, collating agency experience and really plumbing the full measure of the human problems of the Inner City can be like opening Pandora's Box. If all the public and voluntary agencies involved were to be called before a special kind of grand jury, a devastating indictment of our way of life and the impact of the city on people might result.

So why do it? Why not go on as we are? We have a fine group of public and private organizations in all fields related to human problems. Our professionals are as good or better than any in the country -- and for that matter every other city is in the same boat. So why not relax?

The Heart of the Matter

Of course, we all believe in people. However, this belief can lead to a dangerous complacency stemming from our national conviction that people can take care of themselves. The facts are that in the Inner City the cards are so badly stacked against people having much in the way of opportunity or freedom of choice that we must somehow reshuffle the deck.

People are our country's greatest resource, and we are simply not utilizing this resource properly. Our national ethic, our struggle for survival, fundamental common sense in our public and private economics, all point toward the need for solving our human problems.

This brings us to the heart of the matter. We believe three things.

First, we believe that the attitudes and behavior of the people in the Inner City can change to a significant degree. Not human nature, mind you, but human behavior insofar as it is affected by environment, aspiration and opportunity.

Second, we believe that it is possible through better coordination of existing activities and new, experimental programs to mount a broader and more coherent approach to the human problems of the Inner City than we now have. This means maximizing the effectiveness of present resources and efforts.

Third, we believe it possible to motivate and enable individuals to achieve happier, better adjusted personal lives and wider and more fruitful participation in community life than they do now by such efforts.

Are you still with us? We are looking for a way to improve the habitat, education, adjustment and opportunities of the occupants of Baltimore's "gray area", the Inner City.

How can the total resources of the community be brought to bear on the complex problems of the Inner City? Precise definition of the problems involved, resources and methods required for satisfactory resolution are still to be found.

It is certainly implicit that:

- ..it will require a comprehensive and coordinated approach rather than a piecemeal attack;
- ..it must envision experimentation, integration, self-analysis, and innovation as well as coordination and intensification of existing services;
- ..while leadership must come from those agencies which offer direct services to people, successful prosecution will require wide community support and commitment;
- ..if real impact upon serious community problems is to be made, the effort must be carried beyond the area and time of a single demonstration.

New Directions

Doesn't all of this simply mean doing what we're already doing. Only more and better? Yes, it means that, but it means more, too. This same searching for a new and more effective approach has its counterpart in other cities in the country whose experience may be of interest to us.

Take as an example what is called the Great Cities Program. Several years ago the superintendents of fourteen of our largest cities met to discuss their common educational problems of the "gray areas". Baltimore's Dr. John H. Fischer was among them. They recognized that these problems and pupils had gotten beyond the reach of normal educational techniques. Separately they designed experimental projects and approached the Ford Foundation for consideration.

The Ford Foundation's Education Program staff worked closely and creatively with the school people. Schools were an obvious place to begin work on the problems of the "gray area". One of our own prominent social workers recently indicated as much in saying that we might as well give up on this generation of adults and concentrate on the kids.

At any rate, to date ten of these cities have received grants from Ford for programs that differ considerably in form and content, but in which there are basic similarities of general purpose and emphasis. The programs range from: (1) an attempt to adapt curriculum, methods and outlook to the special circumstances and needs of pupils and families of the "gray area"; (2) concentration on improvement of English-language skills as perhaps the most critical factor in educational and social adjustment; (3) an effort to relate what goes on within the school to the home and to activities of other community agencies; (4) early identification of newcoming families and pupils, and orientation to school and community; (5) training of teachers in special techniques and perspectives required; (6) concern with the problem of early school dropout and employment. Baltimore's Department of Education is currently putting the finishing touches on what we hope will be another of these experiments.

Ford has tough requirements and rightly so. They wanted the programs to be worthy of the label "an experiment of national significance", and to provide for substantial local contributions, which would increase and eventually fully support the project.

The Ford staff also began to realize that at least two other of their divisions had been drawn into the "gray areas" as an area of problems demanding major attention. Public Affairs and Youth Development were equally concerned and common sense suggested a welding of the three program interests. They ultimately look forward to a series of major grants over an extended period to help a selected number of communities in the kind of program we have in mind. They see this program composed of police and social work, urban renewal and rehabilitation, physical planning, public finance, governmental policy, religious and cultural effort, all geared to a consistent and constructive effort.

A big order! Nevertheless, Oakland, California already has come close to what they have in mind. As a "model" of a coherent "gray area" program, it is worth our looking at.

Oakland is a core city of a metropolis and has become a staging area for "urban newcomers". Twenty-five per cent of Oakland's citizens are colored; other growing minorities include Mexicans and American Indians. Triggered by a near race riot some years ago, Oakland's City Manager, Mr. Wayne Thompson, has developed a regularized system of communication among working staff of school, city and county administrative bodies to correct errors of omission and duplication. "Associated Agencies" was originally established to deal with race tensions; it now serves as the coordinating device for youth and community work of all kinds. Through it and cooperating civic organizations, Oakland footed the bill for preparation of a "package" of projects, designed and to be carried out by separate agencies, but all focused on common areas or similar clientele, or both.

Space does not permit a complete description of their program. A sampler is that of the Alameda County Health Department - a member of Associated Agencies - to educate newcomers and individuals in the utilization of existing health resources. Another is an extension of a current high school delinquency prevention program to elementary and pre-school children with the Alameda County Probation Department taking the lead. And so on.

The Ford Foundation's explorations have touched a responsive chord not only in Oakland, but in at least sixteen other cities, Baltimore among them. Ford's staff has also met with a national group advisory to President Kennedy. This group has evinced considerable interest and federal legislation to provide funds on some kind of matching basis may be in the offing.

Where Baltimore Stands

Before we get too excited about Federal money, it would be well to take a quick look at where we stand -- not a long, hard look, because that will have to come later. Mrs. Helen Vernay, working for the Health and Welfare Council of the Baltimore Area, made the rounds of the local agencies, both public and private, and could report a healthy interest. There was also a natural tendency to dust off some pet projects from the back shelf at the distant rustle of money.

Actually, of course, there are many agencies and groups now engaged in projects or programs in Baltimore that logically fit within the kind of framework we're discussing. The Department of Education is ahead of us all with a near-application in the Great Cities pattern.

The Baltimore Urban Renewal and Housing Agency represents one of the most comprehensive efforts by any major city to deal with the physical renewal of the Inner City. Although concerned with bricks and mortar, the philosophy and direction of the program places emphasis on citizen participation and upon values, concerns and needs of people affected by the program.

A number of important elements of the Renewal Agency's program offer possibilities for inclusion as part of the present effort. The "Housing Clinic" could be expanded and have much wider value. Programs for voluntary rehabilitation are important. And, of course, since the Agency's activities are widespread, the coordination of the work of other organizations in the field of human development with theirs is critical.

In the development of this letter, Mrs. Vernay visited many individuals and agencies that should obviously be involved as we move toward a program. The following agencies helped clarify community needs to her and indicated a desire to cooperate. Some have already identified their particular contribution to specific project areas; others will do so as the program proceeds.

Public

Baltimore City
 Department of Public Welfare
 Baltimore City Health Department
 Baltimore Public Schools
 Baltimore Urban Renewal and
 Housing Agency
 Bureau of Recreation, Department
 of Recreation and Parks,
 Baltimore City
 Maryland State Department of
 Public Welfare
 School of Social Work,
 University of Maryland

Private

Associated Catholic Charities
 Baltimore Neighborhoods, Inc.
 Baltimore Urban League
 Citizens Planning & Housing Association
 Family and Children's Society
 Girl Scout Council, Baltimore Area
 Greater Baltimore Committee
 Instructive Visiting Nurses Association
 Jewish Family and Children's Bureau
 Maryland Council of Churches
 Red Shield Boys Club-Salvation Army
 Young Men's Christian Association
 Young Women's Christian Association

We believe that the great universities serving Baltimore must be involved as full partners in this enterprise. As one educator has put it, "A university must carry a measure of responsibility, concern and commitment to the problems of the environment of which it is a part." Also, it was felt that the universities would wish to supply technical and professional skills from their faculties as an integral part of project design and evaluation. Personal interviews with Dr. Martin Jenkins, President, Morgan State College; Dr. Albin Kuhn, Executive Vice President, University of Maryland; Stewart P. Macaulay, Executive Vice President, Johns Hopkins University; and Dr. Otto F. Kraushaar, President, Goucher College; found them to be enthusiastic about the purposes and scope of the ideas expressed up to this point, and willing to pledge their full cooperation in further exploration and development of the program. The proposal of Johns Hopkins University to establish a Center for Urban Studies, an interdisciplinary approach to problems of basic research in urban areas, comes at a most opportune time. The Center for Sociological Studies and the Field Politics Center of Goucher College are similarly seen as being closely related to the kind of effort being envisaged here.

This by no means represents the full range of support that can or will be enlisted as the component parts of the total program take shape. It represents merely those forces and organizations so intimately related to community needs that even initial proposals should not be made without their consultation.

A measure of community concern with urban problems and readiness to invest hard money in the development of broad citizen leadership to solve them is to be found in the program recently announced by the Greater Baltimore Committee. Under the title "Focal Point -- A Continuing Conference on Community Progress" the Greater Baltimore Committee and Westinghouse Broadcasting Company are planning a series of 26 one-half hour programs on WJZ-TV to begin in October which will systematically deal with problems of concern to the urban community. The payoff for this effort is expected to be found in the discussion groups which will be organized throughout the community to view the programs and to examine issues and propose solutions which will be coordinated with the presentation of the television series.

Elements of a Proposal

Out of the discussions that have taken place to date, both locally and in a preliminary way with the Ford staff, we believe that Baltimore is approaching a position in which a specific proposal can be put together. We are not yet ready, that is clear, but we're getting there.

The discussions have elicited specific suggestions so far unrelated to geographic area, but centered around problems related to characteristics of the persons whose individual, social, family, and community functioning it is hoped to improve. These include projects of education, community organization, of family-centered treatment using a team approach, of acculturation, and of research. So far nothing has been designed. We are in the pre-design stage.

A. Programs to Raise Educational and Occupational Services

1. A pupil mobility study has been suggested by the schools for early completion to provide valuable background information for the design period.
2. The Department of Education has in preparation several experimental approaches oriented to school-community relationships and pupil deficiencies of various kinds.
3. The Department of Adult Education will further expand its program for functional illiterates, its vocational skills classes and its regular academic courses by trying to increase motivation to use these resources.
4. The Health and Welfare Council's Youth Work Project in Renewal Areas could be the vehicle used to interest youth in the area in a community improvement project and at the same time provide them with some skills training.
5. A special program to help the School Drop-Outs could be developed in cooperation with the Baltimore Urban League, the schools who already have services in this area, the State Department of Employment Security, the State Labor Department, together with many interested voluntary agencies.

B. Teamwork on a Family-Centered Basis

1. Family-Centered Treatment Project. An experimental program involving the development of a family-centered treatment project. This would provide for the administration of social work services, using methods and principles which have proven successful in experiments in other parts of the country. These would include focus on the entire family as a unit, the establishment of an early case finding and referral system, the teamwork approach under which one agency would take responsibility for bringing together all resources needed by the family and develop methods of reaching out to families who are not initially motivated to ask for help.

2. Among other directions this unit would be seen as working with the Domestic Relations Offender. For statutory and staff reasons neither the Court nor the Department of Public Welfare is currently able to give services to the Domestic Relations Offender that encompasses the entire family and that is designed to change the behavior of the offender. This Project is the logical place to demonstrate what can be done through intervention in the lives of families whose chronically disorganized behavior has engendered official community concern to deter further similar behavior and raise the families' levels of social functioning. Treatment to be based on the principles: that the family is the client; effective treatment rests upon a family diagnosis; services are given on the basis of perceived and defined "clear and present danger"; society has the right to intervene in the lives of persons who represent a threat to society generally, or to other members of their family specifically; one caseworker serves the whole family and coordinates other services as needed.

3. It would be hoped that another experimental part of the work of this project would be a group approach to work with selected Aid to Dependent Children families which might operate on the following basis:
 - a. Select families now being served on individual casework basis and invite them to group meetings (one or two a month), these meetings to take the place of regular interviews. Two groups might be set up, one on a voluntary basis, the other with people assigned to it. The caseworker assigned would be given some help in how to work with groups and consultative help from a social group worker.
 - b. Select a like number of ADC families and give them a comparable amount of time on individual casework basis.
 - c. Select a like number of ADC families and give them an adequate grant and no additional service in order to measure what the family can do to resolve its own problems.
 - d. Define objectives to be achieved by the families, and compare progress.

4. Recreation and Leisure Time Activities. For the past two years the City Bureau of Recreation has reported success in a cooperative referral program with the school system under which truants are identified and given intensive counseling and service by a representative of the Department of Recreation. It is proposed that this program be extended to incorporate voluntary leisure time agencies, including Boy and Girl Scouts, YMCA, YWCA, Catholic Youth Organization, and Boys Clubs, etc., into a similar cooperative relationship with the school system. As envisaged, this plan would be extended to enable a representative of one of the public or voluntary leisure time agencies to serve as a primary agency to mobilize and coordinate other needed services for the truant and his family. This would involve principles of early case finding, teamwork, and coordination of services in a specifically identified group of children and their families.

5. Use a detached worker to reach out to those who do not participate in organized groups.

C. Community Organization Projects

1. An experimental effort in citizen involvement with particular stress on developing self-help projects among the multi-problem families, the youth and the aged. Such a program could be conducted by a team interviewing not only those seen as potentially "outstanding citizens" but as a door to door approach to the "average resident." It would aim to determine the real interests and problems of the community as the people perceive them, to offer information to families about specific health services, recreation and education facilities and help in contacting other city services, etc. (building a two-way communication between people and community resources), to promote community improvement, and to identify, train and utilize indigenous leadership.
2. Block organization and/or Neighborhood Council development through project staff and Community Organization staff of the Baltimore Urban Renewal and Housing Agency. This might be undertaken after the initial stages of the project above, building upon leadership potential and interests discovered in this effort, or 1. and 2. might proceed simultaneously in different parts of the area to test the relative effectiveness of the two approaches to involvement.
3. Development of Newcomer Center in the Churches. The churches are frequently the first place a stranger or a person in trouble will turn to for help. To capitalize on this natural access to people, a church or group of churches in an area could establish a newcomer welcoming center to: reach out to the newcomer by door to door visiting, neighborhood wide circulation of information about the center among schools, moving companies, local clubs, organizations, etc.; offer a social and educational program designed to acquaint the newcomer with the resources of an urban community; try to interest them in neighborhood concerns; cooperate with many other community agencies such as Pratt Library and other cultural resources, city departments of education, health, law enforcement, sanitation, and recreation and leisure time agencies in carrying out such a program. If sufficient demand for a referral service were to develop in one of these centers, there is reasonable expectation that a family service agency could offer part-time staff help in meeting this need.

This program would serve a dual purpose in that it would also afford the clergy in the area an opportunity to become more identified with neighborhood concerns.

Eventual development of a settlement house type program from such beginnings would fill a gap in such services in Baltimore. It is proposed that the Lafayette Square Community Center, a small church-inspired and still largely church-supported organization in the Harlem Park Renewal Area be enabled to develop a program in the settlement house tradition to test its effectiveness in engaging and involving newcomers in the life of the community. This might inspire and guide the extension of such services to other renewal areas.

4. Leadership Development Program

- a. The Department of Adult Education will make a valuable contribution to this effort by offering and extending programs of leadership training and development to persons participating in or referred by the foregoing projects. Indigenous leadership has been identified as one of the most acute needs in these areas. Without it private agencies whose programs depend on volunteer participation find it difficult, if not impossible, to offer their services. The help of this department would also be important in setting up programs within the Welcoming Centers.
- b. The Community Relations Committee of the Department of Education is organized for the purpose of meeting with community representatives identified with minority points of view. They work toward compatible solutions of those problems which in local communities have been points of conflict between one or more organizations, agencies, or groups where such conflicts have a tendency to affect the school programs adversely.
- c. A unique and promising program which could be explored would involve the encouragement of voluntary transplanting of leadership from more advantaged areas of the city into areas where leadership needs to be developed. It is believed that many individuals, with a sense of mission and with the ability to command respect and a following among others, could make a significant contribution by serving as leaders pro tem in a neighborhood until indigenous leadership had had an opportunity to develop sufficient experience to carry on independently. In a sense this might be considered as a domestic Peace Corps.

D. Programs of Acculturation

School

1. Expand the Citizens Planning and Housing Association's/Neighborhood Improvement Program to all schools in the inner city with curriculum tailored to the specific needs in the neighborhoods. This program operates in two ways. A Community Study Workshop for teachers acquaints them with the cultural and environmental background of the child as well as the social forces in the community which influence him. Knowledge of community improvement and methods of implementation are part of the program. The second part of the program is the incorporation of neighborhood improvement as an integral part of the curriculum at all school levels. Parents are involved whenever possible.
2. Experimentation in developing and adapting extension service programs to urban areas (in consultation and/or cooperation with the University of Maryland). The extension service programs conducted jointly by the U. S. Dept. of Agriculture, the state agricultural colleges and local county agents, designed primarily for rural areas, where they have flourished for a long time, have recently been tried and have met with success in urban settings. Rural immigrants in particular may be amenable to such programs because of previous familiarity with them. Two aspects of this program would seem to have significance for urban application.

- a. The 4-H Club Program (Health, Heart, Head, Hand) for young people 10-21; their motto "Learning by Doing." While the program in rural areas has specialized in practical experience in various branches of agriculture and home economics, an orientation to more urban skills and interests should be possible.
- b. The Home Demonstration Agent Program. Might be modified to develop a program using women with home economics and county organization skills to enter specified neighborhoods in the same way that a detached worker enters a delinquent neighborhood with some plan of action but a good deal of freedom to "play it by ear." To make friends with women, help them with problems in her province, perhaps organize classes or clubs if this seems indicated. Where families seem to need intensive casework or financial aid, the worker would aid them in making contact with an appropriate agency. The work would be with adults and primarily with women, although men might become involved in some social activities. There is precedence for this program since there are already three Home Demonstration Agents working in Baltimore.

3. Family Life Education Programs

- a. Cooperate with the Baltimore Urban League's program of "Strengthening the Family." Using the community organization process, the Family Life Program enables the Baltimore Urban League to fulfill its established policy of working through and with other agencies and organizations. Stimulation and coordination are utilized to bring adults and young people into contact with educational and service agency forces that do or can play a part in influencing family life.

The general objectives are to (1) establish the concept and practice of sound family living in such a way as to enable the home to perform its responsibilities more effectively as the basic unit of society and (2) instill in children those attitudes and values which characterize productive citizenship.

- b. Cooperate with Department of Adult Education in its use of detached staff in reaching out to families with programs of Family Life Education to improve housekeeping skills, health standards and parental responsibility.
- c. Cooperate with BURHA in its home visiting program to improve housekeeping standards and enforce Housing Code.

- 4. Police Department. The policeman is in a unique position in his opportunities to influence and to serve families and children. By his firm and humane administration of the law he has the capacity to engender respect for the law and for himself as a person. It would be important that the policeman on the beat be fully integrated and oriented with respect to the objectives of this project and that he be an active member of the referral and treatment team. This would hopefully avoid a situation wherein the residents, both young and old, regarded the policeman with fear and with stereotypes, but instead looked upon him as someone who is available for practical

assistance in helping to get connected with services and resources when needed.

E. Programs of Research

A basic and important element in any program is research. At least two areas of research activity are seen:

..The first would be directed to increasing knowledge about the characteristics, attitudes, interests, and opinions of the population being dealt with. It would be expected that such research would supply invaluable information to the community at large as well as guide lines for program development and direction to virtually every agency participating in the project.

..A second area of research relates to evaluation of the program itself and its component parts. Obviously a program of this kind will contain many opportunities for studies designed to determine the effectiveness and degree of success of particular parts of the over-all project, with research findings used as feedback to increase the effectiveness of projects as they proceed. It would be expected that research would be built into these activities during the period of project design.

Where Do We Go From Here?

As we can all see, this is just a beginning. We have a long way to go before we can confidently expect community or foundation support. What are our next steps?

Well, if you're still with us, we think that there are four steps indicated:

1. A Working Conference: The purpose of such an all-day conference will be to broaden the involvement in and understanding of what we're all up to; and to become aware in more detail of what other cities are doing in this field. It may be possible to prevail on Ford Foundation staff to help us out here.
2. Pre-Design Phase: Two specific things should come out of the previous step. First, we should all become completely aware of the dimensions of our problem and what our program needs are. This will involve a series of critical self-reviews of agency programs and research into the size of the problems as measured by people and dollars. At this stage community leaders would be involved to a great degree. Second, we should submit an application at this stage for foundation support for the more detailed design of the total program. Maybe Ford staff won't see it this way --they may well feel that if local concern is sufficiently aroused, we ought to be able to pay our own way to New York (where the Ford Foundation holds forth). We'll see. We are now in early autumn.
3. The Design Stage: This stage should be about one year, during which the various projects would be specifically detailed, the various elements integrated, official commitments of cooperation and funds secured from public and voluntary services, and involvement through direct contact and mass media of the general public.
4. Program Operation: Of a duration and scope to be determined.

Well, there are a million questions unanswered in our minds, not the least of which is who runs the show? How are funds allocated and so on? What funds? There aren't any as yet so we might as well relax. But it is interesting to note that the Ford Foundation staff have considered a variety of arrangements ranging from a local philanthropic agency, a single public agency designated to act on behalf of others, a special purpose corporation, and grants made to individual agencies, subject to some coordinating device.

We're now ready for Step One.

Goals of Project Design Stage

(The major effort and goals are set forth in the attached document)

I. Basic Steps to be Taken

1. To establish and work through an Advisory Committee composed of members of the Council Board, the Mayor (or his personal representative), the business community, the Board of School Commissioners, the BURHA, and such others as the President of the Council may see fit.
2. Determine and define project elements
For example:
 - a. Determine with each cooperating agency, the program contribution each will make to the coordination of services
 - b. Determine staff contribution which each agency will make to the coordination of services; and the necessary subsidy each will require for maximum contribution
 - c. Obtain official and formal commitments of cooperation of agencies based upon these estimates
3. Determine and fix geographic area, or areas, in which project is to be conducted
 - a. It is likely that a primary program area will be selected in which the coordinated effort will be applied
 - b. It is possible that single program elements can be applied in other geographic areas on an experimental basis
4. Devise means of integrating the project with the Mayor's office, in order that the Mayor may be fully advised throughout, and in order that he may exercise vigorous leadership with respect to the commitment and cooperation of city agencies.
5. Initiate immediate measures to improve coordination among agencies, such as a frequent newsletter or intra-house organ which would report program changes, modifications, personnel changes, and other matters affecting smooth working relationships among participating agencies.
6. Determine the time span during which the project and its elements shall continue under subsidy; fixing terminal dates for subsidy for those program elements for which full support would be assumed by the local agency and/or community.
7. Conduct a systematic program of public information concerning the problem; and the goals, objectives, and methods of the project to generate wide public understanding and support.

8. Define those program elements whose effect can be evaluated during operation and feedback which will improve operation; define research that needs to be done in respect to attitudes, interests, opinions, characteristics, etc. of population to be served. Establish a working budget for this purpose.
9. Engage the cooperation of universities serving Baltimore in the design and evaluation phases of the project. The goal would be an interdisciplinary contribution to each of these aspects of the project.
10. The end result of this year's work would be the presentation to the Board of the Council and the Mayor of an integrated, coordinated plan spelling out and carrying forward the objectives of the project. Approval and disposition of the project proposal will rest with the Board of the Council.

II. Proposed Budget for Design Stage

Director of Design Stage	\$14,000	
Secretary, Administrative Assistant	6,500	
Evaluation and Consultation	<u>3,000</u>	
Total Salaries	\$23,500	\$23,500
Rent for Office Space	2,500	
Office Equipment	<u>1,000</u>	
Total Office Space, Equipment	3,500	\$ 3,500
Postage	.100	
Supplies	1,250	
Telephone	500	
Local travel, meals	250	
Out of town travel	500	
Final report	<u>500</u>	
Total Supplies, etc.	3,000	3,000
GRAND TOTAL		<u><u>\$30,000</u></u>

Prepared by: Health and Welfare Council
of the Baltimore Area, Inc.

May 18, 1961

Mr. David A. Wallace
Director, Planning Council
Greater Baltimore Committee
Mathieson Building
Baltimore 2, Maryland

Dear Dave:

Here's the current draft of our proposal. Since George Brain is out of circulation for a few days, we thought we would send it along to you for critical review, etc. Mrs. Vernay and I will be very anxious to have your reactions.

Incidentally, I have not had an opportunity to tell you what I think of your deserting Baltimore. I only hope that one of your firm resolutions before you leave town is to see that this project reaches the Ford Foundation people in good order.

Sincerely,

P. S. This is the type of project -- if I rewrite it 100 times, I'll never be satisfied.

May 31, 1961

Dr. George B. Brain
Superintendent
Baltimore Public Schools
3 E. 25th Street
Baltimore 18, Maryland

Dear George:

Here is a current draft of our project proposal. We sent one along to Dave Wallace a few days ago.

Mrs. Vernay and I will be very anxious to have your reactions. Since I will be out of the city until June 12, will you call her at ID 5-9018.

Hope you are feeling up to par. Best wishes.

Sincerely,

Gordon Manser
Executive Secretary

July 14, 1961

To: George Constable

From: Gordon Manser

I am sure you will be interested in the attached draft of our proposed project for the Ford Foundation. This particular draft was prepared by Dave Wallace, although he has borrowed heavily and at times verbatim from the original draft prepared by Mrs. Vernay. I hope you will read this as soon as possible.

I think we have here at last a project for the Council of a scope and dramatic visibility which we have been looking for for sometime. I will be anxious to have your reaction.

July 14, 1961

Dr. George B. Brain
Superintendent
Baltimore Public Schools
3 E. 25th St.
Baltimore 18, Md.

Dear George:

I am enclosing herewith a redraft of our Ford proposal which has been written by Dave Wallace. I think this is a dramatic, sharp and excellently written document which will require a minimum of editing. I will be most interested in your reaction.

You will be interested to know that I have also talked with Stewart P. Macaulay, executive vice president of Johns Hopkins University. Like Dr. Jenkins and Dr. Kuhn he is very much interested in our proposal, and I am sure we can expect full cooperation from Johns Hopkins. I look forward to seeing you on Thursday.

Very cordially yours,

Gordon Manser
Executive Secretary

cc: David Wallace

July 14, 1961

Dear Helen,

I am sure you will be most interested in Dave Wallace's redraft of the Ford proposal. At the risk of biasing you before you read it, I must say that I think it is excellent. I wish I had his ability to dramatize a problem in the way in which he has done it in the attached report. Please let me have your reactions. I will see you on Thursday.

Sincerely,

(Helen, please call me on Monday about your schedule. I am going to try to schedule this meeting sooner, if I can, so I'll have more time to type this and get it to the ~~Board~~ Board meeting scheduled for July 27. - Rose Martick.)

HEALTH AND WELFARE COUNCIL
OF THE BALTIMORE AREA, INC.

July 31, 1961

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Mr. Paul Ylvasaker
Director
Public Affairs Division
The Ford Foundation, Inc.
477 Madison Avenue
New York 22, New York

Dear Mr. Ylvasaker:

You will recall meeting for breakfast on February 7 with several Baltimore people who were exploring the idea of a program aimed at the human problems of our inner city.

Stimulated in good measure by the discussion that morning we have moved ahead to try to spell out our goals and our ideas for programs and projects which would help us achieve these goals. For three months, during April, May and June, a very able volunteer serving on the staff of the Health and Welfare Council, contacted about 20 of our major public and voluntary agencies to sound out interest, readiness and ideas. The result is the attached document which was enthusiastically approved by the Board of Directors of the Health and Welfare Council on July 27. Of course, we consider this only a "progress" report, and a reflection of beginning thinking on what we see as a long term undertaking. However, we are at a point where we feel it would be most profitable if we could sit down with you and some of your associates at Ford to test out some of our present thinking and learn more about what other cities are doing about this same problem.

To this end Dr. George Brain, Dr. David Wallace and myself (we three have been serving as a Steering Committee) are available to come to New York at a time convenient to you.

I am enclosing three copies of this current draft.

Sincerely,

Gordon Manser
Executive Secretary

cc: Dr. Wallace
Dr. Brain

July 21, 1961

Dr. Otto F. Kraushaar
President
Goucher College
Towson 4, Maryland

Dear Dr. Kraushaar:

I would appreciate very much an opportunity to talk with you concerning a proposal in which the Health and Welfare Council is currently interested. The ambitious project which we are developing proposes to mobilize the resources of the community and to bring them to bear upon the human problems of the inner city.

In one sense this project may be considered as a parallel effort to the community's commitment to urban renewal. As such the program depends for its success upon the interest and cooperation of many institutions and organizations in the community. Among the more important of these, of course, are the colleges and universities.

I would appreciate it if your secretary could call me at Plaza 2 4146 so that we may set up an appointment at a mutually convenient time.

Very cordially yours,

Gordon Manser
Executive Secretary

Rose - This ad will run in Baltimore magazine this month. Also 1000 reprints will be mailed out by L&W. - Bill

DON'T TURN YOUR BACK ON



THE MAN FROM NOWHERE

WBAL-TV, Channel 11

10-10:30 P.M., Wednesday, September 5

Nowhere and everywhere:

West Virginia, Virginia, North Carolina, South Carolina,
Maryland, Pennsylvania . . .

Forced off the farm, mechanized out of the mine.

Obsolete skills. No skills. Last hired, first fired.

At the bottom. Going nowhere.

The lost American . . . the man from nowhere.

Victim of the vicious circle of involuntary poverty:

Unemployment, sickness, hunger, overcrowding, ignorance,
filth, fear, discrimination, apathy, despair . . .

Victim of rejection and social blindness.

Unorganized. Lobbyless. Voiceless.

The invisible American . . . the man from nowhere.

There are thousands like him in Baltimore.

Ignoring him won't make him go away.

Our ignorance, our indifference to this human problem, is
dangerous. This is a powder keg.

See him. Think about him. Do what you can.

THE MAN FROM NOWHERE.



915 STERRETT ST.

BALTIMORE 30, MARYLAND

You can see his story and learn what you can do to help on WBAL-TV at 10 P.M., Wednesday, September 5. "The Man From Nowhere" is presented as a community service by Lardner & Wich, Inc. The usual commercial time will be turned over to the Health and Welfare Council of the Baltimore Area for an important message.

Allen J. L.

THE FORD FOUNDATION
477 MADISON AVENUE
NEW YORK 22, N. Y.

PUBLIC AFFAIRS PROGRAM

September 22, 1961

Mr. Gordon Manser
Health and Welfare Council of
the Baltimore Area, Inc.
22 Light Street
Baltimore 2, Maryland

Dear Gordon:

Following our meeting in New York, the staff gave careful thought to the prospects of a comprehensive program in Baltimore. We came out with a position which will be of small comfort to you, that is, given our timetable, budget limitations, the advanced state of our negotiations with a number of other cities, the Foundation's allergy to planning grants, the "Gray Area" in City Hall with which you must contend, and the staff decision to deal primarily with public agencies in our search for comprehensivity, we feel that we can not offer much encouragement to you with regard to Ford Foundation support.

This, of course, does not mean we close the door to consideration of a fully matured program which you may develop if you continue your efforts. It does mean that we must regrettably leave to you the lonely task of breaking new ground and dreaming new dreams while we remain in the back-ground.

Sincerely yours,

Henry

Henry Saltzman

cc Dr. Brown - 9/26/61

RECEIVED
SEP 26 1961
BALTIMORE COUNCIL OF
SOCIAL AGENCIES

September 25, 1961

Mr. Paul Ylvisaker
Public Affairs Program
The Ford Foundation
477 Madison Avenue
New York 22, New York

Dear Paul:

Dr. Brain and I appreciated very much the opportunity of meeting with you and other members of the Foundation staff last Monday. We felt the meeting was most productive.

Dr. Brain and I wondered if it would be possible for you to join us for breakfast Monday morning, October 2 prior to the Focal Point meeting. We assumed you might be coming down the night before. We would like to pursue a little further a couple of questions which came up last Monday.

Very cordially yours,

Gordon Manser
Executive Secretary

GM:nlw

cc Dr. Brain

August 17, 1961

Mr. Paul Ylvisaker
Public Affairs Program
The Ford Foundation
477 Madison Avenue
New York 22, New York

Dear Mr. Ylvisaker:

Mr. Manser is on vacation. However, I have contacted him regarding your letter of August 16.

Mr. Manser would like very much to have Dr. Brain accompany him when he meets with you. However, Dr. Brain cannot make the September 6 date, and I was unable to get alternate dates from him since he's on vacation until August 23. I'll call Dr. Brain on the 23rd, and as soon as I have some dates from him, I'll call you.

If it is not possible to work out a time mutually convenient to yours and Dr. Brain's schedule, Mr. Manser will come up on the sixth.

Enclosing 10 copies of the Letter. If you need more, let me know.

Sincerely,

Rose Martick
Secretary to Gordon Manser

Enc.

cc: Dr. Brain

September 27, 1961

Mr. George W. Constable
Maryland Trust Building
Baltimore 2, Maryland

Dear George:

Attached herewith is the letter from the Ford Foundation which I mentioned to you this morning. As you can see, I don't think the immediate picture is very encouraging. However, George Brain and I hope to see one of the Ford people next week to see if we can keep the matter open.

Very cordially yours,

Gordon Manser
Executive Secretary

GM:nlw
Enclosure

THE FORD FOUNDATION
477 MADISON AVENUE
NEW YORK 22, N. Y.

November 2, 1961

Dr. George B. Brain
Superintendent of Schools
30 East 25th Street
Baltimore 18, Maryland

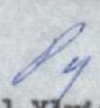
Dear George:

It was very considerate of you to write as you did. My reluctance to take on this -- and other assignments -- comes from the feeling (you probably know well) of having talked too often for what little I or any one person really has to say.

But I'd do my best to stir up the energy and the substance.

Compliments on your work in Baltimore.

Best regards,


Paul Yivisaker

cc: Mr. Gordon Manser

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NOV 6 1961
BALTIMORE COUNCIL OF
SOCIAL AGENCIES

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Human Values Urged for City

by Merle Pollak

How much concern exists for human—as well as physical—values in Baltimore city?

Surely the city recognizes and is attempting to deal with such problems as urban renewal, beltways and expressways, and the never-forgotten budget. The object, of course—an improved city.

But what are the human considerations that must also be made toward this goal?

Those shedding some light on the subject at the summary meeting of the "Human Values in the Emerging American City" discussion program included: Dr. George C. Brain, Baltimore city superintendent of public instruction; David Glenn, executive director of the Equal Employment Opportunities Commission; Edward Holmgren, executive director of Baltimore Neighborhoods, Inc.

Also, Philip Darling, director of the Baltimore City Department of Planning, and Richard Steiner, director of the Baltimore Urban Renewal and Housing Agency.

"The city must survive in terms of open housing," said Mr. Holmgren. He said there is a need for means and programs to achieve the goal of neighborhood stability and pointed out that "not enough attention is being paid in all phases of city life to this question."

He said that the concept of neighborhood's being all white or all Negro must be changed. The fact that there would not be a "terrific" shake-up in the housing market if housing were opened in the city as well as the county was stressed by both Mr. Holmgren and Mr. Glenn.

"Financing," said Mr. Holmgren, "must be more readily available to the Negro." He added that those controlling financing and real estate must realize that property values would not go down.

Mr. Holmgren, raising the question of equal job opportunities, said that Negroes must be insured an income sufficient to meet the needs of the community.

Mr. Glenn said that a great deal

(Continued on page 3)

Human Values

(Continued from page 1)

of anti-Negro discrimination is practiced by the unions. He said, however, that the companies concerned could look toward the Equal Employment Opportunities Commission for protection if they would be willing to oppose the unions.

Mr. Holmgren referred to the schools as the "solar plexis" of community life. If the standards of a school decrease, he said, it tends to hasten the "running of the whites."

Equal job opportunities affects the attempt the Department of Education is making to solve the problem of the drop-out. Dr. Brain called for community-wide recognition of this problem. He said the drop-outs are largely children with low intelligence quotients.

The department has a work-study program, a practical course where children can develop their skills by being placed in a job while still in school. But, said Dr. Brain, there are not enough work programs for the Negro youth. This, he added, is largely because of the anti-Negro

discrimination practiced by unions in many fields of employment.

Dr. Brain said he recognizes the importance of developing the child's learning potential at an early age. He cited the school # 66 pilot program which consists of low class loads and a concentration of experienced teachers as one effort the schools are making in that direction.

This pilot program, located in the Mt. Royal area, is also an effort in stabilizing the fast-changing neighborhood. Many white families had withdrawn their children from the public schools and were considering moving from the neighborhood. Now, said Dr. Brain, many are beginning to return the children to public schools.

Dr. Brain added that the Department of Education does not have the staff or the funds to have programs of this type on a broad scale.

The need of improving schools in slum areas was strongly emphasized by Dr. Brain. He called for a coordinated program including the Department of Education and other city agencies and backed by the city government. "Ford Foundation

money is available for this if the city government shows interest," he said.

The group was told by Mr. Darling that the city's master plan as it now stands is unrelated to time, and Mr. Steiner said his agency is contemplating starting an overall analyses of city needs in terms of urban renewal.

In the area of physical renewal, Baltimore appears to be making reasonably rapid progress. But in the field of human problems, much is left to be done.

It was those human problems that more than 30 women examined and discussed at the "Human Values" summary meeting on the Goucher College campus.

The programs, sponsored by the Brandeis University Women's Committee and the Goucher College Alumnae Club, was in connection with a national program being conducted by the Goucher Alumnae Club.

Discussion leaders were: Mrs. Gordon Becker, Mrs. Irving Blaustein, Mrs. Samuel Pines and Mrs. Henry Rogers.

Hope Seen for "Culturally Deprived" Child

Of Baltimore City's 168 census tracts, 56 contain a majority of children who could be termed "culturally deprived." These tracts lie principally within the city's central core. Estimates show that they contain approximately 46,100 children who have intelligence quotients of 85 or blow.

This somewhat alarming number of "culturally deprived" children in Baltimore has caused the city's public schools to initiate a pilot pre-school admission project designed in relation to in-school learning activities and experiences. The project will run through September, 1964.

There is no objective definition of cultural deprivation, but there is a great deal of evidence that children, because of their limited cultural experiences, low aspiration, and high mobility, experience fewer and fewer academic successes year by year as they reluctantly attend school until the legal leaving age.

The children become increasingly academically handicapped. They become drop-outs as soon as they reach 16. Last year (1959-1960) over 6,600 children withdrew from schools in Baltimore.

One out of every 5 children in the 6th grade is reading at a level which is 2.4 grades below normal. One out of every 5 children in the sixth grade is 1.9 grades below normal expectations in arithmetic. Statistics show culturally disadvantaged children fall farther and farther behind their normal counterparts. For example, at Grade 2, these children score only a few months below grade level, but by the time they reach Grade 5 they are on the average 2.1 grade levels behind in reading and 1.7 in arithmetic.

Many of these "culturally deprived" children live in homes where a parent or parents lack time, knowledge, and understanding to provide their children with the needed learning experiences. Many parents must work exceptionally long hours; many are too physically or emotionally handicapped to carry out their parental responsibilities; and other parents simply do not care about their children.

Though no scientific definition exists for a "culturally deprived" child, a culturally limited area can

be traced to such factors as population density, divorce rate, value and condition of homes, overage-ness in grades, nonpromotion rate, and grade levels in arithmetic and reading.

To over-come these adverse conditions, Baltimore conducts an educational program designed to enrich the lives of culturally disadvantaged 4 and 5 year-old, out of school children.

At present there are about 16,700 children which fit into this category. The program is designed to over-come the academic handicaps which confront these children upon entering regular elementary programs.

In order to carry out this program

to develop in each child an awareness of himself as an individual who is regarded by others as important of and for himself, and which provide evidence that others care about what happens to him."

On a typical day these 4 and 5 year-old children will participate in activities which will include learning experiences related to the physical, social and emotional needs of "culturally deprived children." They will be oriented to appreciation of art media through finger painting, for example: play activities involving children in cooperative endeavors will promote socializing experiences. The day will have regular routines and challenging opportunities, intellectual and phy-

Extent of Problem in Baltimore City of Culturally Disadvantaged Public School Children 1960-61

Selected Special Education Programs	On Net Roll	Waiting List
Elementary Schools		
Mentally handicapped (opportunity classes)	4,266	5,427
Trainables	127	800
Day Camps (socially handicapped)	81	35
Junior High Schools		
Special curriculum (mentally handicapped)	4,953	6,075
Total Net Roll (1960-61)		
Baltimore City Public Schools	170,222	—

NOTE: Baltimore City also provides special education programs for 341 physically handicapped elementary school children and 54 physically handicapped junior high school students.

of special learning activities, the Baltimore City Department of Education shall provide both funds and personnel supplemented by foundation funds.

The program is specifically designed to reduce the "cultural experience gap" in these children by focusing on language skills and communication experiences. But the program is not just a downward extension of an academically oriented curriculum. The project is an attempt at widening the cultural horizons of children who have never had, and probably never will have, the necessary cultural experiences unless the school provides them; children, according to a report by the Baltimore City Schools, "need experiences which tug at their heart strings more than at their heads, which focus primarily on love and understanding, which help

sical satisfaction of planned work, necessary rest, and creative play.

The children will be encouraged to observe alertly and to talk interestingly about what they see and hear. Imaginative literature (poems and stories) and well written factual material will be read to them in ways as to develop the children's creative imagination and word power.

The desired out-come of the pre-school project is the development of values, attitudes, and skills essential to individual growth and social competence: acceptable social habits, skills in communicating ideas and feelings, health-habits — in short, the things they need to succeed in school and life.

Recognizing that the educational and cultural growth of both children and parents are important, the Pre-school Admission Project will focus

ren

by Ray Abrams

attention on the child and his parents.

The project also includes provisions for the participation of the parents. If mothers learn how to nurture and guide their children they will benefit greatly.

Within each of Baltimore City's six Elementary Supervisory Districts will be located "Teacher — Mother Teams." Each Teacher — Mother Team will be responsible for approximately 30 culturally deprived 4 and 5 year-olds. The team will consist of a minimum of two persons, and at least 3 of them will be present for each day of instructional activities.

One member of the team shall be a well-trained experienced, competent primary teacher on a permanent basis, while the other members will be volunteers from the community at large.

The Teacher-Mother teams will have to begin with an assessment of the cultural and academic levels of the parents of the culturally deprived children. A knowledge of the child and parent is essential to the success of the project. To accomplish this, the Department of Education has orientation workshops where for a period of two weeks, educational specialists acquaint each member of the Teacher-Mother Team with the dimensions of the job at hand and supply the know-how to get it done.

To give this aspect of the project the fullest possible attention, the Department of Education has drawn on the talents of many researchers. The diversity of Maryland and Morgan State College, as well as other leading universities in the country have been enlisted to throw light on the dilemma facing the city's culturally deficient areas.

The Pre-School Admission Project is neither a day care center nor a nursery school. It is an educational program for culturally deprived children, whose attendance will be required for only 3 hours per day, five days a week. It is not a convenient dumping ground for pre-school children, and the parents involved in the project will have regular meetings with the teacher to discuss the child and home problems. Their participation will enhance the effectiveness of the program, because the parents will be

better suited to reinforce the efforts of the school.

Since, as it has already been noticed, no objective definition for culturally deprived children exists, of necessity, the criteria for the selection of children for the pre-school project can not be rigid. It will revolve mainly on the principle of exclusion, but it is not designed to include or exclude children on the grounds of race, religion, or nationality.

Four factors will be considered in the selection of culturally deprived children.

(1) **Age:** Only children who are either 4-years old or five years old and are not in a kindergarten program will be considered.

(2) **Physical Condition:** Children who are in reasonably good physical health—normal hearing, eyesight, etc. will be given preference.

(3) **Intellectual Ability.** Children who are of normal intellectual ability rather than mentally retarded or uneducable are preferred.

(4) **Social Environment:** Children whose home and social environments are devoid of normal learning experiences in language arts and communication skills areas—children who have a "limited life-space concept," will be first on the list.

The Project, by 1965, expects to enroll some 23,680 children in special programs unique to great cities like Baltimore. This will entail employing 367 additional professional persons and 122 classified personnel, resulting in operational expenses of some \$6,895,000 over the next five years, this at a time when the city's ability to support the increasing demands of education is less than what it was a decade ago. Yet, nothing short of this type of program will alleviate the problem of the culturally deprived children, according to a report from the Baltimore Public Schools.

Certainly, statistics (rather alarming figures) seem to demand this type of program. If the cultural lag in these children is not checked before they enter the regular elementary program, they sooner or later suffer because of it, and when they do, the community at large does, their number being great, their educational back-ground far too limited.