

Study of

Baltimore Neighborhoods, Inc.

June, 1965

Health and Welfare Council
of the Baltimore Area, Inc.
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Baltimore, Maryland 21202

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Appendices

I. Introduction

- A. Request for the study - In August, 1964, Baltimore Neighborhoods, Inc. requested the Health and Welfare Council (HWC) to undertake a study of Baltimore Neighborhoods. In his letter of request, the Executive Director of Baltimore Neighborhoods stated that his agency planned to make formal application for membership in the Community Chest. Before proceeding with the application, Baltimore Neighborhoods wanted the HWC to conduct a study that would evaluate certain aspects of Baltimore Neighborhoods' purpose and program activities.
- B. HWC decision to engage in the study - After a careful consideration of the objectives sought by Baltimore Neighborhoods from the study and after consultation with that agency's Executive Director, HWC staff developed a plan for the study.^{1/} Baltimore Neighborhoods concurred in the plan, and at its December, 1964 meeting, the HWC Board of Directors voted to undertake the study on this basis.
- C. Facets of Baltimore Neighborhoods' operation with which the study was concerned - It was decided to limit the scope of the study to an evaluation of three aspects of Baltimore Neighborhoods' operation. The study dealt with:
1. a determination of which services currently provided by Baltimore Neighborhoods in the Baltimore metropolitan area are unique and which (if any) are similar to those already being provided in

1 "Study Plan, Baltimore Neighborhoods, Inc.", Appendix A.

- the community under other auspices, either public or private;
2. a consideration of what effect (if any) membership in the Community Chest might have on the current program activities and method of operation of Baltimore Neighborhoods;
 3. an evaluation of the degree of responsibility employed by Baltimore Neighborhoods in its activities and a consideration of the acceptance of its efforts by various segments of the community.
- D. Study method - The President of the HWC appointed a small committee of lay people to conduct the study. While some committee members were active in the real estate industry or had backgrounds in the field of housing, none was a paid employee of any public or private agency working in housing or civil rights. A staff member of the HWC was assigned to provide staff services. It was his responsibility to collect background information and necessary data for the committee's use. The whole committee met a total of five times over a two and one-half month period.
- E. Data collected and persons interviewed - Information was compiled through discussions with the Executive Director of Baltimore Neighborhoods and from the agency's Bylaws, the minutes of its Board meetings, budget statements, and various brochures and descriptive literature. In the course of its work, the committee elicited (by questionnaire) information from housing agencies and United Funds in certain other cities, from local neighborhood improvement associations, and from local agencies and organizations engaged in work similar to that of Baltimore Neighborhoods.

In addition, the committee met with the President and Executive Director of Baltimore Neighborhoods and with the representative of a neighborhood

improvement association with which Baltimore Neighborhoods engaged in program activities. The presidents of other improvement groups were interviewed by telephone.

The findings and conclusions in Section IV are the result of a careful assessment of this material.

II. Open occupancy and the problem of changing neighborhoods in the Baltimore area

Baltimore Neighborhoods works in the sensitive, even controversial, field of housing and race. Before discussing the agency's evolution and its specific services it would be well to provide a framework by considering two aspects of the problem currently facing Baltimore in the field in which Baltimore Neighborhoods operates.

First, is the question of open occupancy. Neither Baltimore City nor the State of Maryland has fair housing legislation. The Mayor's office recently released the findings of the Baltimore City Housing Study Advisory Commission. The Commission was established to study the availability of housing for minority groups in Baltimore City and the overall problem created by discrimination in housing. Its Report recommends open housing legislation for Baltimore City but indicates a more ideal solution would be state-wide open housing legislation.^{2/}

The Mayor withheld introduction of any local legislation pending the outcome of a state-wide fair housing measure introduced in the 1965 session of the General Assembly. The Assembly failed to enact the legislation and the Mayor has introduced a local open occupancy bill as he had promised he would do if no action were forthcoming at the State level. The City proposal would cover all structures with more than two housing units and structures with one or two units if neither unit is owner-occupied.

The bill would ban discrimination by an owner or real estate agent through false representation that housing is not available for inspection, rental,

2 Recommendation, Report of the Baltimore City Housing Study Advisory Commission, November, 1964

or sale. It would also prohibit discrimination by lending or mortgaging institutions. Plans call for enforcement to become the responsibility of the Community Relations Commission.^{3/}

Second, is the problem of neighborhoods undergoing rapid changes from white to Negro occupancy. This is caused in part by the great pressure exerted on northern industrial cities to provide expanded housing facilities for Negroes. A series of articles in the then Baltimore News-Post and Sunday American cited the following reasons for this pressure:

- "1. the surging migration of Negroes in increasing numbers from the South to the North in search of greater educational, social and economic opportunities;
2. the failure of Northern industrial centers to provide housing for migrants from the South;
3. the displacement of a sizable number of Negroes by urban renewal projects;
4. the inability of the Negro to obtain new housing to fill his needs;
5. the increased earning power of the Negro, resulting in pressures on white neighborhoods surrounding traditional Negro neighborhoods for adequate space;
6. the fear of white residents of Negro neighbors, even in limited numbers and their subsequent flight to the suburbs."

The rapid change of residential neighborhoods from primarily white occupied to predominantly Negro occupied has been accompanied by, and resulted in, unwholesome practices and conditions. One evil that has been associated with this

^{3/} Since this was written the City Council has ended its current session without acting on this proposed Ordinance.

change is blockbusting or "the deliberate creation or exploitation by a real estate broker, dealer, speculator, or owners of prejudice, fear, ignorance, or panic designed to induce a rapid change of a block's population from white to colored."^{4/} The City now has an ordinance making illegal certain real estate practices associated with blockbusting.

Efforts of farsighted improvement associations and other interested groups to combat blockbusting and maintain racially stable neighborhoods provided part of the impetus resulting in the establishment of Baltimore Neighborhoods. It was realized that neighborhood groups working separately could not deal with such a many-faceted problem.

^{4/}Baltimore Community Relations Commission

III. Circumstances leading to the formation of Baltimore Neighborhoods

During the mid-1950's, the northwest section of Baltimore was undergoing extensive change in the racial composition of its neighborhoods. Two neighborhood improvement associations, Ashburton and Windsor Hills, began active campaigns to preserve the high residential quality of their areas. They aimed not at keeping Negroes out, but at maintaining racially stable neighborhoods both by discouraging the wholesale flight of white families from the neighborhoods and by encouraging new white families to move into the areas.

While these individual efforts and others like them met with some success, there was a realistic recognition that at the core this was a problem of attitudes rooted in traditional market practices and prejudices. The achievement of lasting progress would require both an extensive educational campaign and skillful work with the groups and individuals most affected. The task was thought to exceed the scope of individual neighborhood groups, even those that had successfully responded to crises in their own backyards.

In the summer of 1958, several improvement associations, the Baltimore Urban League, the Citizens Planning and Housing Association, and the Maryland Commission on Interracial Problems and Relations appealed to the Greater Baltimore Committee for help. The Greater Baltimore Committee was approached because it was thought to represent the business community's concern about Baltimore City's economic future and was considered influential enough to lend effective support to the search for solutions to a housing problem with economic as well as social consequences. The Greater Baltimore Committee agreed to participate in activities aimed at solving the problems of racially changing neighborhoods and recommend the establishment of a city-wide agency for that purpose.

In November, 1958, the Greater Baltimore Committee sponsored a housing conference which focused on problems accompanying rapid neighborhood change, the need for new, adequate housing for Negroes, and the need to identify, mobilize, and make effective use of a variety of neighborhood resources. At the conclusion of the conference, James W. Rouse issued the following statement:

"We find that the rapid conversion of neighborhood from all-white to all-Negro occupancy presents Baltimore with one of its most serious economic crises in recent years. The flight of the medium and upper income families from the city limits and their replacement by persons of both races of the lowest income levels is a threat not only to our municipal solvency but to the economic stability of the entire metropolitan area. It is therefore recommended that there be formed a city-wide organization composed of representatives of civic and labor organizations, improvement associations, the Real Estate Board of Greater Baltimore, the Greater Baltimore Committee, the Association of Commerce, the homebuilders, and the city and state governments. During the preliminary stages and until the city-wide group is well established, the Greater Baltimore Committee will provide clerical and professional staff assistance."

The Housing Conference was followed by the formation of Baltimore Neighborhoods in March, 1959.

IV. Findings and conclusions

In this section are presented the findings and conclusions of the study committee with regard to the three aspects of Baltimore Neighborhoods' operation which it was asked to assess. The committee's findings, on which the conclusions are based, are the result of an evaluation of the Background Material, replies to various questionnaires, and the personal and telephone interviews conducted by the committee. There follows each charge, the committee's conclusion, and the findings which led to that conclusion.

Charge 1

To define which services currently provided by Baltimore Neighborhoods in the Baltimore metropolitan area are unique and which (if any) are similar to those already being provided in the community under other auspices, either public or private.

Conclusion

WHILE IT IS EVIDENT THAT SEVERAL OTHER AGENCIES AND ORGANIZATIONS PERFORM FACETS OF THE TOTAL JOB IN THE FIELD OF HOUSING AND RACE, BALTIMORE NEIGHBORHOODS IS UNIQUE IN TWO WAYS.

FIRST, IT ASSUMES RESPONSIBILITY FOR PERFORMING A FULL RANGE OF ACTIVITIES AIMED AT: MAINTAINING THE RACIAL STABILITY AND HIGH QUALITY OF RESIDENTIAL NEIGHBORHOODS; DEMONSTRATING THAT SOUND, STABLE, INTERRACIAL COMMUNITIES OF HIGH STANDARDS ARE DESIRABLE AND POSSIBLE; EXPANDING HOUSING OPPORTUNITIES FOR MINORITIES THROUGHOUT THE METROPOLITAN AREA.

SECOND, CERTAIN SPECIFIC ACTIVITIES IN WHICH IT ENGAGES AS PART OF THIS TOTAL PROGRAM ARE NOT NOW PERFORMED ON A REGULAR BASIS BY OTHER LOCAL AGENCIES.

Findings

Baltimore Neighborhoods carries out its program through a series of separate but interrelated activities. All are aimed at achieving neighborhood racial stabilization and an expansion of housing opportunities for minority groups. It should be noted at the outset that Baltimore Neighborhoods states that it provides help in a neighborhood only after a request and after reaching a cooperative agreement with some responsible group or organization in that neighborhood. There follows a list of the specific activities in which Baltimore Neighborhoods states it engages in the endeavor to inform, to educate, and (when necessary) to negotiate complaints of discrimination:

1. plans and/or sponsors conferences dealing with housing and race,
2. conducts community educational programs focused on the facts of neighborhood racial change,
3. conducts programs to help neighborhoods make orderly preparation for imminent racial change,
4. engages in community relations work with individual families and community groups after a Negro family has moved into a predominantly white neighborhood,
5. engages in various activities with the real estate, banking, and home building industries to achieve increased acceptance of open occupancy,
6. disseminates information about housing and race on an individual basis as requested,
7. maintains, and provides upon request, a list of homes and apartments available on a non-discriminatory basis,
8. receives and attempts to negotiate complaints of discrimination in housing,
9. receives and investigates complaints of illegal blockbusting practices and refers to the appropriate enforcement agency if other attempts at solution fail,

10. within the limits of the law governing the political activities of tax-exempt organizations, endorses and promotes legislation which supports the concept of open housing and opposes any which might perpetuate racial discrimination in the field of housing.

(The Committee wishes to point out that this list was provided by Baltimore Neighborhoods and was not the subject of Committee investigation.)

In addition to Baltimore Neighborhoods Inc., there exist locally a number of community organizations or groups of organizations, with programs in the general fields of housing or civil rights. Seven of them, both public and private, state they have definite housing programs that can be compared with the program of Baltimore Neighborhoods. They are: Baltimore Community Relations Commission, Baltimore County League for Human Rights, Baltimore Urban League, Citizens Planning and Housing Association, Maryland Commission on Interracial Problems and Relations, neighborhood improvement associations, civil rights organizations. As part of their own broader programs concerned with improved housing, planning, or civil rights, they regularly engage in some of the same activities as those engaged in by Baltimore Neighborhoods. They occasionally engage in other of the activities carried out by Baltimore Neighborhoods but do not consider them regular parts of their programs. The ten activities specified by Baltimore Neighborhoods are the core of its day-to-day program.

Table 1 shows the activities in which these other organizations regularly engage compared with the regular activities of Baltimore Neighborhoods. Except where otherwise noted, the information contained in the table was supplied by the agencies themselves.

Table 1 - Activities of Other Organizations Compared With Those of Baltimore Neighborhoods

Specific Types of Activities Engaged in by BNI	Organizations						
	Baltimore Community Relations Commission	Baltimore County League for Human Rights <u>a/</u>	Citizens Planning and Housing Association <u>b/</u>	Maryland Commission on Inter-racial Problems and Relations	Neighborhood Improvement Associations <u>d/</u>	Organizations Active in the Field of Civil Rights <u>e/</u>	Baltimore Urban League
Planning - sponsoring conferences dealing with housing and race		Yes	Yes				
Conducting community educational programs focused on the facts of neighborhood racial change		Yes	Yes		Yes		
Engaging in community relations work with individual families and community groups after a Negro family has moved into a predominantly white neighborhood and vice versa			Yes	<u>c/</u>			
Engaging in various activities with the real estate, banking, and home building industries to achieve increased acceptance of open occupancy			Yes				
Disseminating information about housing and race on an individual basis as requested	Yes	Yes	Yes	Yes		Yes	Yes
Maintaining, and providing upon request, a list of available homes in open neighborhoods							
Conducting programs to help neighborhoods make orderly preparation for imminent racial change			Yes				

Receiving and attempting to negotiate complaints of discrimination in housing	Yes			Yes			
Receiving and investigating complaints of illegal blockbusting practices and referral to the appropriate enforcement agency if other attempts at solution fail							
Endorsing and promoting legislation supporting the concept of open housing - opposing any which might perpetuate racial discrimination in the field of housing	Yes	Yes	Yes	Yes	Yes	Yes	Yes

- a/ This information was obtained from a review of certain descriptive material issued by the organization and from the Executive Director of Baltimore Neighborhoods who indicates he has worked closely with the Baltimore County League for Human Rights in its housing activities.
- b/ C.P.H.A. states: "All of our work deals with housing and race but not on an intensive scale as Baltimore Neighborhoods, Inc....Since Baltimore Neighborhoods, Inc. has been set up we try to refer intensive work of this kind to them...." It is important to note that C.P.H.A. indicates general agreement that Baltimore Neighborhoods should take leadership in these specific activities.
- c/ Since Maryland has no open housing statute, the Commission's activities in the field of housing are devoted largely to educational programs and mediation of complaints of alleged housing discrimination. The Commission states that if the act of discrimination occurred in a local community having a Biracial Committee or voluntary agency active in the housing field (such as Baltimore Neighborhoods) the Commission would ordinarily refer the complainant to that agency or work in close cooperation with that agency in seeking a resolution to the problem.
- d/ This determination results from the committee's contacts with representatives of numerous improvement associations. In almost all cases, their activities are carried out on behalf of the residents of a given neighborhood or clearly defined geographic area.
- e/ This is a composite of information supplied by CORE and the Baltimore Friends of SNCC (Student Nonviolent Coordinating Council), the two civil rights organizations which responded to the committee's questionnaire.

The committee was unable to discover additional agencies or organizations that should be included in the above comparison. The information in Table 1 supports Baltimore Neighborhoods' contention that in the Baltimore Metropolitan Area only it provides a full range of services dealing with housing and the issue of race. Two other facts lend added weight to these findings.

In many cases, even agencies or organizations which have indicated they regularly perform one or more of the same activities carried out by Baltimore Neighborhoods state that they lack sufficient time and staff, in view of their other commitments, to assign such work the priority they feel it deserves. They indicate a willingness to have Baltimore Neighborhoods assume the leadership role and define their own role as supportive to Baltimore Neighborhoods' intensive efforts. In discharging their responsibilities in the broader fields of housing and civil rights they state they often refer situations to Baltimore Neighborhoods or work cooperatively with that agency.

While the Mayor's proposed Fair Housing Bill provides that enforcement would be the responsibility of the Baltimore Community Relations Commission, the existence of such legislation would, in all probability increase the need for Baltimore Neighborhoods' services. Community acceptance of the spirit and intent as well as the "letter" of any fair housing legislation would not occur overnight. On the contrary, it can be expected that complete acceptance would come very slowly and, especially for some sections in the metropolitan area, very painfully. Neighborhoods and individuals would need help and support in assuming their necessary responsibilities. Because of its experience it is expected that Baltimore Neighborhoods would play an important role in this effort.

Charge 2

To consider what effect (if any) membership in the Community Chest might have on the current program activities and method of operation of Baltimore Neighborhoods.

Conclusion

EVIDENCE INDICATES BALTIMORE NEIGHBORHOODS IS OPERATING IN A CONTROVERSIAL FIELD. THE COMMITTEE IS CONVINCED THAT BALTIMORE NEIGHBORHOODS' PROGRAM IS AIMED AT RESOLVING CONTROVERSY AND ELIMINATING COMMUNITY TENSION, NOT AT CREATING OR SUSTAINING IT. IT IS POSSIBLE THAT MEMBERSHIP IN THE COMMUNITY CHEST, WHILE NOT AFFECTING THE BASIC PROGRAM OF BALTIMORE NEIGHBORHOODS, MIGHT RESULT IN A LIMITATION ON SOME OF ITS ACTIVITIES IN SUPPORT OF EQUAL HOUSING OPPORTUNITIES.

Findings

The committee wishes to begin with a word of caution. It has not attempted to assess whether or not Baltimore Neighborhoods meets all of the criteria established for membership by the Community Chest of the Baltimore Area, Inc. It does not recommend whether or not the Community Chest should accept Baltimore Neighborhoods to membership, or deal with the possible effect such membership might have on the fund raising potential of the Chest.

The committee's purpose was to use the facts available to it to arrive at an opinion about the possible effect on Baltimore Neighborhoods' program were it to become a Community Chest member agency and meet the requirements for continuing membership. The conclusion results from a consideration of certain written principles which guide the Chest in the admission of agencies to membership, the Bylaws of the Community Chest, and very limited information from other cities where housing agencies are, or have been in the recent past, Community Chest members. In addition, the committee discussed this issue with both the President and Executive Director of Baltimore Neighborhoods. This was done in an effort to learn the agency's reasons for considering making application for Chest membership and to have benefit of its opinion of the effect membership would have on the agency's current program and method of operation.

The Element of Controversy and Community Chest Membership Requirements -

One of the written principles which guides the Community Chest in the admission of agencies to membership states:

"No propaganda organization in the field of controversial questions, or organization which recommends in favor of or against the election of individual candidates to political office shall be admitted to the Community Chest." 5/

Through various operating methods, Baltimore Neighborhoods openly and actively supports the concept of "fair" or "open" housing available to all without regard to race. The Committee is of the opinion that Baltimore Neighborhoods' active advocacy of community wide open occupancy legislation

5/ "General Information Form for Agencies Desiring Membership in the Community Chest of the Baltimore Area, Inc.", Community Chest of the Baltimore Area, Inc.

might have to be de-emphasized were it to be admitted to the Community Chest at this time. (This statement is made with full awareness of the interrelatedness of the activities in which Baltimore Neighborhoods engages.) The open housing concept is legally endorsed in most other large cities. It may well be generally accepted (therefore, presumably not controversial) as well as legally sanctioned in these same cities. Although acceptance is more difficult to document than legal sanction, the Report of the Baltimore City Housing Study Advisory Committee states:

"Of the six largest cities in the United States only Baltimore and Detroit do not have Fair Housing laws. In addition, cities most similar to Baltimore - Washington, St. Louis, Boston, and Pittsburgh are all covered by open-occupancy laws....None of these cities has suffered panic, large exodus to the suburbs or big changes in housing patterns. Many reports indicate that the move to suburbs, started before World War II, and picked up immediately afterwards, has now, in the 60's, reversed itself with a movement back into the city. In other words, the pattern of movement between the city and suburbs seems to be the same in all cities, regardless of whether or not there is open-occupancy legislation....The Commission found that St. Louis, a city remarkably similar to Baltimore, has not suffered any economic impairment after passage of legislation for fair housing and that there is general acceptance of the legislation by those who had most vigorously objected to it. Moreover, the moral climate of the community has benefited from the enactment of legislation."

Baltimore's situation at present is different. There is no open-occupancy legislation. The 1965 session of the Maryland General Assembly failed to act on a statewide Fair Housing Bill. The housing provisions were deleted from the Civil Rights Act passed by the Baltimore City Council in 1964. These two events were prima facie evidence that disagreements exist among residents of the Baltimore area as to the merits of open occupancy. Although the Mayor has introduced a Fair Housing Bill into the City Council, no final action has been taken. The committee can only conclude that the cause of open occupancy is viewed as controversial in the Baltimore area at this time.

Community Chest-Member Agency Relationships - Community Chest member agencies enjoy a degree of autonomy. Article V of the Bylaws of the Chest deals with "Agency Member and Community Chest Relationships." Section 2 (d) of this Article bears on the situation under discussion:

"Agency Autonomy - Agency Member shall be independent and self-governing. However, should an Agency Member take any action or engage in any activity which in the judgement of the Executive Committee adversely affects the interests of the Chest or its Agency Members, the Executive Committee may request such Agency Member, in writing, stating its reasons, to discontinue such action or activity. Should the Agency Member decline to comply with such request, the Executive Committee may recommend the removal of such Agency Member from the Chest pursuant to Article IV, Section 5, or these By-Laws."

The committee thinks it can be assumed that activities in controversial fields could fall within the provisions of this Section and could, therefore, have the effect of limiting Baltimore Neighborhoods' advocacy of open occupancy.

Information from Other Communities - Information was sought about the programs of Community Chest member housing agencies in other large cities.^{6/}

No instance was found of a member agency whose program closely resembles the program of Baltimore Neighborhoods. However, the response from the Community Health and Welfare Council of the Cincinnati Area with regard to the Better Housing League, a Chest agency, is very pertinent. The Council's Executive Director said he believed Chest membership has limited the Better Housing League's program in only minor ways (the League is a long time Chest member). While the League has carried out an educational

^{6/} See questionnaire, Appendix B

program for improved housing, it"...has not assumed a role of aggressively striking out for equal opportunities in housing, etc...." There is also a voluntary non-Chest member citizens group in Cincinnati, H.O.M.E. (Housing Opportunities Made Equal). Representatives of individual agencies participate in its fair housing activities which "...would appear to eliminate the possibility of tax-supported or Community Chest-supported organizations being engaged too aggressively in fair-housing activities."

The United Good Neighbors of Seattle responded that the Civic Unity Committee of that city had engaged in fair housing activities to a limited extent but had gone out of existence, effective June 30, 1964. The United Good Neighbors withdrew its financial support based on the fact that many of the activities of the Civic Unity Committee were assumed by the newly created City of Seattle Human Rights Commission (public). No other city reported a Chest member agency engaged in fair housing activities.

Baltimore Neighborhoods' Own View - The President and the Executive Director of Baltimore Neighborhoods said they did not think the Community Chest's membership criteria would have to affect the present operation of Baltimore Neighborhoods.

Charge 3

To evaluate the degree of responsibility employed by Baltimore Neighborhoods in its activities and consider the acceptance of its efforts by various segments of the community.

Conclusions

BALTIMORE NEIGHBORHOODS WAS FORMED AND HAS DEVELOPED IN A PROFESSIONAL MANNER.

IT HAS CARRIED OUT RESPONSIBLY ITS PROGRAM WHICH HAS BEEN GENERALLY ACCEPTED BY THOSE SEGMENTS OF THE COMMUNITY WORKING TO IMPROVE HOUSING CONDITIONS AND TO MAKE HOUSING AVAILABLE TO ALL PERSONS WITHOUT REGARD TO RACE.

BALTIMORE NEIGHBORHOODS HAS MET WITH SOME SUCCESS IN EFFORTS TO GAIN THE SUPPORT OF THE LOCAL REAL ESTATE AND HOME BUILDING INDUSTRIES.

IT HAS BEEN MUCH LESS EFFECTIVE IN PROVIDING DIRECT SERVICES TO IMPROVEMENT ASSOCIATIONS IN NEIGHBORHOODS UNDERGOING, OR ABOUT TO UNDERGO, RACIAL CHANGE.

Findings

Formation and Structure - As described in the historical review, Baltimore Neighborhoods was formed as an expression of the need felt by part of Baltimore's business community and several civic and improvement associations representing areas in northwest Baltimore. Its objectives are:

- "1. To maintain the racial stability and high quality of residential neighborhoods in the Baltimore Metropolitan area.
2. To demonstrate that neighborhoods do not have to either be all-white or all-Negro; that another alternative - sound, stable interracial communities of high standards - are not only desirable but possible." 7/

7/ Untitled descriptive folder prepared by Baltimore Neighborhoods, Inc.

Baltimore Neighborhoods is structured in a manner consistent with the structure of other, similar, non-profit, charitable and educational agencies. It has a written set of Bylaws which govern its structure and operation. Baltimore Neighborhoods is composed of both general (voting) and associate (non-voting) members. General membership is limited to organizations. Any organization interested in the purpose and program of Baltimore Neighborhoods is eligible for membership. The Bylaws stipulate that the following shall be general members: Citizens Planning and Housing Association, Greater Baltimore Committee, Real Estate Board of Greater Baltimore, Chamber of Commerce of Metropolitan Baltimore, Inc., Maryland Commission on Interracial Problems and Relations, Mayor and City Council of Baltimore, and the Baltimore Urban League. As of May, 1965, there were 19 organizational (general) members:

- Alameda-Harford Neighborhood Association
- Allendale-Lyndhurst Improvement Association
- Ashburton Area Association
- Baltimore City Council
- Baltimore Ethical Society
- Baltimore Urban League
- Citizens Planning and Housing Association
- Fairmount Association
- Greater Baltimore Committee
- Joint Social Order Committee of Baltimore Friends' Meetings
- Kenilworth Park Neighborhood Association
- Lauraville Improvement Association
- Maryland Commission on Interracial Problems and Relations
- Maryland Council of Churches
- Mt. Washington Improvement Association
- Public Affairs Committee, First Unitarian Church
- Real Estate Board of Greater Baltimore
- Real Estate Brokers of Baltimore, Inc.
- Windsor Hills Association

Baltimore Neighborhoods is governed by a lay Board of Directors.^{8/} The officers of the Board consist of a president, two vice presidents, a secretary and a treasurer. The officers serve one-year terms and vacancies are filled by the Board of Directors. At present the Board consists of 22 members (including officers). The Bylaws provide that 15 of the directors shall represent various groups or organizations in the Baltimore area. The Board of Directors is responsible for the property, business, and affairs of the Corporation and discharges those duties usually assumed by such Boards. The Board had been holding regularly scheduled monthly meetings. There is a small Steering Committee composed of some members of the Board of Directors and the Executive Director to consider various agency problems arising between regular meetings of the Board of Directors. This Steering Committee was formally established by the Board in September, 1964.

In addition to the Board of Directors there is an Advisory Board to work with and advise the Board of Directors as the latter shall require. Members are designated by the organizational (general) members of Baltimore Neighborhoods.

An evaluation of the composition of the Board of Directors and the Advisory Board leads to the conclusion that the agency has made an effort to have associated with it men and women who occupy roles of leadership in Baltimore's business, religious and civic activities.

^{8/} For the current composition of the Board of Directors and the Advisory Board, see Appendix C.

Many also serve in voluntary positions with other community service agencies and institutions. The real estate and home building industries and mortgage firms are well represented on the Board of Directors.

Baltimore Neighborhoods makes use of persons in the community with backgrounds and skills in research as members of a Research Advisory Committee. This Committee concerns itself with research projects aimed at providing Baltimore Neighborhoods with data essential to its program activities.

To conduct its operation, Baltimore Neighborhoods has a staff consisting of an executive director, a part time staff assistant and a secretary. The executive director has had substantial experience in the fair housing field. He has worked in various positions in this field for almost 20 years. Prior to assuming duties with Baltimore Neighborhoods, he was for three years Director of the Housing Program of the Chicago Urban League. The staff assistant has been working about 30 hours per week. She formerly held research positions with both the Baltimore Housing Authority and the National Committee on Segregation in the Nation's Capital.

The agency has not developed formal, written job descriptions for staff. The executive director, operating under the general direction of the Board of Directors, is responsible for the administration and program activities of Baltimore Neighborhoods. The internal operation of the agency is his responsibility, and with the help of the staff assistant, he carries out the program activities already described. The executive director supervises the other members of the staff.

The staff assistant performs those duties to which she is assigned by the executive director. She assists the executive director in furthering the general purpose of Baltimore Neighborhoods.

The secretary performs the usual clerical duties necessary for the operation of the agency.

Community Acceptance of Baltimore Neighborhoods' Efforts - The committee thinks the available evidence indicates that Baltimore Neighborhoods' goals and methods of operation have been generally accepted by those in the community who are striving for improved housing and for equal opportunities for all without regard to race. In the course of its work the committee has elicited opinions from business men, representatives of the religious community, and presidents of numerous improvement associations struggling with the problems of racially changing neighborhoods. While all did not necessarily endorse every facet of Baltimore Neighborhoods' program, it is clear that they accept the validity of Baltimore Neighborhoods' goal of stable neighborhoods and general methods used to achieve that goal.

Another measure of whether or not a voluntary agency's efforts are accepted can be found in the willingness of segments of the community to contribute to its financial support and participate in its activities. As indicated above, numerous responsible groups and organizations are members of Baltimore Neighborhoods and the agency has been able to develop an ever-widening base of financial support. The Baltimore City Board of Estimates provided \$10,000 from its contingency fund for Baltimore Neighborhoods' operation in 1965. The Archdiocese of Baltimore has been a contributor

for the past two years. In addition, during 1964, 20 individuals, 19 business firms, and seven foundations or organizations contributed sums in excess of \$100. Over \$1,700 was contributed in lesser amounts, averaging about \$12.00 per contribution.

Numerous formal and informal groups have sought advice and counsel from the Baltimore Neighborhoods' staff on problems of neighborhood racial change and related matters. This informational and educational service has been provided to P.T.A.'s, church groups, clubs, and similar groups. Baltimore Neighborhoods indicates that it would like to further expand this service as agency resources permit.

Work with the Real Estate and Home Building Industries - Baltimore Neighborhoods has devoted much effort to gaining the support of the real estate, home building, and mortgage industries. Baltimore Neighborhoods states that part of this undertaking has been accomplished formally through participation in conferences and other planned program activities. To an even greater extent it states that it has been done through meetings and informal discussions with key employees of business firms.

Several accomplishments with the real estate industry are worthy of note here. First, Baltimore Neighborhoods was helpful in securing passage of a city ordinance making it illegal for real estate brokers to engage in certain activities usually associated with blockbusting.

Second, with the encouragement of Baltimore Neighborhoods, the Real Estate Board (in 1962) appointed a special committee to study the facts and implications of neighborhood racial change and recommend positive action that the profession could take to solve problems caused by such change. A resulting policy statement, adopted by the Real Estate Board, asked members to cease the practice of identifying properties by race in classified advertising. Subsequently, Baltimore newspapers adopted a policy of refusing classified advertisements on "Houses for Sale" which bore racial designations. The statement also requested that members of the Real Estate Board not relinquish listings in neighborhoods beginning to undergo change and asked that buyers be sought for properties in such areas without regard to race, color, or creed.

Third, as noted, the Real Estate Board is a general member of Baltimore Neighborhoods and several real estate firms and financial institutions are represented on Baltimore Neighborhoods' Board of Directors.

Fourth, in February, 1965, the Real Estate Board petitioned the President to expand the coverage of the Executive Order on Equal Opportunity in Housing to include mortgages granted by Savings and Loan Associations and commercial banks whose deposits are insured by the Federal government. The President of the Real Estate Board stated this action was taken as a result of the November, 1964, Baltimore Conference on Equal Opportunity in Housing.

Services to Neighborhood Improvement Associations - In working to promote orderly racial change, Baltimore Neighborhoods states that it engages in a variety of program activities with neighborhood associations. One form of such involvement is the presentation of factual data about racial change to concerned residents, thereby preventing the spread of rumor that can result

in turmoil and increased ill feelings. In other cases, Baltimore Neighborhoods' staff has acted in an advisory capacity on such subjects as zoning regulations or new and improved services sought from the local government.

Since the committee thinks services to neighborhood associations, especially those in "critical" areas about to undergo or already undergoing racial change, are among the most important tasks to be undertaken by an agency such as Baltimore Neighborhoods, it was surprised that there was not evidence of greater involvement with improvement associations. The committee is cognizant of the limited resources at Baltimore Neighborhoods' command. It cautions that it would be very easy to expect too much of Baltimore Neighborhoods in view of its small staff and the enormity of the problem with which it must struggle. While it must remain conjecture, it seems likely that there would be more notable results in work with improvement groups if Baltimore Neighborhoods had available more staff service.

Despite these recognized handicaps, the committee thinks it is important to consider the results of this phase of Baltimore Neighborhoods' work. There are about 150 neighborhood associations in the Baltimore area. Baltimore Neighborhoods indicates it has carried out program activities with 16 of these during the last two years. With few exceptions these are groups representing neighborhoods in northeast and northwest Baltimore City. The committee spoke to representatives of, or heard in writing from, about two-thirds of these associations. Most of the associations reported one to three contacts with Baltimore Neighborhoods during the past two years. These usually took the form of speeches by Baltimore Neighborhoods' staff about how to achieve and maintain a racially stabilized neighborhood or meetings with the officers of associations to offer advice on handling a

variety of neighborhood problems. With two exceptions, there was not evidence of long-time, meaningful contact between Baltimore Neighborhoods and the associations. Several associations mentioned that they considered the Citizens Planning and Housing Association and the Housing Committee of the Real Estate Board "more available" to them.

It is important to note that in cases where Baltimore Neighborhoods had provided more than minimal services, the associations were usually satisfied with the quality, if not the quantity, of such service. Associations were aware that the nature of this work almost always precludes dramatic successes or overnight changes in attitude. Two associations were more lavish in their praise of Baltimore Neighborhoods and indicated a record of more extensive contacts with that agency. Both these organizations and the others reporting less involvement thought Baltimore Neighborhoods' greatest value lay in: 1) the morale value of its very existence as a symbol that neighborhood racial stability is an achievable goal; 2) its role in helping to outlaw certain undesirable real estate practices.

APPENDICES

November 19, 1964

Study Plan
Baltimore Neighborhoods, Inc.

I. Background and reason for study request

On August 14, 1964 the Executive Director of Baltimore Neighborhoods requested the Health and Welfare Council (HWC) to undertake a study of Baltimore Neighborhoods. The letter of request stated that Baltimore Neighborhoods planned to make application for membership in the Community Chest in the near future. Before submitting its formal application, the agency wanted the HWC to conduct a study aimed at evaluating certain aspects of Baltimore Neighborhoods' purpose and program related to eligibility for Community Chest membership.

II. Scope of the study

The study will be concerned with three aspects of the operation of Baltimore Neighborhoods.

First, it will attempt to define which services currently provided by Baltimore Neighborhoods in the Baltimore metropolitan area are unique and which (if any) are similar to those being provided by other agencies and organizations in the community. This will include a consideration of any uniqueness in the method(s) employed by Baltimore Neighborhoods in providing its services.

Second, it will consider what effect, if any, membership in the Community Chest might have on the current programs of Baltimore Neighborhoods and the methods it employs in carrying out those programs. The study **will** not attempt to deal with how the possible membership of Baltimore Neighborhoods in the Community Chest would affect the fund-raising potential of the Community Chest. It will not recommend whether the Chest should accept Baltimore Neighborhoods to membership. These determinations are the responsibility of the Community Chest.

Third, it will evaluate the degree of responsibility employed by Baltimore Neighborhoods in its activities and consider the acceptance of its efforts by various segments of the community.

III. Method

A. Personnel

1. Study Committee - the President of the HWC will appoint a small committee to conduct the study and submit a report of its findings to the Board of the HWC. This committee will be composed of lay people, some of whom have backgrounds in the field of housing or real estate. No committee member will be a paid employee of any public or private agency working in the field of housing or civil rights. Such people will be involved as needed as consultants to the committee.
2. HWC staff - a staff member assigned by the Executive Director of the HWC will provide staff service to the committee. He will be responsible for collecting background information and necessary data to be used by the committee. He will handle all arrangements

connected with committee meetings and will discharge the usual staff services.

B. Data to be collected

1. Baltimore Neighborhoods - a review of the history and present structure and operation of Baltimore Neighborhoods. This information will be compiled from material supplied by Baltimore Neighborhoods. Such material could include Bylaws, an information manual prepared by the agency, minutes, annual reports, and other operating and budget statements. The following aspects of the agency will be covered:
 - a. history
 - b. auspices
 - c. purpose
 - d. structure
 - e. current activities and methods used to carry them out
 - f. method of financing
 - g. staff
 - h. advisory groups and consultants used by the agency
 - i. geographic area served
 - j. client-group served
 - k. relationship to other community agencies and organizations
2. Community agencies and organizations with programs and interests related to Baltimore Neighborhoods--information will be obtained from the following concerning their general purpose and current program:

- a. Baltimore Community Relations Commission
 - b. Baltimore County League for Human Rights
 - c. Baltimore Urban League
 - d. Citizens Planning and Housing Association
 - e. Commission on Interracial Problems and Relations (State of Maryland)
 - f. A representative neighborhood improvement association
 - g. Other organizations working primarily in the field of civil rights, i.e., NAACP, CORE, CIG.
3. Community Chest member agencies in other cities that are working in the field of housing - a questionnaire will be designed and sent to Community Chests and/or these Chest member agencies in other cities. Chest and/or agency executives will be asked to indicate whether or not the housing agencies engage in activities similar to those engaged in by Baltimore Neighborhoods, and, if they do, whether, in the opinion of these executives, Chest membership has had any limiting effect on their programs and the methods of achieving their objectives. They will also be asked what reaction there has been to the fact of Chest membership from various segments of the community.
4. The Bylaws and requirements for membership in the Community Chest of the Baltimore Area, Inc. will be considered in relation to the effect meeting such requirements might have on the operating programs of Baltimore Neighborhoods.
- C. Sequence of study activities
1. Secure Baltimore Neighborhoods' concurrence with this Study Plan
 2. Obtain approval from the HWC Agency Services Committee to undertake the study on the basis of this Study Plan

3. Obtain HWC Board approval for the study based on this Study Plan
4. Staff compilation of necessary background material to be used by the Study Committee
5. Appointment of a Study Committee by the President of the HWC
6. Meetings of the Study Committee to consider the issues and draft a report
7. Action by the HWC Board on the Committee report
8. Transmittal of the HWC approved report to the Board of Baltimore Neighborhoods

D. Timing

If this Study Plan is approved and the Board of the HWC authorizes the study at its December, 1964 meeting, the final report should be completed by June, 1965.

4. How did other agencies and organizations react to the fact of Chest membership for that type of organization?
 - a. Community Chest agencies
 - b. Other voluntary agencies
 - c. Governmental commissions or departments
 - d. Neighborhood organizations or associations
 - e. Business organizations or associations
 - f. Civil rights organizations
 - g. Civic, fraternal and women's clubs
 - h. Religious, ethnic groups
 - i. Political groups
 - j. Other community groups: Specify

5. Are there any other agencies in your community engaged in fair housing activities?
 Yes No. If yes, please indicate:

Agency	Address	Public	Private	
			Member	of Chest
			Yes	No
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

6. Comments:

Please return one copy to: Research Department
 Health and Welfare Council of the Baltimore Area, Inc.
 10 South Street
 Baltimore, Maryland 21202

BALTIMORE NEIGHBORHOODS, INC.

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