A comparative study of the opinions of fifty residents and fifty ex-residents of Outhwaite Homes, Cleveland, Ohio, concerning the value of public housing as experienced by living in Outhwaite Homes 1945-1951

Alma Steward Williams
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A COMPARATIVE STUDY OF THE OPINIONS OF FIFTY RESIDENTS AND
FIFTY EX-RESIDENTS OF OUTHWAITE HOMES, CLEVELAND, OHIO, CONCERNING
THE VALUE OF PUBLIC HOUSING AS EXPERIENCED BY LIVING IN OUTHWAITE HOMES
1945-1951

A THESIS
SUBMITTED TO THE FACULTY OF THE ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF MASTER OF SOCIAL WORK

BY

ALMA STEWARD WILLIAMS

ATLANTA, GEORGIA
JUNE 1951
ACKNOWLEDGMENT

The writer wishes to express appreciation to Mr. Gordon Simpson, Manager of Outhwaite Homes, who made the names available and for his cooperation in making it possible to carry out the purposes of this study. The writer further wishes to express appreciation to Miss Grace Dillard, Principal Management Assistant at Outhwaite Homes, and Mrs. Catherine Williamson, Director of the Central Areas Community Council of the Welfare Federation of Cleveland, for their assistance.
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CHAPTER I

INTRODUCTION

Significance

Social workers are increasingly called upon to function in relationship to management and in the espousal of public housing. In addition to giving positive direction to legislation and city planning on the basis of the needs of people to be housed, they make substantial contributions to the development of housing concepts and policies.

Proper housing for families is one of the major problems faced by social workers who work with families of low income. Therefore, public housing, which has been one of the most effective modern day developments aimed at decent housing for low income families, is of interest to the social worker.

Since questions and criticisms regarding the value of public housing are so consistently raised, it seems well at this time to have some first-hand reactions from the recipients of public housing. Therefore, their viewpoints can be considered as well as those of the social planner.

Purpose

The purpose of this study is to show the type of services and facilities offered by Outhwaite Homes to meet the needs of the residents; areas of acceptance and resistance to occupancy standards; and the efforts of management to help the tenants to utilize and appreciate the available facilities.

The writer also proposed to show the recognition of a need for public housing in Cleveland, Ohio and steps leading to the establishment
of Outhwaite Homes. The writer will incorporate the ways in which Outhwaite Homes functions under the Ohio Law and the Cleveland Metropolitan Housing Authority, and how the two operate under the federal law.

Scope and Limitations

This study was based on the opinions of fifty residents and fifty ex-residents who lived at Outhwaite Homes, Cleveland, Ohio, sometime during the years of 1945-1951. The writer was able to interview forty-seven of the residents and forty-seven of the ex-residents. Three of the ex-residents had moved without leaving forwarding addresses. One resident had moved and after repeated visits, two residents refused to cooperate.

Method of Procedure

A random sampling was taken from the files of the residents and ex-residents of Outhwaite Homes. The addresses were next divided into general areas to facilitate contacting them. Schedules were used as a guide in interviewing the residents and ex-residents to ascertain their reactions toward the adequacies and inadequacies of facilities and services offered; to obtain a realistic picture of their viewpoints; and at the same time, to allow them to discuss spontaneously the areas of interest to them. Additional information was obtained through interviews with management and members of the estate staff concerning problems encountered in supervising the tenants, buildings and grounds. Other persons in the field of public housing and community planning were interviewed. Careful observations were made, through successive visits, of the buildings, grounds and facilities. The information secured was supplemented with reading material.


CHAPTER II

CLEVELAND PUBLIC HOUSING

The history of public housing in the State of Ohio can be divided into three periods: "the Age of Neglect, the Age of Legislation, and the Age of Public Housing." The Age of Neglect, or the period prior to 1900,

was that long period of blissful ignorance when due to the sin of public indifference, the tenement barracks and the sordid shacks were developing before our eyes only we did not recognize it and therefore did nothing about it. 2

This period is further characterized as an era of "laissez-faire" and building by speculators. There were almost no restrictive measures on the methods of construction and types of materials used by builders, and little regard for ventilation, light and open spaces and little thought concerning the prevention of congestion or restrictive action for insuring sanitary decencies. The most advanced cities in the country had practically nothing other than sketchy building code requirements. 3

At that time, Ohio had no city plans, no regulatory measures for the building or control of houses or tenements, no regularity of housing inspections, no zoning ordinances, and no low rent philanthropic housing such as had been built in one or two of the eastern cities. Therefore,

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1 Special Housing Committee of the Cleveland City Council, The Housing Situation of the City of Cleveland, ed. E. J. Bohn, Chairman (Cleveland, 1945), p. 9.
2 Ibid., Addenda k, p. 1.
3 Ibid.
"this age with its community indifference bequeathed us a problem of in-
human housing congestion in some cities and of dirty, unsanitary shacks
in others."1

The Age of Legislation, beginning in the early nineteen hundreds
and lasting until the time of the depression, was the era in which the
first attempts were made to cope with inadequate and unhealthful housing
conditions. Cleveland and Cincinnati, which were among the first cities
in Ohio to become aware of the existence of such conditions, were the
only ones concerned seriously enough to direct their efforts toward the
enactment of legislation to alleviate these undesirable elements.2

Cleveland adopted its first tenement house code in 1915 and through
its chamber of commerce group worked with the federal government during
the first world war period in an attempt to aid in the construction of
new dwellings. It organized a limited dividend corporation for the pur-
pose of lending money and building houses but little actual housing
resulted. The extent of its accomplishment over a thirty year period was
zoning, building codes, and city plans.3

Two later outstanding events prompted action by the Chamber of
Commerce. Abraham Garfield, chairman of the City Planning Commission of
Cleveland, called attention to the problem of blighted areas to the Ohio
State Planning Conference of 1928. He emphasized the need for action in
protection of rapidly decaying areas. Next in 1930, the banks of

1Ibid., p. 12.
2Ibid., Addenda K, p. 4.
3Ibid.
Cleveland wrote a letter to the Chamber of Commerce calling further attention to Cleveland's blighted areas and suggesting that a study be made.\(^1\)

In October of this same year, the Chamber of Commerce appointed a committee to make the study as suggested. The committee determined blighted areas geographically, by natural boundary lines such as rivers, railways and principle streets and by economic conditions as reflected by rents and incomes. The 1930 census, as conducted by Howard Whipple Green, provided most of the necessary data and the results revealed seven major blighted areas, containing a population of 321,000 in about 75,000 families or approximately one-third of the population of the city. The most important cause of growth of these areas was found to result from the lack of rebuilding, inroads of industry, changing population and other well known causes of blight.\(^2\)

During this time of the depression, opportunities for public participation in housing were made possible by the passage of the \textit{Emergency Relief and Construction Act of 1932} which stipulated that the Reconstruction Finance Corporation could make loans to limited dividend companies. It required that such companies be regulated as to rents and methods of operation by the state or city.\(^3\)

Following this proposal of funds, Mayor Ray T. Miller asked the Cleveland City Council to consider the problem of housing and slum

\(^1\)Ibid., p. 14.
\(^2\)Howard W. Green, \textit{Planes of Living in Cuyahoga County} (Cleveland, 1940), p. 10.
clearance in Cleveland. This council appointed a committee on housing composed of five members with Ernest J. Bohn as chairman. The council provided that the committee study and report back to the council what methods are being used and what specific things are being done in other cities; what specific proposals are being considered by the federal government, and the applicability of the same to the Cleveland situation and the phases and extent of their study and recommendations.  

This committee held public meetings at which time the help and suggestions from business, civic, labor organizations, industry and other interested individuals were considered. This committee also communicated with private and governmental organizations and received a great deal of information in the form of reports, letters, copies of laws, monographs and other documents on which to formulate its report.

Some of the findings of the committee were that the unsafe and insanitary housing conditions were not only demoralizing but also imposed a burden on the taxpayers and that property values were declining to the point that owners' equity was being wiped out. It further discovered that there had been no building for the lowest income group during the previous ten years, building codes needed revision, and that the Reconstruction Finance Corporation money was available and was being used in New York. The committee was able to report that every branch of the building industry, which was at a standstill, had pledged its support and banks and money lenders had pledged a low rate of interest. It pointed out that municipal legislation was necessary and that public opinion was ready.

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1 Special Committee on Housing, Slums and Blighted Areas of the Cleveland City Council, Slums and Blighted Areas, ed. E. J. Bohn, Chairman (Cleveland, 1932), p. 8.
This committee further emphasized the need for housing within the reach of the lowest income group and pointed out that large scale housing which provides simple but sanitary housing with plenty of air, sunshine and play facilities for the children, which displaces the squalid and inadequate housing of the low income group in our population which resides in the slums, must be built to rent for no greater amount than these inhabitants pay at the present time; otherwise the rate of five dollars to eight dollars per month does not solve the problem of slum elimination, nor the problem of providing adequate housing for the low income group of our population.\textsuperscript{1}

The committee recommended that the general assembly of Ohio and the Cleveland City Council adopt laws to form and regulate limited dividend corporations patterned after New York and asked that the governor be petitioned to include provisions for the law in his special session of the general assembly. It also requested that "social agencies and experts devise new methods of social service and recreational facilities which will be made necessary by the direction of this type of housing and aid in preparing plans of the committee."\textsuperscript{1} This committee recommended that the persons who had pledged their support be called upon to help formulate the plans; that building codes be revised and that newspaper and civic organizations help educate the public to the need for public housing. Under the leadership of E. J. Bohn, who is known nationally and locally as the "father of public housing,"\textsuperscript{3} the committee was the instrument through which the community was organized and interest in the evils of the existing

\textsuperscript{1}Ibid., p. 4.
\textsuperscript{2}Ibid.
\textsuperscript{3}Housing, Slum Clearance and Home Building in Greater Cleveland (Regional Association of Cleveland Publication), Regional Association Press, 1939, p. 1.
housing conditions and the possibilities and methods of eradicating them was kept alive.

In compliance with the recommendations of the Ohio Housing Committee, the Ohio Housing Law was passed by a special session of the legislature, in 1932, to become effective on January 3, 1933. This act was to promote public health, safety, morals and general welfare by providing for the construction and supervision of safe and sanitary dwellings and apartments, and for the renting thereof at reasonable rental; the elimination of unsanitary and dangerous housing conditions; authorizing the incorporation of limited dividend housing companies; and prescribing the powers, rights and duties thereof; creating a state board of housing for the purpose of encouraging, approving, assisting, supervising and regulating such activities, authorizing the board to fix, within certain limits, rentals of housing accommodations furnished by the limited dividend housing companies.1

Directly after the passage of this law, Governor White, in June, 1933, appointed the first of the seven members of the Ohio State Board of Housing. Later, a number of limited dividend corporations were organized.2

The interest of the public in housing was kept alive through exhibits at the art museum, public library and schools and through lectures and forums. "A Concentrate on Cleveland" was proposed in Millar's Housing Letter and later endorsed by many other cities. On May 4, 1933, the Cleveland Press Newspaper printed an eight column streamer on the need for housing. All Cleveland papers began to print similar articles.4

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1Ohio General Assembly, House Bill No. 8, 1932, CXIV, 78.
2Special Housing Committee of the Cleveland City Council, op. cit., Addenda K, p. 4.
3Ibid.
On May 8, 1933, the Cleveland Council, eager to start on its program of slum clearance, requested the Reconstruction Finance Corporation to use all reasonable haste in approving applications for loans made for the purpose of embarking upon projects for slum clearance and the provision of housing for low income groups, if said projects are planned in the spirit of the State Housing Act and the Emergency relief and Construction Act.

It petitioned the Reconstruction Finance Corporation "to loan a large portion of the cost of these projects as it is possible, keeping in mind that the Ohio Housing Act does not provide tax exemption...as does the State of New York."  

Shortly afterwards, the Cleveland Council passed unanimously an emergency resolution stating that Cleveland should be selected for national demonstration on the basis of its extensive plans.

Cleveland and a number of other cities submitted carefully prepared plans which were approved by the Reconstruction Finance Corporation, but only the plans of New York materialized because the "organized opposition of real estate interests was so strong, that only one obtained a loan. That was Knickerbocker Village on the Lower East Side of New York."  

The next major step forward in helping Cleveland to develop its housing plans was the enactment of the National Industrial Recovery Act in 1933. With this enactment, the problem of housing was attacked on a nationwide basis. A brief but highly significant clause, Title II, Section 202, of this act contained the kernal of America's present day public housing

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1 Ibid.
2 Ibid.
3 Encyclopedia Britannica, op. cit., p. 843.
program. This act provided that:

The Administration, under the direction of the President shall include among other things (in the Public Works Program) the...construction, reconstruction, alteration or repair under public regulation or control, low-rent housing and slum clearance projects.

This act served the twofold function of providing slum clearance projects and increasing employment.

During this time, Ernest J. Bohn continued his contacts with the national officials and was instrumental in keeping alive the interest of the public in housing and slum clearance. Under his leadership and drive and with the help of representatives from other cities, the bill to create public housing authorities was formulated and introduced in a special session of the legislature on August 1, 1933, with an emergency clause to make it effective immediately. It became the law on September 5, 1933.

This was the first bill of its kind to be enacted by any state and has served as a model for other states. Immediately after its passage, the Cleveland Metropolitan Housing Authority, with Marc Grossman as Chairman and Ernest J. Bohn as Director, started plans for low rent housing in the Cleveland area. Cleveland was one of the first communities to make application to the Housing Administration of the Public Works Administration and the first city to receive a definite commitment which later led to the construction, in 1937, of three Public Works Administration Housing Projects. These projects were built, owned and operated by the Federal

1Michael H. Straus and Talbot Megg, Housing Comes of Age (New York, 1938), p. 33.
2Ibid.
3Special Housing Committee of the Cleveland City Council, op. cit., Addenda X, p. 9.
Government. Outhwaite is one of the original low rent housing projects.¹

¹Public Business (Cleveland Citizens League Publication), March, 1944, p. 2.
CHAPTER III

OUTHWAITE HOMES

Description of the Area

The site on which Outhwaite Homes was erected is composed of twenty-nine and four-tenths acres. It is bounded on the east by East Fifty-Fifth Street; on the west by East Fortieth Street; on the north by Scovil Avenue; and on the south by Woodland Avenue.

The slum conditions, which it replaced, resulted from the familiar pattern of transition from an exclusive residential neighborhood to a slum district. East Fortieth Street, formerly Case Avenue, was one of the city's most pretentious residential sections. At one time, because of its many mansions, it was known as the "Street of Millionaires." The other streets were, also, parts of this aristocratic area. The construction of the Haltnorth Gardens, home of the summer opera, the Froshim Musical Society and other cultural and religious organizations indicate something of the former general tone of the neighborhood.

However, Cleveland developed industrially at a rapid pace and industrial workers infiltrated as the business district gradually enveloped this residential area. The mansions were converted into rooming houses overcrowded with people of diversified characteristics. There was a great deal of "doubling up" as landlords made sections with beaverboard partitions and rented them as separate units. Little attention was given to private facilities, light and ventilation.

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1Gordon H. Simpson, "Outhwaite Homes" (Cleveland, Ohio, Outhwaite Homes, 1937), p. 1 (mimeographed.)
The area progressively took on the characteristics of a "slum" with dilapidated and shoddy houses in need of major repairs. There were numerous health problems including tuberculosis and a high infant mortality rate. The usual inadequate play space for children and accident hazards existed. Yards were dirty and littered with cans, rubbish and other debris. Many small businesses, ice and coal shanties and places for the sale of wine dotted the area. Crime and vice flourished.

The 1930 statistics for the general area enumerated 22,236 inhabitants, of the lowest income tenth, living on 333 acres of land or 2.47 percent of the total population of the city living on .73 per cent of the land area.¹

The above conditions indicated a "festerimg sore spot" and the section "in addition to being a blighted area...deteriorated to the point of being an actual social and moral menace to the community."² To alleviate these social conditions and because of the established community agencies and transportation services available, this site was selected for the location of Outhwaite Homes.

There were a number of schools, churches, recreation organizations and libraries in the immediate neighborhood which were valuable assets in the redevelopment of this section. Convenient street car and bus lines are available on three of the streets which bound the project. The Quincy bus line connects Cleveland's downtown shopping district, about two miles

¹Real Property Inventory of Metropolitan Cleveland, Real Property Inventory of the Cleveland Metropolitan District and Cuyahoga County, ed. H. W. Green (Cleveland, 1930), p. 4.

²Cleveland Metropolitan Housing Authority, An Analysis of a Slum Area, ed. R. B. Navin, Chairman (Cleveland, 1934), p. 1.
away, with the mid-city section east of the estate. The Woodland Avenue bus runs from the Public Square to the residential neighborhoods at the extreme east of the city and Shaker Heights. A cross town route on East Fifty-Fifth Street connects the city's greatest industrial areas. A rapid transit line, within walking distance of the estate, runs from Public Square to the best residential districts in the eastern suburbs of the city.¹

**Description of Outhwaite**

Since the construction of Outhwaite Homes, designated as H 1002, there have been two extensions. The first extension known as Ohio 3-3 is considered as a part of Outhwaite Homes but the second extension is now known as Carver Park. Ohio 3-3 enlarged the total units from 1028 rooms to 4,040.5 rooms and the total acres to twenty-nine and four-tenths. At the present time, there are sixty-nine and eight-tenths dwellings per acre. The total recreation space is six and three-tenths acres.²

The fireproof buildings are modern architectural structures. Bands of brick, darker in tone than the field color add interest and give movement to the design. The family units are provided with all modern conveniences.³

The lawns and play space cover three-fourths of the area. The lawns are landscaped and planted with trees and shrubs giving a pleasant


²Interview with Grace Dillard, Principal Management Assistant (Outhwaite Homes, Cleveland, Ohio, March 7, 1951).

³Maier, Walsh and Barnett, "Outhwaite Project H 1002" (Cleveland, Ohio, Federal Administration of Public Works, 1937), p. 1 (mimeographed.)
Administration

The policies and procedures covering the administration of Outhwaite Homes are set out in Administrative Orders by the Cleveland Metropolitan Housing Authority. They are carried out by one manager, two principal management assistants and a clerical and maintenance staff.

The clerical staff consists of a stenographer, a cashier and her assistant, a file clerk, a general office worker and a receptionist. The maintenance staff is under the direction of a superintendent of maintenance and a maintenance chief. It has a highly organized function and consists of ground crew, electricians, masons, locksmiths, carpenters, painters and glazers. The workers cover every phase of maintenance, including the operation of a large central heating plant, which is necessary for the upkeep of a large estate. The only work which the department does not handle is the type large enough for contractors.

Management is a vital part of the operation of a large scale housing estate. Once the estate is built and the residents selected, the development depends mainly upon good management which is the determining factor between failure and success of the housing enterprise.

With the assistance of his staff, the manager at Outhwaite exercises many functions. He is responsible for the assignment of dwellings; transfers and evictions; rent collection and revisions; supervision of dwellings and tenants; maintenance and record keeping.

\[1^{\text{United States Federal Emergency Administration of Public Works, op. cit., p. 1.}}\]
In addition to the above, he has definite use of his case work experience in the handling of human problems. He has been called upon to give personal counseling to the residents and to give assistance in the areas of budgeting, settlement of conflicts within the immediate family and with other residents, and for violations of policies and procedures.

He and his assistants work cooperatively in helping the residents to improve housekeeping standards which seems to be one of the most prevalent problems. In addition to personal advice, periodically, they send to the residents suggestions for the maintenance and use of facilities and health information.

They also work closely with the social agencies in the city. A social service clearing is sent to them when a client is transferred from one agency to another. They have worked with the case worker in helping the agency clients to make a better adjustment in the estate. Along these lines, the Cleveland Metropolitan Housing Authority representatives have met with the officials of the Cuyahoga County Welfare Department, Division of Aid for the Aged, Family Service Organization, Red Cross and Soldiers and Sailors Relief Commission, concerning problems which agency clients presented. At these meetings, the difficulties presented by the clients of the agencies, the effect of these problems on the residents and the best ways to treat them were discussed.¹

¹Interview with Gordon H. Simpson (Outhwaite Homes, Cleveland, Ohio, October 25, 1950).

Tenant Selection

The enactment of the United States Housing Act of 1937 affected the policies and procedures of selecting residents at Outhwaite. It
prescribed the framework for tenant selection, established the United States Housing Authority and charged it with the operation of the former projects built by the Public Works Administration until they could be leased or sold to the local housing authorities. At that time, flexibility was left in policies regarding rent and income ratio, source of family income, extent of housing need and the importance of social and financial risks.¹

Although Outhwaite was established to provide adequate housing for the low income group, "rental costs per room were originally too high for the poorest families."² Since January 1, 1940, the estate has been operated by the Cleveland Metropolitan Housing Authority³ and with "new methods of financing, simple types of construction and design leading to low maintenance cost,"⁴ the rents have been brought within the reach of the low income families, "enabling families making less than $800 to avail themselves, for the first time in Cleveland, of good housing that they can afford."⁵

The Cleveland Metropolitan Housing Authority selects the residents for Outhwaite and formulates policies and procedures governing their selection based on the provisions of the Ohio Housing Authority Law.

²Leslie Speir, Cleveland, Our Community and Its Government (Cleveland, 1941), p. 492.
³Sixth Anniversary of Outhwaite Homes (Outhwaite Homes Publication), October, 1942, p. 2.
⁴Leslie Speir, op. cit., p. 493.
Section 1078-29 to 61a inclusive of the Ohio General Code, which provides "that families of high income are not eligible for public housing" and stipulates that the estate shall not accept any person or persons...who have an aggregate income which equals or exceeds the amount which the authority determines to be necessary in order to enable said persons to secure safe, sanitary and uncongested dwelling accommodations within the area of operation of the authority and to provide an adequate standard of living for themselves. 

The income at the time of admission cannot exceed $2,000 unless the family group includes minor dependents. Under such conditions the income cannot exceed an additional $200 for each dependent. When the income of the family exceeds these stipulated amounts by the sum of $600, the resident is required to vacate within six months.

Rent and Rent Revision

Rents at Outhwaite Homes have been divided into "Employment Rents," and "Assistance Rents." Fixed "Assistance Rents" have been established for all families receiving assistance from public or private agencies. These rents range from nineteen dollars and fifty cents for a living room bedroom combination to thirty-seven dollars for four bedrooms with a living room, kitchen and bath.

When the source of income is employment, rents are based on the percentage of income with consideration given for the number of dependents.

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1 Cleveland Metropolitan Housing Authority, "Selection and Renting Procedure," Administrative Order No. 9, p. 1.

2 Ibid.

3 Ibid.

4 Ibid., p. 7.
A maximum of twenty-three per cent is charged when there are no minor dependents; twenty per cent with one or two minor dependents and seventeen per cent when there are three, four, five or more minor dependents. However, the minimum "Employment Rents" cannot be lower than the "Assistance Rents." The items, other than shelter, included in the rent are heat, gas and electricity. There is a fee for excessive use of electricity.

In order to be sure that Outhwaite continues to provide homes for those in the "lowest income third," there are annual income reviews for those receiving assistance and bi-annual reviews for those who are gainfully employed. Other reviews are made if a resident requests reduction in amount of rent; if there is a change in family composition; if a non-working member of the family goes to work; if another minor dependent comes into the group; and in the event of transfers.

Opinions Regarding Rent

The residents expressed some ambivalence regarding the income percentage rent system. On one hand they expressed a preference for this system and said that they felt more security under this program because they knew that if their incomes were reduced, they would not be evicted. Through rent adjustment, their rents would be lowered. On the other hand, they expressed some anxiety over increase in rent because they would lose their homes and would not be able to secure adequate housing in the city.

Some of the anxiety was clearly pointed out by their remarks. One resident said, "I am always afraid when I get a raise for fear we will have to move and won't be able to find a place to live—nobody wants

1 Ibid.
children." Another resident remarked, "Every time I see a long envelope, I am afraid some of my neighbors have reported wrong information about my income," and still another resident expressed the general feeling of the group when he stated, "I am a taxpayer, I don't see why I have to move when I don't have any place to go."

The entire forty-seven residents interviewed felt that they were receiving full value for the amount of rent paid. One of the specific things which they liked was the fact that heat, light, gas and refrigeration were included in the rent bill. This fact made the payment of rent more convenient for them. They realized that they could not receive the same accommodations in any other housing situation.

The residents expressed some feeling of security in living in Outhwaite but expressed some anxiety over trying to find a place to move in the city. The reality of their fears regarding the difficulty in finding housing in the city within their incomes is substantiated by the long waiting list of applicants for public housing; a great number of relatives of the residents needing housing; and the experiences of the forty-seven ex-residents who moved into the city from the estate in 1949 and 1950. Although in 1949, there were more vacant family units in Cuyahoga County than in any year since 1942, a total of 1,946 units, the residents experienced a great deal of difficulty in securing housing.

In their efforts to find housing, the group used real estate, friends, employers and newspaper advertisements. The use of real estate offices was

\[1\] Howard W. Green, *Cleveland Fact Book* (Cleveland, 1950), p. 23.
the most successful method for those who were buying and the least successful one for those renting.

Of the forty-seven residents interviewed, twenty-five were buying homes and twenty-two were renting. Two of these ex-residents had moved into neighboring towns and forty-five were located in the six areas of Cleveland. Of the group living in the city, fourteen of them remained in the Central Area, twenty lived in the Glenville Area and two in the Woodhill Area. Of the remaining two, one lived in the Hough Area and the other in the Kinsman Area.

The time needed to secure housing is shown in Table 1. More than

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<td>2 to 7 mos.</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>47</td>
<td>9</td>
</tr>
<tr>
<td><strong>Renters</strong></td>
<td>22</td>
<td>6</td>
</tr>
<tr>
<td><strong>Buyers</strong></td>
<td>25</td>
<td>3</td>
</tr>
</tbody>
</table>

eleven months was needed for fourteen of the total group to secure housing and of this group, seven needed more than two years. This difficulty could be explained to some degree by the fact that of the 1,940 vacant houses on the market, "800 or 51 per cent...were already rented or recently sold and waiting for the new occupants; 441 were being remodeled or needed
alterations to make them livable and 121 were for rent in summer cottages or vacant for other reasons.¹ Fifteen of the ex-residents said that they were forced to buy before they were ready to attempt home ownership because they could not secure adequate housing to rent within their incomes. The renters felt that they were forced to pay exorbitant rents but stated that they were unable to secure the down payment on a home. They felt that living in the city is too expensive, thereby forcing them to sacrifice conveniences and some necessary items in the budget. They explained that while the over all rents of the estate included heat, light and gas, their present rents were only shelter rents. Both renters and buyers estimated that the average cost of utilities ranged from ten to fifteen dollars.

Of the fourteen ex-residents remaining in the Central Area, three were purchasing their homes and eleven were renting. The three ex-residents who were buying in this area were indefinite about the financing of their homes. Of the eleven renting, four only made the comment that their rents were higher and one stated that her rent was cheaper but that her house was in need of paint and repair and was not as convenient as living in the estate. The remaining six renters discussed finances freely and indicated that their rents were higher in the city than in the estate.

A comparison of the amount of rent and the corresponding number of rooms of the renters in their present housing with that of Outhwaite Homes reveals an increase in rent. With the addition of ten dollars which is the lowest estimated cost of utilities, the rents in the city were higher than those in Outhwaite Homes in all but one instance.

The amount of rent and the number of rooms of the above mentioned

¹Ibid.
six renters, who discussed their rents is shown in Table 2. Of the five

TABLE 2

RENTS IN THE CENTRAL AREAS

<table>
<thead>
<tr>
<th>Ex-Residents</th>
<th>Number of Rooms</th>
<th>Rent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>City</td>
<td>Estate</td>
</tr>
<tr>
<td>1</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>2</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>3</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>4</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>5</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>6</td>
<td>6</td>
<td>4</td>
</tr>
</tbody>
</table>

who paid higher rents in the city, there was an average increase of fifteen dollars and fifty cents per month. Only one had a rent increase as low as two dollars and fifty cents. The truest comparison of the two rent situations is that of "ex-resident Number 5" in Table 2, whose rent in the city included electricity, gas and heat. This renter paid forty dollars more. She had one additional room but had to buy her refrigerator and stove and lived on the second floor of a converted four family house with a rear entrance. The one person who had a decrease of ten dollars in the amount of rent paid lived in one room in a substandard tenement house located in the rear of a tavern. This was a small room on the second floor. In comparing the actual cost per room, this renter was paying thirteen dollars and seventy-five cents more per room per month. Even without the low estimate of ten dollars for utilities, four rents were higher than the
over all rents of the project.

A similar situation was found to be true in the Glenville Area. Twelve of the twenty ex-residents were purchasing their homes and the remainder was renting. According to Table 3, the increase of rent for

**Table 3**

**RENTS IN THE GLENVILLE AREA**

<table>
<thead>
<tr>
<th>Ex-Residents</th>
<th>Number of Rooms</th>
<th>Rents</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>City</td>
<td>Estate</td>
</tr>
<tr>
<td>1</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>2</td>
<td>4</td>
<td>4</td>
</tr>
<tr>
<td>3</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>4</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>5</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>6</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>7</td>
<td>4</td>
<td>3</td>
</tr>
<tr>
<td>8</td>
<td>4</td>
<td>3</td>
</tr>
</tbody>
</table>

seven of the renters ranged from one dollar to seventeen dollars. In this group, two had an increase in rent of seventeen dollars over the estate over all rent. The one person who had an eight dollar reduction in the amount of rent which she paid, occupied one room in substandard housing similar to the one described in the Central Area.

Four ex-residents in the Mount Pleasant Area were buying their homes and three were renting. One was renting and sharing utilities with relatives and was paying one dollar less than the estate rent. The increase in rent of
the other two ranged from two to seven dollars. The other four residents remaining in the city were buying. Of the two who had moved to neighboring towns, one was buying and the other was renting. The renter paid fifty-six dollars for four rooms at Outhwaite Homes as compared to thirty-five dollars for four rooms at Berea Homes, a veterans' housing project.

The rent experiences of the ex-residents indicates a need for some type of planning for the next higher income group. Reflecting on their difficulties in securing housing, the ex-residents expressed the fact that they would have preferred to remain in the project with a fixed rent. They re-emphasized their fears accompanying increase in rent because they realized they would not be able to secure adequate housing in the city. Their only negative expressions regarding rent in Outhwaite concerned the rent reviews and the scaling of rents which forced them to leave before they were able to secure adequate housing. They felt the raise in rent occurred too soon after a change in income because it did not give them an opportunity "to catch up." They felt that the rent should not have been raised with each increase in income because of the increase in living costs. A general comment was that "this system fosters deceit and guilt because we realized we were going to have to leave with no place to go."

In spite of these negative statements, the ex-residents were in agreement with the current residents that the estate was a "good place to live" and that they had received full value for their money.
CHAPTER IV

OPINIONS REGARDING ASPECTS OF GOOD HOUSING

Overcrowding, sharing of facilities, lack of play space and other wholesome recreation outlets, and lack of aesthetic beauty are considered some of the detrimental aspects of bad housing. Therefore, the opinions of residents and ex-residents of Outhwaite Homes concerning occupancy standards, facilities, appearance of the buildings and grounds, health and recreation are discussed in this chapter.

Occupancy Standards

Overcrowding not only "takes a terrible psychological toll" and creates many social problems but also "causes rapid deterioration of properties and public facilities." Children from overcrowded homes suffer psychologically by developing anxieties, perplexities and other mental insecurities. Adults are affected, also, by overcrowding. When "the home is crowded, frequent personal contacts may be the cause of irritation and are detrimental to mental health."3

The Cleveland Metropolitan Housing Authority considers the importance of occupancy standards and assigns its dwellings according to the size of the family and specifically states that Management may "rent or lease to

3C. E. A. Winslow, "Housing and Health," Public Health Nursing, XXVII (July, 1940), 435.
a tenant a dwelling, consisting of the number of rooms...which it deems necessary to provide safe and sanitary accommodations to the proposed occupants...without overcrowding."\(^1\)

The occupancy standards of the Cleveland Metropolitan Housing Authority are below the one person per room average, but are based on persons per bedroom according to marital status, age and sex. Table 4 shows minimum and maximum number of persons per room in order to prevent overcrowding at Outhwaite Homes. It can be seen that occupancy standards range from the minimum and maximum of two people residing in the living room bedroom combination to the minimum of seven and maximum of nine people occupying the one living room, four bedroom type house. This last group, after admission, may increase the number of persons in the unit to ten people.

\(^1\)Cleveland Metropolitan Housing Authority, Administrative Order No. 9, p. 9.
In order to further prevent overcrowding, certain limitations have been set out in administrative orders. Administrative Order No. 9 states that "bedrooms shall be occupied by not more than two persons, except that a child less than one year may occupy the parents' bedrooms."\(^1\) It further provides that bedrooms may be occupied by only persons of the same sex except for husbands and wives and children under six years of age. It adds that "living rooms shall not be used regularly for sleeping purposes."\(^2\)

After admission, it is permissible for a child not more than two years of age to share the parents' bedroom; children of the same sex under seven years of age are allowed to occupy the same bedroom and one person may be allowed to sleep in the living room.\(^3\)

On the basis of persons per room, there were no instances of overcrowding in Outhwaite Homes. In discussing occupancy standards of Outhwaite, the residents expressed pleasure over the adequate amount of space, freedom, and privacy afforded in their present situations. Twenty-three of the residents came from markedly overcrowded, as well as, substandard housing at the time of admission to the estate. Seven of these families were renting and sharing facilities with unrelated adults and the remainder did not have enough room accommodation for the immediate family, although they were in separate units.

The group expressed the fact that they had a better appreciation of their present housing because of their previous overcrowded homes.

\(^1\) Ibid., p. 7.
\(^2\) Ibid.
\(^3\) Ibid.
Some of their typical comments were: "housework easier," "can spread out and keep things straighter," "disposition better," "more privacy" and "children easier to manage—no 'outsiders' in the house to interfere."

Table 5 indicates the previous twenty-three overcrowded conditions.

**TABLE 5**

**PREVIOUS OVERCROWDING OF RESIDENTS**

<table>
<thead>
<tr>
<th>Instances of Overcrowding</th>
<th>Size of Family</th>
<th>No. of Rooms</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. of Adults</td>
<td>No. of Family in Family</td>
</tr>
<tr>
<td></td>
<td>1-5</td>
<td>6-12</td>
</tr>
<tr>
<td>Total</td>
<td>54</td>
<td>15</td>
</tr>
<tr>
<td>1</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>2</td>
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<tr>
<td>3</td>
<td>1</td>
<td>1</td>
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<td>4</td>
<td>3</td>
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<td>7</td>
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<td>8</td>
<td>4</td>
<td>1</td>
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<tr>
<td>9</td>
<td>4</td>
<td>1</td>
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<tr>
<td>10</td>
<td>4</td>
<td>1</td>
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<tr>
<td>11</td>
<td>6</td>
<td>3</td>
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<tr>
<td>12</td>
<td>3</td>
<td>1</td>
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<tr>
<td>13</td>
<td>2</td>
<td>1</td>
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<tr>
<td>14</td>
<td>2</td>
<td>1</td>
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<tr>
<td>15</td>
<td>2</td>
<td>1</td>
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<tr>
<td>16</td>
<td>1</td>
<td>1</td>
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<tr>
<td>17</td>
<td>2</td>
<td>1</td>
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<tr>
<td>18</td>
<td>1</td>
<td>2</td>
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<tr>
<td>19</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>20</td>
<td>1</td>
<td>1</td>
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<tr>
<td>21</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>22</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>23</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>
at the time of admission to Outhwaite Homes. The extent of overcrowding ranged from fourteen people, including three adults and eleven children living in seven rooms to three adults living in one room. In the first instance, eight of the children and one adult were unrelated to the family interviewed and shared the same facilities.

It is significant to note that all but one of these twenty-three families had children ranging from eight months to eighteen years of age. There was a total of sixty-seven children, fifty-two of them of pre-adolescent age, living in overcrowded houses.

The effects of overcrowding on the physical and mental growth of children are difficult to measure but their existence is certain. Every child is entitled to "a crib, a pen, a bed of his own and a room or a section of a room which he can claim as his own."\(^1\) This degree of privacy and possession is important that he might develop a normal sense of individuality. Lacking such a normal sense, he will not respect the individuality of others. Much...crime...has its roots in the disordered homes which impoverish and distort the early mental development of future citizens.\(^2\)

In discussing occupancy standards with the ex-residents, thirteen were not definite regarding the number of persons per room in their housing before moving into the estate. Of the remaining thirty-four, it was found that six came from overcrowded houses before moving into Outhwaite.

Overcrowding was not too prevalent in the present situations of the ex-residents as there were only six instances of overcrowding. These

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\(^1\)Arnold Gessell and Francis L. Ilg, op. cit., p. 360.

\(^2\)Ibid.
31

situations are depicted in Table 6. The extent of overcrowding in the

**TABLE 6**

**OVERCROWDING IN PRESENT SITUATION OF EX-RESIDENTS**

<table>
<thead>
<tr>
<th>Instances of Overcrowding</th>
<th>Size of Family</th>
<th>Total in Home</th>
<th>No. Rooms Occupied By Family</th>
<th>Total Rooms in Dwelling</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Adults</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Parents</td>
<td>Others</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>12</td>
<td>18</td>
<td>14</td>
<td>44</td>
</tr>
<tr>
<td>1</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>9</td>
</tr>
<tr>
<td>2</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>3</td>
<td>2</td>
<td>2</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>4</td>
<td>2</td>
<td>4</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td>5</td>
<td>2</td>
<td>3</td>
<td>3</td>
<td>8</td>
</tr>
<tr>
<td>6</td>
<td>2</td>
<td>4</td>
<td>1</td>
<td>7</td>
</tr>
</tbody>
</table>

present situations of the ex-residents ranged from a total of nine persons in four rooms to eight persons in seven rooms. In all of these instances, the people were renting and sharing facilities with other adults and all had children, whose ages ranged from infancy to thirteen years. Two of them went back to the same overcrowded houses which they occupied before moving into Outhwaite Homes. One of these ex-residents lived in the immediate vicinity of Outhwaite; the other lived within a block radius, in the bordering slum area. These two families had made one address change, within one year, since leaving Outhwaite and lived within a two-house radius of the overcrowded houses in which they had previously lived. One lived in the rear of a tavern and stated that she missed the privacy afforded by Outhwaite. She said that her "husband came home earlier then.
We missed the opportunity of being alone without outside interference."

Physical Facilities

The principles of social hygiene demand not only adequate space but good heating, ventilation, lighting, an adequate system of refuge disposal, and convenient facilities for laundry and cooking. These factors of good housing are considered important at Outhwaite and are provided.

Steam heat is used throughout the estate; provided by a modern, efficient, central heating plant including stoker equipment for firing. This is the largest heating plant in the city of Cleveland and provides heat for Outhwaite including extension number two. Every room has light and cross ventilation and looks out upon lawns and play fields and each building is separated from the next by means of a court to insure a maximum amount of light, sunshine and ventilation.

Incinerator services are provided. Management is aware that "convenient disposal of garbage and other refuse is important for many reasons, including maintenance of self respect, control of flies, rats and other vermin, and avoidance of fire hazards."¹

The family units at Outhwaite are equipped with modern plumbing for hot and cold water, electric lights, gas ranges and refrigerators. The living room and bedroom floors are maple, bathroom floors are of ceramic tile and the floors in the extension are concrete with linoleum covering or asphalt tile. The kitchens have built-in cupboards, double sinks and work tables. Central laundries are provided.

¹C. E. A. Winslow, op. cit., p. 436.
The provision of the above physical facilities received a high rating by the residents and ex-residents. The availability of them was listed as one of the things missed most by the ex-residents who were in overcrowded homes.

Fifty-eight of the total group interviewed rated the central heating as one of the things which they liked best. They stated there was a decrease in the number of colds which kept them from work and their children from school. They explained this decrease in colds by stating that in the mornings the rooms are warm at Cuthwaite, whereas previously they had to make fires and had a difficult time keeping their homes warm and comfortable. One of this group remarked that her husband had found the regular heat and ventilation invaluable to his health. Twenty-nine of the group stated that, although they liked the central heating more than any of the other facilities, there had been no marked changes in their health, which had always been good. Seven more were in agreement that the heating was one of the aspects of public housing which they liked best. However, they added that the concrete floors irritated their feet and caused them to swell.

The provision of sinks, with hot and cold running water, gas ranges, refrigerators and their arrangement in close proximity, also, received a high rating by the residents and ex-residents. They felt that these facilities helped to make the household tasks easy. This is an important factor because

the home is a work place where some sixty hours of labor must be performed on the average every week. If conditions are not such as to facilitate the performance of the household task, fatigue results as in a factory workroom.¹

¹C. E. A. Winslow, op. cit., p. 454.
Fifty-five of the group interviewed said the provision and the arrangement of the facilities, with the additional fact that they did not have to share them, facilitated the household task. Table 7 shows the

**TABLE 7**

**SHARED FACILITIES OF RESIDENTS AND EX-RESIDENTS PRIOR TO OUTHWAITE**

<table>
<thead>
<tr>
<th>Residents</th>
<th>Total</th>
<th>Shared Kitchen And Bath</th>
<th>Shared Bath Only</th>
<th>Kitchen Facilities Lacking</th>
<th>Separate Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>With Relatives</td>
<td>With Others</td>
<td>With Relatives</td>
<td>With Others</td>
</tr>
<tr>
<td>Total</td>
<td>94</td>
<td>15</td>
<td>18</td>
<td>2</td>
<td>13</td>
</tr>
<tr>
<td>Ex-Residents</td>
<td>47</td>
<td>7</td>
<td>8</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>Residents</td>
<td>47</td>
<td>8</td>
<td>10</td>
<td>0</td>
<td>7</td>
</tr>
</tbody>
</table>

previous housing situation in which facilities were shared at the time the ex-residents were admitted to Outhwaite Homes. According to Table 7, fifty-four of the group studied shared facilities in their housing before moving into the estate. Of this group, only eighteen residents and twenty-two ex-residents had separate facilities. In some instances, the facilities were shared with as many as seven or eight families in large tenement houses. There were other circumstances in which two or three families used one bath and in one instance, a family lived in a hotel where there was only one bath for the floor.

There were nine ex-residents sharing facilities with relatives in their present situation. Of this group, three were buying their own homes, five were renting one room with the use of the kitchen and bath and two of
the families had two rooms and shared the kitchen and bath. These six renters felt the facilities in Outhwaite were more convenient in every respect.

Some of the positive expressions regarding the above factors were: "wouldn't want a better place to live," "building perfect—all the comforts in the world," "don't have to be bothered with people stealing things," and "have things to myself—don't have to bother with people in my kitchen."

There were some negative expressions directed toward the laundries. Some of the group felt that others were not as careful as they should be about keeping the laundry schedule and keeping the laundry clean. One resident commented that, because the laundry was outside, it was inconvenient in winter. She explained that she was assigned to a laundry some distance from the house and found it inconvenient to carry her clothes to and from it.

On the whole, the group felt that the above facilities afforded them more time for relaxation and other activities.

Maintenance

"An attractive street lay out, trees and well designed houses can be a joy, if not forever, at least for a long time."¹ Realizing that the physical environment in addition to well equipped dwellings is a basic element in housing adequacy and that "houses and neighborhoods like most mortal works, tend to deteriorate,"² the Outhwaite Estate has made tenant

¹Miles Colean, "Keeping a Good Neighbor Good," House Beautiful, LXXVIII (February, 1937), 94.
²Ibid.
participation an important part of its program of maintenance. Management realizes that the neighborhood is "still people more than it is streets, trees and houses"\(^1\) and that the continued beauty and upkeep of the neighborhood will depend upon the attitude of the people toward their neighborhood obligation. Although the "neighborhood is not the answer to all life's problems...it can simplify daily living and contribute richly to the happiness of the entire family."\(^2\)

The residents help with the cleaning of the halls of the apartment buildings, the steps, sidewalks, laundries, drying rooms and the play areas of their buildings. They are also responsible for the upkeep of their lawns. This program has served to stimulate the maintenance and improvement of the separate dwellings which might not have otherwise taken place. Management helps the residents in the upkeep of their homes and grounds. Some of the residents commented on how easy it is to get a service order from the manager's office and take their shades to the shop for repair. Others commented on the convenience of having their windows and all other repair jobs done by the maintenance staff. These are time saving elements.

The residents and ex-residents were in agreement that the grounds of Outhwaite are attractive and well lighted, but felt that some of the newer residents are not as careful as they should be in their upkeep. According to them, some of the others do not discipline their children who walk on the lawns. This makes it difficult to keep the lawns attractive.

In discussing the upkeep and appearance of the interior of the

\(^1\)Ibid.

\(^2\)Meier Scott, "Neighborhooods of Tomorrow," Recreation, XXXIX (September, 1945), 325.
homes, it was the general feeling that they were attractive and well kept. However, an elderly lady expressed the feeling that management should make some provisions for washing the walls because she was neither physically nor financially able to do so and that the walls are not painted unless they are washed first.

On the whole, both the residents and the ex-residents expressed some pleasure over the appearance and upkeep of the grounds and indicated some pride in the grass and shrubbery. One of the daughters of an ex-resident remarked that she was proud of the beautiful lawns and shrubbery because Outhwaite was the only section in the immediate neighborhood that looked like a home.

Recreation

Through recreation activities, the desire for friendship, recognition, adventure, self expression and group acceptance can be realized, thereby meeting basic personality needs. The effect of recreation on character building, personality development and leadership training justifies opportunities for group activities under trained leadership and the provision of adequate space and facilities for children to play.

Outhwaite Estate provides both indoor and outdoor recreation facilities. Edith Elmer Wood emphasized the importance of this provision of outdoor and indoor play space for children when she stated that the lack of indoor play space and house yards where children can play, forces children to the streets where they fall in with bad associates. Older boys form gangs of all kinds, some concerned with mere mischief and some of which belong to the underworld of crime.\(^1\)

The outdoor facilities of Outhwaite include twenty "tot-lots" and two areas devoted to play of older children. These areas are equipped with swings, slides, climbing bars and teeter totters. Through East Technical High School, Outhwaite and Kennard Schools, an athletic field and approximately ten acres of breathing space have been made available to residents of the estate.

The residents and ex-residents generally felt that there was adequate play space and opportunities for group activities for their children and that these facilities were more accessible than in previous neighborhoods. It was also generally felt that play activities were constructive. However, some concern was expressed over the fact that they had to supervise their smaller children rather closely while on the play ground. Although it was agreed that it was convenient to have play areas for the children, they felt these areas should be more closely supervised and complained of the infiltration of children from surrounding neighborhoods. It was a general opinion that the older children tended to monopolize the equipment. Some of the residents expressed concern for their children because the play areas are concrete. One ex-resident said her child was seriously injured the first day in Outhwaite when she fell off the slide.

However, during the summer months, the mothers usually congregated and the play areas became the "center of life." While the children played, they usually "chatted" together and many of the residents stated they had become better acquainted with other residents which makes certain sections seem more like a "big family." The ex-residents were of the same opinion.

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1 Interview with Gordon H. Simpson (Outhwaite Homes, Cleveland, Ohio, January 25, 1951).
regarding the play areas and some remarked that although they did not take part in the other recreation activities offered, they found these group-ings pleasurable.

Facilities of the municipally operated Portland-Outhwaite Center, which is located on the site, are available to the residents. The outdoor accommodations include a swimming pool, tennis courts, outdoor baseball diamonds, a wading pool for small children, swings, slides and sand boxes. Indoor facilities of the Portland-Outhwaite Center include a gymnasium and club rooms with athletic equipment, an auditorium and a swimming pool. The swimming pool has accommodations for one hundred persons and the auditorium has a seating capacity of eight hundred.

The Outhwaite Estate makes provision for indoor activities by providing a community building and janitor services with one of the managers, who has had group work experience, supervising in an advisory capacity.

The community building contains a lounge and checkroom, large auditorium and stage with a seating capacity of approximately five hundred, five club rooms including a play room for boys with craft shop and a kitchen which has two refrigerators, a stove and utensils. The kitchen is equipped to serve one hundred people. There is a storage room for motion picture projector, loud speaker and other equipment.¹

The recreation program offered at Outhwaite is under the direction of the City Recreation Department which maintains one full time worker and sends specialists for summer and winter programs. The Resident Recreation Council of Outhwaite works with the city recreation worker for the

¹Interview with Gordon H. Simpson (Outhwaite Homes, Cleveland, Ohio, January 16, 1951).
improvement of the program which includes a diversified group of activities for all age groups. These activities are centered around group needs and group interests.

The activities are carried on from two in the afternoon until ten o'clock in the evenings, allowing time for the working adults to take part in some of the gatherings. The program includes crafts, music, dancing, clubs and game room activities, movies, dramatics and special groups for the aged and the blind.

Two of the most popular groups with the residents and ex-residents were the Credit Union and the Resident Recreation Council. The Credit Union was chartered in 1937 following a study course in "Cooperatives." Four of the ex-residents interviewed were members of the Credit Union and their interest in this group led to the cooperative purchase of a four family apartment building.

The Resident Recreation Council, not only assists the city recreation director with program planning and development but, also, with the assistance of management, encourages participation in community activities such as the Community Fund Drive and the Red Cross. The interest and participation of the residents in such community wide activities is indicated by two recent awards given to two residents of Outhwaite. One was given merit awards for being a Red Cross worker for eight years and one for serving as a residential chairman and volunteer leader for fourteen consecutive years. The last one is one of the oldest residential chairman in the city of Cleveland.

These efforts of management and the Resident Recreation Council to encourage residents to take part in activities of community interest is
invaluable in helping to develop a sense of community responsibility beyond their immediate neighborhood.
CHAPTER V

SUMMARY

The group interviewed made certain statements with such frequency that they give a good indication of the general reactions of individuals who have experienced actual living in a public house. In addition to picturing the satisfactory manner in which certain needs have been met, the expressions also point up certain areas of unmet needs.

Since Cleveland, Ohio was aroused to the dire need for public provision for its large group of ill housed which resulted in the establishment of Outhwaite Homes along with two other housing estates in 1937, there has been an expansion of the physical plant of Outhwaite and similar homes have been built. However, there exists a definite need for additional housing units for the income group served by Outhwaite Homes and for the income group immediately above the maximum income level of Outhwaite Homes.

This urgent housing need is yet unmet. The writer feels that this is indicated by the long waiting list of people needing homes and families interviewed whose relatives were in need of homes. The need for more adequate planning for the next income group is indicated by the very difficult time experienced by ex-residents in finding adequate living accommodations when forced to move because of increased incomes. The renters were forced to pay exhorbitant rents for inadequate houses and in some instances houses actually injurious to their health. All but ten of the buyers attempted to purchase homes before they were able to do so, because they were not able to obtain decent, safe and sanitary dwellings.
for reasonable rents. Under these conditions, home ownership can be hazardous and more of a liability than an asset. These attempts to buy before financially able to do so may result in a complete loss of a lifetime savings on one hand, or on the other hand, deprivation of other basic needs of the family, creating more tension and additional social problems.

The residents and ex-residents were unanimous in their statements that public housing affords physical facilities and comforts which they could not afford in any other housing situation. They were ambivalent in their feelings concerning the income percentage method of determining rent. On one hand, they felt security in the assurance of a home with the decrease in income and on the other hand expressed a great deal of insecurity over increase in rent with increase of income. They expressed hostility over the rent reviews and the renting procedure. They were not able to see the need for some method of determining income in order to assure the provision of housing for the lower income group, but felt that these reviews were personally directed attacks and unnecessary "meddling" in their personal affairs.

This points up a need for a social worker to work with them in these areas; to interpret the need for these periodic reviews in order to determine the continued eligibility for this type of housing. She might be of value in assisting the residents, when it is necessary, to move into another housing situation without the movement being too traumatic for the family. The social worker might also be of value in preparing the new residents of Outhwaite for living in the new buildings and assisting them in the use of facilities. It must be realized that a
great number of these families have never had the opportunity to learn the proper use of these facilities and must be helped to utilize and appreciate them. The lack of such follow up services may result in the deterioration of the new buildings.

The administration of Outhwaite Homes is aware of the need for help in the use and maintenance of the dwellings and has given aid upon the request of social agencies and various departments of Outhwaite, but because of limited staff is not able to follow through with this type of service.

The failure of the individual families to fulfill their responsibilities in the keeping of the laundry schedule and maintenance of the laundry and their failure to discipline the children in destruction of the neighbors' lawns shows another area in which the residents need some help in learning to share responsibilities along with conveniences and in inter-family relationships.

There seems to be little resistance to the efforts of management to prevent overcrowding. Only in those instances where residents had relatives who were in need of housing, and were not permitted to include them as a permanent resident, did management experience any difficulty. On the whole, the adequate room space, allowing for privacy and the provision of convenient facilities in attractive surroundings had real meaning for the families, many of whom were experiencing adequate housing for the first time.

Whereas, the opinions regarding the merits and pleasure in the play areas were evident, there was also brought out a need for more supervision of the children while on the play areas. With the infiltration of
older children from the surrounding areas, there is a tendency for them to monopolize play equipment and to take advantage of the smaller children.

The trained personnel at Outhwaite makes every effort to render a thorough public housing program geared to the needs of its residents. Due to the limited number on the staff, individual attention to the residents is difficult to carry out. The writer feels that in working to help the residents to make a better adjustment to their new homes, many skills of the trained social worker could be employed to a great advantage. In order to make the program of public housing more meaningful to its residents, there must be more understanding of the psychological and physical needs of the residents during the public housing experience.
## Appendix

### Schedule

#### I. Identifying Information:

##### A. Before moving into Estate:

<table>
<thead>
<tr>
<th>Address</th>
<th>Amount of Shelter Rent</th>
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<tr>
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<table>
<thead>
<tr>
<th>Type of Dwelling:</th>
<th>Own</th>
<th>Rent</th>
<th>Lease</th>
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<tr>
<td>Apartment</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Other</td>
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<table>
<thead>
<tr>
<th>No. Rooms</th>
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<table>
<thead>
<tr>
<th>Condition of Structure:</th>
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<th>Fair</th>
<th>Poor</th>
<th>Remarks:</th>
</tr>
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<table>
<thead>
<tr>
<th>Type of Neighborhood:</th>
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<table>
<thead>
<tr>
<th>No. Family Groups in Unit</th>
<th>No. Adults in Family</th>
<th>Sex</th>
<th>Adults: M_F</th>
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<table>
<thead>
<tr>
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<th>No. Children in Family: M</th>
<th>F</th>
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<table>
<thead>
<tr>
<th>Grades</th>
<th>Av. Cost Utilities per Mo.</th>
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<table>
<thead>
<tr>
<th>Facilities Separate</th>
<th>Facilities Shared</th>
<th>Income</th>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Type of Work</th>
<th>No. Employed</th>
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##### B. Situation while in Estate:

<table>
<thead>
<tr>
<th>Estate Address</th>
<th>Date Moved to Address</th>
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<table>
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<th>No. of Rooms</th>
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<th>Type of Dwelling:</th>
<th>Condition of Dwelling:</th>
<th>Type Neighborhood</th>
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<tbody>
<tr>
<td>Group House</td>
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<td>fair</td>
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<table>
<thead>
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<tr>
<th>No. Family Groups per Unit</th>
<th>No. Adults in Family: M</th>
<th>F</th>
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</table>

<table>
<thead>
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<th>Relationship</th>
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<th>F</th>
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<table>
<thead>
<tr>
<th>Grades</th>
<th>Av. Cost Utilities per Mo.</th>
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<table>
<thead>
<tr>
<th>Facilities Shared</th>
<th>Income</th>
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<table>
<thead>
<tr>
<th>Type of Work</th>
<th>No. Employed</th>
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##### C. Present Situation of Ex-Residents:

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<th>Address</th>
<th>Date Moved from Estate</th>
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<table>
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<th>Type of Dwelling:</th>
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<tr>
<td>Other</td>
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<table>
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<th>No. of Rooms</th>
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<table>
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<tr>
<th>Condition of Structure:</th>
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<th>Fair</th>
<th>Poor</th>
<th>Remarks:</th>
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<table>
<thead>
<tr>
<th>Type of Neighborhood:</th>
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<th>Fair</th>
<th>Poor</th>
<th>Remarks:</th>
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</table>

<table>
<thead>
<tr>
<th>No. Family Groups per Unit</th>
<th>No. Children in Family: M</th>
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<table>
<thead>
<tr>
<th>Grades</th>
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<table>
<thead>
<tr>
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<th>No. Employed</th>
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</table>
Av. cost Utilities per mo. Income
Type of Work No. Employed

II. Problems of Relocation:
A. Reasons for leaving Estate
   No. address changes since left Remarks
B. Salary (inadequate, adequate) to pay for a suitable place to live
   when left Estate. Earnings (had to be, did not have to be) sup-
   plemented. If so: How supplemented Problems
   created in home, if any
C. Method utilized in finding new homw: How Helped
   Friends
   Relatives
   Real Estate
   Other
D. The successful method Length of time required
E. (Would have, would not have) preferred remaining in Estate. Why
   Would you prefer living there now? Why

III. Opinions regarding Cuthwaite: (Residents and Ex-residents):
A. Dwellings and Services: Adequate Inadequate Reactions
   Size of dwelling
   No. of rooms
   No. of closets
   Am. storage space
   Bathing facilities
   Ventilation
   Heating
   Laundry
   Lighting
   Refrigeration
   Cooking facilities
   Repair services
B. Opinions regarding Rent:
   Opinions regarding amt. of rent and adjustment for increase in
   rent
   Received or did not receive value for money paid
   Relationship to family finances
C. Opinions regarding grounds and other buildings: Reactions
   Appearance
   Uptake of
   Lighting of grounds
D. Opinions regarding status of health while in Estate:
   (More, fewer) colds of children. (More, fewer) colds of adults.
   (More, fewer) days missed in school by children. (More, fewer)
   days missed at work by adults. (More, fewer) hospital or clinic
   calls. (More, fewer) medical calls in home. (More, less)
   difficult to obtain medical attention. Why
Changes in health status (caused by, not caused by) living in Estate. In what way
Health (improved, did not improve) while living in Estate as compared with previous housing. If so, how

E. Opinions regarding play facilities and activities for children:
Play Areas: Adequate Inadequate Reactions
a. Inside
b. Outside

Types of recreation engaged in before moving into Estate
Types of recreation engaged in while in Estate
Types of recreation engaged in since leaving Estate
Do children return to Outhwaite for recreation, visit friends or other reasons. If so, what
Types of recreation preferred by children by you for
children Comments:

F. Opinions regarding school facilities:
Accessibility of school Progress of children in school
Did you transfer children to another school while in Estate? If so, why
Problems of transferring when left Estate
School problems (could have been, could not have been) avoided.
They (could have been, could not have been) made easier. If so, how
School liked best by children Why
School liked best by adults Why

G. Opinions regarding activities and associations for adults:
What type of activities did you engage in before moving to Estate?
What type of activities did you engage in while in Estate?
What type of activities do you engage in since leaving Estate?
New interests developed New friends
Still friends Do you continue to use project facilities?
If so, what

H. Opinions regarding family relationship: (While in Estate)
(Change, no change) in family relationship. If so, what
(Did, did not) spend more time together. (More, fewer) family gatherings. (More or less) privacy. Effects
Discipline of children: (more frequent, less frequent, easier, harder). (Increase, decrease) in types of discipline problems.
Types
Was house work easier, more difficult? Why
Was it easier to get children to assist? Why
What were things which strengthened family relationships?
What were things which mitigated against family relationships?

I. Opinions regarding miscellaneous items:
Living in the Estate (did, did not) help you to understand and get along with people. How
Were you helped by location? In personal matters? by facilities? Comments:
Things liked most about Estate
Things liked least about Estate
Things missed most
Feelings about moving into Estate (have, have not) changed since leaving. If so, how
Specific type of services which you think should be included or deleted
Why
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