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## Introduction

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The central idea of this book is that, for a large, decaying, century-old core city within a metropolitan population of a million and a half, a centralized governmental authority is inherently unable to render efficient and effective service. For such a central city, smaller units of government are more efficient, more responsive, and more democratic. That idea arose out of personal experiences from 1966 to 1975 when I was a Legal Aid Society lawyer representing community organizations in Cleveland's inner city neighborhoods. As I have listened to the proponents of regional government, I have been unimpressed that regionalization would deal with the realities of life or public administration in the City of Cleveland as I observed them during those years.

In the spring of 1979, I had occasion to challenge the popular panacea of regional government. I was pleasantly surprised to find my ideas endorsed by Richard Knight, an urban economist at Cleveland State University. His encouragement caused me to read Lewis Mumford. From Mumford's work and Knight's support, I gained the confidence to put on paper what at first I thought would be regarded as an absurd idea.

In June of 1979, I delivered the basic ideas of this book as a speech to the annual meeting of the Area Councils Association of Cleveland. A week later a revised version of that speech was published in the *Cleveland Press*. The response to the speech and article led me to realize that I was not alone in thinking that restructuring the City of Cleveland into a federation of smaller cities might be a genuine step toward better government for the central city. Radio Station WCLV carried a week-long editorial endorsing the idea; the General Manager of the Sun Newspapers wrote to me in support of the concept; and the editor of the *Cleveland Press* wrote a column urging serious inquiry into the idea.

When Prof. Everett Cataldo of Cleveland State University's Political Science faculty and Dr. David Sweet of Cleveland State University's College of Urban Affairs invited me to state my views at a seminar on various government reorganizational alternatives, I embarked seriously on the research reflected in this book. I searched the academic and public affairs literature dealing with

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decentralization of municipal government. I visited Cleveland's neighborhoods and personally spoke with the Cleveland residents mentioned in the following chapters. I put all of that together with my twenty years in local public and civil service and with my recollections of growing up in Cleveland to produce the factual data about Cleveland reported in this book.

I am indebted to a host of people for their insights, comments, and information. I will name a few: Judge Joseph McManamon, former Safety Director of the City of Cleveland; Clarence L. James, Jr., former Law Director of the City of Cleveland; Kenneth McGovern, former Assistant Director of Community Development for the City of Cleveland; William Silverman, Jr., a consultant on urban problems to Cleveland Mayors Ralph Locher, Carl Stokes, and Ralph Perk; Norman Krumholz, former Director of City Planning for the City of Cleveland; Claude Banks, President of the Hough Area Development Corporation; Cleveland City Councilmen Terence Copeland, Leonard Danilowicz, and James Rokakis; Assistant Cleveland Law Director Stuart Friedman; Nancy Cronin of the Women's Political Caucus; John Armstrong and Raymond Danilowicz of the Area Councils Association; Joseph Piggott, President of University Circle, Inc.; Mayor Walter Kelley of Shaker Heights; Professors John Burke, Thomas F. Campbell, Everett Cataldo, and Richard Knight of Cleveland State University; Dr. Ralph Brody of the Federation for Community Planning; Mark H. Masse, former Project Administrator for the Greater Rochester Intergovernmental Panel; Fred McGunagle of the *Cleveland Press*; Ted S. Hiser of Cleveland State University's Urban Recovery Project; and Gerald H. Gordon, General Manager of the Sun Newspapers.

Support from people such as Brooklyn's Mayor John Coyne and Cleveland Press Editor Tom Boardman has encouraged me to publish these ideas in book form.

Basic statistical information has been supplied to me by the Governmental Research Institute in Cleveland, although the calculations and any attendant errors are mine. To Errol Kwait I owe thanks for the opportunity to discuss London's city government with a member of London's Westminster Common Council. I am also grateful to Kenneth Whitfield, Assistant Director of Planning for the City of Toronto, who spent part of a day explaining to me the social and political environment for Metropolitan Toronto's two-tiered municipal government. Staff of the Cleveland Public

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Library have been extremely cooperative in directing me to the library's materials on Cleveland history and in securing inter-library loans.

Cleveland State University has been generous in its staff assistance. Susann Bowers's and Emily Mirsky's editorial and design skills have been provided. Linda Berger has coordinated the seemingly infinite details of publication. Others at CSU have helped with maps and line drawings.

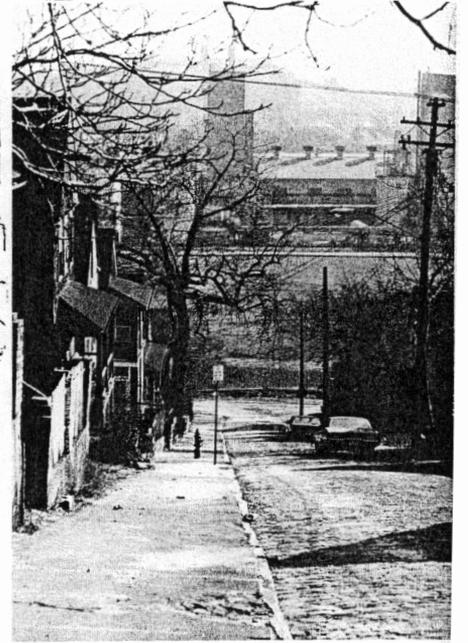
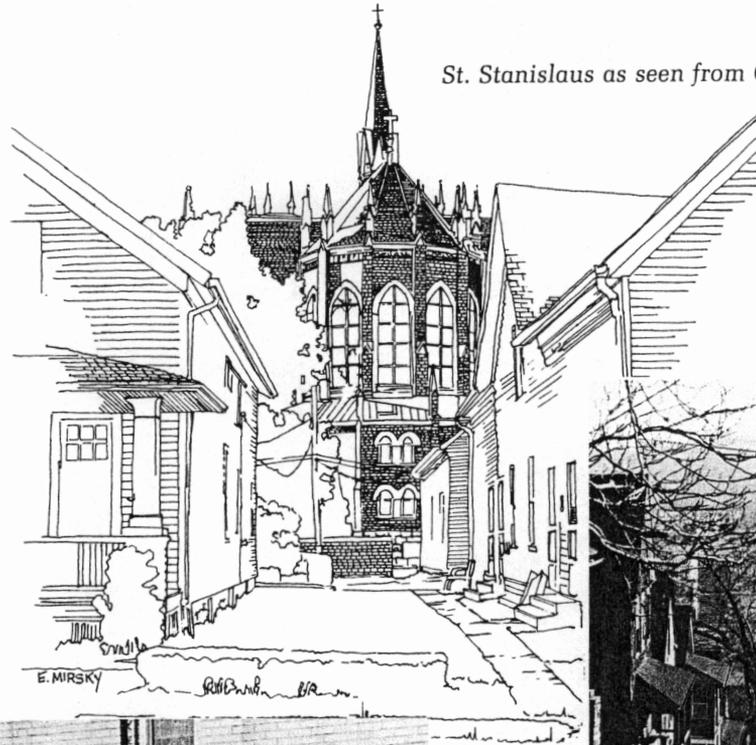
Michael Andrzejewski, who has spent hours photographing sites for this book and who has also contributed from his personal collection of prize winning photographs, deserves a special commendation.

To Mary Jo Maloney and Kathleen Jacobs, I am indebted for assistance and indulgence in typing the final manuscript and its various preliminary drafts.

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Burt W. Griffin  
January 1981

St. Stanislaus as seen from Osmond Court.



A view of Cleveland industry from the Tremont area.



A young Near West Side resident.



Looking east at East 105th and Euclid.