This annotated bibliography was compiled as a library research project at the University of Wisconsin at Milwaukee. Part I of the listing deals with decentralization as a structural feature of the local political system. Part II examines the process of local citizen participation. Parts III and IV focus on community control in the decentralization of education and the formation of community corporations. (DM)
A BIBLIOGRAPHY ON DECENTRALIZATION

by

Margot Helrood

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The University of Wisconsin

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FOREWORD

This bibliography was compiled as part of a library research project underwritten by the Institute of Governmental Affairs for the Department of Urban Affairs of the University of Wisconsin-Milwaukee. Because of the tremendous interest being evidenced in the subject of decentralization, the Institute is making this publication available for general distribution. It is hoped that community groups, community agencies engaged in research, and others in the academic community will find this work of special interest.

The bibliography is organized into four sections. The first deals with decentralization as a structural feature of the local political system. The second treats of citizen participation, generally in the local context. Parts III and IV focus on those substantive areas for which community control has been most widely discussed: education and community corporations.
TABLE OF CONTENTS

PART I - DECENTRALIZATION OF GOVERNMENTAL STRUCTURE

These are readings which discuss decentralization as a mechanism for the redistribution of power within the structure of government and/or the devolution of responsibility outside existing structures to new centers of power. The core values which underlie governmental arrangements are also explored.

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PART II - CITIZEN PARTICIPATION

This section examines the process of citizen participation along a continuum from advice to control. Includes selected items on the strategies and theories of community organization.

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PART III - COMMUNITY CONTROL/DECENTRALIZATION OF EDUCATION

Contains references on methods for changing the decision-making structure for education in order to achieve goals ranging from administrative efficiency to citizen control. Draws on education decentralization experiments in New York and elsewhere.

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PART IV - COMMUNITY CONTROL/COMMUNITY CORPORATIONS

Includes proposals for restructuring the community itself, through such devices as the community corporation, so that neighborhoods can develop the resources necessary for self-government.

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PART I:

DECENTRALIZATION OF GOVERNMENTAL STRUCTURE
Governmental Structure

Books


Excellent, well-documented volume, the first of a series on Decentralization and the Urban Crisis. "After reviewing the main arguments for and against community control—and the available evidence in support of each—Mr. Altshuler examines the historic background of the community control movement... Topics considered include the definition of neighborhoods, mechanisms of political representation, finance, personnel, contracting and the potential federal role."


Includes discussion of the basis for democratic development, the role of the people and the merits and demerits of decentralized government—with some applications for local areas.


The following chapters are especially informative:

"Bureaucrats and Organised Civil Servants" by Herbert Kaufman, "Educating the City's Children" by Patricia A. Graham, "Organising Community Action" by Bertram M. Beck, "Planning Rationally for the City" by Henry Cohen, and "Goals of the Black Community" by Kenneth E. Marshall.


"...(A) discussion of problems of government in terms of their geographical setting. Professor Feeler analyses the familiar conflict between specialization and generalization, between centralization and local autonomy, weighing the virtues of each and tracing the sources of the conflict."


Concerned that decentralization leads to fragmentation of decision-making. Concludes from study of cities involved in rehabilitation programs that the powers of the central city were already so diluted that local government could neither deliver nor self-correct its services. Last chapter is a statement of the implications to be drawn for Model Cities.

Balances usual emphasis on structural arrangements of government with an analysis of political practice. Chapter III, Decentralization and the Distribution of Powers Among Governments, states that an evaluation of present or proposed institutional arrangements requires a knowledge of the data plus an understanding of the reference values. Chapter IX describes the Characteristics of Municipal Politics.


A survey of major bands on the continuum of the "real world" of municipal politics. Describes patterns of decision-making as cohesive, executive-centered, competitive, and fragmented - and gives examples of communities where each pattern prevails.


Stresses the need for political theory as a guide in the study of government "as it is" and "as it should be", Chapter I. Chapters IV-VI: Theories of accommodation, such as decentralization, must rest on the central values of our political democracy and be consistent with their underlying purposes.


A case study of administrative reorganization. Reviews Philadelphia's twelve-year effort to institute a system of district health centers with authority delegated from a central agency. A good analysis of the problems and obstacles to decentralization.
Governmental Structure

Books - 3


Analysis of the political system of New York City with the "essence of its process" characterized as a contest. Part I gives a description of the setting, stakes and prizes of political action, and the participants and rules. Parts II and III explain the strategies of contestants.


Chapter III, Community Political Participation and Democracy, includes essays: "Political Consequences of Decentralized Administration" by de Tocqueville and "Individual Participation in Mass Society" by Scott Greer.
Periodicals

States that effective organization is not based on geographic location, but on common interests. This theory has serious implications for the territorial assumptions underlying decentralization.

Proposes giving city neighborhoods the same powers now held by the suburbs in the area of enforcement and administration of housing, zoning, and building codes. Specifies which portions of these administrative areas could be decentralized to community Boards of Compliance and Appeal.

Combines public administration and political science viewpoints in an examination of four approaches to the study of decentralization. The four are: (1) Doctrinal, which creates confusion by linking decentralization with democracy; (2) Political, a study of the consequences of creating a new "majority" through new definitions of "the people"; (3) Administrative, a recognition of the inevitability of conflict between functional and areal divisions; and (4) Dual role, which exposes the strain between performance of traditional administrative functions and promotion of new programs of economic and social development.

States that pressure for structural change originates because of the shifts between three values: representativeness, politically neutral competence, and executive leadership. Demands for decentralization and clientele domination are a result of current emphasis on representative and leadership values.

Warms that the pitfall in decentralization is that it requires stronger, not weaker, centers of authority. The requisite structure will concentrate the presently diffused power, a fact which might have dangerous implications for certain areas, such as the South.
Governmental Structure

Periodicals - 2

Preliminary exploration of problem of accountability and transfer of power when clients become constituents and privileges become rights.

An attack on the idea of community control as a viable solution to poverty. Without guarantees of the necessary financial resources, the result is illusionary power of a provincial and conservative nature. Pustin feels that more could be achieved with metropolitan government, coalitions of blacks and whites, and large-scale economic and political structural changes.

Outlines the effects of participatory democracy on inter-governmental relations, particularly on local government units and functional autocracies. What distinguishes participatory democracy from mere citizen participation is that the former is primarily concerned with planning and administration of specific government programs at the local or neighborhood level. Thus it is a more relevant form of representative democracy.

A study of five factors which influence the probability of passage of local suburban incorporation proposals. The factors are: (1) The degree of threat or advantage to the given local community that the proposal represents. (2) The strength and breadth of involvement of area residents. (3) The nature and resources of the leadership. (4) The organisational structure of the community. (5) The quality of the campaign.

Concise discussion of underlying assumptions of community control, an issue which has exposed our "crisis of values". Monograph also seeks to counter objections to decentralisation.
Governmental Structure

Papers and Reports


Illustrates the way in which a systems approach can serve to allocate responsibility between area-based and functionally-based units of government, according to the objectives of the city as a whole. The picture that emerges "suggests that there are few functions of government that should be entirely centralized or decentralized by area."


Foresees continuation of drift toward "functional government," thereby increasing federal control over programs of local government. This trend serves to reduce pressure for modernizing local structure. Recommends a reconstruction of government, using varying scales which accord with reference values. Gives as example: suburbs to serve as scale for participation values, with councils of districts evolving from efficiency norms.


Suggests guidelines for redesigning the present structure of government in metropolitan areas. Metropolitan trends are discussed and a two-level system, incorporating centralized and decentralized elements, is proposed.

Governmental Structure


An analysis of the fiscal disparities between local governments in metropolitan areas, including studies of eleven major cities. Recommendation #6 urges "state legislation authorizing large cities and county government in metropolitan areas to establish neighborhood sub-units of government with limited powers of taxation and of local self-government."


Suggestions include: (1) A bill to remove restrictions on state participation in private undertakings, p. 515; and (2) state legislation authorizing creation of neighborhood sub-units of government, p. 803.


Proposal (in Sec. 31-58-00) for "neighborhood service area," su-local governing units with delegated authority over neighborhood space-related function, and possessing limited taxing power.


 Recommends defining "what functions are to be controlled" and "control to what degree" when proposing decentralization. Federally assisted programs should be reviewed to determine how they contribute to or retard the concept of neighborhood decentralization.


"...An initial attempt to discuss what has been done toward decentralization, what the degrees of control could be by a neighborhood organization over public functions (illustrated by a hypothetical model), and the pros and cons of even moving toward the hypothetical model."
Governmental Structure

Government Documents – 2


Analyzes source of metropolitan consolidation and decentralization/community control movements. Identifies the essential factors in citizen participation as a sense of efficacy and a feeling of trust in the political system.


Commission’s second recommendation is for decentralizing municipal services into "neighborhood city halls" (in cities over 250,000). Considers, but rejects, delegations of power to neighborhood governments.


Discussion on economies of scale suggests that a government unit serving 50,000-100,000 might be most efficient; beyond this, efficiency tends to decline. The research cited in support of decentralization is drawn from the literature on large-scale organizations which have experienced problems in communication, motivation and conflict resolution.
Governmental Structure

References and Bibliographies


How to "get at the various sources in the field of political science. Excellent road map.

Public Management Sources (PMS). Bureau of the Budget Library Publication.

Good general source, with annotated bibliography.


Items mostly drawn from American sources. Organized into five sections: (1) Centralization versus decentralization, (2) Local government, (3) Metropolitan organization, (4) Financing education, and (5) Administration of education. Although emphasis is on educational function, bibliography contains a great many references to central issues in the movement to reorganize metropolitan government.

Social Policy, a new magazine which "will report and analyze significant developments among the community control forces, the liberation movements, ... Social Policy will ask 'what is to be done' to secure basic structural changes in American policy?" The first issue (May/June, 1970) contains articles by Maurice R. Berube, Marilyn Gittell and Preston Wilcox; an interview with Roy Innis on Health and Community Control; and at least two other articles which, by their titles, deal with the subject of community control.
PART II:

CITIZEN PARTICIPATION
Citizen Participation

Books

The articles in this volume discuss the New York City community project, Mobilization for Youth, the prototype for the national anti-poverty program. This demonstration project served as a means of bringing about change and as a way of involving citizens—as employees and board members. Describes new roles for the social worker, particularly that of client advocate. The sections dealing with the low-income paraprofessional are especially good.

Basically a critique of OEO programs which advocate change as a theory but fail to implement it. Such programs ask the poor to assume middle class obligation without providing corollary social and economic assets. There is a need to develop new programs which will be compatible with the new theories regarding the problem of poverty.

Contends that the winning of citizen representation on citywide anti-poverty councils is an empty victory. Instead, groups of slum and ghetto residents organized to run their own programs represent winners in a "real" contest: the battle for self-control.

Describes four models of citizen participation for creating sound neighborhood communities out of "troubled living areas." Distributes models on continuum from neighborhood city halls to confrontation organizations.

Excellent source. One of the most insightful and analytical books on the subject and one of the few based on comparative case studies. Examines modes of resident participation. Evaluates the Community Action Program in terms of its organizational approach, its future and alternatives.

"The consensus structure for policy-making" under the Community Action Program is described as a three-legged stool...
braced by (1) the political structure; (2) the social and civic organization structure; and (3) participation by the area residents. Given this arrangement, the delegation of authority from local government proved insufficient to deal with the large independent bureaucracies.


Citizen Participation

Periodicals


Presents a typology of citizen participation in federal programs: manipulation and therapy are essentially "non-participation"; informing, consultation and placation are degrees of tokenism; and only partnership, delegated power or community control reach a level called "citizen power."

Model Cities are non-participatory while neighborhood corporations are a form of citizen control.


A discussion of participation, decentralization, and community control as strategies for effecting among the poor and non-white: (1) quantitative increases in earnings and qualitative improvements in standards of living; (2) more responsive government; and (3) an increase in the power of the individual to control his life and activities within his own community.


Lists accomplishments of OEO programs and cites need to improve or change model to encompass several major national commitments. However, in present form, anti-poverty agencies are not and could not become units of decentralized government.

Moynihan, Daniel P. "What is Community Action?" Public Interest, 5(Fall, 1966), 3-8.

Brief appraisal of the four definitions of the community action phase of the War on Poverty. Provides example of how helpful classification can be for understanding implications of a conflict in goals.


Defines then considers variations in participation, coalitions for effective participation and problems such as scale, technical complexity and inequalities in participation.
Citizen Participation

Government Documents


Pamphlet discusses the accomplishments and the changes in emphasis of the Community Action Program. Summary of its basic self-help philosophy. Also touches on problems of "earmarking" and of control at the local level.


Includes report by Reverend Norman Eddy of Metro North (a church-sponsored neighborhood experiment in New York City). Eddy complains that the city is competing with existing neighborhood groups for control of local anti-poverty agencies.


Analyzes Community Action Program (pp. 897-915) as a new form of service program designed for individuals rather than families or groups. Commitment of Program is to increased service rather than power for the poor, a tendency often leading to the co-opting of existing grassroots leadership. Report describes sequence of agencies' activities as: social action—controversy—retract.


Invaluable source guide to field of community organization. The 750 entries are organized under the three main headings of "Community Organization as Technique," "Theoretical and Empirical Foundations" and "On Citizen Participation in Voluntary Democratic Associations." Each of the 40 sub-topic sections contains an excellent and informative introduction.
PART III:

COMMUNITY CONTROL/DECENTRALIZATION OF EDUCATION
Books


Criticizes decentralization as a means whose ends are not derived from educational goals. Author sees local school boards as "least likely platforms" for power bases since these boards, in fact, have no authority.


A collection of documents from the various parties involved in the New York City school strikes. Excerpts serve to highlight and contrast positions of the community leaders, the teachers' union, and the school board. Also includes articles presenting the pros and cons of school decentralization.


Describes the role of each level of government and their interrelationships, and the share of power that each unit has in the educational function.


Of interest here is Part Three which presents "Perspectives on Organizational Factors," with chapters on the proper involvement of education in government, the place of rationality in school administration, and the identification of intra-organizational problems of urban schools. Chapter VIII, "Decentralization within Urban School Systems," cites the failure to reassign authority when responsibility is delegated as the crucial factor blocking effective decentralization. Chapter XVI, "Urban Schools for the Future," suggests a "system-unit" type of organization based on private market models.


Described in publisher's brochure as providing an historical examination of the failure of universal education. "Authors offer a persuasive case for community control of urban schools as a means of achieving the participation they consider to be an intrinsic part of the educational process."
Education

Books

Indicts public school system politically as well as educationally. Community control is proposed as a means of reducing imbalance between professionalism and public participation, and of accomplishing needed social change. Feels that some of the resistance to the New York City experiment stems from an orientation to traditional reform concepts.

Editor's article, "Decision-making in Schools: New York City, A Case Study," illuminates the sources and procedures of policy formulation in New York City's school system. Traces distribution of the powers of decision-making, and offers some hypotheses re: the implications for the system of specialization according to function. Article by Alan Rosenthal, "Pedagogues and Power: A Descriptive Survey," is a study of educational power relationships in five large cities (drawn from the perceptions of leaders of teachers' organizations). Profiles the strategies and objectives of the individual organizations.

Includes chapters on the school as a political subsystem, the participants in school policy-making, and the educational environment. Following a diagnosis of the problem, it prescribes decentralization of the decision-making process to create a more open system, and suggests several approaches. Extensive bibliography provided.

Probes fiscal and administrative operations of six large city school systems. Relates these inputs to system's capacity to change (innovation as "the output at the margin"). Of particular interest is Chapter IV which seeks to measure the degree of decentralization present in each school structure.

Outlines the theory, goals and advantages of community control.
Educational books - 3

Good discussion of proponent's view that: "only if power is viewed as the independent variable in regard to quality education, can one place any confidence in the segregated ghetto school."


Volume contains papers presented at Brookings Conference on the Community School. "Running through these essays is the theme that, although there is much to recommend a large measure of community control, any attempt to shift governance of schools to decentralized community boards must be accompanied by an enormous amount of foresight and planning if it is to succeed."


Opens with chronology of events in Ocean-Hill-Brownsville decentralization experiment. Later sections: (1) compare participant proposals on issue of where power and responsibility should be located, and (2) assess long-range significance for other experiments in community control.


Suggests methods of studying and assessing power in an educational system through an examination of its formal structure. This has its limitations, but the one major advantage is that it serves to identify the points where administrative decisions tend to be made—and thus where influence would be most directly felt.


Treats independent school district as a unit of government; reviews the implications of its independent structure, special orientation, and "nonpartisan" nature. The paradox: "the public schools, heralded by its champions as the cornerstone of democracy, reject the political world in which democratic institutions operate."


Evaluates the obstacles to innovation within the school system bureaucracy, and finds the primary barrier to be the bureaucracy's inability to develop flexible responses to the community's...
changing demands. Describes the New York City school system as "pathological," with traditions, structure and operations which subvert educational goals and inhibit accommodation to the changing needs of its clients.


Argues for new structure which would combine central metropolitan organization with neighborhood subdistricts. Chapter VI, The Urban School, recommends shifting from "middle-class ideal" of integration to a concept of integrating education with community; change requires abandoning present machinery in order to perform new social function: urban education.


Article by Mario D. Fantini and Richard Magat, "Decentralizing Urban School Systems," is an account of the circumstances leading to the Bundy Report (see Reports: Mayor's Advisory Panel, New York City, McGeorge Bundy, Chairman). Discusses main issues and criticisms of the Report. "The Community-Centered School" by Preston R. Wilcox begins with a plea for a shift in emphasis away from fostering accommodation to the system and toward a reshaping of the system itself through community control. His actual proposals, however, tend to center on using community school as an acculturation tool.
Periodicals


Includes observations on controversy at Intermediate School 201 in New York City by David Spencer (parent negotiator), Albert Shanker (union leader) and Alan Reitman (ACLU lawyer).


This monograph is one of the few sources which discusses community control in terms of educational as well as political values. Also seeks to defend concept against the charge that it is a form of "separatism".


Devotes the major portion of this monograph to a review of existing "community schools"—defined as those in which "particular stress is on parent participation in school governance combined with a strong orientation toward responsiveness to community needs." Appendix provides addresses of various private and public experiments in community control.


Thesis is that debate over local control is partly due to the challenge that it represents to traditional concepts of city reform. Decentralization is based on new assumptions regarding the expansion of alternatives through community involvement, and the belief that administrative reorganization alone cannot resolve basic school problems.
Discuss reasons for decentralization, together with factors involved in the New York City experiment. Also, suggests four criteria for meaningful reform in education and the relationship of decentralization to these criteria. Contains selected bibliography.

These two memos from the Council of Church and Race serve as narratives for the events at Intermediate School 201. Included are portions of the proposals of the parents' group, the school board, and Kenneth Clark.

Sees present organizational model for New York as based on core values of professionalism and centralism. Also clarifies the distinction between decentralization and citizen involvement.

Information in article is excerpted from Report of Missouri School District Reorganization Commission; summarizes proposed division of responsibility between regional and local school boards. Useful reference for those interested in seeing how theory of "two-level" reorganization is applied. (Includes some tables from Report.)

Operationalizes terms; presents pros and cons of decentralization with emphasis on implications of citizen involvement. Outlines some options for locating authority.

Review of the positions of Albert Shanker (teachers' union), Rhody McCoy (community administrator), and Mayor John Lindsay. Short description of various opponents and supporters of school decentralization.
Monograph describes this school district and the impact on it of the new interest groups formed as a result of the anti-poverty program. Gives background of district's experiment in decentralized control.

A review of three court cases in New York involving the City school system and the experimental school district administrators. Illustrates the role the court can play in conflicts over shifts in educational authority.
Education

Papers and Reports


Criticizes Detroit School Board's decentralization plan on the basis of the "fact" that great numbers of black children would be placed under the "unsympathetic authority" of whites. Includes many maps, but little explanatory material.


"Understanding and influencing the budget process is crucial to control of the school system." Therefore this monograph is valuable as an indication of the amount of detailed information needed. A discussion of the implications of the budgeting process for community participation occurs on pages 27-30.


While conceding some advantages, through greater responsiveness, states that there is a danger that community control of schools will institutionalize segregation. This staff member of NLT also lists other disadvantages.


Central theme of essays: Although educational institutions are increasingly influencing the social and psychological development of our children, and therefore their future, there are no alternatives offered in the present public school system. A deliberately heterogeneous system would expand opportunity, thereby introducing competition and choice.


Recommends a federation of largely autonomous school districts, responsible for most of locally based educational functions, and a central agency responsible for citywide educational activities and supportive services to the school district. Details structure and elements of a community school system. Provides rationale for the proposed reassignment of powers and responsibilities.
Education

Papers and Reports - 2


The Appendix includes the following chapters: "The Good Community," which stresses that the concept of communities as places where citizens rather than consumers live is essential to promoting political values; and "The Rise of the Community Schools," a review of changing cycles in the history of public education.


Proposal for administrative decentralisation, delegating responsibility for area policy recommendations and coordination to area leaders and creating school advisory councils which would include parents.


This large report on practices and improvements for D.C. schools includes a small section proposing Community Boards of Education. These Boards would be delegated responsibility for local operation, through limited authority over personnel, and consultative rights re: budgetary decisions. (pp. 10-12)


Studies operations of existing local boards and, among other recommendations, suggests that their present role be expanded through decentralisation of New York City school system.
References and Bibliographies

Good bibliography on community control/decentralization (pp. 30-32), compiled by Dorothy Christiansen. Issue also contains articles on community control (couched in terms of economic issues), and lists the various activities of the Center for Urban Education which focus on the issue of decentralization.


Wilcox, Preston. The Crisis Over Who Shall Control the Schools: A Bibliography. Afram Associates, Inc., 103 East 125th Street, New York, New York, December 27, 1968 (mimeo). Compiled by one of the participants in the struggle for community control at I. S. 201. Sections: black position papers, selected published and/or unpublished statements, training materials, special sources and addresses of selected publishers. The last two sections would be helpful for those wishing to obtain additional information direct.
PART IV:

COMMUNITY CONTROL/COMMUNITY CORPORATIONS
Community Corporations

Books


"If the community corporation were not merely a conduit for outside funds—but instead were also a vigorous economic enterprise which purchased businesses—profits could be plowed back into the community for social services...(achieving) community control of economic development." Gives brief list of administrative or legislative changes necessary to facilitate such an approach.


Portion of transcript from Hearings of Subcommittee on Urban Affairs. This portion of the dialogue between the Committee and Milton Kotler concerns the granting of legal authority, and a measure of control, to communities.


Neighborhood corporations utilize the reality that the neighborhood is a political, not a social, unit. Author discusses various neighborhood theories with reference to his own experiences with a community group in Columbus, Ohio: the East Central Citizen's Organization (ECCO).


Focus of articles is to explore organizational forms intended to carry out required tasks. Especially pertinent: Richard S. Rosenbloom's "Business, Technology and the Urban Crisis," which explains Urban Development Corporations; and H. Miller's "Community Organization in the Ghetto," a critique of ECCO (see Kotler citation above).
Community Corporations

Periodicals


Ferry, Wilbur H. "The Case for a New Federalism." Saturday Review, 51(June 15, 1968), 14-17. Defines neighborhood corporation as a mechanism for accepting political obligation while enhancing political participation. Cites successful "corporate participation" experiments in Detroit (World Bank), Columbus, Ohio, and Bedford-Stuyvesant area.

Levitan, Sar A. "Community Self-Determination and Entrepreneurship: Their Promises and Limitations." Poverty and Human Resources Abstract, 4(January-February, 1969), 16-23. Describes old attempts to involve business sector as centering on achievement of greater equity in ownership of capital; new concept is one of black entrepreneurship. Neighborhood ownership of ghetto enterprises seeks to provide not only profit— but control. Also provides outline of federal Community Self-Determination Bill.


Sturdivant, Frederick D. "The Limits of Black Capitalism." Harvard Business Review, 47(January-February, 1969), 122-128. Criticizes proposals for federally subsidized Community Development Corporations (as proposed by S.3876); they "smack of apartheid" and would only further isolate ghetto communities.

Wildavsky, Aaron. "The Empty-Head Blues: Black Rebellion and White Reaction." Public Interest, 11(Spring, 1968), 3-16. Endorses neighborhood corporations as a political solution to some of the sources of racial conflict. Acknowledges that this would signal a return to an earlier pattern of local rule: namely, ward politics.

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Community Corporations

Papers

The Information Exchange on Community Economic Development, Conference, Boston, Massachusetts, October 3-5, 1969. (xeroxed)

Materials from this Cambridge Institute-sponsored conference include a complete Directory of Participants, alphabetically listed, and a Directory of Community-based Economic Development Corporations and Cooperatives, listed by states. (Both provide addresses of existing community corporations.) A background monograph, Profiles of Participating Community Development Corporations, describes the structure and activities of thirty representative groups. Also included is a general bibliography on community corporations.


Presents a model (OMEGA) for a program of political advocacy and economic development to be combined with a comprehensive program of social services. Gives organizational format, suggested activities and sources of funding.


Defines the terms community and community corporation. Suggests purposes and functions of community corporations as providing either a format for group bargaining or a mechanism for self-rule. Possible roles: a source of authority for program development and execution, or an agency responsible for economic development.


The "new forms" of cooperative action are extensions of public planning for private enterprises. Cites New York State's Act as one method of direct intervention at the neighborhood level. Refers also to other corporation experiments.

Creates state agency which, through its ability to issue bonds and notes, will encourage "maximum participation by the private sector of the economy" in governmental programs. Also amends existing laws which would impede implementation.


Good basic source for understanding concept of neighborhood corporation. Currently the demand is for "the liberty to rule" and Kotler feels that self-rule, not vocational training and riot guns, is the relevant response. For the message of riots, the answer is neighborhood government.


Authorizes Office of Economic Opportunity to aid in developing neighborhood development corporations and to study and recommend necessary changes in federal laws. Recommends that HUD, with other Cabinet Secretaries, study how activities can be harmonized with aims of the bill.


Testimony (in Part 9, pp. 260-275) by Milton Kotler concerning the organization and operation of ECCO (East Central Citizens' Organization) in Columbus, Ohio. Very informative on the actual operation of a neighborhood corporation. Also includes recommendations for changes in federal legislation to facilitate development of neighborhood corporations.
Community Corporations

References and Bibliographies

The Cambridge Institute, 56 Boylston Street, Cambridge, Mass. 02139. Its Center for Community Economic Development is researching operational problems of Community Development Corporations. Also, see listing under The Information Exchange on Community Economic Development.