A Selected Annotated Bibliography
Pertaining To Neighborhood Self-Help Groups

An Honors Thesis (ID 499)

By

Marjorie A. Wright

Thesis Director

Ball State University
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SECTION ONE

BOOKS

Mr. Altshuler examines those aspects of the participation issue that cut across functional policy lines. Traditionally there has been little power among affluent students and low income blacks. However, they are not breaking with tradition when they demand to be heard. They now want a sense of participation and their doubts addressed. This book presents one subset of demands for greater participation by the black communities of major American cities. These are:

1 To elucidate the most pressing issues of theory and ideology that are posed by these demands;

2 To sketch their relationship to international currents, and their roots in American history;

3 To examine the most plausible suggestions that have been made for responding to them;

4 To suggest priorities for further research.

The black's agenda for more participation usually typically includes as much authority as possible placed in the hands of the neighborhood, direct representation on governing bodies, black representation at all levels of public service and not just token bodies, similar representation on labor forces of government contracts, and public resources used to help black controlled businesses.
Surveys and studies are used to illustrate what has been the actual outcome of desegregation efforts. Actually the whites have opposed integration. Mr. Altshuler discusses the mixed feelings concerning community control. Would it intensify social friction?

Americans typically believe they need to apply pressure to gain action on their views from bureaucrats. Historically Americans have wanted Government to keep as close to the people as possible. However, when neither side in a dispute can exert enough influence to prevail, the decision level may need to be raised.

Given more political power, social movements have been less prone to violence.

The difficulties of defining a neighborhood and the spatially concentrated blacks that cannot leave an area easily are discussed.

If neighborhoods are given more control, will city councils and mayors become subordinate to them? Some experts believe that this might be a good thing.

The federal government might at some point help with 1. grants-in-aid to help establish general purpose neighborhood authorities, 2. favor cities that have such authorities by a wide variety of aid programs and 3. where neighborhood authorities exist, they should have advisory opportunities.

The ghettos will be helped by improving their spirits rather than helping them in a paternalistic way from outside.

Saul Alinsky writes about the many things the young radicals see wrong in this world and their attempt to make changes. This book is his attempt to show some of the ways that he has used to try and organize forms of action to bring about some of these changes.

He writes that only revolutions make changes and that there is no cut and dried rule to follow. Any new idea that threatens the status quo will be discouraged. An organizer or political activist must be a political relativist. He believes, "Democracy is not an end but the best means toward achieving these values." (p12)

The Drama for change has always consisted of the Haves, the Have-nots, and the Have-A-Little, Want Mores. The Have-A-Little, Want More are classified as the middle class rooted in inertia. This is the group where many of the great leaders have come from. However, this is also the group that encourages problems in the system by doing nothing. Change always involves some friction, and the middle class dislike friction.

Mr. Alinsky is optimistic about the future, and this optimism gives him the will to fight for change. He believes the good of mankind must take precedence over the individual. He gives his eleven rules to ethics and sums up by saying, "To me ethics is doing what is best for the most." (p 47)
He devotes a chapter to the education of an organizer outlining some of the difficulties, necessary attributes, and educational background necessary. He insists that the organizer must be invited into the community by as many respected local groups as possible. However, he describes instances and ways that the organizer may be able to work behind the scene to insure such an invitation. An organizer must also realize that the resolution on one problem will generate other problems.

Power is a reason for being of an organization. Any organization should not limit its area of concern to one issue. In order to make changes, you need to agitate to the point of conflict. You cannot negotiate without the power to compel negotiation. "To attempt to operate on a good-will rather than on a power basis would be to attempt something that the world has not yet experienced." (p 119)

Mr. Alinsky outlines some of the tactics he has used with various degrees of success. A successful leader must assume he is 100 per cent positive and the opposition is 100 per cent negative. Whatever action that is pursued must not drag on too long or it becomes ineffective.

Americans now are seeking a life that has meaning. This may be a cry for a second revolution.
"The focus on community development and its effectiveness is one officially defined response to poverty in urban areas of the United States."

The community development corporation (CDC) was produced in 1967 under the current federal antipoverty programs. The purpose was to promote community controlled corporations and help improve quality of life for the poor. The objective was to break the cycle of poverty in low-income communities, arrest tendencies toward dependency, and to help arrest community deterioration.

Community Action Programs were the outgrowth of Johnson's "War on Poverty". A question was presented as to whether CDCs could change the course of national policy. History reveals the idea that the blacks and the poor should be able to learn a trade or starve.

During the Civil War, the Union Army's need to deal with slaves left behind on property abandoned by fleeing masters lead to the Port Royal experiment. The experiment made it clear that the Federal Government involvement was necessary because the blacks needed to be protected from reinslavement. Next the Freedmen's Bureau was established which was problem oriented. The blacks lost ground after this bureau was abandoned. In 1933, President Roosevelt tried the National Recovery Act
which was based on the concept of self-help and work. This act was terminated in 1935.

"Community development evolved from the notion that the community should have greater control over community activities and assets." The belief is that community control relates to city's services in that there is a unified front to present to City Hall.

The author describes the Union Sarah Community Economic Development Corporation (USEDC): an area of black ghetto and large scale poverty in St. Louis. A neighborhood advisory council (NAC) was used as the acting board of directors (1966). The purpose was to assist the blacks in establishing profitable businesses in their own neighborhood, establish a revolving loan of $35,000 by 1971, and assist in an advisory capacity. The project failed because:

1. Only a very small portion of the residents actually had influence over the corporation, (The active participants usually ended up being the middle-class.),

2. Failed to employ residents in decision-making positions and had hired relatively few residents in any capacity, (Resident's managerial influence was small.)

3. Few poor residents involved in the Corporation in any way.

4. Ventures have not been profitable and therefore have not increased the strength of the community.

From June 1969 to December 1975, with an investment of $1,678,000 USEDC had a net loss of $705,000.

The most important aspect of community control was not addressed by advocates of CDC. That is that Inner-Cities do not contain the resources necessary for community development. Union Sarah was in a negative resource position.
Many subsequent programs have had failure built in. Usually only a few local residents are employed. Many times they have had inexperienced managers, buildings in bad repair, and the available employees are untrained.

We must consider program-benefit cost in considering future ventures. Future ventures are only justified if conditions of the poor are actually improved. So far, this has not happened.

The programs are controlled by OEO with little participation by the poor. The author believes that the CDC concept should be set aside and funding denied. Legislators should look for a new approach to improving the quality of life for the poor of the U.S.

After the fear of "excess of democracy" that grew out of the turbulent 1960s, came the belief that democratic customs were only marginal to the running of American government. However, the late 1970s and the early 1980s appear to be producing a new respectability for democracy in action. In growing numbers all over the country, citizens are forming groups and associations for the purpose of achieving various goals, but with a common denominator which is bringing government back into the hands of the citizens. These various associations and organizations are coming to the realization that coalitions among diverse groups can be beneficial to achieve some common goal.

The growth of neighborhood associations has been the result of the people believing that they had to do something about unpleasant situations in their areas. This movement has not been dramatic, but it has consistently grown.

The author gives several examples of contributions that the late Saul Alinsky made to our understanding of this type of association and how they have been the most effective. Alinsky believed in organizing the people so that they were capable of taking over all activities of their organization, and working toward improving existing structures rather than destroying them. He believed in organizing to win. Alinsky had a pragmatic approach to organizing at the grassroots level.
The author suggests that "Watergate" contributed to the citizens becoming more involved in local politics. Distrust of government in general may have motivated some formerly politically inactive citizens into organizational leadership roles. No longer is the general public willing to believe that you can't fight City Hall. Many groups have not only fought City Hall and won, but some have fought big business and won. Many of these battles were staged against tremendous odds. They were usually won by good leadership, persistence, and large numbers of protestors.

"Many obstacles stand in the way of citizen politics." Not the least of these is the American political system itself. It is difficult to hold our politicians accountable for their actions. All too often corporate power has prevailed when difficult decisions needed to be made.

Although there are many problems and weaknesses in the citizen's movements, there are also some strengths. The capacity of the citizen's movements for self-examination and the ability to change may be the strengths that can overcome the other weaknesses. The ability to form networks, broaden their vision, and prevent staff domination is crucial to success.

The agenda for the 1980s will be interesting to observe. Perhaps some of the items will deal with decentralization of services, the expenses of elections and the domination of corporate giving, deregulation of energy prices, the internal corporate structures, and the realization that individual citizens must have some influence in foreign policy decisions.
The author suggests that the citizen movement is becoming a global movement. He suggests that this is our hope for the future.
"Truth may not be power, but political organization is."

This suggests the author's belief in what the poor must do to improve their economic position. This book is the story of one group of blacks that organized in a housing development, and through a renter's strike, attempted to bring about changes in their living conditions.

This particular action failed, but others organized at about the same time in other areas succeeded. The author observed the action by working closely with the white lawyers that were attempting to help. He was eventually given some limited acceptance by the leaders of the action. Why this group failed is the subject of this book.

The author believes that internal factors prevented them from achieving their goals. The organizers were four black militants. Each of the organizers considered themselves specialists in one specific area. They found great difficulty in accepting criticism or suggestions of any kind from outside or each other. They jealously guarded their own area of responsibility. However, they were blindly supportive of each other.

All four of them had come from poor families, and their job in the housing development represented their first, full-time, job with any responsibility. They were suspicious and antagonistic toward any non-white. This lead to constant tension
between the organizers and their white attorneys. Eventually the attorney's efforts were completely ineffective because the organizers simply would not accept the attorney's advice.

The organizers misinterpreted the Housing Authorities efforts to compromise. They perceived any concessions as a sign of weakness. They mistakenly believed that their own militant attitude was responsible for any gains.

The organizer in charge of public relations became sexually involved with many of the female tenants. The author suggests that he was attempting to dominate them in the belief that he could keep them in line. However, his involvement with many of them was responsible for discouraging general meetings among the tenants. This prevented any input from the tenants, and also prevented the tenants from being very well informed concerning the actions of the organizers. Furthermore it was found that the organizers had greatly exaggerated the number of tenants actually participating in the strike. The organizers mistakenly believed that the Housing Authority would be too disorganized to do any checking on their own.

Ultimately it was the organizers themselves that contributed the most to the failure of the strike by consistently overestimating themselves. They misunderstood and underestimated the technical abilities and political ingenuity of the establishment. They failed to develop the political muscle necessary to win.

While other similar groups succeeded, this one failed because of internal factors.

The community development profession is coming of age. The Community Development Society was ten-years-old in 1979. However, community development remains in search of a mature professional identity. There also remains considerable ambiguity in the meaning of community development. The authors attempt to provide a critique of various perspectives, themes, efforts, and orientations that fall in the arena of community development (CD).

With the advent of federal funding for community projects, CD offices have sprung up all over the country. Many of these offices are merely funding agencies for dispensing federal block grants with no real ties to the community. "Citizen Participation" is required for all CD block grant requests, but the definition of what Citizen Participation means varies greatly.

President Johnson instigated a flood of federal programs offering assistance to communities. Themes of CD have been: Self-help, Conflict theory, and Technical Assistance.

Self-help:

Cooperative, nondirected activity—Teach people how to help themselves

Conflict theory:

Stresses a more equal distribution of resources and usually focuses on those outside the power structure.
Technical Assistance:

Asses the situation in a community and then based on best technical information suggest the most economically feasible and socially responsible approaches for improving the situation.

The U.S. Department of Housing and Urban Development efforts in the sixties to examine comprehensive land use plans across the country are examples of attempted technical assistance. Unfortunately, they usually ended up on a shelf and were mostly forgotten.

The proliferation of federal grant programs has been the major source of assigned functions and associated technical assistance activities.

The role of the CD professional has been categorized as a consultant, partner, or activist. Working with neighborhood groups is fraught with difficulties. They may resent the professional. However, conversely they may become too dependant on the CD professional and fail to fully utilize a wide representative body in their own neighborhood.

The authors visualize community development as an area of growth in the 1980s with ever expanding areas of concern.

The authors define urban political movements as the renewed interest of inner-city residents in gaining power over public service bureaucracies on a neighborhood basis. Professional movements, movements that deal with such things as excluding blacks from all white neighborhoods and national groups acting on behalf of minorities are all excluded from consideration in this book. The recent intense political conflict in our inner-cities has precipitated many studies concerning the causes of such conflict. The authors attempt to define these causes and outline some efforts to alleviate these conflicts that have succeeded and failed.

The Federal programs have been inadequate because the poor have often been viewed as aliens and their condition of poverty due to their own inadequacies. Urban Political Movements represent an alternative to bureaucratic help and the progressive movement. They usually have a clientele of lower- and working-class minority groups. Their leaders tend to be from the middle-class level or lower. Their goals usually involve improvement of social services to their neighborhoods. The most successful Urban Political Movements have involved negative objectives such as preventing highway building because it involved demolition of housing stock in the neighborhood.
Many Urban Political Movements have been tenant movements. The authors discuss many of these organizations and the reasons that they succeeded or failed. i.e. Morningside Heights, N.Y., Morningside Squatters, N.Y., and PS 84, N.Y. The concern of parents over the local educational systems have also instigated the formation of other movements. i.e. The Joan of Arc, N.Y. The failure of some of these groups have been important in that scholars have been able to study and evaluate the dynamics of failure.

Some important determinates of a movements success or failure involve:

1. Existence of a group with shared consciousness of deprivation,

2. The strength or weakness of the existing authority structures,

3. The ability of the group to organize and work together for a common goal,

4. The ability to withstand outside pressures,

5. The ability of the leaders of the movement to be innovative,

6. How the group handles success, (Do small successes weaken or strengthen their efforts?), and

7. The ability of the group to be flexible enough to form coalitions with other groups in order to work on specific concerns.

The authors note the contributions made by Saul Alinsky in understanding the grassroots movements. Alinsky's direct action approach is contrasted with more recent organizers who may only be paid professionals.

The authors conclude that the rise in Urban Movements may be inevitable or necessary. However, it is hoped
that the consciousness of the non-represented public has been raised to a level where they cannot be neglected by our political system for long. Urban Movements are limited in their effectiveness by their own characteristics and by the political structure under which they operate. The question remains whether movements actually perform the functions for their clientele that they are organized to perform.

The authors do not believe Urban Movements will become much larger than they now are. They do not believe these movements have really been successful in the long-run. They often have failed because of their internal structure.
Although many people would not lament the passing of our cities, this advent would be tragic because of the implications concerning events that brought this about.

Many of our cities are suffering because the affluent move out which leaves the inner-city to the impoverished. These people have few taxable assets.

A poor person views city government in personal terms of the impact on their lives. The middle-class is likely to care about urban renewal.

The assumption has been that the government's program benefited the entire public. Various conflicts of private interest groups were ignored in this assumption. Recent political events have caused political analysts such as Robert Dahl to reassess our distribution of benefits and challenge the traditional distinction between politics and administration.

Progressive government was instigation by middle and upper-class citizens in an effort to clean up local administration of government services. A second step in this effort has been to involve the poor in the formulation of policy.

Many minority groups have associated their social position with action or in-action of local government. This had lead to a client movement. This movement from below has not had direct impact on the social policy of the Federal Government.
They also lack the potential impact that a national party would have. Their greatest impact has been in altering the distribution of power between the client and the professional.

They appeal to third parties for support such as the media, labor groups, or liberal groups to intervene on their behalf. Michael Lipsky points out that this is an adequate substitute for power resources.

Political analyst now study differential effects on various groups rather than concentrating on the virtues of interest group liberalism.

The authors have compiled some articles from a selected group of authors dealing with the effect of public policy on low income communities. Although the services provided and the money to support these services have been consistently increased, the problems have not been eliminated or even reduced.

The future of the hard-core slum may depend on the ability to induce people to move back into these areas. In many instances, only the bulldozer approach may be effective in reducing the potential spread of a slum area.

Code enforcement needs to be rigorously enforced, preceded by a definition of what the code should be.

Comprehensive planning is needed. Goals need to be defined and discussed. These goals are usually defined as traditional, user-oriented, advocacy, or incremental.

The Woodlawn section of Chicago in the 1960s and the resultant action taken by concerned citizens is discussed.
"Water has a certain mystique associated with community development because man obviously cannot survive in its absence."

This book contains a selection of papers written by sociologists and economists. The authors suggest that a commitment is growing toward an interdisciplinary study of community problems. We cannot ignore either discipline. We must consider externalities and the widespread concern for the environmental effect of economic growth.

The linkages between water and community are many and hazy. The nation became involved with water resources about 1802 with the formulation of the U.S. Army Corp of Engineers. They were given responsibility for clearing channels, developing port facilities and stabilizing the flow of rivers along the Eastern seaboard. In the early years of our country, each locality faced their own individual water problems.

Irrigation has given real meaning to water and community relationships. The Reclamation Act of 1902 brought a new era of water development activity.

At the present time, it is likely that most towns that were founded on the basis of a unique connection between water and growth are losing population.

The problem of overbuilding communities is as serious as over appropriating resources.
The belief that water resources can be the key to the growth of a community is long standing. However, studies prove that water availability was not sufficient in itself to account for regional differences in growth rate.

Acceptance of a water project by decision makers at various levels is important to the success of a project. Politics of water resource projects cannot be ignored.

Future changes in the nature of water resource projects will probably place increased emphasis on process activities rather than task-oriented activities. Local participation should include public hearings and should include providing information to the involved communities concerning important aspects of the project.

Environmental considerations have caused a Public-Relation concern between the agency and the public planning a project. The efficacy of citizen action will depend on coordination of their efforts. "Setting up a group to fight a government program offers one of the best ways of influencing government decisions." The effectiveness and implications of citizen action groups in several water projects is discussed.

Forced migration due to reservoir construction is discussed and its effect on the people involved. The problems involved include:

1. Where to relocate the people,
2. How to decrease negative attitudes,
3. How to deal with premigration stress especially in the older residents, and
4. Post relocation problems.
"People seem to be going one way—government another."

The largest of all institutions, the nation-state, maintains itself by sheer force in much of the world. In cities where there seems to be a rebirth of confidence and possibility, there also is a rebirth of the smaller units such as neighborhoods.

Growth and consolidation have taken over in the past. Today, more people are beginning to consider the technologies appropriate to community enhancement. Technology and scientific thinking have contributed to some of our present day problems such as pollution. Today, we need a new way of thinking and using our technological know-how.

The modern citizen is capable of taking an active part in revitalizing his own environment. He need not take a back seat to larger governmental units in solving his own specific problems. It has been found that most people prefer to live in areas where they know their neighbors and take an active part in their community.

The way things are done is all too often the result of habit, custom, or old rules. Los Angelos is an example of an attempt to return crime prevention to neighborhoods. Also, education is presently under attack because the consolidation of schools has not produced better educated children.

Small scale organizations are more likely to focus on productivity rather than focus on consumerism. Anonymity
is the rule rather than exception in large scale organizations. More sharing of information is likely in smaller units.

The author tackles the question of the neighborhood's ability to provide services for themselves with more efficiency than the larger city agencies. He suggests that they can. This could give neighborhoods local liberty because they would not be bound to larger governmental units. Examples of services that could be provided and substitutes that could be made include:

Chicken and fish appropriate for production in small neighborhoods could be substituted for beef cattle, along with aquaculture which could produce large amounts of high protein food and produced in basements.

Each neighborhood needs to assess its own needs and individual technological capabilities in terms of expertise and physical properties. No one solution will apply to all neighborhoods.

The author's experiment in Adams-Morgan, a small community in the center of Washington, D.C. is described. The mixed success of the various attempts to provide local services independantly of larger governmental units is candidly discussed. They attempted food production, local sanitation experiments, and made an effort to provide incentive to low-income residents to participate and take an active part in experimenting on their own. The experiment was abandoned, not because of failure in these areas, but because of the high crime rate in the area.

Some of their conclusions were: the ideology of poverty is not easily broken, and change is usually resisted, people do not always want responsibility for their own lives. The author could find no reason why a community could not sustain itself independantly of larger governmental units.

"We are now witnessing a movement for local control in cities across the land," writes Milton Kotler. (p x) This book is his attempt to interpret and understand what this may mean to the future of our cities.

The historical basis for neighborhood government is discussed. The facts concerning the growth of cities and who benefits the most is related. The fact that the growth of the city usually has only benefited the financial and commercial power of downtown is stressed.

Two possible civil reconstitutions are suggested. These are decentralization and bureaucratization of municipal government under national control.

Mr. Kotler uses Saul Alinsky's theory of local organization in Chicago, Buffalo, and Rochester as examples of one man's ideas. Alinsky's theory is based on the capacity of neighborhoods for militant disruptive power. Kotler suggests that the error in this theory is the belief that it can succeed militarily where it has failed politically.

Neighborhoods lack a natural foundation for participating in national power, and they are still mostly dominated by downtown. This is proving to be a big stumbling block to exerting influence.

Mr. Kotler suggests a more practical approach to self-rule in the neighborhoods is a middle-of-the-road program with more flexibility. He stresses the need for Neighborhood
Corporations that are recognized by public authorities. Some of the difficulties in defining the boundaries of a neighborhood are given. Using the legislative process to bring about change is stressed as the most desirable method to follow.

The poor and the affluent of today both share the impoverishment of political life. Their efforts to correct this situation will be met by opposition from special interests. Mr. Kotler believes the biggest factor that will contribute to local control is that the cities are growing too vast to be dominated.

One of the foremost practitioners of the pragmatic social action mode was the late Saul D. Alinsky and his Industrial Areas Foundation (IAF).

This analysis concentrates on eight organizations that the Alinsky group founded.


Selections of these neighborhoods to study was influenced by availability of sufficient reliable data and by an interest in determining whether there was a relationship between the eleven analytical foci and the variables of historical context of organizational existance, organizational persistance over time, ethnic organizational composition, and the organizational role of Alinsky and the IAF staff.

Ms. Lancourt describes some of the problems of these areas and the actions taken. One of the goals of the organizers
was to make the system work for them. Alinsky believed in
the autonomy of the various organizations. He made no move
to organize them as a whole group. Details are given of the
various strategies used and the degrees of success.

Alinsky has been accused of artificially causing conflicts.
There is no evidence to support such claims. Indeed there
were numerous conflicts and stressful situations long before
his group was ever approached to help.

Alinsky only entered an area by invitation. However,
he was adept at maneuvering to get such an invitation. Some
of his strategies are outlined by Joan Lancourt. Funding
came from many segments of the community such as Churches,
labor unions, clubs, etc.

The difficulty of sharing leadership and the responsi-

bility of the organizers is detailed.

The final chapter is an evaluation of these specific
programs. It deals with such questions as how long did they
last, what was the effectiveness of the programs, and did they
do what they were supposed to do?

There were successes, failures, and some difficult to
judge. However, Alinsky did lay some ground work for some
exciting possibilities for the future.
Ethnic neighborhoods came to be seen as socially cohesive and valuable communities instead of slums. But, at the peak of this rising enthusiasm for the local unit, the lights of New York City went out. With horror, the news media reported that 'neighbors' were destroying their own communities."

The authors attempt to differentiate between neighborhoods where the residents are trapped and neighborhoods where the residents organize and control the social order of their communities.

Today a renewed interest in studying neighborhoods may lead to a new social life in which citizens play a more active role.

The authors focus on two problems that have been revealed from this new emphasis on neighborhoods. They are: 1 Many urban residents live in dangerous neighborhoods where they have been trapped by various circumstances and 2 A neighborhood has been studied as though it were a totally self-sufficient system. This study concentrates on low-income and working-class neighborhoods. Neighborhood is defined as 'an area in which a common bounded territory is named and identified by residents, at least one institution is identified in the area, and at least one common tie is shared.' Also, a difference is specified between a neighborhood and a viable neighborhood.
A viable neighborhood is one in which the residents can control the local social order.

The mixed effectiveness of federal policies that have been developed to help neighborhoods is explored.

The five neighborhoods discussed by the authors were all in St. Louis, Missouri. This area presented a prototypical example of a city that developed in the nineteenth century around a growing industrial center near good transportation.

The five neighborhoods are The Ville, Hyde Park, Lafayette Square, Soulare, and The Hill. The historical significance, ethnic make-up, and present problems of each neighborhood are discussed. A map of each neighborhood is included to help the reader visualize the area. The authors focus on specific areas for study in each neighborhood. These areas of study include: Increased surveillance (Each neighborhood developed an increased awareness of public responsibility in reducing crime.), Social Networks, Garbage Disposal, Shared use of Public Space, Rise in Number of Organizations, Visible Leadership, Applications for Public Funds, Applications for Private Funding, Political Linkages, Exchange between Groups, Accomplishment of One Goal as defined by the organization, Consensual Support for One Goal as defined by the residents, and Goal Convergence between resources and neighborhoods.

The authors summarize their study with a discussion of the future concerning neighborhood viability and the future of cities. The changing balance of power between cities and the Federal Government is discussed.
People have turned increasingly to government to solve their problems. These are often problems that they once dealt with themselves. However, the issues of energy, food, health care, housing, population, industrial productivity, and the quality of work life will only be solved through human action and interaction. This will not be easy to do because government and even industry have become increasingly intrusive in our lives.

In the market place, the productivity level has decreased. Because an increase in productivity could help offset inflation, this decrease is worrisome. Workers have failed to realize that they have the potential to influence the inflation rate. Workers need to have more voice in the decision making process and some stake in the business.

Consumers must be made aware of their responsibility to conserve energy as well as instilling in the consumer the belief that they have the potential to produce energy. Solar energy provides an unlimited supply of energy that cannot be controlled by industry thus giving individuals as well as communities control over their energy supply. In this area the government could subsidize self-help efforts.

Providing housing will become increasingly difficult. Government housing cannot provide the full solution. Private efforts must be expanded. Ownership increases the likelihood of pride and maintenance of the housing in a neighborhood.
Rehabilitation of neighborhoods has proved more effective when done by private parties with a personal interest in the success of the project.

Individuals can take more responsibility for their own food supply through home gardens. Because of increasing health care costs, individuals will have to rely more on preventive medicine and self-care. This may mean changing our life styles. Family planning will need to be given greater attention with possibly the community becoming involved by providing some form of incentive.

Public policies will be needed to support these self-help actions without government interference. The political ramifications of increasing self-help activities are as yet unknown. This type of activity has the potential to produce a quiet revolution by men attempting to control their own destinies.

The ninety-fourth Congress gave official recognition to the proposition that neighborhoods are a national resource. In *The Neighborhood Organizer's Handbook*, the authors suggest characteristics for the organizer to look for that will help in determining the type of neighborhood that he is working with and the most productive way to instigate organization for each specific type of neighborhood.

The authors based their analysis on two major studies over a five year period. A total of 4,500 households in fifty-nine different local neighborhoods provided the raw material from which their conclusions were drawn. Another 400 personal interviews were conducted with local activists.

Neighborhoods are the center of interpersonal relation. They may "parallel participation in wider circles of the community, compete with other social units in the community, or link with and facilitate participation in the larger community". They may serve as status arenas. Two recent facts have emerged concerning urban social environment. 1. People often relate to others in a context of problem solving. 2. Spacial proximity is not the key to community for many urban dwellers. (The indirect ties may be the meaningful links that tie a specific neighborhood together.)

Neighborhoods are generally being organized to demand greater participation in the political and economic activity
of their cities. Bureaucrats are not organized to deal rapidly with problems. If neighborhood organizations are drawn into the system, they can become only another form of bureaucracy.

A chart of the typology of neighborhood related problems based on the role of grassroots expertise is given. Suggestions are made on where to look for community leaders.

Six basic types of neighborhoods are identified. They are:

1. Integral, 2. Parochial, 3. Diffuse, 4. Stepping-stone, 5. Transitory, and 6. Anomic. Each type of neighborhood has its own distinct characteristics which are explained.

Their research in Detroit suggests that between one-quarter to one-third of all neighborhoods fall into the anomic pattern. Anomic means individuated; people simply go their own way. In this instance, the neighborhood is not the focus of community to the residents. Although the authors suggest methods of organizing that tend to be most effective in each specific neighborhood, they do not rule out the viability of "trial-and-error" or "scatter-gun" or "seat-of-the-pants" approach.

Neighborhoods can provide a primary unit for governmental and private efforts at planned social intervention. They can respond to conditions of urban life with more flexibility and effectiveness than the bureaucratic society. They also are capable of defining the problems and solutions to urban problems that can utilize self-help methods.

Neighborhoods have a unique function to perform in modern society.
The six basic types of neighborhoods are described as follows by the authors.

**Integral** - Cosmopolitan and local centers - Individuals in close contact - They share concerns - Participate in activities of the larger community

**Parochial** - Strong ethnic background - Homogeneous character - Self-contained, independant, green out what does not conform

**Diffuse** - Often homogeneous setting such as new subdivision - Inner city housing project - Many things in common - No active internal life - Not tied to larger community - Little local involvement with neighbors

**Stepping Stone** - Active - "Musical Chairs" - Participation of residents (Not because of neighborhood identity, but to get ahead in career)

**Transitory** - Population is changing - Often little clusters of people - "Oldtimers" amid newcomers - Little collective action

**Anomic** - Really nonneighborhood - Great social distance of people - No protective agency from outside influence - No capacity to mobilize for common actions from within
The study that this report is based on is the result of renewed interest during the 1960s in research aimed at "target" populations. This study differs from previous studies in that it focuses on predominantly white, working-class suburbs just outside Washington, D.C. Also, the tenor of these neighborhoods was beginning to change. Where most of the homes in the area had formerly been owner occupied, they now were becoming rentals with absentee landlords. The researchers used both participant observation and survey research techniques.

The authors provide maps of the areas discussed and an extensive number of graphs and tables concerning their research. Also, the field procedures are explained and the questionnaires used in the survey are replicated in the appendix.

Visual observation proved to be fairly accurate indicators of the neighborhood. For instance, owner occupied homes tended to be the neatest with a well-kept appearance. The authors were able to make some observations based on public places such as local bars. i.e. City bars tended to have carpeting on the floors, color television sets, paintings on the walls, and male bartenders. The patrons tended to be men occasionally accompanied by wives or girl friends. Country bars had their own characteristics.

The study area included four municipalities. They were Mount Ranier, Brentwood, Cottage City, and Colmar Manor.
The authors picked these areas specifically in order to gain a better understanding of the problems, values, and life styles of the people in low-to moderate-income, white, working-class communities.

This study includes a brief ethnic history of each community and the recent changes that have taken place which has caused many to leave and others to become anxious. The newer arrivals in these communities are discussed and their influence on these communities is detailed by graphs and explanations. The attitude of the "old guard" to the newcomers was studied.

The impact on welfare programs is explored, and the authors present possible explanations. The areas are compared and contrasted in their individual responses to these changes.

Individual residents in the neighborhoods were questioned in order to gain their concept of the quality of life in their neighborhood. Suprisingly, the authors found that from this study the influx of blacks in formerly predominantly white neighborhoods did not cause the residents to lower their concept of quality of life in their neighborhood.
SECTION TWO

ARTICLES FROM JOURNALS
Decentralization in Detroit schools 1969, 1970, and 1971 had two years of conflict and several School Board members recalled before the smoke died away. Data for this article was gathered from two surveys in Detroit, periodicals, and newspapers. Detroit now has eight new regions within District School Board, thirteen members. Five are at-large members with one representative from each district.

In Spring 1969, a bill was introduced by Senator Coleman Young, a leading Black Politician, to decentralize the Detroit schools. There was little trouble until the plan began to be implemented. Before the trouble was over, the bill was repealed. However, the principle of decentralization was retained. The issue of integration became a part of the controversy. The School Board used decentralization to integrate the schools. The Board failed to understand the needs of a passive majority, and did not work at gaining public understanding. There appears to be a change in black attitude toward violence to achieve their goal. Integration no longer seems to be a top-priority goal.

A compromise plan was worked out to provide a "Magnet School" plan. Regions are paired so that the number of black and white students make voluntary integration possible. In this instance, it turned out to be clearly a victory for the minority according to the authors.
Bell, Daniel and Virginia Held (1969) "The Community Revolution." The Public Interest, No. 16 (Summer), 142-177.

A cliche of contemporary political discourse is that "the people have no real voice - or less and less of a voice in their political affairs." The authors believe both of these assertions wrong. Because more people are involved each wants more and more and immediately. This presents a paradox of lengthier consultations and deliberations. Groups may simply check each other.

The chief reasons for the dramatic increase in local associations and organizations were the Kennedy-Johnson Administrations. The Poverty Act of 1964 established a basis for Neighborhood organizations by community groups. This created the potential for political bargaining. Some of these concerns have been taken over by more militant groups, but these localized community organizations should not be dismissed. They may present one of the great structural changes in the political system of American urban society.

The 1947 Citizen Union's plan to decentralize New York's municipal services is described.

The heart of participation ideology was the Poverty Program and the section entitled the Community Action Programs. The key phrase was "Maximum Feasible Participation." It was never anticipated that this would lead to conflict from the poor toward city hall, but it has become a drive for power.

Participation should not be the end, but the beginning. The political problem is to make sure the process does not tear society apart.

A brief history of a few proponents of decentralization is given. Many emphasize the boundaries and size of an area. Clark believes that you need a more balanced discussion of the negative as well as the positive aspects of decentralization. We are lacking in concrete knowledge and abounding in solutions. Lack of knowledge can lead to unanticipated outcomes. (riots) There is need for more empirical research. We have failed to differentiate between neighborhood sub-city level control and city-level. He describes them as boxes within boxes.

The government of New York with its weak mayor and Chicago with its strong mayor are compared. He suggests that there is a need for more case studies of individual neighborhoods.

We may never fully understand the consequences of some of the decentralization efforts of today unless we have a more systematic social scientific analysis.

Mr. Davis does not see much reason for optimism concerning the health crises in the Ghetto. He does not believe that decentralization nor participation by the citizens are answers to these problems. The poor urban areas undoubtedly are receiving poorer health care than suburbanites. The discrepancy between health care for the urban poor is described.

Some of the advantages of decentralized medical care might be a closer more responsive service to the people and more opportunity for the people served to help with planning. However, the trend has been to consolidate and make bigger and better. It would be less costly and help the problem of a doctor shortage.

Participation is a vague term. There is a new segment of the population demanding substantial participation. This could lead to neighborhood pride and be the antithesis to bureaucracy which might insure a more responsive attitude toward a specific area. Effectiveness would depend on who participates and what improvement means. Once participation has been granted it might then become part of the organization and end up supporting what is being done all along.

Health care needs expertise and one course for participation might be in an advisory capacity. Any innovation would need the support of physicians and this is unlikely. It might be more help to make poor better off than to provide them with better health care.
There have been two striking political developments in the past ten years. One was the beginning rise of potentially powerful black constituencies who were uncertain of their strength, and the other was a generalized sense of crises that was characterized by a conviction that we have lost control of urban environments.

The two are related in that they share a feeling of antipathy toward big and centralized city government. Many flee the cities for suburbs or smaller towns because they feel that big government is not interested in their neighborhoods. Citizen Participation may break up established big city government by demanding "control-sharing". This trend is increasing.

Client representation does not regulate clients behavior but seeks to control behavior of those who serve clients. It is not territorial, but fundamental representation. It is usually less visible than decentralization.

Decentralization usually involves more conflict. Also, it may become a powerful block in the city. The process of establishing standards in a decentralized system will have more conflict than a client representative one.

There are benefits to consider as well as costs when conflict is involved and this makes the choice difficult.

Control-sharing is used more as a political-administrative reform than decentralization or community-control. This study is focused on Milwaukee. In the 1960s, experiments were begun to mainly improve the life quality of urban poor. Now more than 1,000 communities have some form of community action program that is federally funded.

There is no evidence to support a claim that there is mass black support for independence or community control. The level of active support is low in black and white communities, but it does vary in degree according to the issues involved. However, among the black elites, control-sharing is becoming a progressive thing. Whites tend to be more informed about control-sharing than blacks even when the blacks are more involved.

Several tables are presented to supply information concerning the general public's conceptualization of community-control.

Blacks support their neighborhood when there is opposition to the city, but they do not endorse neighborhood autonomy. Community-controls hold more attraction when they are tied to specific programs such as schools.

Demand has come from the Elites for control-sharing. Because the mass are indifferent or apathetic, there may be more bargaining among Elites. Absence of mass support will ensure only modest results.

In the cities, policemen, teachers, and welfare workers are under siege. So also are the bureaucracies in which they work. It is claimed that they are racist and incompetent. They deny this and accuse the lack of public support and resources for any failures. Both sides have some validity.

Stress in the bureaucracies of today is caused by inadequate resources, threats and challenges to authority and they often work in high crime rate areas, and contradictory or ambiguous job expectations.

Many help cope with these problems by developing shorthand methods. Teachers may look for what they consider signs of a good or poor student, police look for their signs of potential criminals. This often leads to an increase in tension.

Some suggestions for improvement are:

1. Provide powerless groups access to the government influences.

2. Increase their sense of well-being by providing greater participation.

3. Improve performance of bureaucrates by altering assumptions under which services are dispersed.

Stress will only continue unless radical changes are made. Perhaps recruitment of more college students for some of these jobs would bring people into these areas of service with different viewpoints and better qualifications.

Communities respond when institutions fail to meet needs by passive resignation, radical politics, or efforts to set up wholly new institutions. Vigilante-type efforts have covered 326 movements in the past two centuries. More recently groups have attempted mostly surveillance and protection of their own communities. They work with local police and serve a deterrent function. Police presence has been known to actually trigger violence causing citizen involvement to be highly desirable. Increased efforts by citizen groups seems likely.

Police do not always welcome these groups even when they are pro police. Communities have mixed feelings about such groups. Police are generally more accepted because they can be held more accountable. Recruitment and training efforts are lacking in self-defense groups. Also, these groups face potentially serious legal problems.

There is a great lack of adequate research and we need to have a better understanding of such groups. However, there is a need for citizen efforts.

In 1939, Chicago's infamous back of the Yards slum organized as Back of Yards Council. It was composed of a coalition of the Roman Catholic Church, C.I.C. Packinghouse Workers' Union, and several ethnic groups. It was founded upon local democratically elected leadership and hired a full-time community organizer, Saul Alinsky.

Alinsky spent the next 30 years developing principles and practices of community organizing. He died in 1972, but he was probably the most influential figure in what is now referred to as "community organization".

Critics charge that the movement is without ideology, is reformist, and misleads the people. They also argue that it will lead to a new political party or give way to a more radical element.

The roots of such movements have always been apart of our Democratic philosophy. The organizers believe in equality of circumstances as well as equality of opportunity. Also, there is support for community organizing in the Judeo-Christian teachings. It is deeply committed to strengthening community ties.

The perceived injustices in the American system of government, has instigated action in some of these areas. Organizing is believed to be the only way to check and reverse the abuses of big business and big government.

It has been assumed autonomous units of government in Metropolitan areas are incapable of handling diverse problems. It has been called a crazy quilt pattern of overlapping jurisdictions. The prescription has been reorganization into larger units.

The writers believe that it is more appropriately conceived as a "polycentric" - many centers of decision - making which are formally independent. They examine the conditions which give rise to public goods rather than private. (1) Public goods arising from efforts to control indirect consequences, externalities or spillover effects; (2) public goods provided because some goods and services cannot be packaged; and (3) public goods consisting of the maintenance of preferred states of community affairs.

Criterion for Political Representation must take into consideration scale of formal organization, public effected by provisions, and political community taken into account. "Contrary to the frequent assertion about the lack of a "Metropolitan framework" for dealing with metropolitan problems, most metropolitan areas have a very rich and intricate "framework" for negotiating, adjudicating and deciding questions that effect their diverse public interests. Much more careful attention needs to be given to the study of this framework."
Theories of neighborhood government can be divided into three categories: (1) integrative theories grant neighborhoods a significant role in the metropolitan process, (2) romantic theories outline nonattainable goals, and (3) reactive theories juxtapose neighborhood against metropolis and propose a decentralization of power to the urban neighborhoods. The American Reform Movement is seen as one of the factors contributing to the development of romance and reactive theories. M. P. Follett (Creative Experience, New York: Longmans Green, 1930) suggests that neighborhood governments should be integrated into a network of other metropolitan governments. Romantic and reactive theories are criticized here and Follett's thoughts are endorsed.
Advocacy of neighborhood government should be based on a careful assessment of possible targets and deficiencies, as well as merits. The obstacles to increasing neighborhood power include the costs of community organizing in terms of time and effort, community conflict, city-neighborhood conflict, and general political conflict. To persuade individuals to engage in collective action, it is necessary that the rewards of such action be greater than the personal costs. Generous participation is likely to occur only when neighborhood government programs offer viable rewards and work to solve concrete problems. There is a specific awareness that many unions and politicians will fight neighborhood government and that they have the power to encourage or destroy it. There is also the sense that, whereas there has been success in developing a more flexible community structure, it has been difficult to move government toward decentralization.
SECTION THREE

MISCELLANEOUS PUBLICATIONS

Each issue of the News Bulletin features a letter from the editor, an article called "Information Exchange and Referral", an "Idea Exchange" article, an annotated Bibliography of Recent Literature pertaining to neighborhood self-help groups, and other special features that deal with current issues or events that relate to neighborhood self-help organizations. Membership in the NORG Workshop includes a subscription to News Bulletin, and it may be obtained by sending $6.00 to NORG, Workshop in Political Theory and Policy Analysis, Indiana University, 814 East Third Street, Bloomington, Indiana 47405.


The Department of Housing and Urban Development (HUD) has prepared this 57 page book as a guide to local citizen participation as it pertains to Community Development Block Grants. This book contains a copy of the regulations with explanations and suggested procedures that should be followed in implementing citizen participation. As many of these regulations overlap, cross references are provided in order to give the reader a better understanding of the overall concept of citizen participation in CDBGs.
The Department of Housing and Urban Development (HUD) considers the revitalization of America's neighborhoods to be essential in revitalizing the economy of the country. The commercial well-being of the neighborhoods is considered an important element of this revitalization. This booklet gives six basic steps with appropriate explanations of each that they believe are important. These are: 1. Community Development Block Grant, 2. Urban Development Action Grants, 3. Revision to Section 312 Loans, 4. Office of Neighborhood Development Grants, 5. Interagency Commercial Revitalization, and 6. Commercial Reinvestment Task Force.

This 63-page book is a compilation of the successful efforts of various neighborhood groups to raise funds that were needed to support desired programs. This book can be used as a guide and a reference tool. The various headings in the book are: 1. Building the Organization, 2. Grassroots Fundraising, 3. Private Funding Sources, 4. Developing and Writing Proposals, 5. Federal Programs, State and Local Programs for Neighborhoods, and 6. Private Investment for Neighborhood Strategies.

This is the second edition of this catalog. It covers the year of 1979 with budgets for 1980. The table of contents helps you find the program that you are interested in and the department that the program is administered under. Also, the type of available assistance is listed.

This catalog includes specific program descriptions, a contact address, the number of projects in 1979, and the 1890 budget appropriation. This catalog would be most useful for statistical information, and provides a contact where more specific information might be gained.


This seven page brochure is the result of a taped interview with Monsignor Geno Baroni, Assistant Secretary, Department of Housing and Urban Development, Office of Neighborhoods Voluntary Associations and Consumer Protection conducted by Thomas P. Glynn, Managing Editor of Neighborhood.

Monsignor Baroni has a background of working at the grassroots level in neighborhood organizing. He is a strong advocate in Washington for the rights of working-class Whites and Blacks. Monsignor Baroni expresses his views on the problems and progress of neighborhood self-help organizations.

This 74 page book is a catalog of Neighborhood Self-Help Organizations that were successful in their efforts to bring about a desired result. The book arranges the neighborhood organizations in six categories. They are housing rehabilitation and code enforcement, economic development and community reinvestment, property management, organizational development, social services, and planning and urban design. There are 54 case studies included. Twenty one of these groups were helped financially to some degree by HUD. Copies of any of these studies may be had by writing to U.S. Department of Housing and Urban Development, Washington, D.C. 20410.


In response to the increased concern for adequate housing, Congress established the Department of Housing and Urban Development, (HUD, 1965). This 128 page book contains a list of the programs available from HUD, and the amount of aid that may be obtained through grants, guarantees, loans, mortgage and loan insurance, homeownership and rental subsidies, and technical assistance. Each program is explained as to its purpose, nature of program, applicant eligibility, legal authority, administering office, information source, current status, and scope of program.
This book contains 411 pages of information pertaining to 100 different self-help efforts. They are categorized by their efforts concerning food, housing, energy, and health. The book also provides a section that outlines the basic tools necessary to organize such a group. The stated purpose of the book, "Is to show that individuals working together can make a difference - a big difference - in the type, quality and price of the food, housing, health care, and energy they receive."