

In other words, I am saying ways of organizing in corporate ways the way you set up institutions with contracts and control and manipulate and use dollars.

Of course, here we are talking about the good of the community, but I believe the principles are the same.

Mr. QUIE. You speak of versatile funds enabling the community action agencies to be more effective. What about the Federal money that is available through HUD and other loan money?

Do you think it would be wise to channel some of that money through community action agencies so they actually would have an effect on their community?

For instance, I am thinking of housing money. If the people in the community action agency had a voice in this area rather than the city fathers, perhaps it would be used in a way to really benefit these people rather than as happens so often forcing the Negroes out while they prepare the area for the middle or upper income level.

Mr. MARSHALL. I agree with you on that 100 percent.

Mr. QUIE. How do you identify a community in which there is only one ghetto? I think we can understand it there. There is the community in New York, and we could say the same thing of Los Angeles.

Mr. MARSHALL. In New York, I think, they are isolated and when I say "them", I am talking about the city human resources agency, the city agency running the poverty programs. They have about 26 poverty areas, the best known of which, of course, is Harlem, Bedford-Stuyvesant, South Jamaica, and so forth.

These are areas where you can demonstrate that the bulk of the people are receiving incomes at or below the poverty level. The indexes of social pathology are very high—juvenile delinquency, infant mortality, and so on.

There will be some overlap but in most cities with which I am familiar, those areas can be sharply delineated.

Mr. QUIE. In those areas, who would select the umbrella for the community action agency?

Mr. MARSHALL. We are having growing pains and we have to have action at that level. I do not say we could have come to where we are now without the problems we are seeing. I think it is a natural growth and development process. For a while some of these agencies will be dominated by special forces, you might say, but this is only for a while.

I think as people get the opportunity—this is why I am insisting on the development of a number, not just one community agency, but a number of subagencies, corporate structures that would be having their own board of directors that might feed into an interlocking directorate at the feed.

Mr. QUIE. Not an independent agency?

Mr. MARSHALL. Would you have people interested in a particular piece of the action, knowing more about that and getting greater confidence and if they can learn about this, they can take off a little time and learn about something else.

I think it is a natural development that is somewhat chaotic and sloppy but I don't see how you can avoid it.

Mr. QUIE. If this position evolves, do you anticipate all the people