



**TOTAL COMMUNITY ACTION, INC.**

**A History of the  
Community Action Movement  
in New Orleans  
1964 - 2001**

1420 S. JEFFERSON DAVIS PARKWAY • NEW ORLEANS, LA 70125



TOTAL COMMUNITY ACTION, Inc.

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Community Action Movement  
in New Orleans

*1964 - 2001*

# Acknowledgements



# Total Community Action, Inc. circa 1965

611 Gravier Street



Mayor Victor Hugo Schiro  
*1961 - 1969*



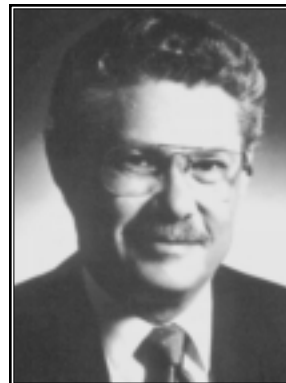
Mayor Moon Landrieu  
*1970 - 1978*



## Former Mayors of The City of New Orleans



Mayor Ernest N. "Dutch" Morial  
*1978 - 1986*



Mayor Sidney J. Barthelemy  
*1986 - 1994*



CITY OF NEW ORLEANS  
**MARC H. MORIAL**  
MAYOR



June 27, 2001

Mr. Peter Dangerfield, Director  
Total Community Action, Inc.  
1420 S. Jefferson Davis Parkway  
New Orleans, LA 70125

Dear Mr. Dangerfield:

As Mayor of the City of New Orleans, I congratulate Total Community Action, Inc. on the many contributions it has made to our community and its citizens, especially those residents of the six target areas better known as Algiers-Fisher, Central City, Desire-Florida, Irish Channel, Lower Ninth Ward and St. Bernard.

For more than 35 years, Total Community Action, Inc. has worked to build a community that provides opportunity for all its citizens. The impact of this organization is evident in the many civic leaders, elected officials and successful families and individuals who are alumni of the many programs and services provided by TCA.

As Mayor of the City of New Orleans, I extend my deepest appreciation to TCA for its work in our community; it has truly assisted to change the fabric of our city. It is my hope that this written history will tell the story of the community action movement in New Orleans and its tremendous impact on our citizens that serves to inspire continued dedication to fulfilling the mission of this City.

Very truly yours,

Marc H. Morial  
Mayor

MHM/cmt

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AN EQUAL OPPORTUNITY EMPLOYER



## MESSAGE FROM THE PRESIDENT OF THE BOARD OF DIRECTORS



Dear Friends,

The Board of Directors of TCA Inc. is pleased to share with you this copy of the history of TCA, Inc. This is a story that has been over thirty-five years in the making - an account of how the vision of a few New Orleanians has become integrally interwoven into the fabric of our great city. I do not believe that even our founders, as visionary and courageous as they were, could have foreseen the impact TCA, Inc. would have on the city's social, economic, educational and political systems and how it would help change the lives of so many people.

I can honestly say to you that TCA has changed my life. I've been involved with the agency for the past 36 years. Because of my involvement, I know first-hand the important work this organization has taken on, how it has worked to create permanent change in our community and how it has both set the example and advocated for the involvement of the total community in the social, economic, educational and political systems of this city. This is a history that must be told.

For example, one of the most compelling reasons for documenting the history of TCA is to show the successes and the lack of success in this nation's War On Poverty which began in the mid 1960s. Another reason to have a written history is to show the positive effects TCA, Inc. has had in New Orleans on elected officials, members of the business community as well as the public at-large. (To demonstrate the impact the agency had on one New Orleanian family, we have included a letter we received in 1992 from the mother of a child who was enrolled in our Head Start Program almost twenty years ago. I believe that this same kind of testimony can come from thousands of families who have been similarly impacted by TCA.)

Creating an awareness of the success of TCA, Inc. should not only stimulate interest and promote a renewed commitment to the mission of the organization, but it should also help reignite our fervor to continue working toward the elimination of a permanent poverty class in this city. It is also important that we maintain a record of significant events involving the agency in order to utilize them as a vital tool to further TCA's mission. A written history, for example, allows us to revisit and document where we've been, reflect on where we are at the beginning of this new millennium and chart a course of action for the future.

Although months of planning, preparation and sincere effort have gone into recording the history of TCA, I am sure there are some oversights in this document. Whatever those oversights might be, please know that they are due to the mind and not the heart.

Our heart knows there are countless people who have devoted their lives to this agency and its mission. And while we do highlight a number of individuals involved with TCA, space does not allow us to mention every contributor by name.

It is important, however, that we point out that those involved in the agency, whether they were rich, poor, black, white, young or old, have for years allowed TCA, Inc. to serve as a training ground and laboratory for testing new ways of addressing the aspirations, desires and needs of low-income individuals and families. And as we embark on our 37th year, we continue to seek more effective ways and opportunities to achieve our mission. Much of this can be achieved through the process of improving and/or expanding services and opportunities presently offered by the agency. For example, the agency has recently updated and expanded its Telephone Tape Library. The Library now includes more than 600 recorded messages that give general information on a wide range of subjects and are available 24 hours a day. The agency continues to improve the level of education in New Orleans by working with programs such as Upward Bound at the college level, Head Start at the pre-school level and GED classes for persons returning to or entering into the work force for the first time.

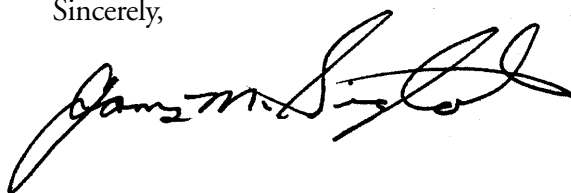
Through our Commodity Distribution program, we continue to provide food and nutrition education programs aimed at ending hunger, promoting home ownership and home-improvement, weatherization of existing homes and how-to clinics that empower citizens to create and maintain change in their environment, jobs and job training to create opportunities for economic self-sufficiency for low-income persons. Another initiative, Individual Development Account (IDA), provides business opportunity and financial assistance to women and other minorities.

With all of its accomplishments Total Community Action, Inc. has had its difficulties. One of its grimmest problems was the legal entanglement caused by federal charges and prosecution of associates of Total Community Action, Inc. for misappropriation of funds. This setback caused the agency to re-examine its mission and goals and its administrative and operational procedures. The examination enabled TCA to move forward from the unfortunate incident and set forth a new determination, better administrative and operational procedures, new and more focused partnerships, and renewed commitment to better connect low-income persons to family supporting initiatives.

It is our hope that this record of events will be used to ground and recommit everyone who reads it to the plight of the citizens of New Orleans who live in extreme poverty. We also hope this document will encourage and effect positive systemic changes while using maximum input from those who benefit, and have benefited, from the services of Total Community Action, Inc.

As President of TCA's Board of Directors, I assure you that the agency is still in the business of lessening poverty, involving citizens in the process and creating change in our community. *Our history continues. We are still working.*

Sincerely,



**James M. Singleton, Sr., President**  
Total Community Action, Inc. Board of Directors



November 17, 1992

Dear Peter/Charlie

It started with you many years ago  
"Child Development Center" Dupont St.

My daughter Erica Victoria Martin  
will be graduating from Tulane  
Medical School next year, 1993.

You have played an important  
role in her/our lives for many years,  
providing inspiration, encouragement and  
hopes to Erica and her family. As  
you know Erica's background has been  
a hostile one, living - born - reared in  
Public Housing environment but she  
has overcome the obstacles and is a  
model for others to follow. We are  
very proud of Erica; hope you are  
too. Please see enclosures. We hope  
that you will participate. Thank you.

Victoria B.W. Fletcher

## *Acknowledgements*

This document would not have been possible without the hard work and dedication of Priscilla Robinson Edwards, Pearlie Hardin Elloie, Carolyn Green Ford, and Linda Mercadel Gaspard. Their long hours of interviewing persons, following up on leads and verifying facts made this document a reality. We thank those persons who provided personal testimonies of their participation in the community action movement. A special appreciation to Walter Mitchell, Marcell Troullier and Roy P. Castille whose memories helped to make past events and names clearer. Thanks to Roxie Wright and Elaine Turner for their editing assistance.

Special thanks to Daniel P. Vincent for beginning this document and to Priscilla, Pearlie, Carolyn and Linda for dotting the last “i” and crossing the final “t”. None of this would have been accomplished without the vision of Peter W. Dangerfield, Jr. whose leadership and drive kept this initiative on the agency’s agenda.

Finally, and most important, thanks to Councilmember James M. Singleton who set this task as a goal and a challenge. He believed that TCA’s story should be told.

Thanks to all who made this document possible.

*July 2001*

## *Mission Statement*

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**“ Helping to connect low-income,  
unemployed and underemployed  
persons to family-supporting  
opportunities.”**

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# Origin of the War on Poverty

*The Legislative Process*

## *Origin of the War on Poverty*

### **THE LEGISLATIVE PROCESS**

*It is therefore, the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity.*

(Section 2, Economic Opportunity Act of 1964)

The opportunities to work and to live in decency and dignity were not part of the equation for many African Americans living in the South in the late 1950s and early 1960s. After slavery ended, a group of white conservatives began a series of actions to take away political, social and economic gains made by blacks during Reconstruction. This concerted effort began in the 1870s and continued right through the 1960s.

While it could not prevent some New Orleans African Americans from maintaining their economic power in industries in which they had already gained a stronghold, many others were relegated to working in the lowest paying jobs within the local economy.

It was conditions such as these that set the stage for the “War on Poverty.” The battle began in the late 1950s when the Ford Foundation began experimenting with programs to aid inner-city schools and to rebuild blighted communities.

After several years of trial programs, evidence began to surface indicating that there were problems far greater than the physical needs of poor communities. While it was perceived that the critically needed social welfare services were available through federal and state agencies, the reality was that these agencies didn’t make it easy for the poor to access them.

### **THE FORD FOUNDATION**

The difficulty, in the thinking of the Ford Foundation, was that services were being offered by a loose network of agencies with little or no coordination, cooperation and/or communication among themselves. The “system” was either too complex or convoluted to allow ease of use by persons needing these services.

In an effort to simplify the system, the Ford Foundation's initial efforts developed into the Gray Areas Project of 1961. Seeking to prove the value of coordinated social welfare services, the Project provided millions of dollars of grants to fund six model programs. The Foundation lobbied for city and state governments to create what it called "new community agencies." These agencies were not to be answerable to the then-existing service entities.

The Ford Foundation even managed to put crime prevention on the back burner so that the needs of the poor would receive immediate attention. In May of 1961, the Foundation teamed with President John F. Kennedy's Committee on Juvenile Delinquency.

Kennedy's Committee deviated from its mandate on juvenile delinquency and crime prevention and directed its efforts to studying poverty and its effects. The new partnership obtained private and federal funding to finance seventeen public and private corporations to plan comprehensive programs to alleviate the conditions of poverty in selected cities.

The Board of Directors of these corporations consisted of federal, municipal and private individuals. Robert Kennedy, Chairman of the President's Committee, successfully demanded that the poor be included in the polity and operational administration of these experimental corporations. Thus, the embryonic structure of Community Action Agencies (CAAs) was formed.

## **THE ECONOMIC OPPORTUNITY ACT OF 1964**

The first formal move to implement a nation-wide program came in August, 1963 when President Kennedy ordered his Council of Economic Advisors to develop a strategic plan for the federal government to meet the challenges of structural poverty in the United States. However, it was not until December of 1963 that a limited plan was submitted by the Bureau of the Budget to the new president, Lyndon B. Johnson, who succeeded to the presidency following the assassination of John F. Kennedy. The president wanted a much broader program. He appointed a new executive-level task force to develop a legislative proposal that would address his vision. Peace Corps Director, Sergeant Shriver, was selected to chair that task force.

Johnson's comprehensive legislative proposal on poverty was submitted to Congress on March 16, 1964. With the backing of the President, the Shriver-headed task force set in motion operations to implement a "War on Poverty" before the legislation was even enacted by Congress. The task force then began making contacts in key cities throughout the United States.

Five months later, on August 20, 1964, President Johnson signed the Economic Opportunity Act (EOA) of 1964, which gave birth to more than 900 CAAs.

The specific purpose of these new agencies, as stated in the Economic Opportunity Act, was to better focus the nation's resources on underprivileged families and individuals in order to help make them more self-sufficient. The signers of the EOA charged these 900 community action agencies to "fuse the old, scattered programs while providing the technical and financial assistance to initiate the new attack against the varied problems that have ensnarled the poor."

The founders envisioned that these community action agencies would develop activities and programs at the "hometown" level that would bring about:

- (1) the strengthening of community capabilities for planning and coordinating federal, state, and other assistance related to the elimination of poverty.
- (2) the better organization of a range of services related to the needs of the poor.
- (3) the greater use, subject to adequate evaluation, of new types of services and innovative approaches in attacking the causes of poverty.
- (4) the development and implementation of all programs and projects designed to serve the poor or low-income areas with the maximum feasible participation of residents from the areas and members of the groups served.
- (5) the broadening of the resource base programs focused on the elimination of poverty.

The 900 newly-formed CAAs had a wide range of interpretations of this new Act.

Section Two of the Act stated its purpose thusly:

*The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society. It is therefore the policy of the United States to eliminate the paradox of poverty in the midst of plenty in the Nation by opening to everyone the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity.*



Under Title II of the Act, the mission was:

*To stimulate a better focusing of all available local, state, private, and federal resources upon the goal of enabling low-income families, and low-income individuals of all ages, in rural and urban areas to attain the skills, knowledge, and motivations and secure the opportunities needed for them to become fully self-sufficient.*

Major revisions occurred to the original Act in 1967. Oregon Representative Edith Green submitted a bill that redefined a Community Action Agency as:

*A state or political subdivision of a state (having duly appointed governing officials), or a combination of such political subdivisions, or a public or private non-profit agency or organization which has been designated as such by a state or political subdivision.*

Now, the 900 agency heads had a more streamlined definition of a CAA, and the program as a whole was better able to conform as a national unit.

# Origin of Total Community Action, Inc.

## *Origin of Total Community Action, Inc.*

### **THE NEW ORLEANS COMMITTEE FOR ECONOMIC OPPORTUNITY**

The New Orleans community moved aggressively to implement the Economic Opportunity Act (EOA). In 1964, amid much controversy and objections, local civic leaders, led initially by David Hunter of the Stern Family Fund, sought Sergeant Shriver's assistance in establishing a local Community Action Agency. On the local level this group sought the support of prominent area citizens to support a poverty program. This was a difficult task at the time because of the conservative nature of much of New Orleans; members of this new committee tended to be ostracized from their social organizations and labeled "liberal" and worse. Still, they plowed ahead.

Businessman Thomas Godchaux, Bank President Lawrence Merrigan, and Insurance Executive Matthew Sutherland, agreed to co-chair a development committee. On June 30, 1964, two dozen prominent New Orleanians met with Godchaux, Merrigan and Sutherland. They formed themselves into an unofficial unnamed group. Along with others present at the meeting, they petitioned the Shriver task force to send representatives to New Orleans to discuss the possibility that the city might participate in the anticipated "War on Poverty."

Hunter assumed the leadership role in the effort to explore the feasibility of developing an anti-poverty program. He and his committee moved to bring the "War on Poverty" to New Orleans before the program was officially approved in Washington.

Using funds provided by the Stern Foundation, the committee sponsored a luncheon for business, education, civic and labor leaders. Hunter and a representative of the Ford Foundation's New Haven Gray Areas project were the principal speakers. They made a strong effort to garner support to establish a committee to analyze the pending legislation and determine its potential value for New Orleans.

Orleans Parish School Board members led the opposition to consideration of even a limited study of the program. The board's opposition, along with prior objections to the plan by local elected officials, including Mayor Victor Schiro, caused the proposal to be rejected for a third time.

By now, Hunter and his associates realized that overcoming some opposition, especially from those who had traditionally delivered services to the poor, would require a different approach than those previously used.

Calling itself The New Orleans Committee for Economic Opportunity Programs, the group received a Stern Family Fund grant to finance the first six months of its staff operations. The stage was set to enter “the war.”

The New Orleans Committee met with federal task force member, Sanford Kravitz, on July 20, 1964. Kravitz recommended that the Committee specifically structure itself to develop its application for federal funding. He advised the members to appoint an executive committee, an interim staff and a consultant group. Kravitz further advised the group to organize its members into working committees to address important issues such as administrative structure and guidelines, research, and program development.

The following persons served on the New Orleans Committee for Economic Opportunity Programs:

<i>Thomas P. Godchaux, Chairman</i>	<i>Dr. Homer L. Hitt</i>
<i>Winston C. Lill, Secretary</i>	<i>Rev. Homer R. Jolley</i>
<i>Dr. Louis Abramson, Jr.</i>	<i>David M. Kleck</i>
<i>Mrs. H. E. Braden III</i>	<i>Herman S. Koblmeyer</i>
<i>Dr. Leonard Burns</i>	<i>Maurice “Moon” Landrieu</i>
<i>Emile Comar</i>	<i>Stephan B. Leman</i>
<i>James Comisky</i>	<i>Dr. Herbert E. Longenecker</i>
<i>Rev. A. L. Davis</i>	<i>Harry McCall, Jr.</i>
<i>C. C. Dejoie, Jr.</i>	<i>Mrs. George R. Montgomery</i>
<i>Sterling Dunn</i>	<i>Roy M. Schwarz</i>
<i>Norman C. Francis</i>	<i>A. P. “Pat” Stoddard</i>
<i>Frank Friedler, Jr.</i>	<i>Morgan Whitney</i>
<i>Clarence “Chink” Henry</i>	<i>Lawrence M. Williams</i>

It must be noted that this was an informal board formed before the official signing of the EOA. This accounts for the obvious lack of “maximum feasible participation of the residents to be served.” In other words, the poor were supposed to participate in every facet of the organization; however, at this early stage, there were no poor serving as members on the board.

## TCA FORMALLY ORGANIZES

The New Orleans Committee for Economic Opportunity Program reconvened on July 29, 1964, and took the important first steps to becoming an official organization. Members adopted an operating budget and approved Kravitz's recommendation for an interim administrative structure. They appointed Winston Lill staff coordinator. They named Dr. Daniel C. Thompson chairman of the technical consultants and the group formally adopted the name, "New Orleans Committee for Economic Opportunity." The co-chairs were authorized to appoint an executive committee of not more than seven members with the charge to organize the working committees.

The committee members worked diligently through the remaining summer months and into the fall. In September, the group gave the Social Welfare Planning Council a contract to assist them in determining programs that might be funded under the Economic Opportunity Act. A contract was even signed with the Orleans Parish School Board for program recommendations in the education field.

In November 1964, the committee was officially renamed Total Community Action (TCA). So named, no doubt, to reflect the broad involvement of groups and individuals required to launch the project.

After an eleven-month uphill battle, the organization formally legalized itself at a December 4, 1964 meeting. TCA adopted its preamble, charter, and bylaws as a Louisiana nonprofit corporation.

Coincidentally, 11 members were present at this historic meeting. The corporation elected officers; Godchaux became the agency's first president. It named an executive committee, as well as a board, and it named Winston Lill its first executive director. The "war" was not over. In fact, the first real battles had just begun.

## STRATEGY TO CO-EXIST

In hindsight, it is quite easy to see the sources of TCA's first administrative and operational problems. Enthusiasm to carry out the mandates of the Economic Opportunity Act was tempered by the desire of TCA's board and staff to gain the support of important individuals and institutions in the community. This is most evident when one notes that the preamble and bylaws emphatically define the strategic policy to "*contract, wherever possible, only with existing agencies, public and private, for the conduct of all programs.*" TCA had established itself as a "middle-man" organization that would receive funds from the Office of Economic Opportunity and its associate agencies and

subcontract with private agencies and governmental organizations to implement the intended programs.

TCA adopted this strategy to allay the fears of agencies, such as the United Fund of the Greater New Orleans Area and its member agencies. United Fund officials viewed the new poverty program as a competitor. Though the United Fund was not directly granted contracts, some of its large members received substantial funding which indirectly aided the organization. The Social Welfare Planning Council, Associated Catholic Charities, Family Service Society, the Urban League of Greater New Orleans, and Kingsley House/New Orleans Day Nursery Association were the key United Fund member agencies that signed subcontracts with Total Community Action.

Other institutions, such as the Orleans Parish School Board, which had openly opposed the creation of TCA, were now positioned to become recipients of federal grants through the new agency.

## **OMISSION OF THE POOR IN THE EARLY PLANNING PROCESS**

The primary oversight in TCA's planning and development process was in neglecting to include the very people the agency was designed to serve: the poor. They were not adequately represented when the initial key TCA policy-making decisions were made. The African Americans who participated in the deliberations, for example, were chosen on the basis of their qualifications and race, not their economic conditions.

Unfortunately, this failure to involve the poor in the initial planning process caused serious criticism of the very people most responsible for bringing the program to New Orleans. TCA's organizers, highly visible and in direct contact with the poor, were lambasted by those they were hoping to help. Neighborhood residents complained that the new program was just "politics as usual".

# The Creation of Total Community Action, Inc.

## *The Creation of Total Community Action, Inc.*

*The better organization of a range of services related to the needs of the poor, so that these services may be made more effective and efficient in helping families and individuals to overcome particular problems in a way that takes account of, and supports their progress in overcoming related problems.*

(Section 201 of the EOA 1967)

*“This will be a continuing effort, not a one-shot deal.”*

Harry B. Kelleher, Chairman, TCA Manpower Advisory Committee,  
(July 1967, *New Orleans Times-Picayune*)

The formal creation of Total Community Action occurred in December 1964, when a preamble, charter, and bylaws as a nonprofit corporation under Louisiana Law were adopted. Those individuals attending this historic meeting were:

*Thomas P. Godchaux, Chairman*

*Winston C. Lill, Secretary*

*Mrs. H. E. Braden III*

*James Comisky*

*Rev. A. L. Davis*

*C. C. Dejoie, Jr.*

*Rev. Homer R. Jolley*

*David M. Kleck*

*Maurice “Moon” Landrieu*

*Stephan B. Leman*

*Mrs. George R. Montgomery*

Absent members who voted by proxy were:

*Dr. Louis Abramson, Jr.*

*Norman C. Francis*

*Frank Friedler, Jr.*

*Clarence “Chink” Henry*

*Dr. Homer L. Hitt*

*Herman S. Kohlmeyer*

*Dr. Hebert E. Longenecker*

*Harry McCall, Jr.*

*Roy M. Schwarz*

*A. P. “Pat” Stoddard*

*Morgan Whitney*

*Laurence M. Williams*



Two key paragraphs in the documents set the direction for TCA as envisioned by the organizers. The preamble states:

*Basic to the operating policy of the New Orleans programs is the belief that existing agencies, organizations and departments of government are not only capable of carrying out projects to combat the causes of poverty but, more important, have the will, the enthusiasm, and the experience to do so. Thus, it will be basic policy of the program to subcontract with such agencies, organizations, and departments of government to operate such projects.*

Secondly, Article III of the bylaws cited the operational policy:

*As a matter of policy, the Corporation will wherever possible contract with existing agencies, public and private, for the conduct of all programs, and shall engage in program activity only where study indicates that no existing organization is capable of conducting such program.*

The approved articles of incorporation, charter and by-laws were submitted to the Office of Economic Opportunity (OEO), and TCA was designated as the official Community Action Agency (CAA) for the city of New Orleans.

The first director of TCA, Inc. was Winston Lill, who served until 1969. The directorship was then assumed by Daniel P. Vincent. Thomas Godchaux was the first Chairman of the agency's Board of Directors.

In April 1970, at the start of the Vincent administration, the articles of incorporation and bylaws were amended to establish rules for the future governance of the organization. The purposes were revised to state that TCA would administer the programs of the OEO and other appropriate agencies in Orleans Parish. This action allowed TCA to expand its resource base, giving it the right to work with any agency it chose. The amendment further defined TCA's purpose to "channeling the various community resources, business and otherwise, into the reduction of poverty within the parish."

Perhaps the most significant change instituted was a clear-cut delineation of the rights and responsibilities of the Neighborhood Centers/Boards as representatives of the poor. Simply put, the representatives of the poor were to be elected by members of TCA's Neighborhood Centers' Community Organizations. In the true democratic sense, there was now a means for maximum participation of the poor. In other words, power was given to the people, the poor people.

TCA's administration implemented this change with the strong urging and backing of the Neighborhood Council of Presidents. These presidents were:

*James Singleton, Central City*

*Edwin Lombard, Algiers-Fischer*

*Frank Bivens, Desire*

*Samuel Bell, Sr., Lower 9th Ward*

*Adele Williams, St. Bernard*

Though the Federal legislation permitted creation of a CAA by local governments, New Orleans political leaders at the time, preferred having a private agency to establish and administer the Community Action program. That's because the agency, having evolved under the Johnson Administration, was deemed to be too liberal, thus causing many politicians to try to avoid having ties to it.

The state of Louisiana had very little input in the making of TCA. This was caused by the administrative regulations put in place by the Federal government to implement the EOA of 1964. The programs were administered directly from Washington, D. C. with cities and private groups through Regional Offices of Economic Opportunity.

Six years of labor, under difficult conditions, brought together people and groups that had very little experience working on the levels required by this project. Still, by 1970, TCA had the foundation that would permit it to seriously challenge the city's poverty.

## **INITIAL FUNDING RECEIVED**

Despite several start-up glitches, TCA board and staff moved ahead with great resolve. OEO gave TCA its first grant on December 20, 1964, only sixteen days after its historic legal beginning. The \$113,000 in allocated funds was designated for initial planning and development. Six months later, following the submission of its first program application, OEO gave TCA a \$147,000 partial grant for administration and program activities. This first federal funding was utilized for a youth program in Desire and expansion of Kingsley House's Day Care Program, and for a Family Center as well as a day-care center for the Florida Avenue Project. Associated Catholic Charities was the first agency to receive a TCA subcontract. Associated Catholic Charities also became the second agency to receive a TCA subcontract when TCA received a full grant of approximately \$1,500,000 in October of 1965. ACC was funded to operate a Family Center and a day-care center in the Florida Public Housing Project. That same month, the Urban League received \$105,000 in grant monies to operate a network of day-care centers.

## **GROWTH - Funding/Programs**

TCA's federal funding continued to grow over the next three years. The agency introduced a string of major programs including Pre-Kindergarten, Youth Employment, Manpower Training, New Orleans Legal Assistance Corporation (NOLAC), and a community organization work program run by the Social Welfare Planning Council.

Still, TCA had to find a way to bring more of the poor into the policy-making arena. It expanded its Board of Directors to include low-income citizens. This movement toward maximum feasible participation of the poor however, was not without setbacks. For example, when TCA designed the Youth Employment and Manpower Training Program staff operation, neighborhood residents voiced their concern that they were not being given adequate opportunity for input. Moreover, they demanded that TCA rethink the way these programs were to be operated.

With increasing responsibilities, TCA began suffering from an acute case of growing pains. By 1968, its total funding had reached \$8 million and its administrative structure was straining under the weight of increased operation requirements. Board, staff and resident relationships were strained. Program issues relating to subcontracting versus staff operations and questions about the level of neighborhood resident participation illuminated major differences of opinions that led to some board members resigning.

By 1969, TCA's first executive director, Winston Lill, offered his resignation. Lill had been instrumental in planning and organizing Total Community Action. Now, he was leaving the organization. Lill's departure opened the door to Daniel Vincent who was hired with the full participation and input of the neighborhood residents. Vincent's first objectives were to create an effective management system to cope with the corporation's rapid growth and to reorganize the agency in order to permit "maximum feasible participation of the poor."

## **ADMINISTRATIVE RESTRUCTURING**

In his first weeks on the job, the central administrative staff was downsized to help balance a serious budget deficit. Twelve months later, the deficits were reversed. Vincent's other big priority would take longer to resolve. His effort to include low-income citizens in policy-making positions began with the difficult task of getting the board and neighborhood residents to agree on changes to the articles of incorporation and bylaws of the corporation. All parties approved major changes by 1970, allowing room on the board for the poor.

The new board consisted of thirty-one members composed of nine private sector members, ten local government representatives and twelve elected representatives of the poor. There were two representatives per target neighborhood. Each member served a five-year term.

Cries of doom and gloom were heard. Many claimed the poor were incapable of controlling their own destinies. On the contrary, however, an abundance of talent and skill emerged from the target areas.

To push the issue further, neighborhood center community organizations were declared autonomous and were assisted to incorporate. This was a first in the country and, as expected, was considered radical and controversial. The new TCA continued to push for this agenda and eventually declared the neighborhood corporations to be its contracting agencies of choice. No further subcontracts were signed for neighborhood services without the approval of the resident council in question.

Freed from the burden of the day-to-day operations of the neighborhood centers, TCA administration turned its attention to helping poor residents find solutions to their problems. The people knew what their problems were and felt that they themselves were best qualified to solve them. TCA used its resources to assist the neighborhoods in obtaining things the people wanted to improve their quality of life.

Over the next ten years, TCA's response to the people's call was the development of a superior early childhood education system, neighborhood health clinics, legal assistance, credit unions, family counseling, youth employment and training, veterans outreach, alcoholism outreach and counseling, accessible education programs, such as Tel-Med and Tel-Law, skills training, employment programs for the un/underemployed, prenatal and nutrition programs, crime-victim assistance, breakfast programs, food banks, food stamps, college education opportunities, tutoring and early exposure to college life.

The partnership between TCA and the neighborhood corporations led to the organization's greatest gifts to New Orleans and society at large. TCA developed into a Laboratory for Programs and Human Resource Development. The contributions of the new and improved human resources defy quantification. They are infinite in number and we hope, eternal in their continuing value to the community.

# TCA's Programs Laboratory

*The Models*

## *TCA'S Programs Laboratory - The Models*

*Its specific purposes are to promote, as methods of achieving a better focusing of resources on the goal of individual and family self-sufficiency ...the greater use, subject to adequate evaluation, of new types of services and innovative approaches in attacking the causes of poverty, so as to develop increasingly effective methods of employing available resources.*

(Section 201 (a) of the EOA, 42 U.S. C. 2781 (a) (1967)

### **COMMUNITY ORGANIZATION AND NEIGHBORHOOD CONTROL**

One of TCA's greatest early challenges was how to organize the poor for effective participation in its delivery of services. Rising to the occasion, TCA planned and developed multi-purpose neighborhood centers in its target areas. TCA believed that neighborhood-based centers offered the best opportunity to achieve and maintain maximum feasible participation of the poor in the planning, delivery, and evaluation of services.

TCA's organizers made the decision in the beginning to use existing governmental agencies and nonprofit corporations already serving the poor to deliver services and operate programs. This decision produced what at first appeared to be a conflict with the stated goals and objectives of the Community Action Agencies' enabling legislation. The laws and regulations enacted by Congress clearly dictated that low-income people be involved in planning, administering and evaluating CAA programs.

Both the organizers and low-income residents were challenged by this seeming difference. However, the problem was actually a great opportunity for creating systemic change in the way the needs of New Orleans' poor were met by both private and government organizations.

TCA met the challenge with a model for community organization that eventually led to disenfranchised citizens' fuller participation in government entities, private corporations, politics on every level, economics, social services delivery systems and life in the city in general.

## **ESTABLISHING THE NEIGHBORHOOD CENTERS**

Low-income neighborhood involvement in TCA's operations was set up to occur through six community-based centers situated in the poorest areas of New Orleans. Those areas were the Desire, Lower Ninth Ward, St. Bernard, Central City, Irish Channel and Algiers-Fischer communities. Desire, St. Bernard, and Algiers-Fischer's communities primarily consisted of residents of public housing projects bearing the same name.

In the early-to-mid-1960s, poor people of these neighborhoods participated in numerous small political organizations. However, before the emergence of TCA, there was no viable civic or political organization that could claim that it was the single representative of the poor. This began the true grassroots movements and a change in tactics in waging "war" on poverty.

## **THE GREAT EXPERIMENT - THE POOR REPRESENTING THEMSELVES**

The initial administrators of the neighborhood operations were employed by TCA's Board of Directors. Raymond Diamond (Desire), Stanley Brown (Lower Ninth Ward), Ivory Bickham (St. Bernard), Roland Batiste (Central City), Arthur Cooper (Irish Channel), and Ed Blossi (Algiers-Fischer) were the appointed individuals.

There was little or no evidence of poor people's abilities to effectively manage and operate legal entities. TCA tested the idea by giving the target-area residents administrative control of the multi-purpose neighborhood centers.

A TCA charter change in 1970 allowed elected representatives of the poor to sit on the TCA Board. For the first time representatives of the poor could sit on TCA's board and the neighborhood council board at the same time. These charter changes also enabled TCA to decentralize management of the neighborhood operations. Following these charter changes, five of the six neighborhood councils began the process of becoming independent legally incorporated organizations. Central City EOC had become an incorporated body in December 1968, thereby becoming the first neighborhood council to be incorporated and obtain 501c(3) status.

Presidents of the newly elected Neighborhood Councils formed a Presidents' Council and were at the forefront of the drive for the poor having wider control of their own destinies.

The activist presidents were James Singleton (Central City), Samuel Bell (Lower Ninth Ward), Frank Bivens (Desire), Adele Williams (St. Bernard) and Edwin Lombard (Algiers-Fischer).

The popular concept of “walking and talking” community organizing was the primary tool used in the neighborhoods. Communication technology in the late ‘60s and ‘70s was primitive in comparison to today’s means. Faxes, e-mails, wireless cell phones, voice-mail, etc. were not available to TCA’s organizers. Individuals employed as community organizers walked and talked. They visited popular gathering places, including street corners, and invited people to join their efforts to change their neighborhoods as well as their lives.

They promised residents that their concerns would be heard and that they would participate in the selection of their spokespersons. In fact, if the community so chose, they themselves could become the leaders. The responses exceeded all expectations. New leadership and new ways of doing business in the neighborhoods emerged.

The overwhelming success of this previously untested idea was soon evidenced by the fact that government agencies, politicians, and the public in general, accepted the councils as legitimate representatives of the poor in their respective communities.

By working with established organizations in the city and state, TCA opened a needed door of opportunity to the poor. Prior to this, the poor were rarely, if ever, consulted about their wants and needs. Contracts with TCA and the demands of the poor helped the social services and governmental agencies understand that the poor had gifts to share that would enhance the quality of the whole community’s life.

Boards of these agencies began to seek neighborhood residents for membership. Hence, the TCA model led to participation by the poor in the public and private sectors. Today, the standard in government and industry is consumer involvement evidenced by wide use of customer focus groups, customer satisfaction surveys and customer advisory groups.

Many African-Americans who were reared in the very areas they served, provided time and talent that validated TCA’s laboratory notion that the “poor are capable of managing their own affairs.” Their individual professional achievements were even more impressive. Some of the most prominent individuals and a few of their achievements are:

- City Council President, James Singleton (Central City)
- City Councilman and State Representative, Johnny Jackson (Desire)
- City Councilwoman and State Representative, Dorothy Taylor (Central City)
- Contractor and State Representative, Theodore Marchand (Lower 9th Ward)
- Criminal Court Clerk, Ed Lombard (Algiers-Fischer)



- Entrepreneur, President and founding member of the Southern Organization for Unified Leadership, Don Hubbard (Desire)
- Orleans Parish School Board member, Carolyn Ford (Central City)
- Orleans Parish School board member, Rose Loving (Algiers Fischer)

There were also former Traffic Court Clerk and Social Worker, Issac Reynolds (Lower 9th Ward); Community Organizer/Civic leader, Ursula Spencer (Desire), and Community Activist, Richard Haley - all now deceased.

The legacy of TCA's Community Organization and Neighborhood management process is the model that has provided for the participation of the poor in the many activities that affect their lives.

This involvement is best underscored by the quantity and quality of former organizers who became educators, entrepreneurs, elected officials, and professional employees of private and social corporations and the proof it provided that the poor can own and administer the organizations/corporations that serve them.

## **RESULTS OF NEIGHBORHOOD MANAGEMENT**

The decentralization of TCA management in 1970, which gave neighborhoods control of funds and administrative operation in their areas, became a showcase model for many other CAAs in the country. TCA was one of the few CAAs that, early on, led the nation in giving full autonomy to the poor in its targeted areas. The poor, in fact, created legal corporations to administer their programs.

TCA's neighborhood organizational and administrative structures provided the basis for federal approval of Urban Renewal and Model Cities Programs for New Orleans. This resulted in significant physical renewal in impoverished areas throughout New Orleans. This period of physical renewal also saw increased employment opportunities as TCA implemented new job-oriented programs.

## EMPLOYMENT

At the inception of Total Community Action, high unemployment among African Americans was one of the most challenging problems facing the poor in New Orleans. The '60s and '70s saw sharp increases in the percentages of African American citizens in New Orleans, due to a decreasing white and non-poor population. The job market was limited and low paying. The Michoud Space Plant and Avondale Shipyards, AT&T/BellSouth and various international oil companies were the city's major employers. Few poor people qualified for the primarily technical and professional jobs at these facilities. In 1967, OEO and the U. S. Labor Department concluded an agreement for CAAs to administer the Labor Department's Concentrated Employment Program. For TCA, it was a daunting task. OEO's liberal policies differed radically from those of labor.

TCA began its war on unemployment the summer of 1967. It had an ambitious program to train and find employment for 5,000 people. TCA contracted the Louisiana Department of Welfare to operate a work experience program for 400-plus residents in the Desire area.

The primary focus on TCA's employment activities was a \$4.5 million Concentrated Employment Program launched in December of 1967. This project set itself apart from its predecessors by establishing formal pre-employment training workshops. It conducted individual job readiness assessments. Each participant was given a free medical examination, optional legal assistance and low-interest loans as needed.

A two-week orientation workshop was put in place to teach interviewing skills and job search techniques. There were also programs to promote motivation as well as to build self-esteem. This type of programming became the model for today's life skills training that is an integral part of training programs of many city and state agencies, as well as private companies.

While the aforementioned jobs programs had an adult clientele, in 1965, TCA had begun to provide job experiences for young people. Unfortunately, the tragedy wrought by Hurricane Betsy gave TCA's Neighborhood Youth Corps (NYC) program its first large job opportunity. TCA contracted Goodwill Industries to employ young people to assist in the massive clean-up required in the Lower Ninth Ward and Desire after the deadly storm. It was the beginning of one of TCA's most fruitful endeavors.

The NYC program was produced literally with a cast of thousands. Every year, the project involved thousands of youth, nearly every city, state, and federal agency in and around New Orleans, as well as numerous for-profit and nonprofit organizations. In the early 1960s, the program was revolutionary.

Today, that same model is routinely used by the government and the private sector to provide summer and year-round work experiences for students.

An important indirect benefit of the NYC program was the many job opportunities provided to school teachers during the summer months. Principals and teachers gained employment while providing valuable supervision and education skills to the program.

Despite the immediate success of the adult unemployment and youth employment program, there was still a missing service link. There was a need to upgrade skills and obtain licensure.

The Skills Training Center and the Apprenticeship programs allowed TCA to break new ground in the training of poor people. Opportunities for membership in unions, formally closed to African Americans, were now opened. Welding, pipe-fitting, and small engine repairs were among the new training offered. TCA joined with the trade unions in an effort to create cooperative initiatives or special minority programs. The Skills Training Center's success led to the program being integrated into the State Department of Education.

## **TCA, Inc. AS A TRAINING GROUND**

A long list of New Orleanians made distinguished contributions to TCA's Manpower program. For many it led to new careers. Prominent among them were: Union Leader, A. P. "Pat" Stoddard, (1st TCA Manpower Administrator), former Xavier University Vice-President, Clarence Jupiter, (1st Director Concentrated Employment Program), BellSouth Executive, Edgar Poree, (NYC Director, Executive Assistant), former New Orleans Mayor, Sidney Barthelemy, (Administrative Assistant - New Careers), Attorney and former State Senator, Henry Braden IV, (Coordinator, On the Job Training). Entrepreneur and former State Representative, Sherman Copelin, (Slot Developer, OJT), former Postmaster and Director of Tulane University's Special Manpower Program, George Chachere, (Director, New Careers), the first African-American Chief Administrative Officer for the City of New Orleans, former Assistant Secretary of Housing and Urban Development, and Legg-Mason Executive, Terrence Duvernay, (Assistant Manager - NYC), Hibernia National Bank Executive, Alfred Liggins, (NYC Counselor, Personnel Director), teacher, Oscar Piper, (NYC Counselor), former St. Augustine and Southern University football coach, Otis Washington, (Summer Recreation Specialist), Orleans Parish School Board member, former St. Augustine & Booker T. Washington principal, Elliot Willard, (Manpower Programs), and former Tuskegee, Alabama Mayor, Johnny Ford, (Outreach).

## EDUCATION

Over the years, TCA's early childhood programs and its associated education programs have been established as the innovative leaders in the New Orleans community. TCA contracted in 1965 with the Urban League to operate several day-care centers. Kingsley House/New Orleans Day Nursery Association was also an early subcontractor providing day-care services.

A key focus of TCA's emerging education system was Upward Bound, Project Prekindergarten and Project Score. Upward Bound started as a model program at Dillard University in the summer of 1966. It was a head start of sorts for high school students. The project exposed students to college life and sought to upgrade their math and English skills. In the summer of 1967, the program was expanded to include Xavier and Loyola Universities. The model continues to be a success to this day.

Project Score was designed to provide concentrated math and reading training to select fourth-through 9th-grade students of the Orleans Parish Public Schools and the Schools of the Archdiocese of New Orleans. TCA coordinated the program.

Project Pre-kindergarten was developed by TCA and subcontracted to the Orleans Parish School Board for administration in late 1965. The objective was to deliver an education experience, not to baby-sit, which was the popular method of caring for young children. TCA's goal was to prepare each child for his or her entrance into the established education system.

From this very modest start, given the size of the challenge, TCA's Head Start has provided services to over 20,000 children and families. It has grown from a program consisting of four centers serving 220 children to 35 centers serving 2,544 preschoolers and 164 pregnant women, infants and toddlers.

Research has shown that the educational head start provided to students has had a positive impact on their subsequent school performances. It is a fact that TCA's Head Start approach to education was neither known, nor in general use in the New Orleans area in the late sixties. Today, it is part of elementary schools', high schools' and colleges' standard operating procedures.

All of New Orleans' educational institutions use some form of the early childhood education model initiated by TCA in the mid-60s. There are hundreds of day-care centers in the New Orleans area. None would dare to market a baby-sitting service only. Parents want their children to have educational experiences. TCA introduced nutrition lessons, medical examinations, dental services, breakfasts, immunizations programs, parental involvement on the policy and advisory levels at each center, social and

psychological counseling, therapeutic assistance for persons with disabilities and family services (Child Diagnostic Centers - Behavioral Problems: Family Advocacy Programs - and a variety of services which include child rearing and child custody assistance.)

In the mid-'70s, TCA founded the University Without Walls (UWW), an accredited college program. It was another first for the City of New Orleans initiated by TCA. Distance learning and the concept of giving academic credit for "life experiences and skills" were not, to the best of our knowledge, part of any of the university programs in this area. After proving its value as a legitimate educational tool, the UWW, under direction of Dr. Carolyn Reynolds, became part of Holy Cross College on the West Bank.

Noted New Orleans educator, Dr. Norman Rouselle, was the first President of UWW. The school was an affiliate of the Union for Experimenting Colleges and Universities of Ohio. Academic officials of Morgan State College provided the technical assistance required to bring this school to New Orleans.

The first TCA employee to receive a college degree at this University was Mrs. Lillie Mae James, Executive Secretary to the Executive Director.

The long-term stability of TCA's education system's leadership has been the major contributor to the success of the program. There have been only two directors of the program during its 35-year history. Iris Kelso was the first director. Pearl H. Elloie is the director as of this writing.

If the ultimate goal of the poverty program was the development of human resources, then TCA's crowning achievement lies in the astounding success of its education programs. It is impossible to measure the direct or indirect benefits socially, economically, and spiritually that New Orleans has received as a result of this program. One can only guess that the impact continues to be enormous. It is hard to imagine that there is a family in New Orleans who, in the past 35 years, was considered disadvantaged and has not been affected in a positive manner by this education system or its hybrids.

TCA's education programs received the input of many outstanding teachers and administrators. Some educators that made significant contributions were Dillard University's Adrian Tervalon, Loyola University's Dr. Paddy Doll, Xavier University's Virginia Welch, Louisiana State University's Dr. Marie Marcus, and the Orleans Parish School Board's Julia Floyd and Dr. Juliana Boudreaux.

Outstanding TCA staff included, but is not limited to, retired newspaper reporter, Iris Kelso (1st Head Start Director), Pearl H. Elloie, (Director, TCA Education System), Educator, Jack Ahearn, (Trainer, Adult Basic Education), Louisiana Public Service

Commissioner, Irma Dixon, (Head Start Social Worker), Xavier University's Kathy Cousins Patterson, (Speech Pathologist), Leona Ginn, (Medical Coordinator), Gloria McGee, (Speech Therapist), Jefferson Parish Schools Deputy Superintendent, Russell Protti, (Adult Basic Education), Orleans Parish Schools Assistant Superintendent, Wilbert Tross, (Trainer, Adult Basic Education), University Administrator, Dr. Norman Rouselle, (1st President, UWW), and Consultant and Owner of Private Day-Care Institution, Dr. Carolyn Reynolds, (2nd President, UWW), Ateja L. Bush (Social Service Coordinator), Sophia N. (Sally) Sellers (ECE Coordinator).

## **HEALTH**

Traditionally, poor citizens of New Orleans relied on Charity Hospital to meet their health needs. They were born there. They died there. TCA changed that system radically in partnership with Louisiana Family Planning, Inc. and the New Orleans Model Cities program. Using grants from OEO, the Ford Foundation, the Children's Bureau of the Office of Health, Education and Welfare and the Rockefeller Foundation, TCA established a national demonstration facility to provide a variety of services that included prenatal and infant care.

To ensure the quality and nature of participation in the program's operation and policymaking, a Neighborhood Advisory Committee, consisting of the New Orleans City Councilman-at-Large and representatives of TCA's six neighborhood councils, chosen by the councils, was established.

Within a short period of time, this program attracted national and international attention and controversy because of its birth control education programs. There were no disputes regarding the major impact of its prenatal and infant care activities. Hundreds of poor people began to receive education and training that was not previously available to them. Without a doubt, area hospitals were forced to observe these innovative programs and restructure their own.

The overwhelming response to the program raised another opportunity for TCA. Target area residents had long complained about the transportation problems that sometimes caused emergencies to become worse. Efforts to remedy the problem had always centered on upgrading the transportation system. TCA administration decided to move in another direction and bring the hospitals to the people.

In a joint federal (TCA, OEO, HEW), city (Model Cities), and state (Legislature) venture, the first models for neighborhood health were born. Every TCA center provided some minimum health service to its constituents.

Both private and public groups quickly grasped the needs and benefits of providing health delivery systems within the neighborhoods and expanded their services. Once again, the TCA model worked so well that its role in health care was diminished. TCA had done its job by identifying the problem and assisting in developing a solution.

Though a number of private and public individuals played important roles in broadening the delivery of health care services to the poor, five people took the lead roles. Family Planning's Dr. Joseph Beasley assumed the primary administrative leadership role along with Model Cities' James King and Sherman Copelin. TCA's Presidents' Councilmember Jim Singleton and TCA Director Dan Vincent also stepped to the plate.

Using then-emerging communication technology, TCA, in 1974, moved into preventative health with a medical information system called Tel-Med. Partnering with the Orleans Parish Medical Society, TCA set up a comprehensive tape library of advice and assistance on a wide range of health topics. Dialing into the semi-automated system allowed one to listen to doctor-approved information on 220 health issues. The poor could, in privacy, receive valid information on sensitive and nonsensitive topics.

At its peak, more than 400 calls per week were placed to the Tel-med system. Full-time operators were required to handle the volume over ten telephone lines. There are no records to indicate how this information was used by the callers. It can only be assumed from the ever-increasing number of calls made to the system coinciding with a technology upgrade, that the community-at-large valued this service.

As in the case of other TCA model programs, the project's success led to other entities assuming control of its operation and/or setting up a better financed clone. The program was marketed primarily through brochures placed in physicians' offices throughout the metropolitan New Orleans area. TCA employee Eddie Smith is credited for bringing Tel-Med to the organization. Smith brought the idea for the service to the agency's Executive Director. The programs mentioned heretofore were part of well-planned short-and long-term strategies. TCA also recognized that these programs could only be effective if they were complemented by programs that resolved immediate problems and needs.

## **THE DIRECT ASSISTANCE PROGRAMS**

Though the Food Stamps, Food Bank, and Commodities programs were perceived publicly as social service activities, TCA developed and operated them to combat hunger and nutrition problems. To the Agency, low education achievements, some diseases and many social ills among the poor, were directly and indirectly related to inadequate food and nutrition. Therefore nutrition education became part of TCA's health initiatives.

The Food Stamps program was introduced in New Orleans in 1967. In its early development stages, the city's reluctance to provide matching funds endangered the future of the project. In 1969, TCA expanded its administrative role by putting up the required matching funds necessary to receive the federal monies needed to meet rapid growth. Food stamps offices were placed in neighborhood centers and other strategic locations. The Food Stamps program quickly grew from a low six-figure operation to millions of dollars per month. Issuing food stamps to the poor became one of TCA's most controversial undertakings. TCA never wavered from its commitment to make adequate, nutritious meals available to the people it served.

TCA's actions are affirmed by the fact that, after 33 years, this program is still operating. It continues today to be an integral part of the over-all governmental response to the needs of the poor.

The first two TCA administrators, James Marion and Leonard Lee, provided the leadership that led to the successful development of the program.

The Food Bank and Commodities Distribution activities were natural supplements to the Food Stamps program in the '70s and '80s. Though private entities, along with the state federal government, provided important funding for these programs, they became a reality only because TCA covered substantial administrative and operational expenses. TCA bore a major financial burden for space, transportation, supplies, security, publicity and supervisory personnel.

The Commodities Distribution program, initially administered by TCA in 1982, under the direction of Pearlle H. Elloie. Since 1983, this program has been under the direction of Priscilla R. Edwards.

During the continuing history of these two programs, millions of individuals and households have been served. Considering the vast number of people who have benefited from this broad array of initiatives, it is fair to say that TCA has been a significant partner with the City of New Orleans in the preservation of its most important resource: human beings.

## **LEGAL ASSISTANCE**

One of the basic democratic principles in our country calls for equal protection under the law. For the poor, this protection is oftentimes difficult to achieve. Recognizing this fact, TCA partnered with some concerned civic leaders and joined in the creation of NOLAC, the New Orleans Legal Assistance Corporation. TCA obtained a grant of



\$221,000 in 1968 and launched an historic program to bring legal services/assistance to the poor of New Orleans. TCA Board of Directors member, Ernest “Dutch” Morial, served as the first president of NOLAC.

NOLAC personnel soon realized that, in some cases, the laws themselves were a problem. In a very controversial move, the organization sought changes in laws that were detrimental to the welfare and social well being of the city’s poor. Once poor people understood how some laws contributed to their poverty, they began to pressure legislators with their votes. It started with the election of “Dutch” Morial to the Louisiana House of Representatives. With that victory the face of the Louisiana Legislature began to change. Poor people supported and elected those who were sympathetic to their plight.

TCA’s Board and its Executive Director knew the criminal justice problems of the poor extended beyond the legislative and judicial branches. There were problems in the neighborhoods that had to be challenged in order to be resolved. Several programs were developed to help the neighborhoods resolve these issues.

One of the most effective of these programs was Tel-Law. Tel-Law, like Tel-Med, was designed to bring information to the people. The recorded legal messages of Tel-Law were examined by the legal community and given their collective seal of approval. The callers’ response to Tel-Law was overwhelming. The program provided a basis for people to learn about the law and to intelligently present their concerns to lawyers.

## **THE WAR AGAINST CRIME**

The Elderly Victimization Assistance Program, implemented in the early ‘70s, was the first widely-publicized effort to bring assistance to the victims and potential victims of crime. The elderly poor were given aid to secure their homes, (door locks, alarm systems, door and window repairs, etc.) and to restore financial losses after crimes had been committed against them. Oftentimes, the poor needed rental assistance, food and funds to replace critical lost property and possessions.

TCA is gratified that since the inception of its program, many civic organizations, as well as the government, are now involved in assisting victims of crime. Today, TCA continues its effort in this area through its partnership with Crime Stoppers, as well as TCA’s Church Collaborative.

After the violent murder of one of its employees, Henry Dixon, TCA founded the Dixon Research Center to study the causes of black-on-black crime. An extensive library of books, tapes, films, and videos was amassed on the subject. Students and scholars were

invited to use the center's resources for their research. Clarence Guillemet was the first Director of the Dixon Research Center.

By focusing public attention on the issue, TCA hoped to stimulate debate and intellectual concern about a serious problem among the poor that threatened the quality of life of the entire community. Dr. Rudy Lombard and Dr. Morris F. X. Jeff, Jr., were among the prominent individuals to use the facility for research.

In the late 1960s, substance abuse was considered a dangerous and growing problem in the poor neighborhoods. At that time, much of the crime, especially crimes against women and children, was traceable to alcohol abuse. TCA assessed the alcohol abuse to be both a social and legal problem confronting the poor. The response was the creation of the Alcoholism Outreach Program, managed by Leonard Lee. The neighborhood centers and the department created at the central office, joined forces to institute an information and assistance program. Families were encouraged to seek help and the Alcoholism Outreach Program acted as a liaison between the families/individuals and the governmental/private agencies that primarily focused on this area of service.

NOLAC, Tel-Law, Elderly Victims Assistance, Alcoholism Outreach and the Dixon Research Center were pioneer efforts to give poor people fair and equal access to the judicial and criminal justice systems of our country.

Poor people, accused of criminal violations, had competent legal representation. Wrongful property losses, work-place injustices, and racial and gender discrimination were challenged. Civil suits were submitted to recover damages. Where appropriate, sick people were treated, rather than jailed. A more enlightened people became knowledgeable of their rights and responsibilities under the law. And they began to exercise those rights.

Nowhere is TCA's compassion and dedication to the poor more evident than in its aid to elderly crime victims and their families and the families plagued by drug addictions.

The creation of the Dixon Research Center was a challenge to the community to recognize and do something about the growing scourge of black-on-black crime. The prevailing attitude was that, "as long as they stay in their own neighborhoods and kill their own people, there is no problem." As we enter a new millennium, sadly, we are reminded that TCA had it right when it admonished the city's leadership for lack of action to stem this tide. More should have been done and still needs to be done.

TCA has continued its efforts to combat the black-on-black crime menace with positive programming such as youth entrepreneurship, youth work experience, and family counseling.

## ECONOMIC DEVELOPMENT

Economic development was the vehicle TCA sought to assist individuals and the agency itself to achieve a measure of self-reliance. TCA established a network of neighborhood federal credit unions to help residents gain a measure of financial independence. The mission of the TCA, Inc. Credit Union was then, as it is now, to promote thrift among its members by affording them an opportunity to pool their savings and, by doing so, provide a source of lending credit for productive purposes. The mission was coupled with a desire to educate neighborhood residents and TCA employees on the benefits of participating in the many services offered within the banking system. Once the area credit unions were in place, a central office credit union was established.

Members placed hundreds of thousands of dollars in these institutions. For the first time, many residents now placed value on savings and were able to feel proud of themselves as they were managing their own credit unions and could now borrow money at a reasonable interest rate. The monopoly of loan companies and loan sharks as the only avenue for neighborhood residents to obtain loans was ended.

In an effort to reduce operations cost and to create an even greater pool of savings and source for loans, the network of credit unions was later integrated into one facility at the central office. The TCA Federal Credit Union, over 25 years old, is a viable financial institution today.

With an improved understanding of the workings of capitalism, some residents tried their hands at entrepreneurship. The most successful entrepreneurial project has been the Youth Entrepreneurial Program. A TCA-trained-and-assisted youth group operates a retail outlet on South Jefferson Davis Parkway. The outlet features the latest fashions for young people and carries some of today's biggest names in youth clothing. The store also has contracts to accept home utility payments and transaction services for Western Union.

The Economic Development Unit, a separate nonprofit corporation, was created to establish a basis for future economic independence of Total Community Action, Inc. It also ensures that TCA will always have a facility for its operation. EDU, Inc. owns the buildings that house TCA's central administrative operations. The corporation is governed by an independent Board of Directors that includes representatives of TCA.

An OEO grant and local bank financing provided the monies for the purchase of the complex. It was a move toward self-reliance that no other poverty program in the country was ever able to duplicate.

Building a financially independent agency remains one of TCA's primary goals for the future. While working towards this goal, the organization must continue its efforts to see that New Orleans receives its fair share of available funds. One of the most daunting problems for CAAs in their quest to obtain funds for programs has been the federal and state requirements for matching local funds.

## **THE VOLUNTEER PROGRAMS**

When one reflects on the many achievements of Total Community Action, one major contributor is often overlooked: the volunteer.

Throughout the history of TCA, most government funds received had a matching fund requirement. This responsibility could be satisfied with either cash or volunteer services to the specific program getting the funds. The volunteer services had to be documented and financially audited by outside firms.

By 1975, TCA was receiving over \$10 million in volunteer services. The debt that Total Community Action, the City of New Orleans, and the poor owe to hundreds of people who freely shared their time and talents cannot be overstated. Without the match, no federal funds would have been granted. For many years, other agencies turned to TCA for advice on organizing their volunteer programs.

# The Training Laboratory

*Leadership Development*

## *The Training Laboratory Leadership Development*

*The United States can achieve its full economic and social potential as a nation only if every individual has the opportunity to contribute to the full extent of his capabilities and to participate in the workings of our society.*

(Statement of Purpose, Economic Opportunity Act of 1964, Section 2)

### **THE TRAINING STRATEGY**

With its first major grant from the U. S. Labor Department of \$4.5 million dollars in 1967, TCA established itself as the primary deliverer of employment services to the poor of New Orleans. Many thousands of adults and young people were beneficiaries of a wide range of employment and training opportunities.

In 1970, TCA's administration put into place a career development program that became the cornerstone of the organization's long success story. TCA managed most of the federal manpower funds allocated to the City of New Orleans.

A simple plan was put into place that required all departments and programs of the agency to reserve a portion of their staffing slots for the training of the poor. No department was exempt. This allowed hundreds of poor people to be in training at all times.

Residents were trained for specific available positions. New job openings were offered to existing employees first. Therefore, once trained and placed on the job, upward mobility was ensured for those who had the will and qualifications. An unexpected benefit developed with the quality of training. Many trainees were offered better paying positions with private and government institutions.

New Orleans had a large pool of underemployed workers. These men and women had qualifications that far exceeded the needs of the positions they were holding. TCA recruited these individuals for supervisory and managerial positions.

## DEVELOPING HUMAN RESOURCES

In general, they were outstanding trainers who understood the poor and had the patience and compassion to help them become more self-sufficient. It became a win-win situation. The underemployed gained valuable experience and renewed confidence in their own abilities and the formerly underemployed trainers gained meaningful and rewarding employment. Their upward mobility and achievements may be unmatched by any single organization in the history of New Orleans. The names of former TCA employees are a veritable list of Who's Who during the past 35 years in New Orleans, especially in the African American community.

Listed below are some of the highest achievers, many of them residents of the neighborhood target areas. They moved from:

- Community Organizer to State Representative and Councilman  
*Johnny Jackson*
- Administrative Assistant of Manpower to Louisiana State Representative to Mayor of New Orleans  
*Sidney Barthelemy*
- Personnel Director to Assistant Personnel Director, New Orleans Public Service, Incorporated  
*Richard Boseman*
- Employment Specialist to Registrar, Bureau of Vital Statistics  
*Stanley Brown*
- Coordinator, On the Job Training to State Senator  
*Henry Braden IV*
- Director, Neighborhood Youth Corps to Bell South Executive  
*Edgar Poree*
- Social Worker to State Representative and Public Service Commissioner  
*Irma Dixon*
- Assistant Manager, Neighborhood Youth Corps to CAO, City of New Orleans and Assistant Secretary of Housing and Urban Development  
*Terrance Durevnyay*
- On the Job Training Slot Developer to Assessor, and State Representative  
*Sherman Copelin*

- Director of Manpower to Vice-President of Xavier University  
*Clarence Jupiter*
- Trainer to Deputy Superintendent of Jefferson Parish Schools  
*Russell Protti*
- Central City Center Director to President of the Orleans Parish School Board  
*Carolyn Green-Ford*
- Central City Board President to New Orleans City Council President  
*James M. Singleton, Sr.*
- Central City Health Clinic Director to State Representative and first female African American Councilmember  
*Dorothy Taylor*
- Desire Neighborhood Center Director to fight promoter and entrepreneur  
*Don Hubbard*
- Neighborhood Youth Corps Manager to Assistant U. S. Attorney  
*Leonard Avery*
- Office copy clerk and night receptionist while a student at Xavier University to Time Magazine writer to WDSU Channel 6 reporter to entrepreneur as CEO of Bright Moments  
*William C. "Bill" Rouselle*

## RESULTS

Seventeen former African American Board and Staff members were elected to city and state offices. Many are still serving with honor and distinction. In 1964, at the beginning of the poverty program, no African American had held a major city or state elected position since Reconstruction.

The complete listing of TCA's alumni includes doctors, lawyers, principals, teachers, civic leaders, religious leaders, policemen, and successful parents. TCA's alumni cover every aspect of the community - all still working to make a difference in our city.

TCA's success in helping to develop heretofore untapped human resources is a victory for the city, state and country. The economic, social and political contributions of these productive citizens cannot be measured.



Inarguably, TCA, Inc. has been one of the city's most accomplished entities as a training ground. Two of the most noted areas are designing policies for asset building and training leadership. Examples of policy design to build assets are the four policy features of Harrah's Jazz Casino's fringe package where low-income employees can build assets. Three of the most notable are:

- 1. Jazz Casino Company provides eligible full-time employees the opportunity to become first-time homeowners. The company contributes \$1,000 towards the down payment on a home for the first-time homeowner and \$500 for home ownership counseling, training and post-training services provided by Neighborhood Development Foundation (NDF). All full-time employees are eligible after six (6) months of employment. The home ownership plan is open to employees whose household income is less than \$25,000 per year.*
- 2. The company will provide childcare assistance benefits to all full-and part-time employees. The eligibility date for this benefit will be the employee's date of hire. The benefit consists of two primary components. First, counseling and referrals, and secondly, assistance provides for full-and part-time employees whose household income is less than \$25,000 per year, on a sliding scale payment subsidy.*
- 3. The company will reimburse 80% of tuition costs (books excluded) up to a maximum of \$2,000 for undergraduate courses and \$2,500 for graduate courses annually.*

The rare benefits seem to take on even greater importance when considered from the perspective that affordable housing, quality childcare, and education profile across the country as the biggest socioeconomic barriers to achieving a good quality of life. Even more compelling is that these benefits were designed using the theoretical frame offered by Noble Prize winning economists Amartya Sen and Michael Sheradon that suggests persons can rise from poverty through home ownership, education and business development. More important, this policy is a page out of the community action world and was designed for Harrah's by TCA, Inc. Executive Director, Peter Dangerfield, while on leave from TCA, Inc.

TCA has helped "...the United States (to) achieve its full economic and social potential as a nation..."

# The Future

## *The Future*

For the future, Total Community Action, Inc. (TCA) will continue the building of a learning organization where input from its customers relative to their attitudes, ambitions, and needs is used to better plan and improve existing initiatives offered by TCA, as well as to design and implement new initiatives to be offered by TCA.

The essence of the concept is that learning is a process that TCA can acquire, value engineer/manage, supplement and organize understanding and behavior around its activities while using input from internal and external cultures to adopt and perpetuate continuous improvement at the agency.

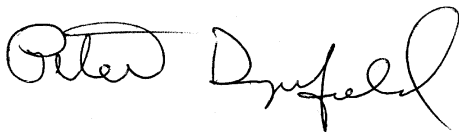
The TCA family believes that a learning organization is one that is structured in a manner consistent with the needs of its customers. Moreover, it is TCA's position that getting to the heart of customers' needs can only be achieved by, first obtaining customer input, then learning and understanding what is necessary to be effective; and, lastly, having the capacity to effectively produce what its customers need.

In short, TCA as a learning organization will continue in the future to adhere to the following eight considerations:

- *the agency will make its resources and time available for continuous formal schooling for its workers;*
- *the agency is committed and has in place a mechanism for learning more about its own strategies and learning about its customers;*
- *the agency examines past and existing learning, or that which prohibited learning, and value manages efforts to learn (invents a new mechanism);*
- *the agency has ongoing ways to ascertain and gather data to learn and to solicit constructive dissent;*
- *the agency continues the process of thesis, antithesis and synthesis in order to determine what is best for its customers;*

- *the agency recognizes that an organization encounters complexities and turbulence and must have in place a culture, mechanism, and capacity for dealing with these dynamics;*
- *the agency solicits and uses advice from all workers, particularly those closest to problems; and*
- *the agency will use input from its customers as the most decisive consideration for developing and administering initiatives.*

TCA understands that this concept is both ambiguous and assumptive in that we move forward on the premise that the organization can build the kind of multi-skilled personnel required to realize the goals of a learning organization. Nevertheless, the Board of Directors, staff, and I, as chief administrator, firmly believe the agency can meet the challenges of both. In addition, TCA fully understands that achieving this goal will enable the organization to continue to realize its vision of “helping to connect low-income, unemployed and underemployed persons to family-supporting opportunities.”



**Peter W. Dangerfield, Jr., Executive Director**  
Total Community Action, Inc.

# Appendices

## *APPENDIX A*

### **Presidents of Total Community Action, Inc.**

Thomas Godchaux

Harry McCall, Jr.

Father David Boileau

Father Homer R. Jolly

Sheriff Charles C. Foti

Councilmember James M. Singleton, Sr.

### **Executive Directors of Total Community Action, Inc.**

Winston Lill

Daniel P. Vincent

Peter W. Dangerfield, Jr.

### **First Board of Directors**

Ernest N. Morial

Victor Hess

Father Homer R. Jolly

Maurice G. Anderson

Ferd Grayson

Mrs. Monroe Labouisse

Harry McCall, Jr.

Mrs. Robert Reisfeld

Richard Wise

Mrs. Charles Stich

Father Louis F. Generes

## *APPENDIX B*

### **Some of the Delegate Agencies Funded by Total Community Action, Inc.**

Algiers Fischer Community Council	Irish Channel Action Foundation
Archdiocese of New Orleans-Project Score	Kingsley House Day Nursery Association
Associated Catholic Charities now known as Catholic Charities Archdiocese of New Orleans	Lake Catherine Senior Community Center
Boy Scouts of America, Area Council 214	Louisiana Department of Employment Security
Caritas, Inc.	Louisiana Family Planning Program
Central City Economic Opportunity Corporation	Lower Ninth Ward Neighborhood Council
City of New Orleans Recreation Department	New Orleans Department of Health
Credit Unions (Central City, Irish Channel, St. Bernard)	New Orleans Legal Assistance Corporation
Desire Area Community Council	New Orleans Recreation Department
Department of Public Welfare - City of New Orleans	Orleans Parish School Board
Department of Public Welfare Orleans Parish	People's Methodist Community Center
Family Health Foundation	Philmat, Inc.
Family Service Society	Social Welfare Planning Council
Gentilly Development Association	Southeastern Girl Scout Council
Goodwill Industries	St. Bernard Community Center
	Urban League of Greater New Orleans
	Xavier University

## *APPENDIX C*

### **Programs Presently Operated by TCA, Inc.**

**Commodity Distribution** - the Commodity Distribution Program supplements the food needs of low-and moderate-income households in Orleans parish

**Community Food & Nutrition** - a program to upgrade the quality of nutrition in the diets of the poor; information and services are dispensed.

**Community Forums** - regular discussion sessions held with individuals and community groups to discuss important public issues.

**Community Organization** - developed by its architect, Richard Haley, provides a means to ensure maximum feasible participation of the neighborhood residents in the delivery of services and operations of the poverty program.

**Credit Union** - Total Community Action, Inc. site.

**Early Head Start Program** - a comprehensive high quality program that promotes the physical cognitive, social, emotional, and language development of infants and toddlers through developmentally appropriate practice, as well as pre- and postnatal education and support services to pregnant women.

**Employment Development Center** - linked with area schools, employers and organizations to provide services which were designed to make job development attempts more successful. This goal is accomplished primarily through counseling and training. Applicants must be at least 18 years of age and unemployed or underemployed.

**Energy Assistance Conservation** - a program to assist needy individuals and families to conserve energy and meet their payment obligations in emergency situations.

**Family Center** - geared to be a one-stop facility that offers access to all of TCA's services and other community resources. Enables and empowers individuals and families in their movement toward self-sufficiency, through a comprehensive case management approach with emphasis on linkage, referral and advocacy.

**Find Work** - targets recipients below the ages of 16 and 21 years to upgrade their literacy to GED level.

**Head Start** - a child and family development program that provides services and experiences to promote the growth and development of the family with special emphasis



on a comprehensive range of services to the family's three-and-four-year-old preschool children, including children with disabilities. (see appendix H for locations of Head Start Centers)

**Homeownership** - collaborates with the Neighborhood Development Foundation training and loan application assistance. During its first five years of operations, this initiative has enabled over 100 neighborhood residents and TCA employees become first time homeowners.

**Job Development** - integral to all TCA employment programs; includes medical examination, dental care, day care, job orientation, adult basic education, life-skills and counseling.

**Neighborhood Centers** - TCA operates six neighborhood centers and one senior center. The centers provide an array of social services to residents of these seven target areas. The centers attempt to assist the disadvantaged in finding avenues for addressing their grievances and improving the quality of their lives.

**On the Job Training** - provides on-the-job-training to the unemployed and the underemployed; includes support services for job readiness and long-term stability. Employers select potential trainees and train them to their own requirements.

**Senior Citizens Transportation** - provides on-demand transportation services to doctor/clinic visits and grocery shopping for the elderly and/or handicapped in areas where there is a gap in special transportation services. Targeted areas serviced are Bywater, Gentilly, New Orleans East, Gert Town, Mid-City, Upper Carrollton, and Zion City. TCA transportation services are coordinated with other transportation providers as needed to better serve the elderly customer.

**Telephone Tape Library Directory** - useful and valuable information at no cost on a variety of topics and issues that can be accessed by the public via telephone.

**Water Assistance** - helps needy elderly and handicapped individuals and families meet their Sewerage and Water Board payments in emergencies.

**Weatherization and Crisis Prevention** - designed to make homes more energy efficient and better secured against natural elements.

**Youth Entrepreneurship Program, Inc.** - addresses the needs of New Orleans youth. YEP teaches youth between the ages of 14 and 21 years from low-to moderate-income families the aspects of operating their own business. In addition to instructional seminars, the youth receive on-the-job training. The YEP Program helps young people to better help themselves prepare for the business world through firsthand experience and training at their own retail outlet. YEP also encourages young shoppers to help themselves by offering discounts as incentives to those who do well academically.

**Youth Work Experience** - provides job placement services to low-income and disadvantaged full-time students between the ages of 16 and 21. The program operates in two cycles. The fall program serves eligible students, providing each participant a maximum of ten hours of work per week for 20-26 weeks. The summer program offers 20-25 hours of work for seven to eight weeks for eligible students.

## *APPENDIX D*

### **Programs Formerly Operated and/or Funded by TCA, Inc.** (PARTIAL LISTING)

**Alcoholism Outreach** - TCA's first substance abuse program; provided support services to individuals and families that were negatively impacted by alcoholism.

**(CEP) Adult Basic Education** - remedial education in reading, writing, arithmetic, etc. Classes were free and held at night so that enrollees could continue job hunting or work in the day time, and continue their education.

**Child Diagnostic Center** - provided assistance to children with behavioral problems; TCA worked with parents, students and teachers to try to improve communications and mutual trust and understanding.

**Concentrated Employment Program** - prepared disadvantaged and underemployed applicants to accept employment; included extensive support services.

**Credit Unions** - opened for residents in the various target areas of Central City, Desire and St. Bernard.

**Dixon Research Center** - a research center designed to study "black-on-black" crime.

**Economic Development Unit** - an independent private nonprofit corporation founded by TCA to develop non-governmental funding and long-term funding strategies to aid the continued operation of Total Community Action, Inc.

**Elderly Victimization Assistance Program** - established in the '70s to address the unfortunate need for intervention due to the increased incidence of crime against the elderly. Individual and group counseling provided senior customers with information and skills learned to protect themselves. Interested senior customers were assisted with the categorizing and engraving of valuable items, senior assistance directory, and the burglar proofing of doors and windows. The program was headquartered at the Total Community Action's main office on South Jefferson Davis Parkway with satellite operations located at Central City EOC on Jackson Avenue and Irish Channel Action Foundation on Magazine Street. Directors of the program were Wilson Bowie, Wallace Young and Aliska Moffett.

**Family Advocacy Program** - provided assistance in parenting, income maintenance, child custody disputes, consumer affairs and many other referral and follow-up services.

**Family Planning Inc.** - services directed towards prenatal care, infant care and birth control.

**Female Jobs and Business Opportunity Program** - an integral part of the overall TCA leadership development activities; opportunities opened with and through TCA were extended to females with a sensitivity to their growing head of the family responsibilities.

**Foster Grandparents** - a program designed to share the love and the wisdom of seniors with children who had no significant grandparents' presence

**Food Stamps** - the government sponsored Food Stamps program helped low-income families purchase needed food. The food stamp program is sponsored by the United States Department of Agriculture. Local food stamp issuing offices were located in Total Community Action's targeted areas. Local neighborhood residents were invited to serve on the food stamp advisory board and some had the opportunity to work in the program. Applications are now processed at the local welfare office and upon approval recipients use the Louisiana Purchase Card instead of paper stamps.

**Homeless Program** - provided shelter, vouchers and hygiene kits to homeless people; collaborated with Brantley and the Salvation Army to assist the homeless.

**Manpower Development Training Act** - full-time adult education program, concentrated employment programs that fitted enrollees into already operating remedial education program. Enrollees received stipends while attending.

**Medicare Alert Program** - provided for teams of elderly citizens, for a period of eight weeks to supplement efforts of Social Security Administration to inform the elderly of the benefits under medicare.

**Multi-Media Center** - a training program and resource center for the visual arts.

**Neighborhood Youth Corps** - youth were employed in a variety of community service activities operated by government and non-profit corporations.

**New Careers** - a jobs program that targeted the needs of the underemployed and those with obsolete skills.

**New Orleans Food Bank** - the solicitation, collection, storage and distribution of food products for use in emergencies; has provided help to thousands.

**New Orleans Health Corp.** - a private nonprofit corporation established in partnership with the Model Cities Program and the State of Louisiana to establish a network of neighborhood health clinics.

**New Orleans Legal Assistance Corp.** - pooled the resources of lawyers, students, and investigators to provide a variety of services for people unable to afford legal counsel.

**New Orleans Skills Center** - offered training in auto mechanics, body and fender repair, small engine repair and furniture refurbishing.

**Pilot Program with Edwards Printing** - an economic development activity designed to help entrepreneurs in the target areas. The company used as TCA's model is now a corporation with worldwide sales.

**Project Enable** - consumer and family life education program in four low-income areas. Program conducted by Family Service society and Urban League of Greater New Orleans.

**Project Find** - identified and recruited elderly poor persons, and encouraged their involvement in the planning and development of programs which they believed to be most responsive to their needs.

**Project Independence/Find Work** - was established to equip AFDC recipients who had not completed high school with the academic skills requisite for obtaining a Graduate Equivalency Diploma (GED). Find Work targeted recipients between the ages of 18 and 21 years for literacy upgrade to get their GED.

**Project Score** - a cultural enrichment program for children that offered mathematics, remedial reading, painting, sculpturing, dramatics, dancing, handicrafts and field trips to students of grades four through nine.

**Remedial Reading and Cultural Enrichment program** - study program after school hours for fourth- and ninth-grade students.

**Tel Law/Tel Med** - a tape library of legal and medical information provided by TCA in collaboration with the Orleans Parish Medical Society and designed to assist callers to understand their rights and obligations on a wide array of legal and medical subjects.

**University Without Walls** - a then experimental effort to test the idea of providing college degrees by “removing the walls” of the University; currently a very popular practice now called “distance learning”.

**Upward Bound** - a federal program designed to help disadvantaged students prepare to enter and succeed in college. Established in 1965, it is the largest federal program other than student financial aid programs; to help American high school students attain postsecondary education. Currently, about 44,000 students participate in 563 regular Upward Bound projects around the country. At least two-thirds of each project’s participants must be both low-income and potential first-generation college students. Students typically enter the program in their freshman or sophomore year of high school and can remain in it through the summer following high school graduation. Projects initiated through the Upward Bound program provides students with a variety of services, including instruction, tutoring, and counseling. During the summer an intensive instructional program is offered. The instructional program meets daily for about six weeks.

**Walker-Talker** - a person-to-person outreach service utilized to broaden contacts with the residents of service areas.

**Veterans Outreach** - provided military veterans with employment help, upgrading discharges, housing and VA referrals.

## *APPENDIX E*

### **SOME OF THE CIVIC LEADERS - IN THE BEGINNING**

Mrs. Louis Abramson, Jr.	Herman S. Kohlmeyer
Mrs. H. E. Braden III	Mrs. Monroe LaBouisse
Dr. Leonard Burns	Maurice "Moon" Landrieu
Phillip Ciaccio	Stephen B. Lemann
Emile Comar	Winston C. Lill
James Comisky	Dr. Herbert E. Longenecker
Rev. A. L. Davis	Harry McCall, Jr.
C. C. DeJoie, Jr.	George McKenna
Sterling Dunn	Lawrence Merrigan
Norman Francis	Mrs. George Montgomery
Frank Friedler	Mrs. Robert Reisfeld
Fr. Louis F. Generez	Roy M. Schwarz
Thomas Godchaux	A. P. "Pat" Stoddard
Clarence 'Chink' Henry	Matthew Sutherland
Dr. Homer Hitt	Dr. Daniel C. Thompson
David Hunter	Morgan Whitney
Rev. Homer R. Jolley, S. J.	Laurence M. Williams
Dr. Rodney C. Jung	Richard Wise
Harold Katner	
David M. Kleck	

## *APPENDIX F*

### **SOME OF THE TCA STAFF/BOARD WHO BECAME ELECTED LEADERS**

*Sidney Barthelemy* - State Senator/Mayor, City of N. O.

*Henry Braden, III* - State Senator

*Louis Charbonnet* - State Representative

*Sherman Copelin* - State Representative

*Irma Dixon* - State Representative/Public Service Commissioner

*Carolyn Ford* - President, Orleans Parish School Board

*Johnny Jackson* - State Representative/City Councilmember

*Thomas Jasper* - State Representative

*Edwin Lombard* - Clerk of Court

*Rose Loving* - Orleans Parish School Board

*Theodore Marchand* - State Representative

*Ernest "Dutch" Morial* - Judge/State Representative/Mayor, City of N. O.

*Ellenese Brooks-Simms* - Orleans Parish School Board

*James M. Singleton, Sr.* - President, City Council

*Dorothy Mae Taylor* - State Representative/President, N. O. City Council

*Elliot Willard* - Orleans Parish School Board

Note: Many former TCA employees became members of local and state Democratic and Republican Central Committees.

## *APPENDIX G*

### **PIONEERS**

Dr. Louis Abramson, Jr.	Frank Friedler, Jr.	Winston C. Lill
John B. Armant	Thomas P. Godchaux	Edwin Lombard
Samuel Bell, Sr.	Ellis Hull	Dr. Herbert E. Longenecker
Father David Boileau	Mary Ellen Hamilton	Joseph Marchese
Mary Lee Boyd	Clarence "Chink" Henry	Harry McCall, Jr.
Mrs. H. E. Braden, III.	Dr. Homer L. Hitt	Lawrence Merrigan
Emma Broman	David Hunter	Mrs. George R. Montgomery
Dr. Leonard Burns	Pernella Jenkins	Rosella Robinson
Ateja Bush	Gertude Johnson	Roy M. Schwarz
Andrew Butler	Father Homer R Jolley	Sophia N. "Sally" Sellers
Roy P. Castille	Katie B. Jones	James M. Singleton, Jr.
Emile Comar	Stella Jordan	Matthew Southerland
James Comisky	Clarence Jupiter	Helen Stanwood
Rev. A. L. Davis	Harry B. Kelleher	A. P. "Pat" Stoddard
C. C. Dejoie, Jr.	Preston King	Dr. Daniel C. Thompson
Raymond Diamond	David M. Kleck	Daniel P. Vincent
Sterling Dunn	Warner Klepher	Morgan Whitney
Winifred Anderson Edwards	Herman S. Kohlmeyer	Adele Williams
Pearlie Hardin Elloie	Evonne Lacy	Alberta Williams
Victoria Fletcher	Maurice "Moon" Landrieu	Allie Mae Williams
Sheriff Charles C. Foti, Jr.	Helen Lang	Lawrence M. Williams
Dr. Norman C. Francis	Leonard Lee	
Delores Francois	Stephan B. Leman	

## APPENDIX H

### HEAD START CENTERS

**Algiers-Fischer Head Start Center**

2030 Whitney Avenue Bldg G  
(504) 362-2680

**Annette Head Start Center**

1625 Annette Street  
(504) 947-2382

**Berean Head Start Center**

1629 Simon Bolivar  
(504) 524-1281

**Carrollton Head Start Center**

8539 Willow Street  
(504) 861-0354

**Desire-McNair Head Start Center**

2727 Louisa Street  
(504) 944-7496

**Diana Head Start Center**

2144 Pace Boulevard  
(504) 366-4626

**Dryades Head Start Center**

1501 Oretha Castle Haley Boulevard  
(504) 524-1767

**Founders Head Start Center**

4128 Franklin Avenue  
(504) 945-4128

**Gentilly East Children's Village**

**-Preschool Head Start Center**  
**-Early Head Start Center**  
4347 Reynes Street  
(504) 242-1279

**Head Start Family Resource Center**

4219 North Rampart Street  
(504) 947-1066

**Head Start Training Center**

1402 South Jefferson Davis Parkway  
(504) 827-2230

**James M. Singleton, Jr. Head Start Center at Little Woods**

14441 Curran Place  
(504) 240-3301

**Law Head Start Center**

3056 Laussat Place  
(504) 949-5591

**Lizardi Head Start Center**

1804 Lizardi Street  
(504) 948-7667

**Lower Ninth Ward Head Start Center**

1616 Caffin Avenue  
(504) 945-0439

**Magnolia II Head Start Center**

2700 Louisiana Avenue  
(504) 891-5016

**Martin Luther King Head Start Center**

1401 Simon Bolivar  
(504) 524-0391

**Oak Leaf Head Start Center**

1333 South Carrollton Avenue  
(504) 861-1110

**Peace Head Start Center**

2500 South Broad Street  
(504) 821-9667

**Philip Head Start Center**

2710 St. Phillip Street  
(504) 524-7816

**Treme Head Start Center**

1136 North Galvez Street  
(504) 821-8263

**Versailles Head Start Center**

14738 Peltier Street  
(504) 254-1050



## *APPENDIX I*

### NEIGHBORHOOD CENTERS

**Algiers Fischer Community Organization**

Neighborhood Development Center  
1111 Newton Street  
(504) 366-6321

**Central City Economic Opportunity Corporation**

Neighborhood Development Center  
2020 Jackson Avenue  
(504) 524-3484

**Desire Area Community Council, Inc.**

Neighborhood Development Center  
2727 Louisa Street  
(504) 949-2781

**Irish Channel Action Foundation**

Neighborhood Development Center  
1813 Magazine Street  
(504) 525-0876

**Lower Ninth Ward Neighborhood Council, Inc.**

Neighborhood Development Center  
1616 Caffin Avenue  
(504) 944-0172

**St. Bernard Community Council**

Neighborhood Development Center  
3233 1/2 St. Bernard Avenue  
(504) 945-0011

**Lake Catherine Senior Citizens Center**

Rt. 6 Box 278  
Lake Catherine, Louisiana  
(504) 662-566

## *APPENDIX J*

### **TCA's CURRENT BOARD OF DIRECTORS**

**Honorable James M. Singleton, Sr., President**  
City Councilmember

**Mrs. Ellenese Brooks-Simms, Vice President**

**Reverend Charles Southall, III, Secretary**

**Missionary Gwendolyn Webster Rollins, Chaplain**

**Honorable Marc M. Morial, Mayor**

**Ms. Lizzie Bailey**

**Ms. Sandra A. Berry**

**Honorable Troy A. Carter, City Councilmember**

**Mr. Linus Coignet**

**Ms. Beulah Amos Dixon**

**Ms. Yolanda Estrada**

**Ms. Thelma French**

**Ms. Yvonne Mitchell-Grubb**

**Mr. Nathaniel Hall**

**Reverend Robert S. Hall**

**Mr. Johnny Jackson, Jr.**

**Honorable Cynthia Williard-Lewis, City Councilmember**

**Honorable Arthur Morrell, State Representative**

**Ms. Jennie Dung Nguyen**

**Mr. Simeon Sanders**

**Mr. Clarence A. Smith**

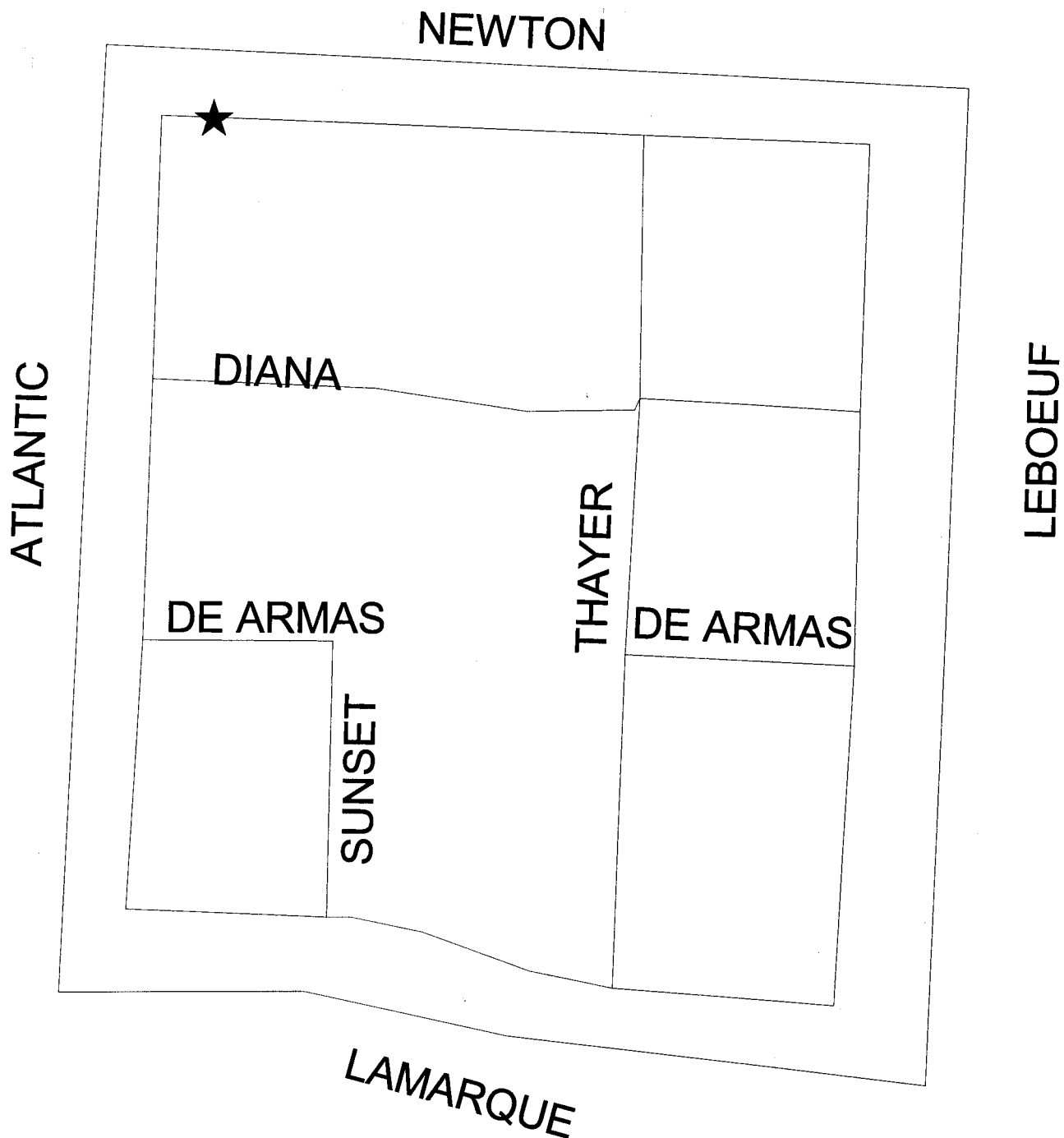
**Mr. Gerald V. Williams**

# Acknowledgements

# Algiers/Fischer Neighborhood

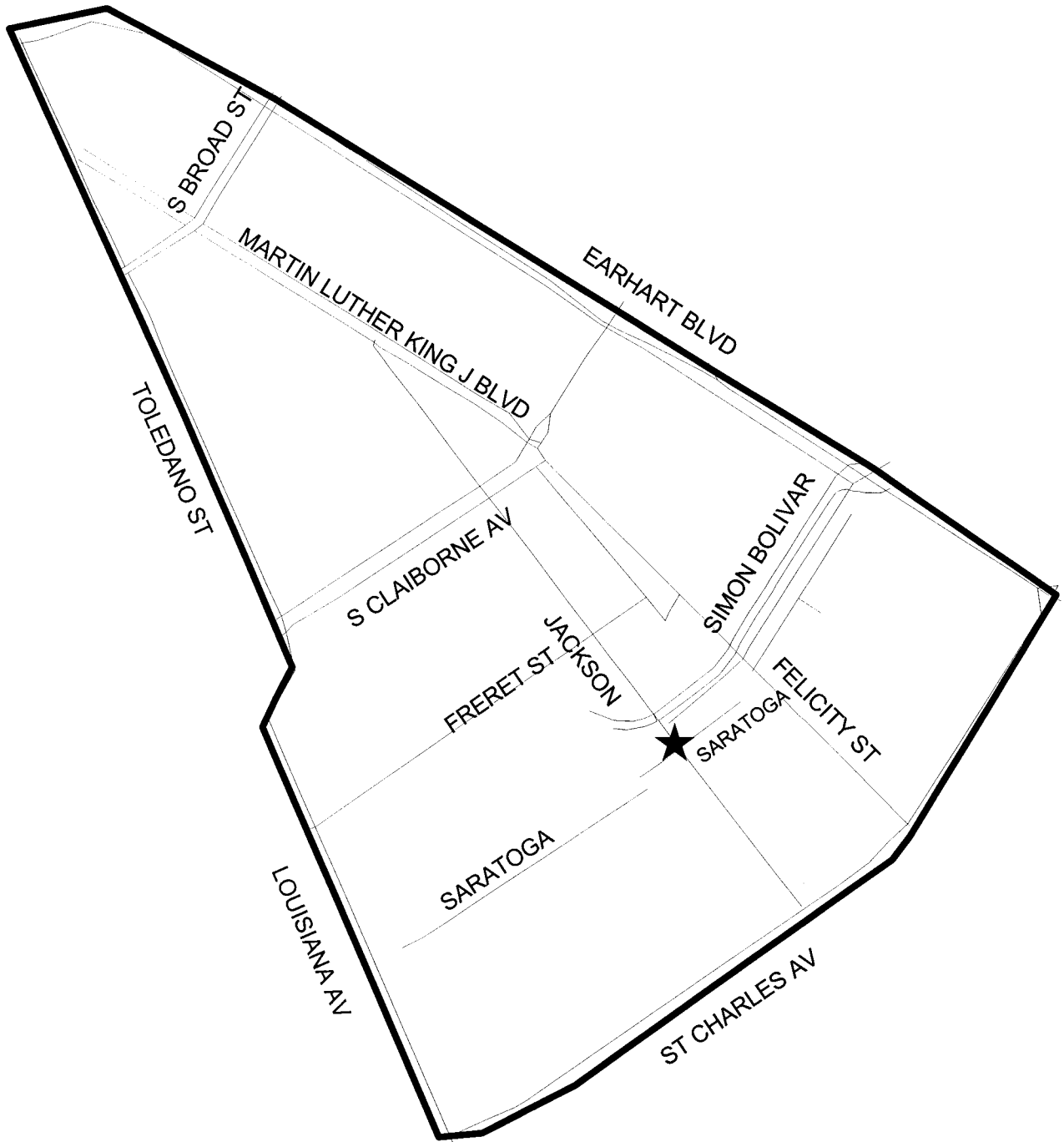


Algiers Fischer Community Organization, Inc.  
1111 Newton Street



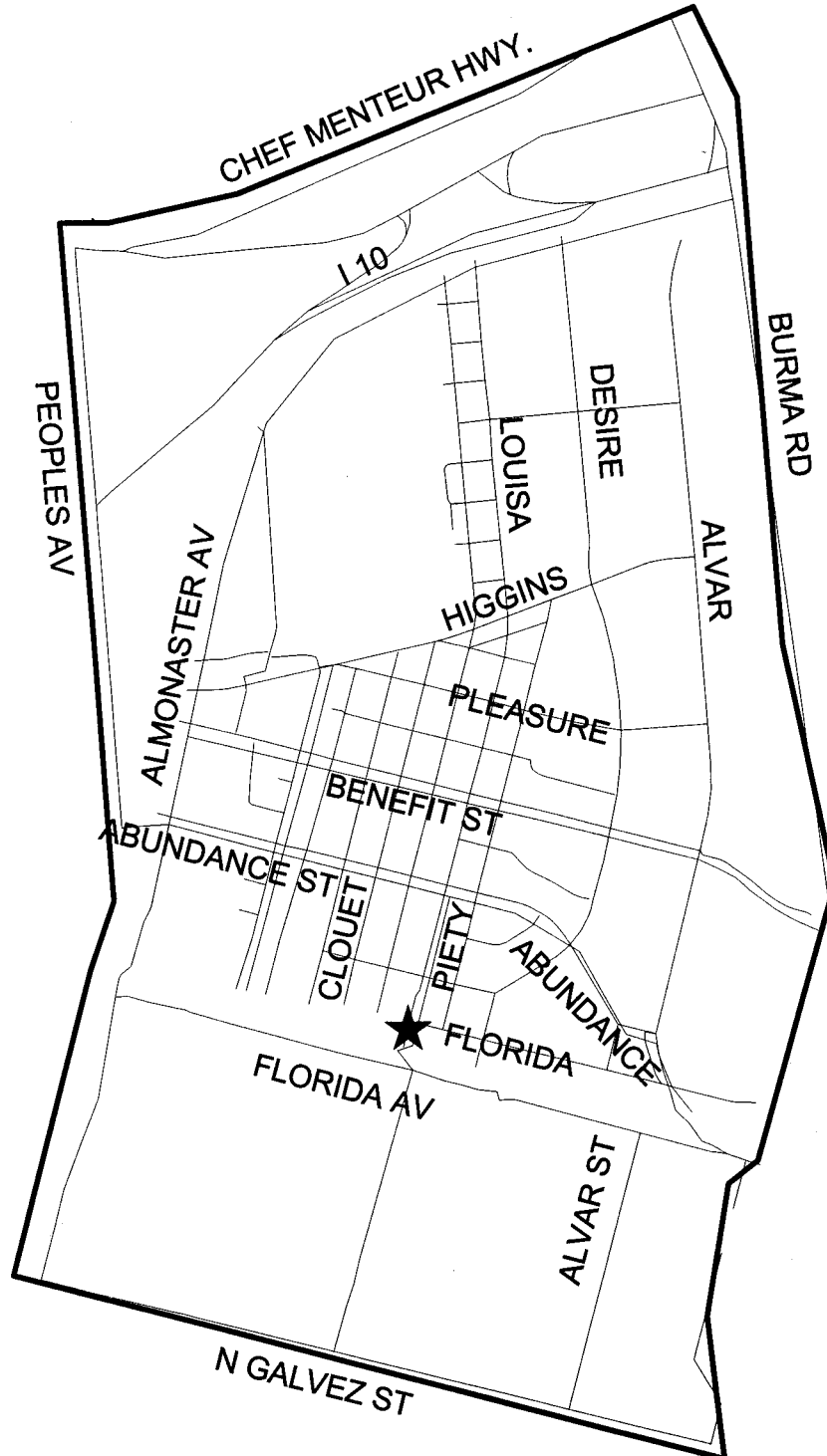
# Central City Neighborhood

★ Central City Economic Opportunity Corporation  
2020 Jackson Avenue



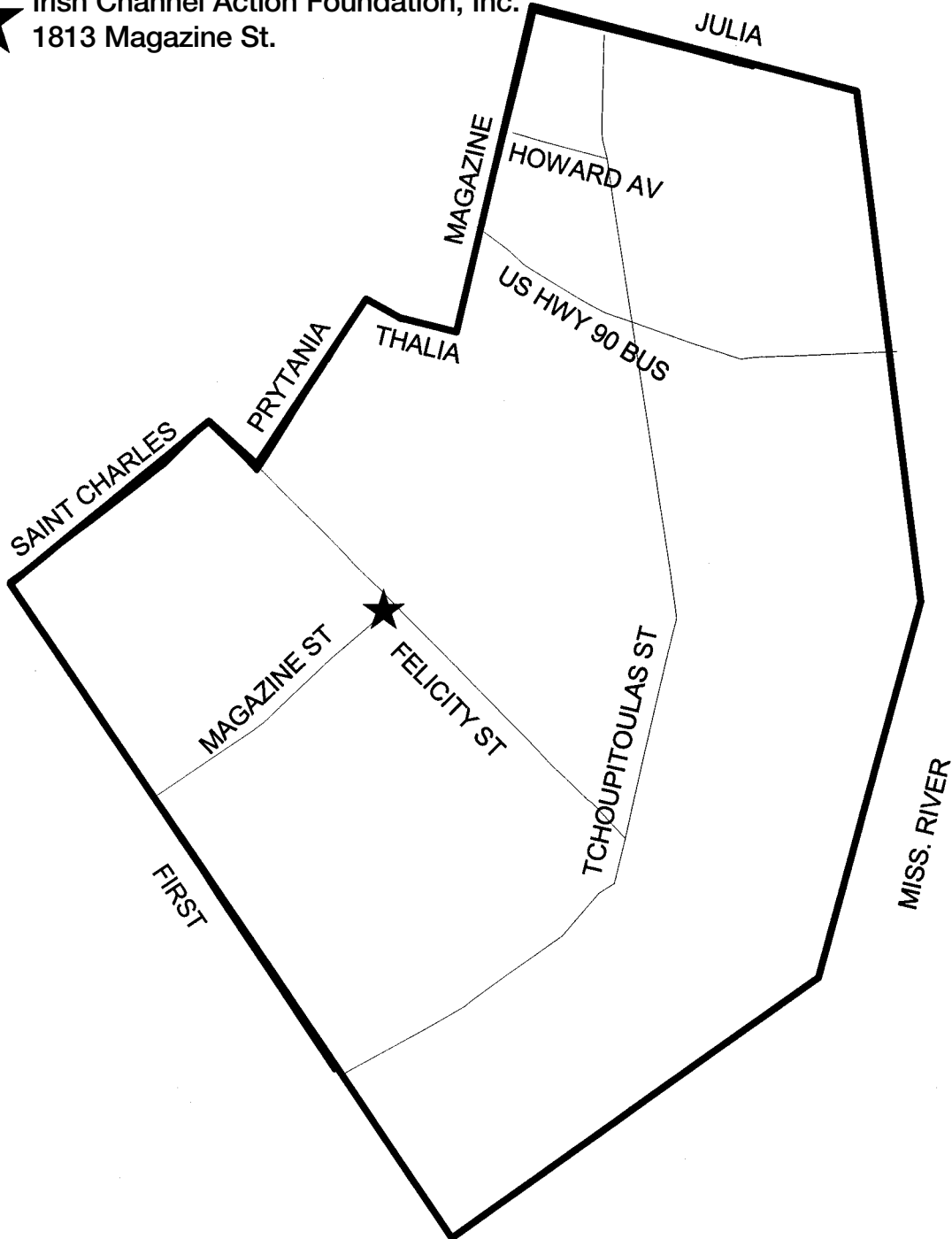
# Desire/Florida Neighborhood

★ Desire Area Community Council  
2727 Louisa Street



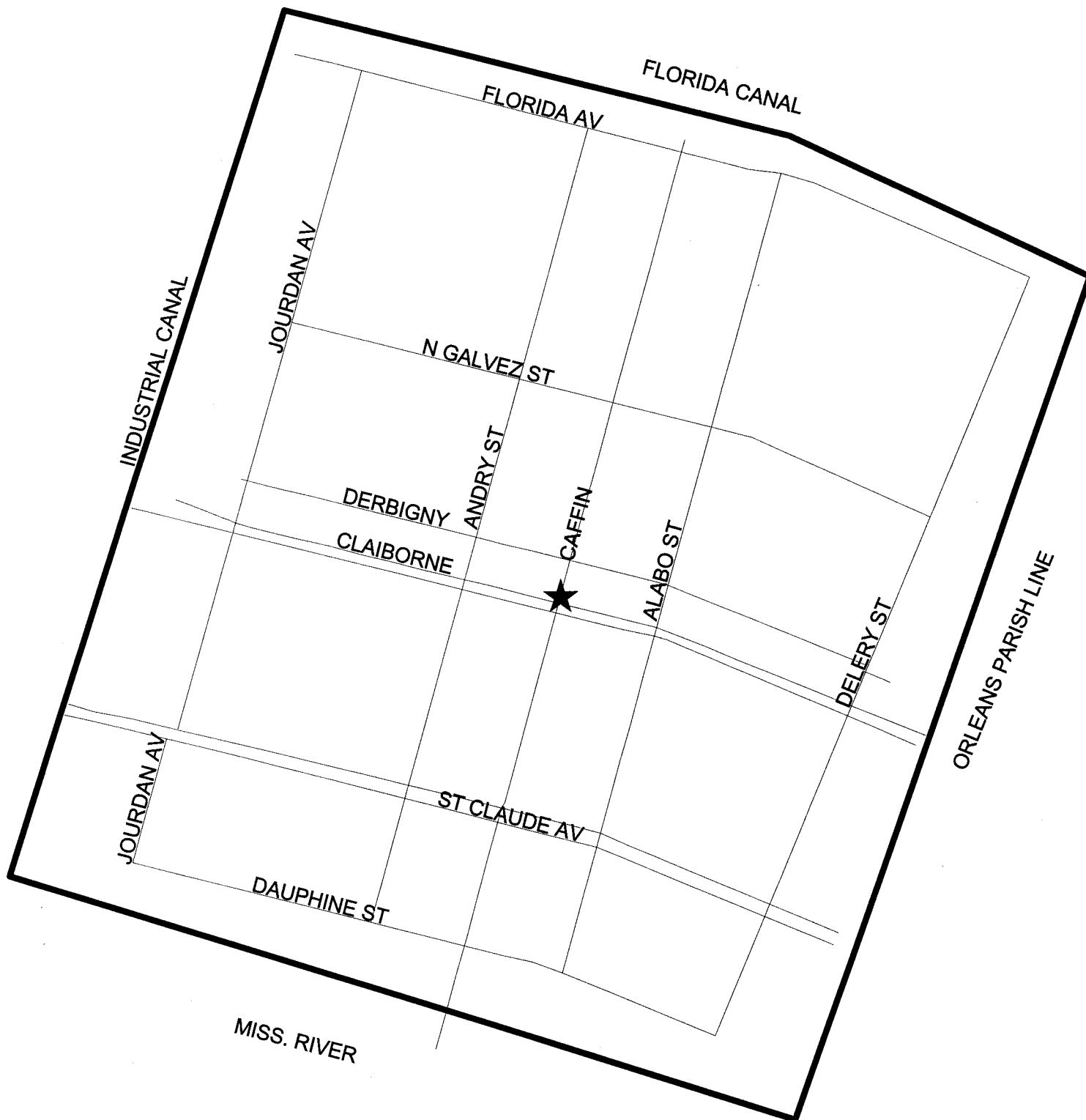
# *Irish Channel Neighborhood*

★ Irish Channel Action Foundation, Inc.  
1813 Magazine St.



# Lower Ninth Ward Neighborhood

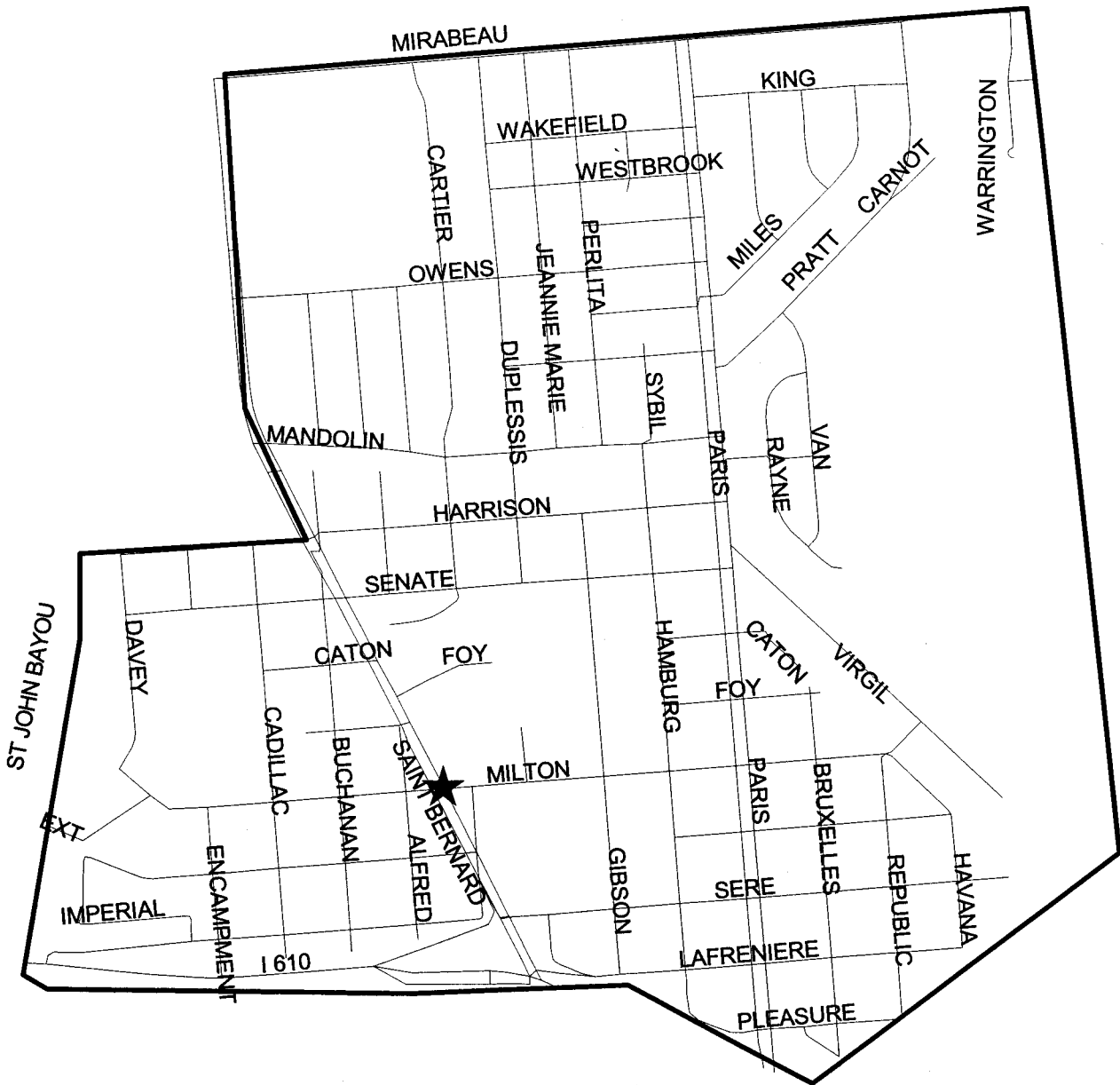
★ Lower Ninth Ward Neighborhood Council, Inc.  
1616 Caffin Ave





# St. Bernard Neighborhood

★ St. Bernard Community Council, Inc.  
3233½ St. Bernard Avenue



**TEL**