

If we are going to change things, we've got to take the initiative ourselves. We've got to look within ourselves and within our own communities for the answers, instead of looking to Washington or Austin.

Rita Clements, Texas First Lady

SAN ANTONIO'S BOLD WELFARE INITIATIVE

Welfare is a drag. No place to be. It's poverty. Two, three-year old kids running around a project apartment, without bottoms or tops, crying and carrying on desperately. Everything is unkempt: The kitchen, bedrooms, bottles of pop and fast food goodies are scattered about, the TV's picture is rolling aimlessly, and the woman head of this household of four (3 children, one woman adult) is madder than a hatter because she's got nothing to do. There's a rage building up inside of her and the kids, but she can't do anything about it. It's all so pointless. She's trapped. She can't work. Her self-respect is shattered. She's unskilled. Why do anything? Why not mellow out with some pills or wine? That's the welfare trap.

But hold on. Somebody is doing something about it. In San Antonio, Texas an unusual alliance of hardcore private enterprise businessmen and a federally- and city-supported model welfare reform project has produced a realistic and spreading alternative to the welfare trap.

The Road to NWE Inc.

The story begins with Lupe Anguiano, founder and president of the National Women's Employment and Education Inc. (NWE). Anguiano has been at the forefront of every major social battle waged by Hispanics in the last 15 years. In the 1960s, she spread the word of *la causa* to the industrial centers of the country, and was a principal architect, though this is not widely known, of the Bilingual-Bicultural Education Act of 1968. In 1971, she joined the

historic DHEW Women's Task Force, an experience which triggered her commitment to reform the A.F.D.C. (Aid to Families with Dependent Children) Welfare Program. The Women's Task Force, which included Gloria Steinem, Bella Abzug and Betty Friedan, led to the founding of the National Women's Political Caucus, of which Anguiano was a founding member.

The first decisive step in the 7-year effort to produce "a realistic alternative" to the welfare trap began with the "Let's Get Off Welfare Campaign" launched in San Antonio in November 1973. At the time, Anguiano was serving as Regional Director for the Southwest Regional Office for the Spanish-Speaking (SWROSS) of the National Council of Catholic Bishops. By then, she was well aware of the dynamics of being on welfare. In Washington, D.C. she had analyzed the legislation and examined the program guidelines and procedures of the A.F.D.C. Welfare Program, by far the most controversial and costly part of the overall federal welfare package. Once in San Antonio, she sought direct contact with the other end of the welfare spectrum. An organizer pretty much acts and functions as an entrepreneur. If you're starting-up a business to produce a product or a service, you first analyze your market. Anguiano lived with the women on welfare in the projects for six months and spent countless hours with them so that she could observe and understand the experience. She recalls:

The first pinch of poverty I experienced was running out of food after

the third week of the month (in Texas a woman with a family of four on A.F.D.C. receives \$140.00 each month). I often accompanied the women on a visit to the doctor, to a food stamp office or on a visit to the Department of Public Welfare. Finding transportation was the first problem. Having very little or no money, but trying to find a baby sitter to stay with the younger children or having someone stay at home to wait for the children when they came home from school was another problem. Trying to deal with attorneys who insisted that the woman should know where the father of her children lived — and the woman fearing a beating by the husband if she did tell where he could be found even if she knew was another problem.

At the projects Anguiano confirmed everything she had suspected. While the A.F.D.C. program consumed incredibly high administrative costs, in some cases up to 75 percent, it yielded minimum benefit-value to welfare recipients. She found the women (many minority, Hispanic women) were young, wanted to learn, wanted to work, but the welfare program confronted them with disincentives. If they worked, they were penalized by having their meager welfare checks decreased in value. They received no incentives to work, and no job-training or educational assistance. Lupe Anguiano observed in the field that the application of welfare guidelines served only to perpetuate a frustrating cycle of "economic

and psychological dependency." She also knew that the system was fundamentally discriminatory toward low-income women inasmuch as more than 90 percent of all families receiving A.F.D.C. welfare assistance, three and a half million in the country, were headed by women, many of them minority women.

The "Let's Get Off Welfare Campaign" of November 1973 produced two

powerful Democrat, represents the district in Washington, D.C. The point: Mexican Americans exercise public influence in San Antonio virtually to the same degree that Cuban Americans do in Miami.

Meanwhile, the Chamber of Commerce is busy marketing the private sector virtues of the city to the nation's industrial interests. At the same time, it has also taken the extraordinary step of

Unidas with its "Let's Get Off Welfare Campaign" in 1973. Ever since the first business person responded — individuals like Cappy Lawton of the 1776 Corporation, Philip Parker of Houston Bridge & Engineering Company, Bill Hudson of Alamo National Bank, John Sackett of Alamo Iron Works, Ofelia Garza of Central Office Supply — an alliance has evolved between the business community, the Chamber of Commerce and Lupe Anguiano's efforts to reform A.F.D.C. welfare.

Anguiano's basic principles are simple. She says, "75 percent of all women on welfare are young, healthy, intelligent women who would select a job over welfare if a job were offered to them. What keeps them off the job market and on welfare," Anguiano explains matter-of-factly, "are basic practical things like: lack of employment or job information, lack of job training, of child care and of transportation." Providing such services is what NWEE is all about. "Usually," says Lupe Anguiano, "it takes a woman about a year to adjust to the world of work."

In 1977, Anguiano got the Texas Legislature to support a Texas A.F.D.C. Welfare Reform Program to be patterned after the successful San Antonio model. But the Texas Department of Public Welfare, charged with implementing the law, refused to develop the state effort after the San Antonio experience, and

"What keeps them off the job market are practical things like lack of job information, job training, child care . . ."

solid results. First, 500 women left the A.F.D.C. welfare assistance program within a six-month period for job opportunities found for them by "Mujeres Unidas" (United Women). "Mujeres Unidas," a SWROSS church-supported program, created the "Low Income Women's Employment Model Project," predecessor of NWEE. Another crucial outcome of the Campaign, entirely unexpected, was the response of the San Antonio Kiwanis Club and local business community.

Forging the Private Sector Connection

San Antonio, some local businessmen like to say, is the sunbelt's "best kept secret." While Houston and Dallas are rocking and rolling with high-growth business, San Antonio's economy remains tied, at least in the public's eye, to its military bases and the tourist trade. But the picture is changing.

According to Cliff Terrell, Executive VP with the San Antonio Chamber of Commerce, the local business community has been taking a new, more aggressive posture of late toward attracting new, clean industries to the city. The Economic Development Council, presently headed by John D. Sackett, Executive VP of Alamo Iron Works, and the Economic Development Foundation, both action arms of the Chamber, are pursuing busy agendas. Response to a full-page ad campaign featuring an upbeat "United San Antonio" image in the *Wall Street Journal*, has produced good results.

The city is changing in other ways too. Four Mexican Americans sit on an eleven-person city council, which includes Mayor Lila Cockrell. A large cross-section of San Antonians believe Henry Cisneros, who sits on the Council, has a good chance of being mayor of the city. San Antonio's influential Catholic population is guided by the popular and socially-conscious Archbishop Patricio Flores. The popular Congressman Henry B. González, a

adopting a resolution agreeing to establish an Employer's Task Force to advise NWEE Inc. in acquiring private sector financing and assistance in order to be free of federal regulations which impede its effectiveness. The upshot of such an innovative proposal suggests at least a partial no-cost welfare reform script to the taxpayers.

The National Women's Employment and Education, Inc. (NWEE), incorporated as a not-for-profit corporation in 1979, is the direct product of a 6-year experience launched by the Mujeres



Bill Hudson and John Sackett of the San Antonio Chamber of Commerce with Lupe Anguiano

Anguiano left her position as a consultant to the Texas Welfare Reform Model Program.

In the following year, 1978, she participated as chair of the National Women's Political Caucus Welfare Reform Task Force, in the hearings which produced President Carter's "Social Welfare Reform Amendment of 1979" and "Work and Training Opportunities Act of 1979," which she supported although the bills did not encompass comprehensive welfare reform. Toward the end of the year the First Lady, Rosalyn Carter, invited Anguiano to discuss her San Antonio experience with other participants of a Seminar on Employment

development of job skills. NWEE handles all of the administrative tasks and communicates very effectively with the women, because the program staff is made up of women who escaped the welfare trap themselves. At the same time, a hardnosed private sector realism guides the program; emphasis throughout is on cost-effectiveness and management controls. A smooth process of accountability and evaluation, as well as a no-frills all-woman staff of 14 (with one male exception), has produced a high-profile success story. "I appreciate working with private sector individuals," says Anguiano, "they're reliable, they get things done."

promoted Jane Nutkins to a foremanship.

Philip Parker, VP at Houston Bridge and Engineering Company and one of the first employers to hire NWEE program graduates, has become such a strong supporter of the program that he's now chairman of the NWEE board of directors. How did he get involved with NWEE, we ask: "Lupe called me on the phone, and before I knew it here I am." Parker is laudatory about the commitment of the women hired through NWEE.

Anguiano has called on many another business person and professional in the city to pitch in, and so far her batting average is not bad. The program has the force behind it — that is, the force of the private sector and the influential Chamber of Commerce. Why is the Chamber behind it? Cliff Terrell, VP, doesn't equivocate: "the program is a winner . . . businessmen respond to it because of its high success rate and low operating costs."

Recently, in May, Frank W. Phelps, NWEE board member and owner of the Little Rhein Steak House and the Chamber of Commerce gave a luncheon in honor of NWEE which was addressed by Texas First Lady Rita Clements. More than a hundred San Antonio businessmen attended the event to hear the Governor's wife forcefully endorse and urge private sector support for NWEE. Many businessmen also took the pledge at the luncheon and signed up to train NWEE candidates for private sector employment.

NWEE In Other Cities

The organization and the method are becoming widely known. Lupe Anguiano was recently selected as a recipient of the Friends of Vista Award for exceptional service and work to end poverty, one of four individuals selected from around the country. *Sixty Minutes* will do a Fall segment on NWEE and welfare reform. Several foundations like Rockefeller, Exxon, American Income Life Insurance Company, City of San Antonio, and XEROX have made grants to NWEE to enhance its capabilities. National magazines like *MS* and *QUEST/80* have focused national attention on NWEE.

Other cities with situations similar to San Antonio's have responded with interest in using the NWEE approach. A program in El Paso sponsored by the Chamizal Institute Foundation, a bi-national U.S.-Mexican foundation, is to be launched soon with funding from the Texas Border Commission. The implications of the El Paso venture could be bi-national. Denver, Colorado also wants to develop a local version of NWEE, as do Dallas and Albuquerque. Inquiries arrive at the offices continually from other communities. For the mo-

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chaired by Mrs. Carter. Subsequently, Secretary of Labor, Ray Marshall took note of the program, as well as Alexis Herman, Director of the Women's Bureau of the Labor Department. Alexis Herman made it possible for NWEE to secure a sizeable federal support grant. The gist of the various inter-connections is that NWEE is presently endowed with operating and development capital from the Department of Labor (a two-year grant of \$304,390) and a City of San Antonio CETA (Comprehensive Employment and Training Assistance) grant of \$226,629. Basically, the DOL monies are committed to disseminate the San Antonio model project to other interested communities and the City grant funds the San Antonio program.

But why then, if the feds are providing the dough, is the connection with the private sector so important after all? Largely because NWEE is the product also of some basic private sector contributions as well as of control practices common to private sector companies. For instance, one of the major successes of the NWEE model is due to its job training program which is offered free by the private sector employer. Job placement is often also handled by the private sector company doing the training. The private companies in turn appreciate a reliable source of well-trained, highly-motivated women which they are mandated to hire according to goals established by federal affirmative action requirements. NWEE recruits and provides the initial orientation training, which involves motivational, awareness workshops and the

According to Robert Milne, a UTSA (University of Texas at San Antonio) sociologist who evaluated the NWEE model project in 1978: "the performance record on participant placement is at a level almost unheard of in programs in this area of public policy. In addition, the phenomenal success rate was achieved at very low cost." While it costs the federal government between \$3,000 to \$15,000 to train an individual, NWEE's average cost comes out to \$671 per participant. Moreover NWEE provides a highly effective follow-up program on each job placement for a whole year. In contrast, WIN, the only federal program offering job training and placement opportunities basically only acts as a referral service for women looking for work. Most WIN referrals are to low-paying service jobs. NWEE also found that 86 percent of the WIN administrators were retired military men who lacked special training to work with low-income women.

NWEE's current pride and joy is the success of its non-traditional employment opportunities program. One of the key features of the NWEE success story involves non-traditional job placements in the construction industry, which are higher paying. NWEE graduates have been awarded heavy equipment operators certificates by the Texas Highway Department. Companies like the Houston Bridge and Engineering Company and H. B. Zachry Company have trained and hired NWEE women to operate cranes, clamshells, backhoes and front-end loaders. Austin Bridge Construction recently

EEO BANKING PRACTICES

The Office of Federal Contract Compliance Programs (OFCCP), a part of the U.S. Labor Department's Employment Standards Administration, has clarified its treatment of alleged EEO (equal employment opportunity) violations by banks, savings and loan associations, credit unions and other contractors with federal deposit insurance. The clarification revises and amends an earlier OFCCP proposed regulation (of December 28, 1979) which specifically identified deposit insurance as a contract covered by federal EEO requirements. According to the new clarification, federal deposit insurance for banks and other financial federal contractors will not be terminated by the U.S. Labor Department for equal employment opportunity violations.

The revised requirements refer to non-discrimination and affirmative action for minorities, women, religious and ethnic groups, handicapped persons and veterans employed by government contractors. No give-aways are intended in this program, as is so often portrayed in the majority mass media. At issue is simply the matter of enforcing federal equal employment opportunities in the banking and credit industries. EEO requirements, it is also important to note, are not intended to impact solely on racial minorities.

Any possible EEO violations among contractors with federal deposit insurance, according to the newly clarified OFCCP requirements, would be referred to the Justice Department to seek injunctive relief for persons alleging discrimination. Other cases would be referred to one of the regulatory agencies which underwrite deposit insurance, either before or after an administrative hearing within the Labor Department. Such agencies include the Federal Home Loan Bank Board, the National Credit Union Association and the Federal Deposit Insurance Corporation.

The recently issued clarification is designed to correct misconceptions within the banking industry that federal deposit insurance might be jeopardized. Weldon J. Rougeau, OFCC Director, commented: "EEO coverage of deposit insurance recipients is not new ... the current amendment merely spells out more clearly how the program intends to treat this type of contract relationship." Under the earlier EEO require-

ments, financial institutions with deposit insurance would follow similar EEO requirements as other contractors, including maintaining written affirmative action plans for their facilities.

ENFORCING EEO BANKING PRACTICES

National City Bank of Cleveland, one of the top 50 banks in the U.S., could face federal sanctions because of alleged job bias against women and racial minorities. Assistant Secretary of Labor for Employment Standards, Donald Elisburg, said the department has filed an administrative complaint against the bank, charging race and sex discrimination against employees and applicants in a variety of its employment practices. A sizable number of the bank's 1400 women and 200 minorities were found to be "suffering the present effects of past discrimination," according to Assistant Secretary Elisburg. He went on to comment: "The job bias in this bank appears to be traditional and deeply-rooted. Despite equal employment opportunity gains women and minorities have made elsewhere, existing discrimination has apparently held back their progress at this bank."

Under Executive Order 11246, employers doing government business cannot discriminate in employment because of race, sex, color, religion or national origin. National City Bank is a federal contractor because it subscribes to federal deposit insurance, and serves as both a federal depository and as an issuing and paying agent for U.S. Savings Bonds and Notes. National City handled a total cash flow of about \$1.5 billion in federal tax deposits last year. Its total assets exceeded \$3.8 billion last year.

The administrative complaint began with a compliance review of National City Bank in 1978 launched by the Chicago office of the Labor Department's Office of Federal Contract Compliance Programs (OFCCP). Evidence of job bias was found in such areas as salary levels, selection procedures, promotions, recruitment, placement and training. Banking is one of several industries where the OFCCP has noted both a high level of discrimination complaints from individuals and a projected employment growth. **[B]**

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ment, the organization is committed to helping the four above mentioned communities to start-up locally-managed and governed versions of NWEF. The national office commits to provide technical assistance in developing the projects, and sometimes operating funds for one year. The Department of Labor currently has a major NWEF proposal to assist Denver, Dallas and Albuquerque start-up operations under review.

Meantime, the best evaluations come from the women helped by NWEF to escape the welfare trap. Listen to Rosemary de Leon, a backhoe operator with Houston Bridge: "I used to be afraid of tomorrow ... I've been on my own since January, and I'm proud of that. My kids are proud too. They like to tell their friends their mom's a backhoe operator in construction." Some women have gone into business for themselves. Gracie Chavez got a contract from the San Antonio Housing Authority and started a pest control business. She says: "The best thing Anguiano's program did for me was give me the courage to start a business. I never would have even considered it before the program."

The women alumnae have organized into an Association and run their own child care center. During a recent meeting of the Association, Jodi Alvarez, current president, presented an agenda for the 1980s which includes health insurance, jobs and upward mobility, economic development and sports. Pauline Pezina, a resourceful NWEF training coordinator, not long ago attended a Women in History Institute at Sarah Lawrence College and returned excited with a strong sense of the historical role of women.

We finally ask Lupe Anguiano, what's the toughest part of the job? "Two things," she replies, "maintaining good management control over the program and combatting the entire welfare dependency system." Since 1973, Anguiano's efforts have resulted in the training of 1500 women. But she doesn't want to develop another bureaucracy or national organization. "If other communities want to try out the NWEF method the most important step they have to take is to develop local support systems with the help of private sector assistance," she will tell you.

Meanwhile the effort to secure private sector funding to have the program develop alternative capitalization will continue. Anguiano is optimistic. She's also convinced that the whole relationship with business is vital to the future success of the program. A member of numerous national organizations, she seems proudest of her membership on the Steering Committee of the Chamber of Commerce's Small Business Council. **[B]**

POINTING THE WAY... NATIONAL WOMEN'S EMPLOYMENT & EDUCATION, INC. FOUR NEW CENTERS IN 1980

"The solution to resolving the many problems of the Aid to Families with Dependent Children (A.F.D.C.) welfare program is basically to assist women heads of families become economically self-sufficient so that they may be able to support their families with dignity and respect. In other words, I think it has been a mistake to focus a national program on providing services to children while ignoring the economic stability, through employment opportunities, of the family head who should be the provider."

Lupe Anguiano, NWEE Founder and President

The federal government spends \$11.8 billion annually to provide a poverty income to three-and-a-half million families dependent on A.F.D.C. welfare all over the country. Over 90 percent of the families on welfare are headed by women. In some cases, nearly 75 percent of overall A.F.D.C. program costs are charged to program administration. Even worse, taking welfare creates economic and psychological dependency. The country is deprived of productivity.

NWEE, INC. — The National Women's Employment and Education Inc. is the institutional product of a seven-year effort waged in San Antonio, Texas to provide an alternative to welfare. Over the years, NWEE has confirmed that low-income women overwhelmingly respond to an alternative to welfare. They want jobs. What keeps them on welfare is that they lack awareness about employment, job skills, child care facilities and transportation.

NWEE provides women on welfare with the basic tools of job training and employment. The program cycle begins with locating jobs: **JOB DEVELOPMENT**. Once job opportunities are identified, an assertive effort follows to find women to fill the jobs: **OUTREACH**. Women selected go through an intensive three-week **EMPLOYMENT READINESS SKILLS TRAINING PROGRAM (ERSTP)**. Upon completion of the ERSTP three-week cycle, the employer selects the applicants to train and hire: **EMPLOYMENT PLACEMENT**. The concluding step is a one-year job follow-up and individual counseling option. The Five-Step Program: Job Development, Outreach, ERSTP, Employment Placement and Follow-Up has been field tested extensively with solid results.

THE KEY — PRIVATE SECTOR SUPPORT. One unique feature of NWEE's success has been the support given by San Antonio's business community. The Kiwanis and Chamber of Commerce have both provided key support in the form of coordinating training and placement opportunities. NWEE's operating and cost standards stress economy and cost-effectiveness. Due to the partnership with private enterprise companies, NWEE's operating costs are remarkably low in comparison to what it costs the federal government to assist a family on welfare or train a CETA job placement.

NON-TRADITIONAL EMPLOYMENT. In the past, low-income women have mostly been offered employment opportunities as waitresses, store clerks, cashiers, nurse's aides and other low-paying occupations. NWEE is now concentrating on job placements in the higher-paying construction industry and skilled trades. NWEE graduates have been awarded heavy equipment operators certificates by the Texas Highway Department. NWEE women operate cranes and front-end loaders. They're welders. They work as electrician apprentices.

DEVELOPMENT IN 1980. With grant support from the Department of Labor and the Texas Border Commission, NWEE plans to disseminate the San Antonio model project to four cities in 1980: Dallas, El Paso, Albuquerque and Denver. NWEE plans to implement a 5-Year Program Plan which calls for developing low-income women's employment programs in three different communities each year for a total of 19 communities or cities by 1985. The women employed from the new projects will not only pave the way for welfare reform, but also become the leaders of the movement to reform the A.F.D.C. Welfare Program.



"Many businesses have had bad experiences with training programs involving the hard-core unemployed. That has not been the case with the workers we have found through NWEE. For one thing, NWEE works closely with employers in creating their training programs. The women they graduate are prepared for the jobs (mentally and physically). Our NWEE trainees have been with us for over a year. They've earned their way into our organization and are performing exceptionally well. Eventually I expect to see these women assuming such positions as foreman and superintendent."

Philip Parker, VP, Houston Bridge and Engineering Company
and NWEE Chairman of the Board of Directors



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The dollars you contribute to NWEE serve to remove women from the welfare rolls at a fraction of what it costs comparable federal programs. Your contribution is tax deductible.

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