# INSIGHTS INFORMING THE CONCERNS OF POST- 9/11 VETERANS AND FAMILIES

Case Study:

Young Women's Christian Association (YWCA) of El Paso Texas







#### YWCA OF EL PASO CASE STUDY

### 1. Organizational Overview

#### History

As the oldest and most comprehensive YWCA in the nation, the YWCA El Paso del Norte Region is located in El Paso, Texas and was officially established on April 9, 1909. Its historical roots, however, date back more than 160 years to the passage of travelers en route to the "Path to the North." The old Wild West town of El Paso provided a rich and profitable route to Mexico and Santa Fe, for those looking for gold. Women working as teachers stopped in El Paso as a safe haven in a rough, western town. Over time, a group of women came together and started a boarding house for other female travelers, followed by a lunch counter. Over time, the range of services expanded from this initial boarding house, which served as the nucleus of today's modern day YWCA. In 1919, the YWCA raised a record \$100,000 as the community identified needs to serve its growing population. The YWCA was asked to take on one project after another resulting in the full-service operation it is today and the largest YWCA in the nation.

Notably, the Fort Bliss US Army installation also started in El Paso. The old Army post pre-dates the American Civil War and is great strategic value to the US military given its size and geographical location. The recent growth of Fort Bliss following the 2005 Base Realignment and Closure has had a substantial economic impact on El Paso, growing the community by nearly 24,000 new Soldiers and their families between 2006 and 2013. This explosive growth (250%) of military families has had a clear impact on the YWCA's programming and services, particularly childcare and women veteran and military spouse-focused services.

#### Mission Statement

The YWCA El Paso del Norte Region has the broad and ambitious mission of being "dedicated to eliminating racism, empowering women and promoting peace, justice, freedom and dignity for all."

#### Organizational Structure

The YWCA is a 501(c)(3) non-profit organization governed by a volunteer Board of Directors. It is the largest of its kind in the nation and is comprised of multiple lines of business including 52 locations, 13 early learning centers, 50 after school programs, 5 community branches, economic empowerment services, and affordable housing. The agency employs 475 people, down from a peak of 750. Notably, 70 percent of the YWCA's employees are women and many of them are also military spouses, including the current CEO. The YWCA makes an intentional effort to "improve the hearts of people who work here,"

and those team who has demonstrated this heart-felt approach are charged with leading a newly designed on-boarding process for new employees.

The YWCA embraces a comprehensive strategic planning process, identifying enterprise and divisional goals for approval by the Board of Directors each October. According to YWCA CEO Dr. Sandra Braham, the agency is "creating a very intentional map so that they stay on target and ensure that every division is using the same format." During 2010-2011, the YWCA contracted with Andrade & Associates, Inc. of El Paso to assist the Board and CEO with its strategic planning process. Community volunteers serving on YWCA committees, supporters, donors and members of the board were surveyed and interviewed to assess the operation and identify future organizational priorities. In 2012, the YWCA El Paso initiated a major strategic planning process through 2016, establishing the need to create more meaningful and higher paying jobs to reduce employee turnover. Today's organization offers people the opportunity to move up within the ranks, prosper in their careers, and contribute to a powerful mission.

#### **Programming**

As stated in their mission, The YWCA is "dedicated to eliminating racism, empowering women and promoting peace, justice, freedom and dignity for all." Thus, the entirety of YWCA programming is driven to support and implement these values and strategic objectives. Based upon its strategic alliance with Fort Bliss Military Base, the YWCA is clearly aligned with those services most needed by this unique population. Fort Bliss investments in the YWCA can also be credited for helping the YWCA survive a difficult economic recession. This section identifies and summarizes a variety of services provided by the YWCA as described in their annual report and marketing materials.

Racial Justice and Women's Economic Empowerment Programs: The "We...the People" initiative fosters justice, appreciation for diversity and the elimination of racism via 250 age appropriate training modules. These two programs are the hallmark programs of the YWCA, carrying out the mission and a reflection of the brand, and distinguish the YMCA from all other socially conscious organizations.

*Pre-school Early Learning Centers:* Childcare Early Learning Centers prepare children ages zero to 5 years for school. After school programs conveniently located in more than 50 schools help ensure the safety and academic support for children 5 to 12 years.

Health and Wellness Division: Five facilities offer amenities that support healthier living. Heated indoor and outdoor pools, Zumba® and the Silver Sneakers program.

Consumer Credit Counseling (CCCS): Economic empowerment helping families gain financial control through financial literacy classes, bankruptcy counseling, debt management services, home ownership classes and other economic support programs.

*Transitional Living Center:* YWCA El Paso del Norte is the largest provider of transitional housing for homeless women and their children in the region. The YWCA El Paso also provides housing and supportive services for victims of domestic violence and low-income senior citizens.

#### Veteran Populations Served

The largest public consumer of YWCA's supportive services is veterans and their families. According to the agency, "no one is ever turned away, unless dishonorably discharged." Shortly after the

announcement that Fort Bliss would be significantly expanded, the YWCA El Paso del Norte Region Board of Directors approved a new strategic plan that would intentionally focus its efforts on the specific needs of the veteran population and their families and women in the military. The YWCA serves each veteran and their family as a whole, addressing the unique circumstances faced by each member, including issues surrounding homelessness, employment, mental or sexual trauma, or finances.

#### Funding Sources and Strategies

As a non-profit organization, the YWCA provides all programs and services free of charge. Funding, the weakest link for the YWCA, is the most important tool in support of each veteran. The YWCA dedicates an entire department to development efforts, drawing upon many different sources of revenue. The much needed funding is provided by a heavy reliance on grants, foundations, private donations, and the individual sector. As stated by CFO Jehan Dallo, "Each fund is treated as an individual company, tracking revenue and expenditures." The organization's annual report cites 77 percent of YWCA services are funded, with 63 percent going to child care management, 12 percent to pre-school child development, and 6 to percent school-age child development.

Partnering with Fort Bliss, the YWCA has additionally received approximately 7 percent of its veteran funding from the Triad Fund. This fund, tied to the San Antonio Area Foundation, is dedicated to helping veterans who served in Afghanistan and Iraq. Because of its "capacity and location," the YWCA was invited to apply for the fund thus "becoming a way for us to really provide inroads into providing a more robust service to the soldiers that were arriving." Since 2010, the Fort Bliss military base has also partnered with the YWCA to obtain national accreditation for Department of Defense partnerships with Army After School Programs in Your Neighborhood, and the Army Teenage Programs and Army Youth Programs in Your Neighborhood. Over \$1 million has been invested in related expenses for equipment, training, salaries and accreditation.

Also managed by the YWCA is a very large contract for childcare services from CCS, a national source of support for low-income working families. Totaling about \$18 million, childcare providers throughout the region are paid by the YWCA to care for the children. Due to the large military population, the YWCA works with the military referral source to provide much needed services. Additionally, emergency financial assistance, funded through a grant for veteran and families in crisis, provides immediate help with electric or gas bills for veterans in need. Funding from grants support the YWCA's Consumer Credit Counseling that assists the veteran with debt management and other financial services. Finally, the YWCA Foundation of El Paso, a supporting organization of the YWCA El Paso del Norte Region, receives funds with a minimum contribution of \$6000 that may be directed to support specific initiatives or where needed most.

# 2. Measurement and Data Supporting Effectiveness & Impact Types of Data Routinely Collected

The YWCA's strategic focus is informed through extensive trend and data analysis. Resulting is the development of SMART goals that address future needs and answer such questions as "where are our dollars going?" Work is currently underway to integrate multiple data management systems and federally funded reporting requirements. Multiple software platforms drive the YWCA's data management processes, but without a common solution addressing its complexities. YWCA leadership states that there is a "clear need for better data integration, especially between homelessness,

employment, and child care related data." While these programs may feed into a common financial system, clearly lacking is an "overarching link." Homelessness, tracked by the federal Homeless Management Information System (HMIS) is a requirement for HUD federal funding. Emphasizing the multiplicity of data systems, the YWCA utilizes Financial Edge (budgeting, accounts payable, disbursement and reporting), and Razor's Edge (payroll). Kronos, HRIS Optimum Decisions, Crystal Reporting, and CareerBuilder are additional software platforms utilized by HR.

#### Data Analysis and Reporting

As part of the federal government's Continuum of Care, the YWCA is committed to finding permanent housing and "self-sufficiency" for those in need. Benchmarking, through HMIS, is performed on a variety of criteria such as earned income, percentage of the population that has experienced domestic violence, and those diagnosed with mental health issues. Incident reports help to measure the number of youth who have experienced domestic violence, sexual assault or trauma and the number of youth living under the agency's care. Tracked by Optimum Decisions, these measures "help to break the cycle of homelessness, poverty and domestic violence."

#### How data are used for getting to impact

On a routine basis, the YWCA also tracks referrals, volunteers, collaboration opportunities, and efficiency metrics such as fitness program profitability and customer feedback. In addition to the data required by HUD, YWCA leadership creates weekly reports that screen for veterans. Finally, HR routinely uses data to track potential candidates, affirmative action, turnover and recruiting at Fort Bliss.

#### Formal Evaluation Activities (internal and external)

From an internal perspective, the YWCA engages in several formal evaluation processes, including a first-time employee engagement survey administered through the Society of Human Resources Management (SHRM). According to Deana Reeve, HR Manager, "The purpose of the survey was to better understand our programs and services, and to improve our professional development to our staff." Formal evaluations, such as annual performance reviews, provide additional data with regards to employee achievement, attendance, corrective action, and job specific goals. The YWCA maintains that, "Employees who do their job correctly achieve stated goals and objectives." Performance evaluations for both exempt, non-exempt staff and the CEO are conducted annually, measuring such performance indicators as attendance, customer service, job specific skills and any corrective action issues. Finally, the YWCA has implemented a secret shopper program to track customer service levels. These results are then integrated into customer service training. External evaluation on behalf of the agency consists of a customer satisfaction survey issued two times per year to parents using YWCA's childcare facilities. Once the child leaves the program, achievement continues to be tracked. Through these measures, the YWCA knows when they are "doing it right, because of the response that we get from the parents and also the children that are in our programs."

## 3. Strategic Themes

#### Independent Sector Involvement

The City of El Paso is not a particularly wealthy and needs to collaborate with other organizations in terms of transportation, grant funds, and serving the poor. El Paso is also unique in that it is roughly 80% Hispanic and, unofficially, a "bi-lingual" community. With a projected 30,000 additional families coming to the region, a collaborative effort between the City of El Paso, the Chamber of Commerce and military

helped to further identify the need for schools, childcare, clinics, medical services, immigration, and the expansion of services at Fort Bliss. The YWCA emerged as a strategic partner in support of these endeavors, providing much needed services and help for veterans and their families. The El Paso Greater Chamber of Commerce is credited with organizing numerous sub-committees and linking other community organizations as collaborative partners. This strong and enduring relationship has been important for the YWCA El Paso del Norte in establishing the critical inroads in the community to better serve military families. YWCA has also enjoyed a mutually beneficial contractual relationship With El Paso del Norte Health Foundation. The grant, called KID-FIT, is dedicated to the health, nutrition and fitness of children in after-school programs.

#### Transition to Civilian Life

For post-military families seeking to remain in the El Paso area, the cost of living is very affordable, providing a good quality of life and affordable college education. The military community is also strongly embraced in the city, and veterans are comfortable continuing their lives as civilians in the community. The YWCA is uniquely qualified to serve families as whole units, while providing an individualized approach to much needed services. The agency demonstrates a strong proclivity for "cultural competency" which is further enhanced by employing so many military family members. It is evident that having a military background is helpful for understanding and connecting to the complexity of issues facing the veteran. Furthermore, staff participates in the YWCA's Racial Justice Program learning how to "increase awareness, build trust, break down stereotypes and communication barriers and build mutual respect and understanding of racial differences."

Some of the most challenging and difficult circumstances facing veterans and their families when leaving service include homelessness, the need for updated work skills, and mental health or substance abuse issues. The YMCA's professional staff is available at multiple locations to address these needs, assisting with housing, energy, education, and child resources. According to the agency, the majority of veterans seeking shelter from homelessness are women and children, and the YWCA is the largest provider of transitional housing for homeless women and their children in the area. Military vets showing interest in homelessness or abuse can be identified as such on the YWCA website. YWCA homeless centers have capacity for 47 families who can stay for a maximum of two years. Upon leaving YWCA temporary housing, the majority of veteran families are working, healthy, and living within their own place. The greatest veterans-focused spike in demand is emergency financial assistance funded through the Texas Veterans Commission. Veterans in crisis, or their families can get immediate help with paying their electric or gas bill through the YWCA. Money does not exchange hands with the veteran; rather, the YWCA pays the provider directly to avoid services from being cut off.

#### **Community Connectedness**

Through a multitude of collaborative relationships, the YWCA provides a suite of robust services to soldiers and military veterans. The YWCA has enjoyed a long-standing relationship with the community viewing these partnerships as "two-way relationships." According to the YWCA, El Paso is welcoming. "We're a small enough community and know all of the players, are able to bring everybody to the table, have really great integrated services, resources and a very strong community that works together". An extensive network of referrals from a multitude of profit and non-profit organizations defines this connectedness, and is vital for the due to the agency's limited monetary resources and human capital. The YWCA readily admits, "We are protective of our populations, but when there's opportunity for partnership, we embrace them and we bring folks in, vet them, screen them, and make sure they sign all

kinds of disclosures." Independence House, the temporary housing site for homeless women due to family violence, is cited as an example of this partnership with the Junior League of El Paso.

As experts in after school care, and the "best in the nation", the military invested in the YWCA with its existing partnerships with other community facilities such as elementary schools, to offer after school programs. The Continuum of Care (COC), where relationships are already established, provides an additional referral sources for the veteran including University Behavioral Health, Central San Vicente Clinic, and The Children's Hospital at University Medical Center. The YWCA has also established collaborative relationships with a number of independent school districts and Boys and Girls Clubs, and most recently, was invited to a large fair in El Paso, greatly increasing its ability to provide referral resources with the local VA or Network of Army Financial Services. An extensive pool of over 1,260 volunteers also serve the YWCA and contribute more than 23,200 hours of service to its mission. The YWCA's CEO, a member of The Association of United State Army, keeps the YWCA abreast of what is happening in the local army community, and has "adopted" a unit. Blue Star Mothers, with children in the service or oversees, also helps the agency stay connected to the unique needs of veteran families.

#### Reintegration with Family

The YWCA offers a full spectrum of services supporting the veteran's family re-entry into civilian life. The organization provides 42 after-school program sites in 5 school districts and summer camp to serve children ages 5-12 in the region. The YWCA partnered with the Army School Age Program to fund and establish safe, regulated environments operated at military standards of accreditation. Funding covers salaries for staff, as well as equipment and contracts subsequently established with local school districts. Within a number of years, the YWCA will complete the long process of meeting the military accreditation standards. Compliance standards are currently being met with regards for number of hours, staff ratios, and safety, and, enrollment is increasing. As stated by Belkis Fernandez, Childcare Assistant Administrator, "We like to believe, and we do believe that the YWCA has a solid reputation of providing the best quality care for children." The YWCA is the only center that provides 100 percent free care for homeless children, as well as military fee assistance under certain circumstances. Parents can also qualify for financial assistance through special YWCA scholarships from grants. Childcare within housing projects and care for homeless children remain 100% free. If military children are enrolled, centers receive additional funding.

Since 1996, free credit counseling services (CCCS) have been offered to veterans in need. The YWCA has observed a decline from 3000 to 600 in military clients served. Dedicated staff at Fort Bliss provides one-on-one credit counseling for debt management plans, education, credit counseling, financial strategy, consumer credit, and money management. The typical veteran seeking help is attempting to reduce or minimize debt and make payments. Most carry debt from other situations. Services are discovered through the local newspaper, or financial readiness programs on base. Through CCCS, veterans start to rebuild and consolidate their credit through debt management re-payment plans. When successful, they have learned a host of valuable life skills for managing their finances and living within their means.

Barriers are breaking down with sexual trauma and issues surrounding domestic violence. An initial divide with Fort Bliss regarding "what happens on post stays on post", and "we take care of our own" has lessened considerably. Soldiers were afraid to report domestic abuse issues, for fear of losing rank and the related consequences for reporting domestic violence. Of late, the YWCA has been invited to sponsor sexual violence and abuse programs on base.

#### Veteran Programming Differentiation

Aside from those "dishonorably discharged," the YWCA does not differentiate in their comprehensive services provided to veterans and their families. Specific units assigned by the YWCA help veterans and military families in transition on a case-by-case basis. Issues surrounding housing, employment, credit counseling, the YWCA and its extensive network of community relationships support mental health and education. Reducing mental health stigma for youth and veterans is an important focus. Notably, veteran children are oftentimes more diverse, and seem to exhibit a greater degree of cultural sensitivity, contributing to the creation of a culturally rich environment. The YWCA believes that this is because "they can actually share from experiences and not just from seeing it on TV." Behavioral issues, however, related to deployment separation and their acclimating to new environments may necessitate the need for additional staff training.

The YWCA is committed to educating the public and the veteran alike. According to the agency, "a well-intended community accomplishes a great deal but problems land on our front steps." To provide these supportive services, more money, not just for the vet and active military, but also for their extended families, and ex-family members is greatly needed. The heart of the YWCA's focus is how the veteran's entire family is impacted by military service and related issues of re-integration.

#### Women Veteran Efforts

Women veterans are an important population served by the YWCA comprised of 5-10 percent of military ex-spouses. The goal, as stated by the YWCA, is "to get the family that's been blown apart, and get the mom and kids healthy again." Many single female veterans with children struggle with reacclimation into civilian life, and may suffer from emotional issues due to barriers obtaining viable employment. Women veterans have learned how to survive on their own requiring a more "intentional" approach to outreach. While living on the military base, they have existed in a "centralized" environment and now find themselves moving into a "de-centralized" life requiring increased social skills and wherewithal. The YWCA's motto, "empowering women," resonates with military women, and is a factor in encouraging them to remain in the El Paso community.

A predominant goal for the YWCA is that nobody ends up on the street and the agency participates in an extensive referral network to assist homeless female veterans and their families. Adding to this, the majority of women served by the YWCA have also experienced sexual assault and abuse. According to the agency, many are afraid to venture off post and take advantage of available support services. Homeless women vets oftentimes do not seek help, are not easily found, and feel safer in the confines of their car. Through YWCA housing, homeless women veteran and their children are provided with a safe environment for re-integration. Mentoring is also made available to every woman, and female vets are encouraged to join groups such as Veterans at Breakfast, increasing their self-esteem and self-worth.

#### **Employment and Education**

Although El Paso provides a favorable cost of living, the job market is limited. Employment challenges exist in a community where being bi-lingual is an "unspoken" requirement. The YWCA is an active participant in job fairs that target active duty military transitioning to civilian life, and was most recently asked by battalions to attend a fair for spouses and soldiers. The YWCA partners with Fort Bliss and provides credit counseling, debt management plans, and assistance with first time homebuyer

education for military families through the Economic Empowerment Division. The majority of assistance is dedicated to those in active military duty and not as much serving the veteran client. Soldiers work with army readiness programs, receiving help with resumes, job skills, and language. Oftentimes these resources are pushed to the "back burner," until the last possible moment before their discharge. A large number of veterans are also hired to work at the YWCA. The high turnover rate with military spouses does not prevent the agency from hiring veterans who may not stay very long. Rather, according to Deana Reese, HR manager, the YWCA is interested in hiring the "right person and the most qualified person."

#### Social Connectedness

The YWCA embraces veterans and their families, putting them in touch with viable support resources in the El Paso community. Numerous YWCA locations connect and make things happen for the veteran seeking to re-enter civilian life. From the veteran's first encounter at the front desk to connecting with needed services, the veteran's welfare is first and foremost. Sensitive and caring staff provide a warm and friendly environment; resource binders are available for the taking, and no one is ever turned away. For active service personnel stationed in El Paso, the YWCA offers short-term assignments for veteran spouses. Clearly, the well-being of every veteran and their family is goal of each and every encounter.

The military, according to a YWCA spokesperson, "brings a rich dynamic and is a vital part of the El Paso community." Fort Bliss offers an acclimation and relocation fair for families to which the YWCA is invited to share information about their services, and most recently, the organization was the only agency selected to participate in and represent the community at a large fair at the El Paso Zoo where military families were recognized.

#### Media

As a non-profit enterprise, the YWCA is cost-conscious and does not employ a staff member singularly devoted to media engagement, though a new marketing person has recently been hired. Arguably, the staff has so much going on that this may lack singular focus. However, the YWCA takes advantage of every media opportunity present to market its 12 lines of business, and, the use of social media messaging is forefront. Tweets and captions/pictures from events for Facebook are routed through the CEO several times per week. Currently the agency does not use Instagram, however, it is on their agenda for the future. The organization's media partners are vast and attempts are made to partner with every media group that serves English and Spanish speaking communities. Targeted marketing is about 5 - 10 percent veteran-specific, e.g. military or seasonal events such as Military Appreciation Day, Veteran's Day or an event commemorating 9/11. All media efforts are managed through YWCA Public Relations including, billboards, TV, media screens in buildings, radio, fliers, or print advertising. There is an Increasing presence through online newsletters and Constant Contacts. Free marketing is welcomed, such as when El Mundo or NBC look for stories like "Walk a Mile in Our Shoes."

# 4. Key Learnings and Reflections

#### Catalysts of Impact

The depth and breadth of supportive services for military veterans and their families is a significant and vital characteristic of the YWCA. Notably, it is also the largest community-based nonprofit organization in the nation that serves veterans and their families. As such, "it is difficult to compare the YWCA with other organizations in that no one else provides what it does." Unsurpassed in providing services in the

areas of child care, homelessness, domestic violence, early childhood education, credit counseling and other services, the YWCA is fully dedicated to the re-integration of veterans into civilian life. When addressing the needs of the veteran and their families, the YWCA views the family as a whole. A focus on the needs of women also provides a strong and collaborative support system for the unique challenges facing the female vet re-entering society. Finally, the long-standing partnerships between the YWCA, Fort Bliss, and the City of El Paso create a successful model for other organizations seeking to serve and support their military constituents.

The YWCA del Norte Region is characterized by a unique set of strengths serving military veterans including:

- Strong collaboration with the military at Fort Bliss: The YWCA's partnership with Fort Bliss is reciprocal in nature. These strong ties provide a network of important services for the veteran and re-entry into life as a civilian.
- Serving military veterans families as a whole: Each veteran and their family is treated on a case by case level ensuring that the right services are provided for each member of the family. Issues such as homelessness, domestic violence, employment or mental health, are treated with the utmost level of sensitivity and discretion.
- Empowering military women veterans: Addressing and understanding the unique needs of women veterans is a core competency of the YWCA. Many female veterans suffer from emotional and physical abuse and/or trauma from their time of service in the military. Providing appropriate interventions is critical in helping this population's re-integration into society, an area of significant expertise for the YWCA.
- Caring for the homeless: Serving the homeless is key area of focus for the agency, providing housing and supportive services to homeless women and their children since 1983. An individualized self-development plan helps to advance their education, obtain job skills and employment, and build the necessary life skills to move to permanent housing and maintain a productive, healthy and independent lifestyle.
- Child care and early childcare learning centers: As the largest provider of non-profit childcare in
  the region, the YWCA forged a path to nationally accredit its early learning centers and after
  school programs working with the DOD and Army Child Care Programs in Your Neighborhood.
  The centers are recognized as being the best in the nation, providing children with support, care
  and learning.

#### Barriers to Impact

Similar to other non-profits and, in particular, those serving veterans and their families, the YWCA's ongoing struggle is "to have enough money to do what we're doing and to do it with excellence." Money is a clear barrier for the organization in its efforts to actualize goals. The continual quest to locate financial resources becomes, according to Special Assistant to CEO for Operations Elke Cumming is "the weakest link in the entire chain with finding the funding for some of society's thorniest issues." Homelessness and poverty are cited as national issues with one out of every 50 or so children in the country experiencing the former.

Although there may be recognized shortcomings there is continual effort to improve operations and efficiencies. Goals, as expressed by YWCA CEO, Dr. Sandra Braham, "are not simply checked off and

completed." The agency receives favorable input and feedback from the El Paso community from those organizations interested in partnering and volunteering. As stated by Dr. Braham, "We're at a point where I'm struggling to try to respond to some of those partnership needs."

#### Ongoing Efforts to Enhance Impact

High on the YWCA's wish list is a management tool capable of aggregating and analyzing multiple sources of data. While data from various data management sources feed into a common financial system, the need for an overarching link is substantial and presents a continual challenge for the organization. Efforts are currently underway to integrate the complexity of multiple data management systems and federally funded reporting requirements with special regard for the link between homelessness (HMIS), employment, and child care data.