



Russell Lee, 1939

## Services to Families and Children

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# Services to Families and Children

**C**oncern for the safety and development of children is one of the oldest features of society. Throughout history, governments have attempted an assortment



Arthur Rothstein, 1937

of programs, including orphanages, apprenticeships, foster care and others.

Most of today's services, however, began in the 20th century and have been expanded to include the families of vulnerable children. Services now include financial and nutritional assistance as well as health care, employment and protective programs.

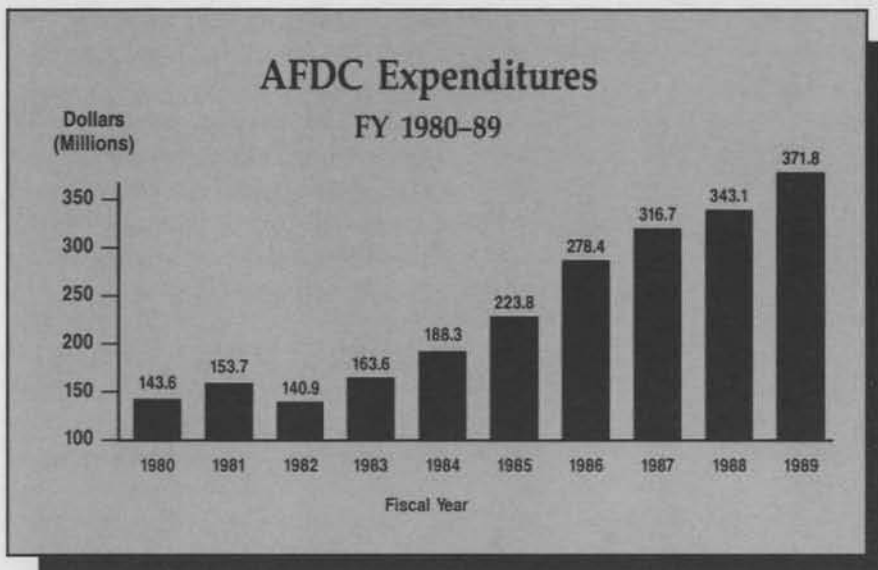
## Aid to Families with Dependent Children

**T**he Aid to Families with Dependent Children (AFDC) program was authorized in 1935 by the Social Security Act. The act provided funds to states for administering services to homeless, dependent and neglected children.

In 1967, the direction of the AFDC program changed when federal law required states to develop programs for each member of the AFDC household, not just for the children. Chief among the programs was the Work Incentive (WIN) program, which provided employment opportunities for parents of AFDC children.

The direction changed again last year when Congress passed welfare reform legislation aimed at helping AFDC families become self-sufficient. Some of the key changes of that legislation include:

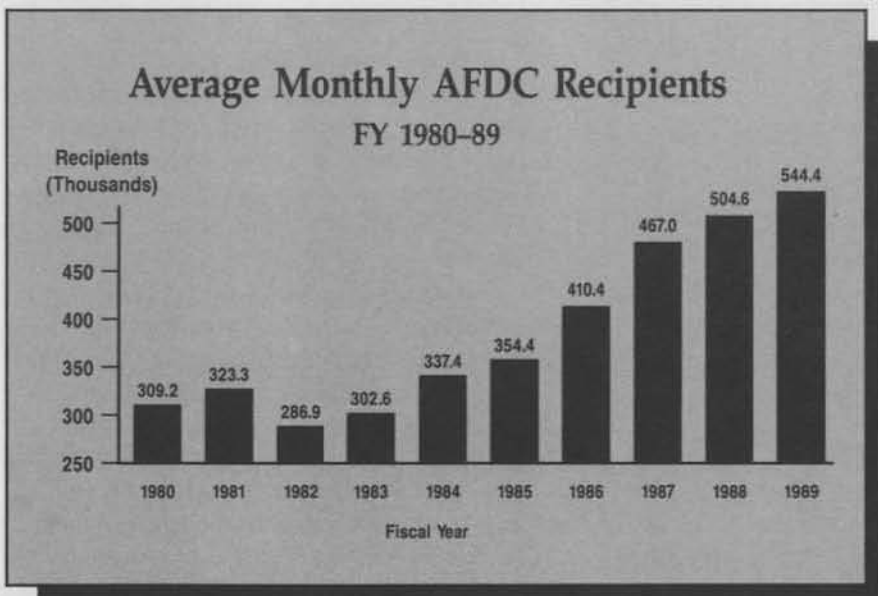
- allowing 12 months of Medicaid and day-care services to AFDC recipients who become ineligible because of increased earnings;
- replacing the WIN program with a Job Opportunities and Basic Skills (JOBS) program to offer a wide range of educational, training and employment services to recipients; and
- mandating an AFDC Unemployed Parent (AFDC-UP) program, which



will provide benefits to families in need because the breadwinner is unemployed.

Although states are not required to implement the changes until 1990, DHS implemented some of the legislation early this fiscal year.

To qualify for AFDC, a recipient must have needy children and less than \$1,000 in assets, excluding a home and one car valued at less than



\$1,500. The average AFDC family, a mother and two children, can have a net income of no more than \$184 per month.

AFDC families receive financial and medical assistance. Twenty-five years ago, the average grant amount was \$17.92 a month per recipient. Today, the average grant amount is \$57 a month per recipient. At the current payment level, with food stamps and Medicaid added in, the average AFDC child lives in a home with resources equal to 74 percent of the federal poverty level for a family of three.

Twenty-five years ago, an average of 88,640 Texans received AFDC each month. During fiscal year 1989, an average of 544,409 children and their parents received AFDC each month, an increase of 7.9 percent from fiscal year 1988. Total AFDC payments rose from \$343.1 million to \$371.8 million.

## AFDC-related Medicaid Services

**A**FDC-related Medicaid programs began in 1984 with the passage of the 1984 Deficit Reduction Act. Since then, the programs have continued to expand because of increasing awareness at the state and federal levels of the need to improve access to medical services.

Many low-income families who do not qualify for AFDC still need help getting adequate health care. DHS administers Medicaid programs for children and pregnant women who are ineligible for AFDC, caretakers and second parents of deprived children, and certain aliens who meet all requirements except citizenship.

In September 1989, state legislation allowed the department to increase

the income limit to provide Medicaid coverage to more people. As a result, department staff project that 54,446 more people per month will be eligible for Medicaid.

In fiscal year 1989, AFDC-related Medicaid programs provided coverage to an average of 684,957 recipients per month as compared to 557,214 the previous year. The total cost increased from \$82.4 million to \$97.9 million.

State legislation requires DHS to implement a Presumptive Eligibility (PE) program Sept. 1, 1989. PE pro-

vides temporary Medicaid coverage to pregnant women whose incomes do not exceed the Medicaid limit. The intent of PE is to provide the earliest possible access to prenatal care by providing immediate, short-term Medicaid eligibility while the formal Medicaid application is being processed. Although PE does not pay for labor and delivery, other Medicaid programs for pregnant women do. In 1982, the department paid for the delivery of 20,618 babies. In 1989, DHS paid for 70,000 deliveries.

## Employment Services

The 1967 federal legislation establishing the WIN program was aimed at placing as many people as possible in employment, using long-term training and in-depth service intervention. Income assistance workers referred appropriate recipients to WIN through the Texas Employment Commission (TEC). A Separate Administrative Unit (SAU) of DHS was responsible for providing social services needed for participation.

Regulatory changes in 1972 and 1976 significantly redirected the program toward less extensive services and established highly structured procedures for program operations and service delivery. The primary goal and objective of WIN was shifted to direct placement and on-the-job training. With these changes, the responsibility for registering recipients was transferred from Income Assistance Services to Employment Services.

In 1982, Texas began the WIN demonstration program as authorized by the Omnibus Budget Reconciliation Act of 1981. The purpose was to allow state welfare agencies to have sole administration of WIN functions to tie the AFDC work requirements more closely to the receipt of public assistance benefits.

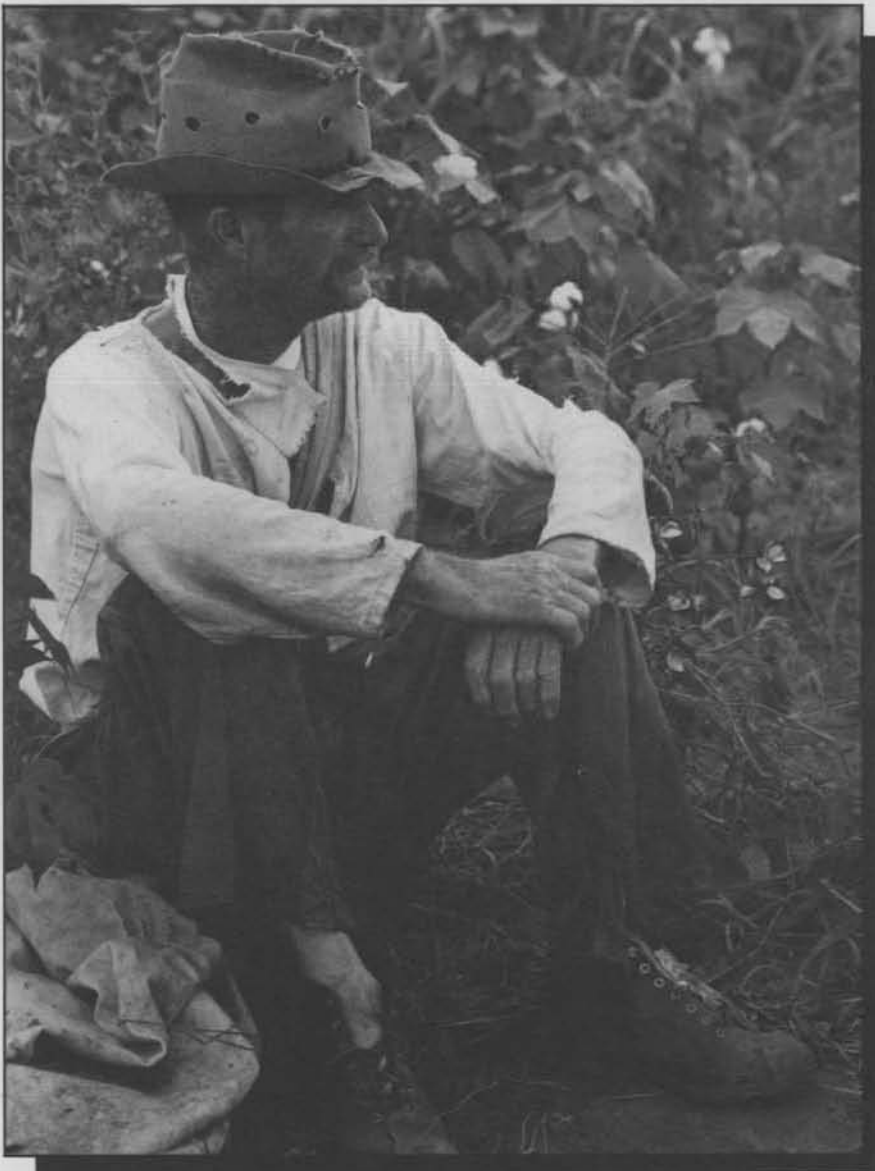
During the first two years of the WIN demonstration program, most functions were contracted back to TEC. Later, DHS began an AFDC



Russell Lee, 1939

vides temporary Medicaid coverage to pregnant women whose incomes do not exceed the Medicaid limit. The intent of PE is to provide the earliest possible access to prenatal care by providing immediate, short-term Medicaid eligibility while the formal

employment search program (ESP) in conjunction with the WIN demonstration program. Under ESP, the department's regional offices decided how employment programs would be operated, and program design and service strategies varied widely. There was no statewide emphasis on referrals to education or training programs. Emphasis was placed on immediate job entry with little service intervention.



Walker Evans, 1936

In response to internal assessments by staff and recidivism studies performed for DHS by the University of Texas, a workgroup consisting of regional and state office staff began redesigning the employment services program in January 1987. The new program, called REFOCUS, was piloted in the Beaumont, Houston and San Antonio regions in the spring of 1988. Due to the success of the pilot, statewide implementation began with the Arlington, El Paso/Midland and Paris regions in early calendar year 1989. The remaining four regions begin implementation in early fiscal year 1990. REFOCUS emphasizes the recipient's responsibility to seek and accept employment and stresses assessment of employment potential to make the best use of education, training and placement resources.

In anticipation of welfare reform legislation, the REFOCUS design included establishing client target groups according to the level of services needed from family support staff. Those with recent work experience who need few services are given information and referral for job placement or job assistance. Those needing long-term basic or remedial education or extensive support services are referred to programs and service organizations in their communities. The department's case management services are given to those needing limited services to be able to enter employment in about one year. Because of the REFOCUS efforts, the Family Support Act of 1988 JOBS program will be implemented in Texas on July 1, 1990. REFOCUS will help provide a smooth transition into JOBS, which also emphasizes assessment and a case management approach for planning and goal setting for clients in need of training and education.

## Recollections: Living Proof of a Job Well Done



Theo Jung, 1936

I received a lot of satisfaction seeing children of people I helped grow up to be important and contributing members of society.

The editor of a daily newspaper in a North Texas town was the child of an AFDC family. One of my supervisors, Paul Coleman, handled the case. He got the boy a job throwing newspapers—a difficult job for youngsters to get in those days.

When the boy grew up, he went to college and then to work for the Associated Press. He worked in West Texas and

then came back later as editor of a chain newspaper. He put some of his personal investments in this chain, and now he is the major owner of the newspaper where he is the editor.

I got another fellow a job at the A&P. He commuted from here, went through North Texas State University and twice was editor of the university newspaper. The last I heard of him was some 15 or 20 years ago. He was in Oklahoma and had won a scholarship to Harvard as the best union reporter.

Those people were outstand-

ing. But anybody who makes it and becomes a reliable, well-adjusted, self-sustaining citizen is important. This idea that being on welfare is a cycle, and that it's a cycle that's not broken, is just not so. I saw very few cases where the next generation was also on welfare. Apparently, being in that kind of circumstance is pretty much motivation to get out. ■

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*Kenneth Chambers, McKinney*



Arthur Rothstein, 1937

The Family Support Act also requires that transitional services be provided to clients beginning April 1, 1990. The transitional services include Medicaid and child day care for 12 months after a recipient has found a job and no longer receives AFDC benefits. On April 1, 1989, the department began piloting the same transitional benefits in four REFOCUS regions and will begin statewide implementation in 1990.

In addition to these programs, the AFDC-UP program will be implemented on Oct. 1, 1990. This program will allow two-parent families to receive AFDC benefits for six months if the principal wage earner has been recently unemployed. AFDC benefits will be limited to six months for these families, but continuous Medicaid coverage for all family members is required for up to 12 months.

The department also participated in

the Food Stamp Job Search program beginning in 1983. Food stamp recipients who were required to look for employment were referred to TEC for job search. In April 1987, DHS began administering the Food Stamp Employment and Training program authorized by the Food Security Act of 1985 as amended by the Hunger Prevention Act of 1988. The department contracts with TEC in 49 counties to provide job assessment and placement services to

food stamp work registrants who do not also receive AFDC. In five counties, TEC screens and refers registrants to job search training provided under contract with Job Training Partnership Act administrative entities.

Because the REFOCUS case management process is a much more comprehensive process than the previous employment services programs and due to the transition period during which REFOCUS was implemented, the placement rate for the pilot period was lower than in previous years. In fiscal year 1989 there were 19,616 job placements compared to 25,083 in fiscal year 1988. The Food Stamp Employment and Training program resulted in 32,280 job entries in fiscal year 1989 as compared to 21,672 in fiscal year 1988. Overall, the department spent \$10.8 million this fiscal year on employment services as compared to \$9.2 million in fiscal year 1988.

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## Food Stamps

**F**ood assistance programs began as a method for distributing surplus farm commodities to the needy. The primary purpose was to help farmers rather than poor people.



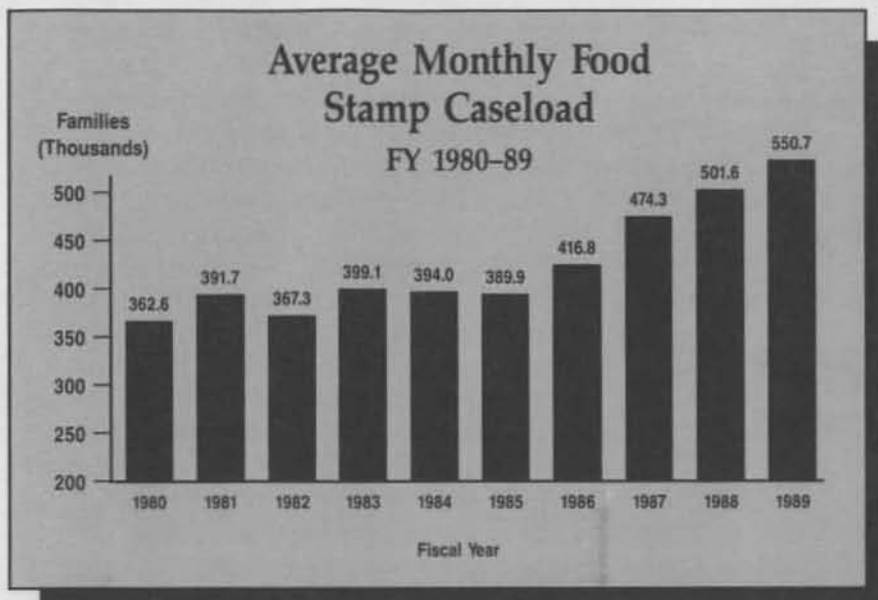
Theo Jung, 1935

In 1964, the Food Stamp Act formally established the food stamp program. At that time, recipients were required to purchase food stamps; for example, a recipient might pay \$100 for \$300 worth of food stamps for the household. The purchase requirement was removed in 1978 because many recipients had difficulty getting money to purchase the food stamps.

Today, the food stamp program helps supplement the diets of people with low incomes. The program serves two-parent households as well as elderly people and single adults. To be eligible for food stamps, the people living in a household must have combined incomes below 130 percent of federally established poverty levels and countable resources of less than \$2,000. Households with a member age 60 or older cannot have countable resources of more than \$3,000. The value of a home and its surrounding property and up to \$4,500 of the value of a vehicle are not counted as household resources. Department staff determine a recipient's food stamp allotment based on the number of people living in the household and their incomes after allowable deductions.

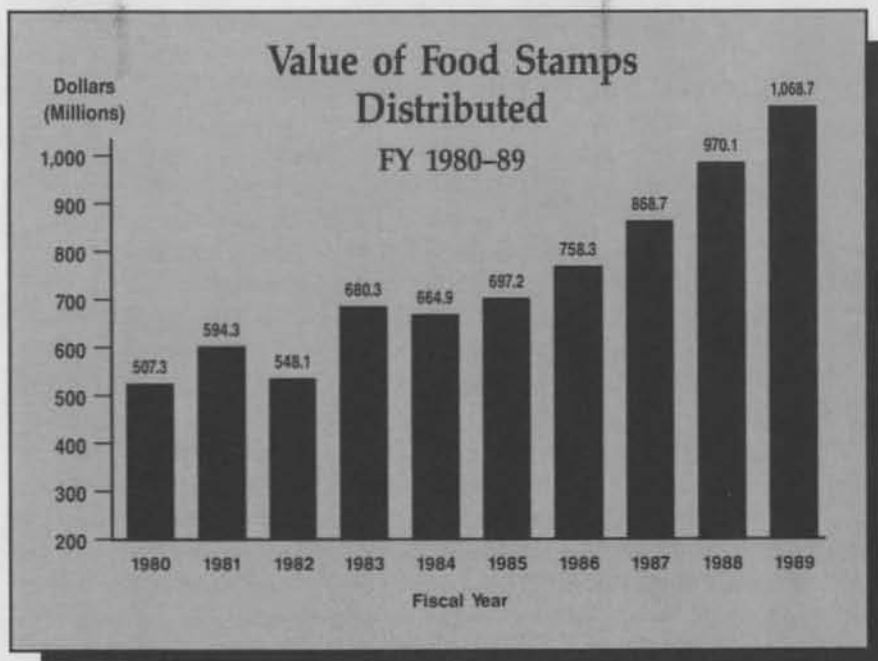
Last year, Congress passed the Hunger Prevention Act of 1988, which increased food stamp allotments and dependent care deductions. To improve client access to services, DHS simplified the food stamp application process by reducing the number of forms to be completed. In response to a lawsuit settlement, the department expanded services to help clients complete the application process by providing a list of verification sources and assisting clients in completing the forms. In the future, there will probably be a greater emphasis on employment and training programs, as well





as a continued emphasis on client services.

The number of Texans receiving benefits continued to increase. In fiscal year 1989 an average of 1.63 million people received food stamps each month as compared to 1.56 million the previous year. The total value of food stamp benefits increased from \$970.1



million in fiscal year 1988 to \$1.1 billion in fiscal year 1989. The average monthly allotment this fiscal year was \$54.81 per person as compared with \$51.73 last fiscal year.

The automated food stamp benefit program continued to provide benefits to elderly and disabled Supplemental Security Income (SSI) recipients without requiring them to go to a local office for a redetermination of eligibility.

## Nutrition Assistance Services

In 1953, the 53rd Texas Legislature created the Surplus Commodity program and designated the Texas Department of Public Welfare as the sole agency to receive and distribute commodities made available by the Food and Nutrition Services of the U.S. Department of Agriculture (USDA). In response, the department established the Commodity Distribution Division to distribute commodities to Texas counties to provide supplemental food for their indigent citizens.

Over time, the Commodity Distribution Division expanded into the Food Services Programs Branch, composed of eight federally funded programs. These food services programs help feed low-income children and families, elderly and disabled people, and disaster victims by allocating food to certain agencies and reimbursing other institutions for providing nutritious meals to eligible recipients.

In fiscal year 1989, the Food Services Programs Branch changed its name to Nutrition Assistance Services (NAS) to more accurately reflect the benefits provided by this branch of the agency.

## Child Nutrition

**D**HS has been administering the federal Child Care Food program since 1978. Through this program, the department contracted with 381 child-care facilities and family day home sponsors to provide meals and snacks to low-income children this fiscal year. Participants were reimbursed \$47.2 million for feeding 82,237 children as compared to \$38 million for feeding 71,000 children in fiscal year 1988.

A new component of the program implemented this year is the Adult Day Care provision, which reimburses



Russell Lee, 1947

certain adult day-care centers for feeding two daily meals and a snack to elderly or disabled people. Seventeen centers applied for participation for an approximate annual expenditure of \$400,000. Although Congress recently approved serving a fourth daily meal to children in child-care facilities, limited federal funding excludes family day homes and adult day-care centers from reimbursement.

The federal Summer Food Service program began in 1978 to feed children who were eligible for free and reduced-price meals during the regular school year. In the past, units of local government sponsored the program but this year, through a pilot project and outreach efforts of the Texas Association of Community Action Agencies (TACAA), private, non-profit organizations were encouraged to apply for sponsorship. As a result, participation increased by more than 14,200 children at 98 additional sites. Contractors were reimbursed approximately \$7.1 million for feeding more than 61,700 children. The cooperative agreement with TACAA has been extended for another year with a financial grant from the Texas Department of Community Affairs. Emphasis will be placed on increasing participation in existing contracts as well as expanding the number of contracts.

Through the National School Lunch, School Breakfast and Special Milk programs, which DHS has been administering since 1983, the department contracts with private schools and residential child-care centers to serve meals and milk to children. This fiscal year, more than 45,700 children were served through the National School Lunch and Breakfast programs, a 9 percent increase over last fiscal year. Schools, institutions and summer camps in the Special Milk program provided needy children with approximately 1 million half-pints of milk. Reimbursements for all three school nutrition programs totaled \$74 million.

The USDA was authorized \$5.2 million to implement a federal review system to ensure schools' accountability in the National School Lunch program. This review, although federal, requires states to follow-up with corrective action and collect overclaims.

## Nutrition Education and Training

**D**HS began administering the Nutrition Education and Training program (NET) in 1982. Through workshops, a lending library and instructional materials, NET provides training in nutrition and food service management as well as nutrition education activities for schools



U.S. Navy, 1949

and child-care institutions to improve children's nutritional status. This fiscal year, 1,920 participants representing 336,000 children attended 113 workshops conducted by NET staff. NET's lending library served 312 patrons and circulated approximately 2,331 materials. Program staff routinely evaluate NET activities to compile information about program successes, identify areas for improvement and determine strategic directions for program improvement. Staff also make presentations nationwide so others may benefit from their evaluation results. In October 1988, one such presentation, "What's on the Menu at the Child-care Center," received national publicity with a lead article in *USA Today* and a spot on Cable News Network.

Although the major issue affecting NET last fiscal year was its potential elimination, Congress this year is proposing to incrementally increase national NET funding from its current \$5 million level to \$25 million by 1992 or 1993. Should this occur, NET staff will develop plans to increase services to NET clients.

## Food Distribution and Processing

**S**ince 1953, DHS has been contracting with warehousemen to deliver USDA-donated commodities to eligible recipients including schools, charitable institutions, jails and summer camps through the Food Distribution program. This fiscal year, 1,266 schools, the most common recipient of donated commodities, received 110 million pounds of food and food products valued at more than \$69 million to serve 1.8 million

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children each day. In addition, the Hunger Prevention Act of 1988 required states to give priority to institutions that feed the homeless when allocating commodities to soup kitchens and food pantries. Consequently, 6.4 million pounds of donated food, valued at more than \$3.2 million, were distributed to soup kitchens and similar facilities.

This year, DHS, in cooperation with the Texas Department on Aging, participated in the USDA Commodity Demonstration Project. The project's purpose was to determine the feasibility of using USDA-donated commodities in congregate feeding sites for elderly people. As part of the project, 12 area agencies served more than 5.7 million meals to 21,000 elderly Texans. This 1.5 million pounds of food was valued at more than \$960,000. Although the project was originally scheduled to end in fiscal year 1989, it has been extended indefinitely.

Through this fiscal year, the Food Distribution program was partially funded by user fees assessed against the recipient agencies. NAS recently was authorized to transfer \$1.3 million in federal funds that accrued to, but was not used by, the Texas Education Agency to administer food distribution to schools.

Because of the federal government's reduction of dairy herds in fiscal year 1987, the large surpluses of processed cheese, cheddar cheese and non-fat dry milk have been depleted. Although these products were available to commodity programs, in March 1989 the demand became greater than product availability. The limited supply of these dairy products will undoubtedly have a significant impact on the menu plans and food services budgets of schools and other recipient agencies.

Schools participating in the National School Lunch program also benefit from the Food Processing component of the Food Distribution program. Through the Food Processing program, DHS contracts with food processing companies to process hard-to-use and abundant commodities into products that schools can use.

This year DHS staff began on-site reviews of processing operations and products as a result of new federal regulations. Processing during the 1989-90 school year is expected to be severely limited because of the lack of available cheese.

During the winter of 1981, a number of staff pitched in to give away warehouses full of cheese. This cooperative effort marked the department's initial participation in the federal Temporary Emergency Food Assistance Program (TEFAP). Through TEFAP, the department contracts with organizations that can store and distribute supplemental food to low-income or unemployed families. In fiscal year 1989, about 400,000 Texas families received 33 million pounds of donated food valued at \$20 million. Donated food included butter, flour, cornmeal, peanut butter, canned pork, vegetarian beans, honey, egg mix and raisins.

Fiscal year 1990 is the last year of TEFAP funding under its current congressional authorization. Because of the drought and limited surplus dairy products, the availability and variety of TEFAP foods have decreased dramatically. Abundant commodities, such as butter, flour and cornmeal, are not as desirable to recipients as foods such as peanut butter and canned pork. These foods, however, have been in short supply and were not available to all recipients each month. Uncertainties about available

food have had an effect on program participation. Since 1987, the quantity of food available through TEFAP has declined 57 percent, and client participation has declined 39 percent. The future of the program is uncertain; whether Congress will reauthorize the program remains to be seen.

## Hunger Initiative

**T**he Hunger Initiative focuses on increasing available food assistance to low-income people by helping local communities develop food resources where none exist and by developing local networks to coordinate existing food resources. Man-



Russell Lee, 1936

dated by the Omnibus Hunger Act of 1985, the program has been operating for three years.

Local networks are composed of non-profit agencies such as food

banks, United Way, Salvation Army, Red Cross and Community Action Agencies; government agencies at the national, state and local levels; local churches operating food pantries and shelters; coalitions of emergency service providers; and corporations. The networks identify unmet needs in the community, inventory and catalog existing resources, update resource directories for improved referral, reduce duplication of services through increased communication, develop resources to fill gaps in services and provide increased community outreach.

As a result of this initiative, transportation was developed in Lubbock to help needy people get to the food bank; training programs were developed in Dallas to improve referral to existing programs, and computerized tracking systems were set up to provide a case management approach to services in the community; food stamp outreach in the Houston area increased awareness and participation in the program; and a Second Harvest affiliate food bank was established in El Paso. In the Rio Grande Valley, a soup kitchen was started; the area food bank became an affiliate of the National Second Harvest food bank network, which tremendously expanded available resources; and emergency feeding was coordinated for thousands of Central Americans entering the Valley seeking asylum.

The Hunger Initiative works to change the image of DHS from a large, uncaring bureaucracy to a sensitive, enthusiastic partner willing to work with the private sector to improve services to needy people throughout the state. As a result of those endeavors, more than 200,000 families are being served by the organizations in local networks.

## Recollections: Early Lessons in Social Work



Dorothea Lange, 1936

I guess I was always in social work. The only time I ever stole anything in my life was when, as a child, I took some groceries for a family camped under a tree. They had a baby wrapped in a very dirty blanket. I was going to the swimming pool—which was actually a creek—and passed by and stopped to talk with the family.

My father had a grocery store. I could go in and get anything I wanted from the store any time. The manager of the store thought I was going on a picnic and needed something. He

would give me what I asked for, and I'd take things to the family.

I decided I had better take the baby some things, so I took a new, clean, white blanket from my mother's home.

Every day I would go see them, and the mother would let me hold the baby. But I began taking so much out of the store that the manager mentioned it to my father. Daddy wanted to know what I was doing, since he knew I wasn't taking the items home, and some things, like shortening, wouldn't go on picnics. He asked me about it, and I told him. I said

I wanted to see them, so he decided to go with me.

I guess it was then that I learned my first lesson in social work. The mother denied me. She said, "I didn't want that kid hanging around here and bringing all this food down here."

My dad was very sympathetic with the family and very sympathetic with me, too. Because he knew I was trying to help them, he said, "Sis, until people are able to ask for help, you will never be able to help them."

"But she asked me," I said. "She told me that they needed this and that."

Then dad said, "Well, when you help people, you can expect some rejection."

He taught me a lot.

That was in Jasper, about 1926. ■

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*Gladys Hampton, Nacogdoches*

## Temporary Emergency Assistance

The Temporary Emergency Relief Program (TERP) was established by the 68th Legislature effective Sept. 1, 1983. The 69th Legislature established the Emergency Nutrition program (EN) as a separately funded component of TERP effective Sept. 1,



Dorothea Lange, 1937

1985. Effective Sept. 1, 1987, the 70th Legislature abolished the separate funding for emergency nutrition and amended and reauthorized the program.

The purpose of the relief program is to help local governments and non-profit service organizations meet the needs of people who are homeless or without other necessities of basic existence. Food, housing, clothing, utility costs and other assistance are provided through the Emergency Nutrition and Temporary Emergency Relief Program to people who find themselves suddenly unemployed or in some other type of crisis situation.

Services are provided through local contractors who offer short-term emergency assistance to needy people. Contractors may provide services directly to clients, or they may purchase the services using purchase vouchers and sub-contracts. They are not allowed to make cash payments to clients.

Local contractors include county governments, local units of government and private, non-profit corporations. Only one contract is awarded in each county, and it is offered first to the county government.

The department allocates a minimum of \$1,000 to a maximum of \$100,000 to each county, based on the county's unemployment and poverty rates. If funds allocated for a particular county are not spent or matched, the funds may be transferred to another county. Local contractors must match state general revenue funds on a 50-50 basis.

The local contractor for each county determines the scope, frequency and duration of services and sets client eligibility criteria. However, contractors may not decide, based on income, to deny services to anyone whose family income is at or below 75 percent of the federal poverty guidelines.

During the fiscal year, local contractors in 248 Texas counties provided temporary emergency assistance to more than 130,896 people at an estimated cost of \$1.2 million.

The Oil Overcharge Restitutionary Act, established by the 70th Legislature, provided additional funding to ENTERP effective Sept. 1, 1987. The funding was made available to states as a result of petroleum overcharge litigation concerning overpricing of crude oil and refined petroleum products during the 1973-81 period of mandatory federal price controls.

Oil overcharge funds of \$2.5 million for fiscal years 1988 and 1989 were added to the program to help needy people with utility expenses. Assistance includes payment of utility bills; purchase of petroleum heating products; purchase of cord wood, coal, blankets and coats; and repair of heating and cooling appliances.

Contractors in 169 counties provided assistance with oil overcharge funds to more than 65,532 people. The



Russell Lee, 1939

funds must be matched locally on a 50-50 basis. Priority is given to recently unemployed people and people who do not qualify for other income assistance programs.

## Legalized Aliens Assistance

The Immigration Reform Control Act of 1986 established the State Legalization Impact Assistance Grant (SLIAG) to help defray the financial impact on state and local governments for providing health, public assistance and educational services to eligible legalized aliens. The department is reimbursed 100 percent by the federal SLIAG grant for state and local funds spent to serve eligible legalized aliens through Title 19 health care services, Title 20 family planning services, vendor drug services, county indigent health care services, the ENTERP and oil overcharge programs and city or county public assistance agencies. The department received about \$8 million in SLIAG reimbursements for fiscal year 1989.

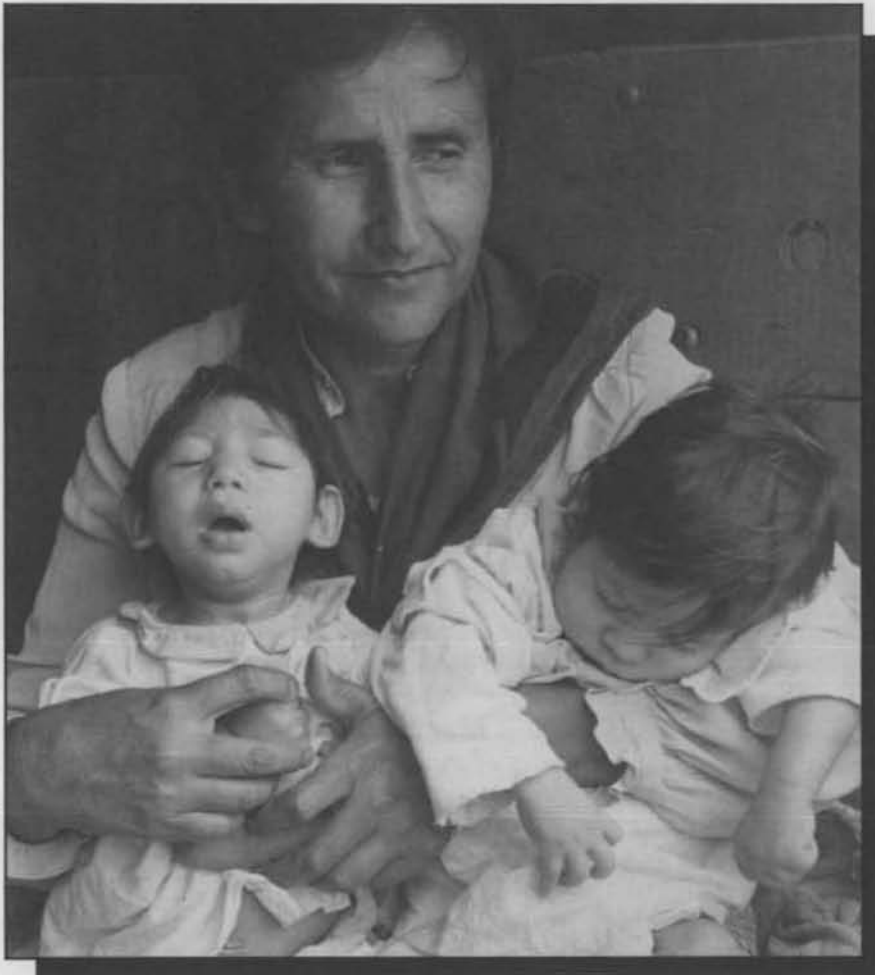
## Energy Assistance

The first federally funded energy assistance program was authorized in 1973. Since that time, the program has gone through numerous revisions on both federal and state levels.

The current Low Income Home Energy Assistance Program is one of seven block grants. This funding mechanism affords states maximum flexibility in designing programs to meet the individual needs of each state. Funding each fiscal year has ranged from \$52.6 million to the current \$31.3 million.

In winter 1989, about 354,500 households received benefits. The summer component, contracted to





Russell Lee, 1959

cies, was funded to serve about 50,000 households.

Because of the drastic decrease in funding, DHS will establish a centralized eligibility and determination unit in fiscal year 1990. The categorical processing for food stamp, AFDC and SSI cases will be handled as in the past, but eligibility determination for income eligible cases will be handled by temporary eligibility staff in the state office rather than in each region. This concept will significantly reduce the administrative costs of operating the income eligible component of the program while expanding geographic coverage and simplifying access for elderly and disabled people.

Funding from this block grant is used in the Weatherization program, Energy Crisis program, Title 20 Social Services and the Home Energy Assistance program.

## Refugee Assistance

The Indochina Migrations and Refugee Assistance Act of 1975 established the Indochinese Refugee Assistance Program (IRAP) to address the needs of Vietnamese and Cambodians displaced by the war. In 1976, Laotians were included in the program. Between 1976 and 1980, the IRAP program expired every year and was renewed by temporary resolutions. In 1980, the U.S. Congress passed the Refugee Act, which established an ongoing program for refugees of all nationalities. Under this act, the Department of Health and Human Services provides 100 percent federal funding to states for cash, medical and social services for refugees. Approximately 100,000 refugees have settled in Texas since 1975.

Refugee cash and medical assistance is limited to the first 12 months of U.S. residency. The program also reimburses the state share of AFDC costs for refugees during their first 24 months of U.S. residency. An average of 765 clients per month received financial and medical services at an estimated cost of \$1.7 million this fiscal year.

Refugee Social Services provides job training, job placement and English as a Second Language classes to help refugees enter the economic mainstream. Social services contractors provided approximately 21,000 services at a cost of \$4.2 million in fiscal year 1989.

As part of contracted refugee social services, Unaccompanied Refugee

Minor services are operated under a contract with Catholic Counseling Services of Dallas. The contract provides foster care and other child welfare services to children designated eligible through the national program.

The Targeted Assistance program is a separately funded project that provides additional employment services in Harris County and contiguous counties based on the high percentage of refugees located in that area.

Two Community Stability projects, one in Dallas and one in Beaumont, provide services to families to increase their social adjustment and standard of living.



Ben Shahn, 1935

## Disaster Relief

Since Congress established the Individual and Family Grant program in 1974, the department has provided more than \$73 million of

assistance to more than 36,000 victims of floods, hurricanes, tornadoes and other disasters. The grant program has helped victims of 26 presidentially declared disasters in Texas by providing cash grants after all avenues of assistance, such as insurance or federal disaster loans, are exhausted. This fiscal year, Congress increased the maximum grant available to an individual or family from \$5,000 to \$10,000. The grants are funded by 75 percent federal dollars and 25 percent state dollars.

Fiscal year 1989 was an active one, beginning with Hurricane Gilbert in September 1988; flooding in six Northeast Texas counties in March 1989; the May through June floods and tornadoes in 87 counties; and Tropical Storm Allison in late June. The department approved more than 8,080 applications from these storms and provided more than \$16.5 million in assistance payments. The number of applications approved was 19 times greater than during fiscal year 1988, and expenditures were 18 times greater.

In addition to the increase in the maximum grant, the federal program established two new procedures. Disaster victims may now call a tele-registration system, a 1-800 number, to apply for assistance rather than traveling to an application center. And through a federal-state automation partnership, the grant program and the Federal Emergency Management Agency are hooked up on a local area computer network in the disaster field office for increased communication.

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## Health Screening

**T**he Early and Periodic Screening, Diagnosis and Treatment (EPSDT) program became law in January 1968 as an amendment to the Social Security Act. As the single state agency for Texas Medicaid services, the department implemented this preventive medical and dental health care program in 1972 under a contract with the Texas Department of Health to provide medical screening and dental treatment for Medicaid recipients under age 21. DHS expanded the



Russell Lee, 1949

provider base in 1980 to include other health care providers such as physicians, hospital outpatient services, health clinics and other approved providers.

EPSDT medical screening exams include laboratory services and immunizations. Dental screening and treatment includes preventive, therapeutic,

orthodontic and emergency services. Orthodontics for severe handicapping malocclusions were added May 1, 1988.

During this fiscal year, 109,004 medical screenings and 140,992 dental services were provided to eligible children. Costs for the EPSDT services were almost \$23.6 million in fiscal year 1989, an increase from the \$18.2 million spent in fiscal year 1988.

Future program directions will include initiatives to reduce infant mortality and morbidity, bring more infants into health supervision earlier, improve interagency coordination of children's health service delivery systems and expand programs through the matching of federal Medicaid funds with other state funding sources that provide services to Medicaid-eligible children.

## Family Health Services

**T**he Family Health Services Program (FHSP), formerly the Recipient Health Care Education Program, was implemented in March 1976 in response to the recognized need to control medical costs. Originally, the program enrolled AFDC families to improve their awareness of health needs, educate them about what to do about health problems and help them enter the mainstream of medical care.

In 1984, automated processing procedures were implemented so regional FHSP nurses could select AFDC clients, particularly Medicaid-eligible teen-age mothers 17 and younger, who needed health care education and possible family planning counseling. Through 1988, the automated process was enhanced to

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provide earlier identification of pregnant teen-agers from the Children and Pregnant Women and the Medically Needy categories to improve their access to health care education and prenatal care services. To provide counseling to a greater number of clients, group counseling was implemented during this time.

Currently, FHSP staff provide individual and group health care counseling and educational sessions to Medicaid clients on appropriate use of health resources and Medicaid benefits, family planning services, preventive health care and social services resources. FHSP is coordinating with REFOCUS workers to help clients who have health care needs that require a FHSP professional nurse intervention.

FHSP staff also consult with providers of services about Medicaid inquiries, client use or misuse of health care services and DHS services. They consult with and train other DHS staff on health care information and the health care system, help recruit EPSDT providers and serve as liaisons with other agencies and community resources.

In fiscal year 1989, group counseling sessions were increased for Medicaid clients, and about 570 group presentations were made. Regional nurses provided about 17,799 health care education services to Medicaid clients, providers, department staff and other agencies. The cost of the program was about \$606,192. Comparatively, in fiscal year 1988, regional nurses provided approximately 18,336 health care education services at a cost of \$604,650. The nursing shortage, coupled with inadequate travel funds, prevented FHSP nurses from providing services to all counties within their regions.

## Family Planning

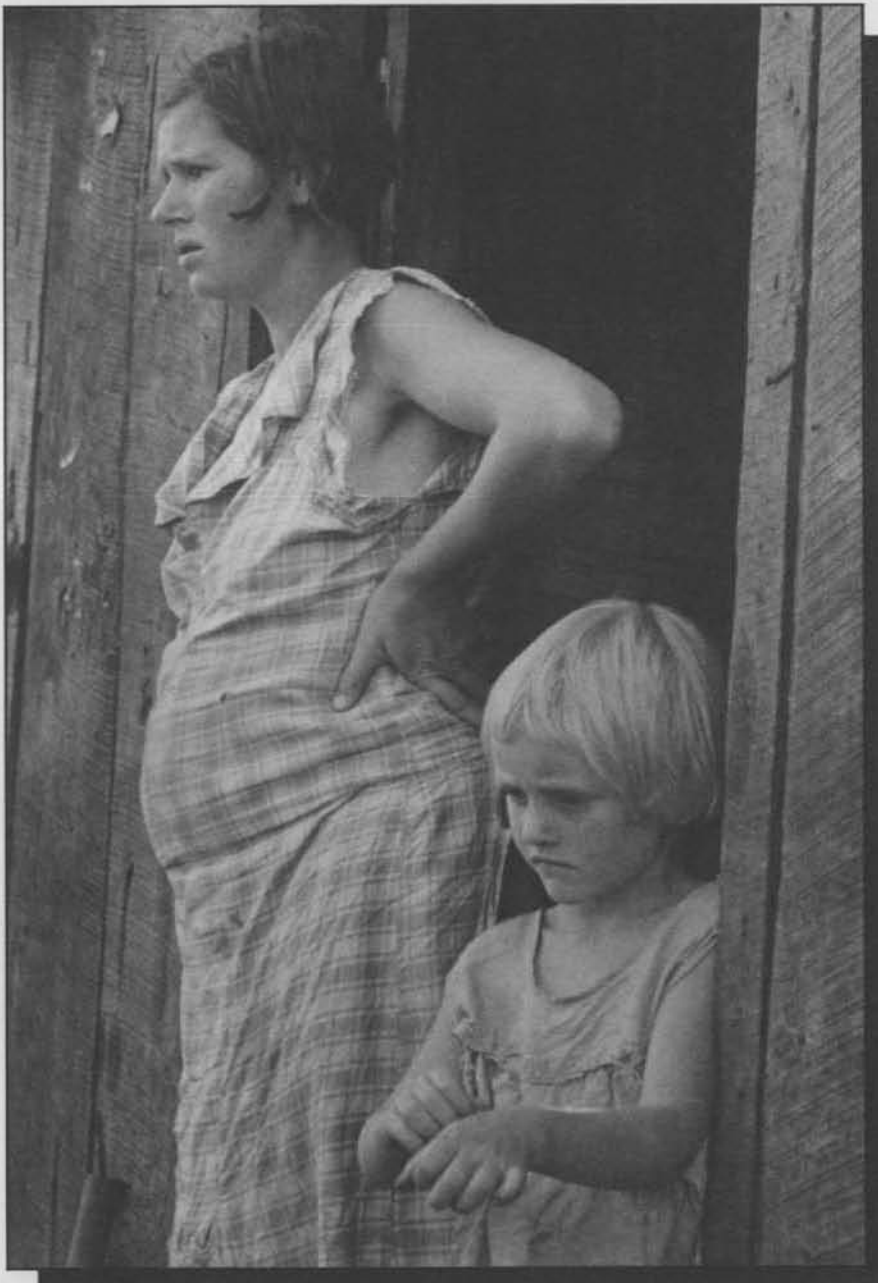
Beginning in 1969, federal regulations required DHS direct-delivery workers to discuss family planning services with clients and refer those who request birth control services to family planning resources in the community. In 1972, the Social Security Act mandated that each state provide family planning services to reduce and prevent births out of wedlock. It also required that clients be offered and promptly provided family planning services upon request. A state's AFDC funding may be penalized for failure to comply.

The Texas family planning services were implemented in 1973 through purchased provider services. In 1981, the Genetic Services program was implemented with federal approval.

Over the next seven years, the department targeted services to adolescents at high risk of becoming teen-age parents; developed cooperative and coordinated efforts with the Texas Department of Health (TDH); and participated in an Interagency Advisory Council for Genetic Services to coordinate statewide services in a cost-effective manner.

Last fiscal year, because of limited Title 20 funding for family planning and the severe problem of unintended pregnancies in Texas, the board placed the Family Planning and Genetic Services program and the Teen Parent Initiative program in a separate special project for one year. The project was to study, develop and implement short-term and long-term initiatives to address the problem of unintended pregnancies, especially among adolescents. Among the accomplishments of the project, which was completed this fiscal year,

were increased reimbursement rates for intrauterine devices, sterilizations and family planning services to adequately cover family planning agency costs, specialized family planning training for direct delivery staff and creation of a Joint Family Planning Interagency Advisory Council for DHS and TDH.



Arthur Rothstein, 1935

In April, the Family Planning and Genetic Services program was returned to the Family Support Services Branch in support of the department's welfare reform efforts to promote client self-sufficiency and employment.

The department contracts with 78 family planning agencies with more than 350 clinic sites that receive both Title 19 and 20 funds. Additionally, about 11,000 private physicians are certified to provide Title 19 family planning. There are also 12 genetic services contractors.

For each \$1 spent on Title 19 family planning services, the state can save an estimated \$5 in first-year welfare costs. Each \$1 spent on Title 20 family planning services can save \$4 in first-year welfare costs.

In fiscal year 1989, the department provided family planning services to more than 313,500 eligible people.

For fiscal year 1990, the DHS board approved an increase of \$3.55 million to serve an anticipated additional 38,400 Title 20 clients. In spite of such efforts, large proportions of those in need are not being reached.

Teen-age pregnancy in Texas continues to be a problem of extreme proportions. Texas has ranked third among the states in the highest rate of pregnancies to girls ages 15 to 19, and Texas has the highest number of births to girls ages 14 and younger. In calendar year 1988, 21,600 babies, or 48 percent of all babies born to Texas teens, were born out of wedlock. Approximately 53 percent of AFDC-dependent children in Texas received benefits because their parents were not married.

In fiscal year 1989, Title 19 paid an estimated \$112.6 million for about 75,000 births. About 30 percent of these deliveries were to mothers youn-



Paul Carter, 1936

ger than age 20. Additionally, newborn-care claims cost \$116.5 million.

About 440 clients received Title 19 genetic services to help them make sound, informed reproductive decisions. Genetic services were provided at a cost of \$196,900, or an average cost per client of \$205.

In fiscal year 1989, an estimated 99,000 pregnancies (or 47,500 births) were averted through DHS family planning services. Some birth defects would have occurred in an estimated 7 percent of these births. By averting 47,500 births, the department saved an

estimated \$161 million in additional first-year AFDC, food stamp and Medicaid benefit costs. Without Title 20 family planning services, approximately 28.1 percent of income eligible women would become Medicaid and AFDC recipients due to the birth of a child.

## Teen Parent Initiative

In 1985, DHS implemented the Teen Parent Initiative to develop community-based, comprehensive service programs for pregnant and parenting teens. In 1987, the 70th Texas Legislature designated DHS as the coordinating agency for school-age pregnancy prevention and intervention programs and information. This expanded the department's role to include collecting information on school-age pregnancy prevention and intervention programs, serving as a statewide school-age pregnancy information clearinghouse and establishing an interagency advisory committee, the Adolescent Pregnancy and Parenthood Advisory Committee (APPAC). APPAC is made up of state agencies and private sector groups to advise the board and the department on school-age pregnancy issues.

The 71st Legislature changed the APPAC name from committee to advisory council; rotated the chair annually among DHS, TDH and the Texas Education Agency (TEA); added the responsibility of advising the TDH and TEA boards on school-age pregnancy issues; and mandated a report of the council's recommendations concerning teen-age pregnancy prevention to relevant state agencies and each regular session of the legislature. APPAC is currently developing a report, *Long-range Action Plan for Serving At-risk Pregnant and Parenting Teens*.

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Last fiscal year, the School-age Pregnancy and Prevention Clearinghouse (SAPPC) developed a statewide resource directory of more than 150 community programs and networks that address issues and problems of school-age pregnancy. The directory was updated this fiscal year to include about 40 percent new programs and increases in services and programs provided by state agencies and organizations. *School-age Pregnancy in Texas: A Report to the 71st Legislature* was produced and disseminated to legislators and other interested parties. The clearinghouse also produced *Teen Birth Data and Statistics in 254 Texas Counties*, which displays pertinent 1987 teen birth data elements by county.

SAPPC distributed about 4,500 copies of clearinghouse-produced documents. Clearinghouse staff also produced a quarterly newsletter with a circulation to 3,000 coordinators in every Texas school district, agricultural extension agents, health care professionals, national and state organizations, teen parent service providers, state agencies, legislators and other interested parties.

Special project funds were made available to the regions to contract with community-based organizations for small, time-limited projects to address various aspects of the issue of teen-age pregnancy and parenthood. Collectively, these projects are called Community Initiative Development (CID) projects because their purpose is to give local communities the opportunity to try innovative ways of preventing or reducing some of the negative consequences of teen pregnancy.

The Teen Parent Initiative self-support demonstration project for pregnant and parenting teens in El Paso, called Project Redirection, com-

pleted its fourth year of operation. TPI services in Houston were provided through contracts with the Baylor College of Medicine and Neighborhood Centers Inc.

During fiscal year 1989, the projects served a total of 1,863 pregnant and parenting teens, and 10 CID projects were implemented. Total costs of the demonstration and CID projects were \$1 million.

## Protective Services for Families and Children

Protective Services for Families and Children includes three components: Child Protective Services (CPS), Family Violence Services and Services to Truants and Runaways. The Child Protective Services program is mandated by state law to protect children from abuse and neglect in their families and homes. This program's clients include both the families and the children when the child has been or is at imminent risk of being the victim of child abuse or neglect, as defined in the Texas Family Code. Services are provided by staff and contract providers. The Family Violence program seeks to reduce and prevent the problem of domestic violence by providing appropriate services for victims of family violence. The majority of this program's clients are battered women and their children, and services are provided through contracts with shelter centers. The third component, Services to Truants and Runaways, contracts with providers to offer counseling services and emergency shelter to runaway children.

## Recollections: Beyond the Call of Duty



John Vachon, 1940

**W**hile working on a case, a financial worker in Collin County found a houseful of dirty, hungry, little children.

There was nothing wrong with their mother and father, except that they would get dressed up, leave the children and go into town and eat a steak supper. They never seemed to have enough food to feed their 11 children, though.

Their house was an old tumble-down farmhouse. Inside, the parents had nailed some apple boxes to the wall as beds for their twin babies. They had a little cover and a few other possessions.

When the worker came back into town, she went to talk with the county judge. He took immediate action. They got the public health nurse, went out to the farmhouse, gathered up all the children and brought them to town. They found two of the little boys sitting in an old, unused fireplace. You can imagine those dirty youngsters.

There just weren't any community resources, so there was no place to keep them. The judge said, "Well, I don't know of any place big enough for all of them except the jury room. I know we've got 12 clean beds up there."

The judge authorized hiring a

middle-age practical nurse to stay with the children. She cleaned them up, cut their hair, put them to bed and kept them in the jury room two or three days.

Of course, the father and mother were brought in, and they said, "We don't want to give up our children." But, after a court hearing, the children were removed and placed in foster care. I sometimes wonder whatever happened to the parents. They left the area and left 11 little ones behind.

This was an example of a financial worker going well beyond the normal

requirements of her job and extending social services and protective care to some needy children. ■

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*Dorothy Mood, Austin*





Marion Post Wolcott, 1939

## Child Protective Services

**T**he oldest and largest of these components, Child Protective Services, had its beginnings with the Child Welfare Division established by the Texas Legislature in 1931 as a division within the Texas Board of Control. Prior to the division's creation, a few counties had established local county child welfare boards to

address the needs of children in their community. The Child Welfare Division was created to expand the number of county child welfare boards, inform the public about the needs of children, coordinate services to children, provide information and referral services, license and inspect maternity and children's homes and assist state institutions in upgrading their services. Through the years, some of these original responsibilities were given to other entities.

In 1939, the Division of Child Welfare was transferred to the newly created Texas Department of Public Welfare. By this time, about 70 counties had local child welfare boards.

Many of these had established county service units. The staff of the state Division of Child Welfare worked out of regional and state headquarters to provide services to children when the local county did not have staff to provide services. Over the years, various mixtures of county and state staff have been used to provide services.

Eventually, changes in requirements to obtain federal funds forced a reorganization to a more uniform state-wide system. Today, DHS enters into contracts with local child welfare

boards and provides department staff throughout the state to provide child protective services. Many counties continue to provide funds for the needs of local children who are placed in foster care.

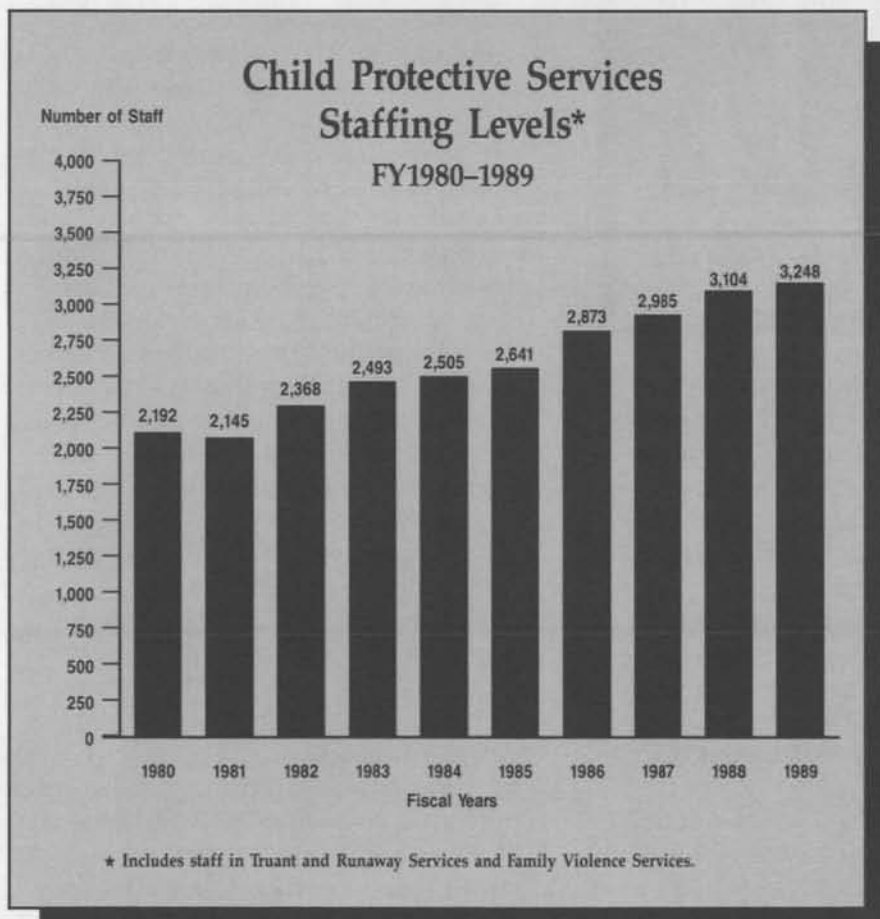
A unique aspect of community involvement in the CPS program is the existence of county child welfare boards, also known as county child protective services boards. There are about 200 of these county boards across the state that are appointed by county commissioners' courts.

Representatives of these regional groups are then elected to serve on the Texas Council of Child Welfare Boards. This group has been an advisory and advocacy organization for the program.

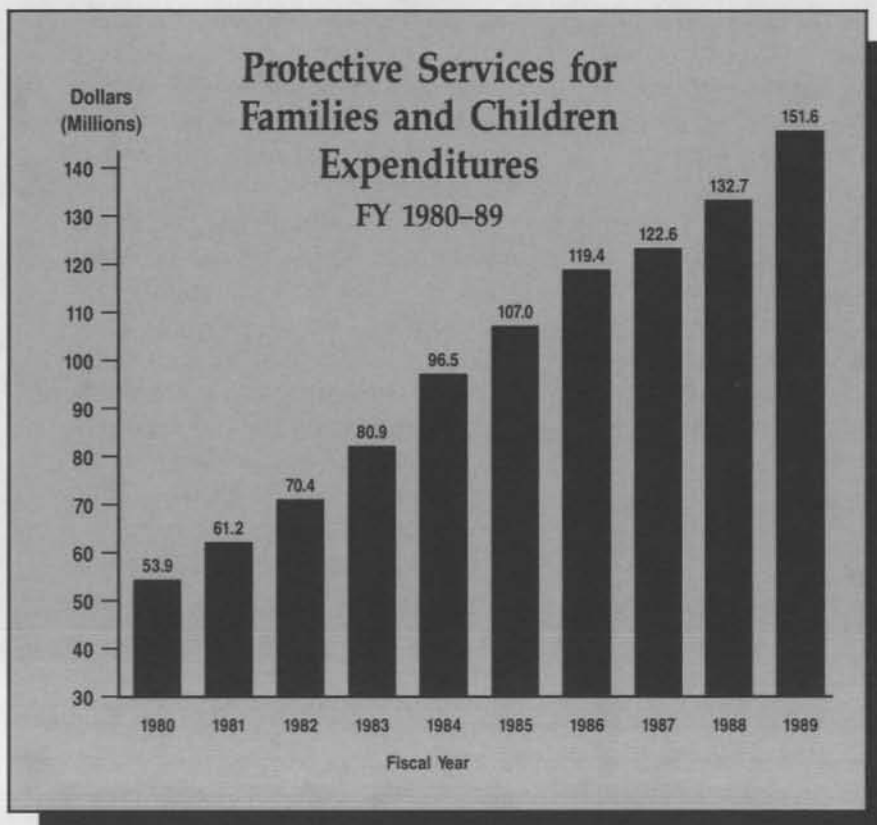
One of the significant problems experienced today by the CPS program is a lack of understanding about its focus and services. This confusion exists within the department, among program advocates and related professionals and throughout the general public. Looking at the program's history helps to explain the confusion.

This program developed from a broad child welfare program that sought to address a myriad of problems related to children. At one point, the department merged the child welfare and public assistance functions and delivered a broad range of services to families and children through social services workers. However, it became obvious that working with abused and neglected children and their families required different skills and abilities from those needed to determine eligibility for financial assistance. To provide more effective services to clients, the department once again specialized the function of child protection.

When the Texas Family Code became effective Jan. 1, 1974, citizens of the state were mandated to report suspected child abuse to the department. At that time, the Texas Family Code did not include statutory definitions of child abuse and neglect. The department administratively established definitions of child abuse and neglect. Those definitions were general and allowed both staff and the public to interpret a variety of situations as child abuse or neglect.



Representatives from the county boards are elected to serve on regional councils of child welfare boards in each department region.



This further contributed to the lack of clarity about child protective services.

The Texas Legislature enacted statutory definitions of child abuse and neglect, effective Sept. 1, 1987. These statutory definitions provide more specific guidance about what constitutes child abuse and neglect. Still, a number of individuals believe that any situation that poses any potential for harm to a child is the responsibility of CPS. Others believe that CPS should only be involved in the most extreme situations. These conflicting attitudes continue to attempt to shape the program.

One final factor contributes to the confusion about the appropriate role of CPS. Often, when families and children are clearly identified as having a need for services, they are referred to CPS for assistance in meet-

ing that need. Families and children experience a variety of needs that are not child abuse and neglect. It is the desire to assist these families and children that causes the public and staff to want to broaden the role of the program.

Today, more than ever before, the program is under scrutiny from the public, the Legislature and the department. In the past two years, the program has been studied both internally and externally. Program organization, practice, administration, coordination and training, and community understanding and involvement have all been examined. In responding to the recommendations from these studies, staff must integrate changes in ways that most effectively use the program's resources to achieve the program's goals for its clients.

Drawing on a history of community involvement, the board and department staff held a series of forums throughout the state to ask for help in keeping Texas children safe. Forum participants responded by establishing action plans to help children in their communities. The outcome of the forums was so encouraging that similar meetings are planned for smaller communities next fiscal year.

Not only did forum participants gain a new perspective on program problems, they also left the forums with clearer understandings of the program's goals:

- to protect children from abuse and neglect in their families and homes,
- to preserve families that are safe for all family members, and
- to provide permanency for children who cannot safely remain with their own families.

To meet these objectives, the program provides a number of services: intake and investigation of reports of child

abuse and neglect, services to families and children in their own homes, placement of children in substitute care, development and maintenance of foster homes, and adoption services.

Reports of child abuse and neglect are received through local child protective services staff or the statewide 24-hour, toll-free abuse hotline. During the fiscal year, 73,248 child abuse and neglect reports were investigated. Approximately 43 percent of these reports, involving approximately 48,748 children, were confirmed.

When reports of abuse and neglect are received, they are assigned a priority based on the severity of the alleged harm and the immediacy of the alleged danger to the child. The priority establishes how quickly the investigation of the report is begun. Investigations of reports involving the immediate threat of serious physical harm or death to a child are begun within 24 hours. All other investigations are begun within 10 days.

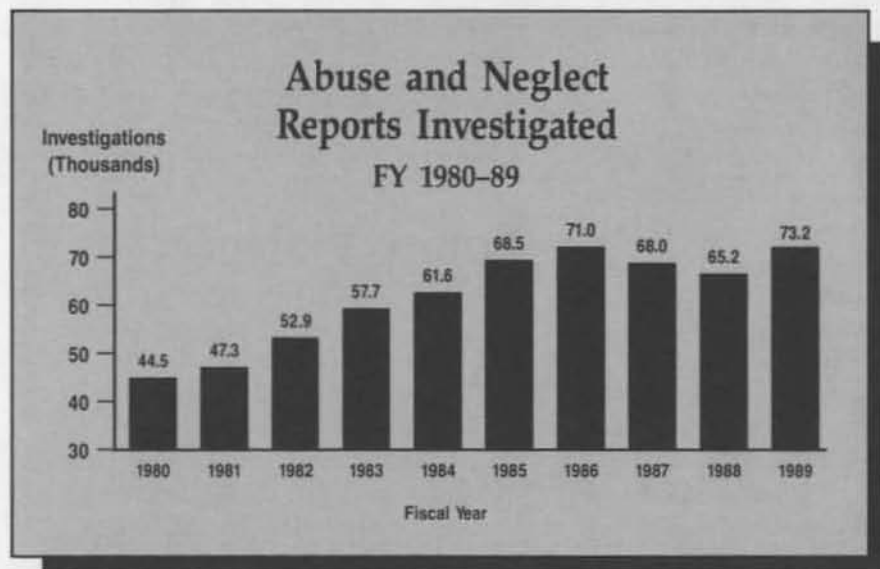
If an investigation indicates the need for continuing protective services and it appears that the child's safety can be maintained in his own home,

the department or other community resources may offer a variety of services to the family. In-home protective services are designed to help prevent the recurrence of child abuse and neglect and the trauma the child would experience if removed from the home. The caseworker and family jointly develop a service plan which focuses on strengthening the family's ability to provide a safe environment for the child. The program does not attempt to meet all the needs of families and children. The focus is on helping families resolve those problems that led to the abuse or neglect so that the child may remain safely with his own family. Services may include protective day care, emergency homemaker services, parent-aide services and community treatment services. When it appears that the child will be safe without CPS supervision, the case is closed.

When a child's safety is seriously endangered by remaining in his own home, the court may temporarily place the child in foster care. As in in-home services, the caseworker and the family jointly develop a service plan. The same types of services may be offered to the child and family. The goal is to help the family become safe so the child can return home.

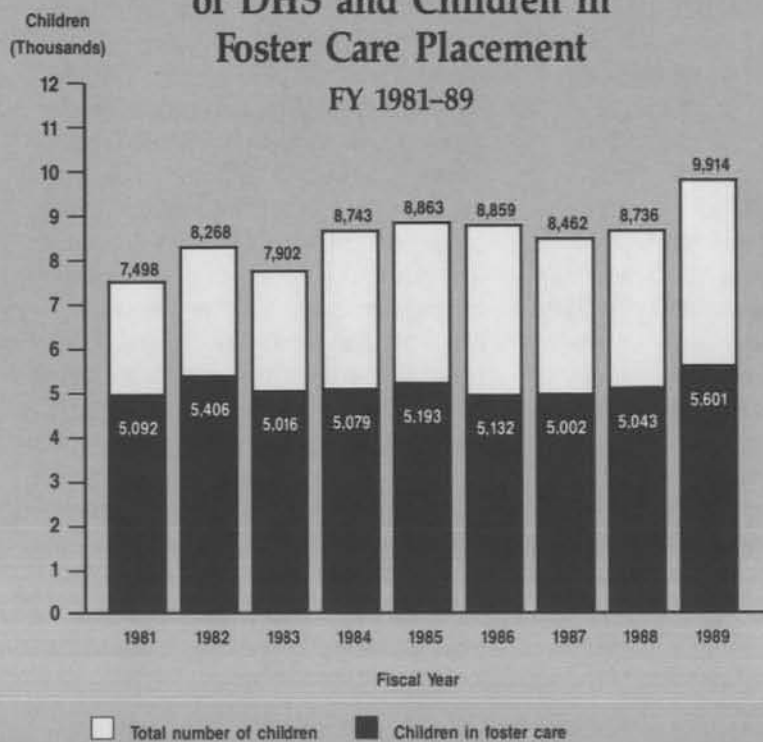
Although the majority of children are returned from foster care to their parents or relatives, it is not always possible for families to resolve their problems so that the child can safely live with them. When a court terminates parental rights, the program's adoption staff seek permanent adoptive homes for these children.

Most of the abused or neglected children waiting for adoption have special problems and needs. They are often older; have emotional, mental or physical handicaps; are of a racial



## Children in the Legal Responsibility of DHS and Children in Foster Care Placement

FY 1981-89



minority group; or need to be placed with one or more brothers or sisters. During the fiscal year, the department placed 608 children in adoptive homes.

To expand adoption opportunities for these children, the department provides adoption subsidies for special needs children. Subsidy costs are less than maintaining a child in foster care. Subsidies may be used to help adoptive parents with placement and maintenance expenses.

The department purchases adoption services from private agencies and operates the Texas Adoption Resource Exchange to increase the pool of prospective adoptive families. In addition, the department implemented the One Church, One Child project based on a model begun in Chicago, Ill., to

help in the adoptive placement of minority children. The project is based on the idea that if one family could be found in each church to adopt a child, no children would wait for homes.

The department also participates in the Interstate Compact on the Placement of Children (ICPC). In this agreement, the department is responsible for giving permission for children from other states to be placed in Texas. ICPC also tracks and coordinates in-state and out-of-state requests for placements by public and private child-placing agencies, courts and individuals. In fiscal year 1989, 997 children were approved for placements into Texas and 1,148 out of state.

For some children in foster care, neither returning home nor adoption placement is feasible. These children remain in long-term foster care until they gain their legal independence at age 18. To help these youths prepare to manage money, find jobs, rent apartments and handle other basic skills needed for adult living, the Texas Board of Human Services earmarked about \$1.7 million in fiscal year 1989 for the Preparation for Adult Living program. Services included counseling to help prepare the youths emotionally for adulthood, training in basic living skills and educational or vocational training.

## Family Violence

Statistics collected by police, courts, emergency rooms, researchers and battered women's shelters make it clear that spouse abuse is a social problem of major proportions in the United States. Spouse abuse is the major cause of injury for which women

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seek medical attention, more common than auto accidents, muggings and rapes combined. Thirty percent of the women murdered in this country die at the hands of a domestic partner, either husband or boyfriend. An estimated 391,600 Texas women were physically abused by their partners in 1989.

The first Texas family violence shelter opened in Austin in 1977. In 1979, the Texas Legislature established a family violence services pilot project in the department. By 1980, almost 30 programs had established shelters. In 1981, the Texas Legislature passed legislation that established family violence services as a permanent activity within the department. The program was transferred from another program in the department to Protective Services for Families and Children in 1984.

Services are provided through contracts with community-based shelter centers. The developmental history of each shelter center is similar. Most begin through the efforts of interested groups on a local level. These groups, which typically include victims of spouse abuse, recognize the need for services and develop the community support necessary to establish services and shelters.

Community involvement is built into the program. The enabling legislation for family violence services, Chapter 51 of the Texas Human Resources Code, specifies that a shelter center must provide shelter to victims of family violence for nine months to be eligible for a contract with the department. This requirement demonstrates both the need for services and the local commitment to fund those services prior to receiving state funding.

Services to victims include shelter, counseling, emergency hotline, medical care, transportation, legal assistance, educational arrangements for children and employment assistance. Shelter centers are active in working with and training local law enforcement agencies and criminal justice officials. In addition, shelter centers are responsible for educating their own community about services, dynamics and prevention of family violence. This fiscal year, the department contracted with 53 family violence shelter centers to provide services.

The department provides almost 24 percent of the annual operating budgets of family violence shelter centers. Shelters typically receive the remainder of their budgets from sources like United Way, city and county governments, community fund-raisers, churches and grants. Shelters also use a variety of in-kind contributions and rely heavily on volunteers. Volunteers accounted for an equivalent of 230 full-time staff positions in shelter centers statewide valued at \$1.6 million.

In fiscal year 1989, 23,857 women and children were provided emergency shelter by family violence shelter centers in Texas. In addition to women who stay at the shelters, women who have a safe place to stay may receive services other than shelter as non-residents. Services were provided to 23,254 non-residents in fiscal year 1989, a decrease from the 24,384 served in 1988.

The Family Violence Advisory Committee (FVAC) is appointed by the Texas Board of Human Services to advise the department on family violence services. This committee has offered support and focus to the program in coordinating, networking

and educating other professional groups who work with victims of family violence. FVAC has initiated and assisted in the development of two new family violence brochures and is working on a manual to help train law enforcement to better handle family violence calls.

## Services to Truants and Runaways

This program was created statewide when the 68th Texas Legislature appropriated \$4 million to the DHS biennial budget for a demonstration project to provide services to runaways and truants. The program was continued by the Legislature and is now a permanent activity of the department. The focus of the program is now on runaway youth. The 1985 Special Texas Census estimated that more than 120,000 young people leave their homes without permission each year. They may be gone a few hours or never return. More than 47,000 are gone from their homes for more than 24 hours.

The Services to Runaways program provides services to youths and their families in an attempt to help them resolve problems leading to runaway behavior. Services are designed to divert these youngsters from the juvenile justice and child protective services systems.

The department contracts with 23 programs across the state to provide services, which must include family crisis intervention counseling, short-term emergency residential care and aftercare counseling. Highest priority is placed on providing services that allow youths to remain in their own homes. Emergency residential care is used only if the youth's safety is in question.

Runaways and those at risk of running away are eligible for services. Anyone may refer a youth for services, and a youth may refer himself. During the fiscal year, 6,838 youths were served at a cost of \$2.5 million.



Ben Shahn, 1935

## Recollections: Down the Frio River



Ben Shahn, 1938

**W**e were doing some work for the Waco State Home. They wanted to see which of the children could go back to their own homes. The state home didn't have anybody to follow up on some of these cases, so they farmed them out to the different districts. I had a case in Leakey—a little, old town near Hunt in the Hill Country.

I thought I was reading the map correctly on my way to Hunt, but after I passed this little store, the road went right down into the Frio River. I wondered if the road went across the riverbed since there wasn't any water in that part of it.

I went back to the store and told them I wanted to get to Leakey, and I didn't quite know where the road was.

They said, "Well, it's right down here."

"That's the river!" I said.

"Everybody goes that way all the time. The postman makes it," they said.

There wasn't anything I couldn't do at that age, so I said to myself, "If he can make it, I can make it."

I started down the river. The area was very dense. There were vines and trees, birds and animals, and water moccasins flipping around. And there were all kinds of great, big bulls pawing around, some of them in the riverbed. And some of them were sticking their heads over the bank. I thought they were going to come down there and lift up my car.

Then I came to a pool of water. Of course, I didn't know

how deep it was. But I thought, if the postman makes it, so can I. And I did.

I finally got to Leakey and found the parents of the children, and they decided they would take their kids back.

On the way back, I went to the filling station and said, "Is there any way of getting back to Austin besides going back the way I came?"

They said, "Yes, you can go around this other way." But it was about 100 miles farther. I decided I'd rather go that way than back the way I came because I was afraid of those bulls. They were the biggest things I had ever seen. ■

Rosalind Giles, Dallas



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## Children's Trust Fund

**T**he Children's Trust Fund of Texas (CTF) has been an advocate for children and youths of Texas for four years, providing financial support to community-level programs to prevent child abuse and neglect.

CTF and its nine-member governing CTF Council were established by the Texas Legislature in 1985 to address the growing problem of child abuse and neglect. Members of the council, appointed by the governor, serve six-year terms. DHS provides support and adopts rules to facilitate council policy.

Funds for the dedicated Children's Trust Fund and the CTF Council Operating Fund are obtained from \$12.50 of each marriage license fee, amounting to about \$2.3 million for fiscal year 1989. As mandated, only a part of the total is available for the operating fund, and only 10 percent of that amount may be used for administrative costs. The balance is left to earn interest to ensure a continuing resource for programs to prevent child abuse and neglect. All revenue must be used for prevention, not treatment. In 1989, additional funds were received through the federal challenge grant program and from individual contributions.

During the fiscal year, 39 primary and secondary child abuse and neglect prevention programs in all areas of the state were awarded grants totaling \$889,177 and received local support from community organizations and individuals totaling more than \$545,000. The increase in local dollars over the fiscal year 1988 total is due to the requirement that in the third year, programs must secure 50

percent of their operating costs from local sources. In addition, a total of 54,904 volunteer hours were contributed to the programs, representing a dollar value of \$183,928, based on minimum wage.

CTF and the Texas Agricultural Extension Service collaborated to establish a parenting education curriculum library and provide training for county teams to develop, implement and evaluate parenting programs with funds from a \$100,000 CTF award. The combined resources to prevent child abuse and neglect during the fiscal year totaled more than \$1.2 million.

The 39 CTF-funded programs provided services to approximately 165,000 children and 7,955 families. The programs, which were completing the last year of a three-year funding cycle, included parent education, anti-victimization and personal safety, community awareness, home visitor, latchkey, respite care and special projects. The local support mandate promotes private sector initiatives and enables successful programs to continue with community sponsorship at the conclusion of funding.

Programs are monitored to ensure compliance with program, accounting, and evaluation criteria and standards. On-site visits to each program are conducted by regional or field monitors or CTF staff.

CTF conducted two forums on critical issues in child abuse prevention with the support of federal challenge grant funds. One forum examined prevention issues related to adolescent parents, and the other focused on life skills curricula for children. Each forum featured summary presentations of four research papers, formal responses and discussion among participants representing the academic,

human services, health care and lay perspectives.

CTF completed its first public service announcement, "Kids—You Just Can't Shake 'Em," for release to television and radio media throughout the state. The PSA, produced in both English and Spanish, warns the public of the possible tragic results of shaking a baby.

## Day Care

**T**he department's child day-care program has seen many changes in its 20-year history. Funding sources and levels, purchase methods,

care requirements and client eligibility criteria have all changed or been revised over the years in response to federal and state legislation and client demographics.

In 1969, the department began purchasing day care with Title 4-A funds through purchase of service contracts. Contracts required 30 percent local matching funds, and the facilities had to meet Federal Interagency Day Care Requirements. All contracts were paid on a cost-reimbursement basis. Day care was provided to protect children from abuse and neglect, to support their parents' employment efforts or to meet children's developmental needs. The only indicator of need that

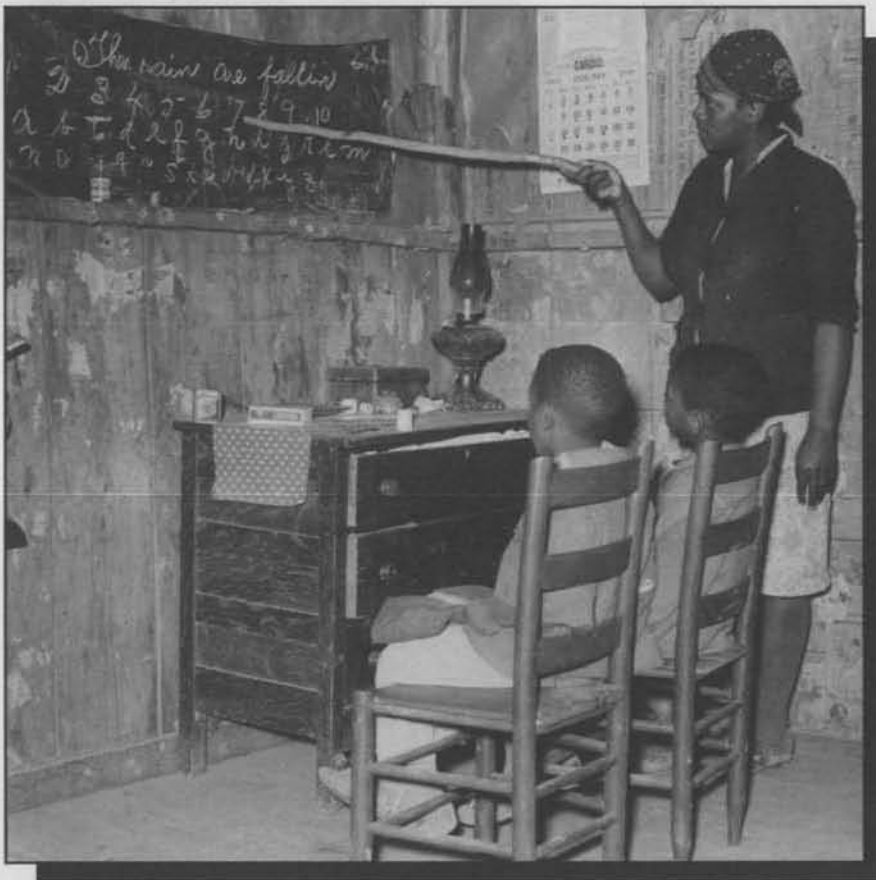
had to be supplied before contracting with a provider was that the area surrounding the center had sufficient numbers of interested low-income families to fill the center. Client eligibility from 1969 to 1972 was based on the average income in the ZIP code in which the client lived. In 1972, based on federal regulation changes, eligibility became limited to current, former and potential AFDC recipients.

The program experienced several additional changes in 1972. Beginning that year and continuing through 1977, the Texas Legislature appropriated \$1 million each for WIN



Russell Lee, 1937

and Vocational Rehabilitation (VR) day care. The provider agreement, which was a modified provider enrollment and voucher system that is still in use today, was begun to serve the day-care needs of WIN and VR clients. From 1972 to 1976, payment was allowed to relatives to provide care in the child's own home.



Russell Lee, 1939

In 1975, the funding source for purchased day care became Title 20. Because of increasing demand, the department established a priority system; although the system has been revised over the years, CPS referrals have always been priority 1. Day care continued to be purchased through contracts, though several changes were made over the next few years in the purchase requirements. Enroll-

ment rather than attendance became the unit of service, and a unit rate payment system was phased in.

By 1978, state funds were no longer restricted to WIN and VR clients, and local match requirements became varied in relation to the number of AFDC clients served. A statewide, sliding-scale parent fee policy was also established. Until that time, the amount of fees paid was left to the contractor's discretion. Under the new policy, parent fees continued to be deducted from the provider's bill to the department. By 1978, the Title 20 day-care expenditures reached the ceiling. A system of allocating funds to the regions was implemented, and expansion of the day-care system virtually stopped.

In 1981, the federal government deleted the Federal Interagency Day Care Requirements. Since then, there have been no federal standards for day care. The department, however, has continued purchase requirements that stress learning activities designed to help develop cognitive skills, good health habits, self-esteem, physical coordination, self-expression and the ability to communicate and relate to others.

Funding for the program changed in 1982 after the creation of the Title 20 Social Service Block Grant. That year, the amount of Title 20 funding for day care was reduced by 53 percent. However, with an increase in state funding to approximately \$13 million, the overall impact on the program for fiscal year 1982 was a 19 percent reduction in funds.

Allocations since 1981 have fluctuated from a low of \$27.4 million in 1982 to a high of \$38.5 million in 1989. In fiscal years 1986 and 1987, there was no increase in the Title 20 allocation, and no state funds were

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appropriated. In fiscal years 1988 and 1989, the state added \$1.3 million to cover inflation.

Under current policies, the only children to receive day care through the department are those in danger of abuse or neglect and those of low-income parents who require care so their parents can work, seek work or receive training that will lead to employment. A major focus of this care is to help AFDC families in their efforts to become self-supporting.

The department contracts with more than 1,100 facilities, including churches, schools, day-care homes and commercial child-care centers for care.

Through the department, care and supervision are provided to children from birth through 10 years of age, but the age may be extended to 13 for abused or neglected and handicapped children. Because funding is limited, names are often placed on waiting lists, and children are enrolled when space becomes available.

Fiscal year 1989 funding allowed the department to serve 14,263 children per day. This compares to the fiscal year 1988 expenditure of \$35.4 million, which allowed service for 13,482 children per day. Of all the children eligible for day-care services, funding allows the department to serve fewer than 4 percent.

The future direction of the department's day-care program is heavily influenced by the Family Support Act of 1988. Implementation of the act's child-care provisions will require revisions in the current purchase system to allow parents to have a choice of day-care providers. Also, the department must expand the purchase of care into new locations to provide services to all entitled clients.

In April 1989, the department began testing the provision of 12 months of

transitional Medicaid and day-care benefits to eligible clients in four regions. The Family Support Act mandates these benefits beginning April 1, 1990. Information gained from the pilot project will be used to design a new day-care system that can meet the federal requirements, manage multiple funding sources and make child care more accessible for eligible clients.

## Licensing

Regulation of child care in Texas began in 1921 and focused on the regulation of maternity homes. The State Department of Health administered the law. Eight years later, the law was amended to include all children placed with families not related to them. This included children placed for part of the day in what are now recognized as day-care centers.

With the Texas Legislature's creation of the Child Welfare Division under the State Board of Control in 1931, maternity home regulation remained with the health department, but the regulation of child-care facilities and child-placing activities was transferred to the new Child Welfare Division. When the Legislature created the State Department of Public Welfare in 1939, the responsibilities of the Child Welfare Division were transferred to the newly created department.

From 1949 through 1975, several significant amendments to the law covering child-care regulation were passed. In 1965, the Legislature added provisions for collecting fees for child placements and adoptions. In 1971, the Legislature added requirements for immunization records for children in care and for licensing staff to exam-

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ine those records. In 1972, the administrators licensing law required the licensure of persons responsible for the administration of residential child-care institutions.

In early 1973, a tragic incident at a residential treatment facility in Liberty, Texas, prompted a major revision in child-care regulation. In response to public outcries, an interim legislative committee was established in July 1973 to thoroughly study all Texas child-care, education and guidance facilities and all laws and state agency regulations pertaining to such facilities. In August 1973, the Board of Public Welfare created a separate Licensing Division. The board also directed that the licensing of 24-hour facilities be a specialized function administered directly from the state office in Austin. Day-care licensing would remain decentralized with administrative responsibilities at the regional level.

In May 1975, the Legislature passed the Child Care Licensing Act of 1975. The law was codified in 1979 and is now known as Chapter 42 of the Texas Human Resources Code. The new law made Texas the first state in which family day care was regulated through registration. The act also provided for stringent criminal as well as civil penalties. Other major features were the recognition of specialized types of 24-hour care facilities and regulation of private schools not accredited by the Texas Education Agency. Another major feature required that state-operated facilities be certified and meet the same requirements as private facilities of the same type.

To address church-state separation issues, the law specifically excluded licensure of Sunday schools, retreats, weekly catechism, vacation Bible

schools and facilities caring for children while their parents attend religious services on or near the premises. The law was later amended to exempt religious-sponsored and non-religious private schools that do not provide custodial care for more than two hours a day.

In 1983, the law was amended to allow the probation of a license. That same year, another law gave the department responsibility for certifying eligible people as social workers, and the responsibility was assigned to the Licensing Branch for implementation.

Since 1983, the law has been amended to change license issuance from biennially to non-expiring; establish an annual fee structure for licenses and registrations; install a criminal history check for child-care providers and facility owners; establish qualification standards for family home caregivers; and exempt from registration those family homes caring for three or fewer children.

Effective Sept. 1, 1989, amendments to the Texas Human Resources Code modified the circumstances for which a provisional license is issued; changed the issuance of a certification from biennially to non-expiring; and eliminated annual audit requirements for residential facilities as well as annual registration renewals.

During fiscal year 1989, the day-care licensing program continued to focus on the regulation of family day homes. A 15-member *ad hoc* committee of caregivers and parents made substantive recommendations to the department on Minimum Standards for Registered Family Homes. These recommendations formed the basis for discussion at 15 forums held across the state to gather comments from caregivers. More than 2,000 caregivers and parents attended these meetings.

## Recollections: The Railroad Baby



Russell Lee, 1938

I want to tell you about a baby who was left in a restroom at the railroad station in Amarillo. That was back in the days when they had good food in the Harvey Houses, prior to World War II.

Somebody found the baby and a package of new clothes with it. The police took the baby and the clothes, but no one knew where the baby came from.

We got the baby settled in a foster home and looked at the clothes and the tags on them. Some of them were from J.C. Penney in another town. The labels didn't give the name of the town, however, they did indicate the serial or inventory number. There were also clothes from another store but the tags didn't indicate what store.

I contacted the J.C. Penney

Company in Amarillo, told them what had happened, and said that I was trying to identify a baby by the serial numbers from some new clothes. They had some way of knowing and said it was a town in New Mexico across from Dalhart. Of course, if you went out of the state at that time, you had to get permission from Austin, probably from the governor. It was only 15 miles, so I didn't bother to get authorized pay for 15 miles. I just went and paid the bill.

The manager said,

"I think the woman came in, but I don't know who she is."

Then, I said, "Well, you know I've got another number here from some other store. Would you have any idea whether it's in this town?"

He looked at the tag and said, "Oh, that's the dime store over there."

So I went to the dime store. They remembered that the woman was from Childress, and they had her name. I got the name of the street where she lived, but I didn't have a street number. Then I went to Childress, which isn't too far from Wichita Falls, to try to locate the woman.

I found her. She was probably 35 years old or so. I talked to her, and she admitted the birth of the child. I think her boyfriend, who was an

employee of the Fort Worth and Denver Railroad, left the child in the station when he went through there on the train.

I told her that sure was a sweet little baby she had, and I was so glad she left the clothes because it sure did help us out. I kept talking. She said she had been going with this railroad man for a long time.

I said, "Is there going to be anything more to this relationship, or is it just going to end?" It looked like it was getting pretty solid to me, other than the fact that they hadn't married.

She said it would be all right to contact her boyfriend, so I contacted the stationmaster at Amarillo and told him I needed to talk to one of their employees who was going through to Colorado. They told me when the man would be there, and he showed up. I imagine the boss just saw to it.

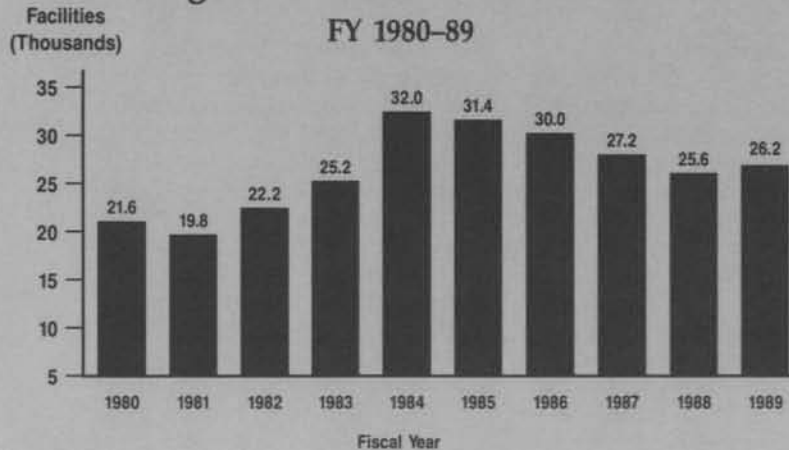
I said, "You've got a sweet child here, and it needs a good home. If there's any chance of you and whatever her name was getting married and making a home, I sure would like to see you keep this baby. It's a nice little baby."

Finally, they came in and said, "We are going to get married, and when we get married, we want to keep the baby."

I complimented them. They got married. About eight or 10 months later, I got a letter from them. They were living in Colorado—I guess at the other end of the railroad line. They wrote me a letter to tell me how the baby was growing. ■

*Rosalind Giles, Dallas*

## Regulated Child-care Facilities



In all, more than 3,400 people, including those attending meetings in fiscal year 1988, commented on the standards. Following the forums, the *ad hoc* committee and the Advisory Committee on Child-care Administrators and Facilities made their recommendations. The Texas Board of Human Services approved the proposed revisions as standards in early July 1989.

## Child-care Licensing Expenditures



Eighteen public hearings were begun in August 1989 to gather comments from providers, parents and the public on the proposed Minimum Standards for Registered Family Homes. Adoption of final rules and implementation will occur during fiscal year 1990.

The department also continued efforts to increase and strengthen registered family home associations. Working through Initiatives for Children Inc. of Houston, the department supported the creation of a new statewide organization of registered family home associations and caregivers, called the Professional Home Child Care Association of Texas. The new organization held its initial meeting in San Antonio in September 1989.

Another project initiated this fiscal year involved interviewing parents of children in registered care to better understand the factors parents use in choosing care settings for their children. Results of this telephone survey will be valuable in determining what kinds of information will be most helpful to parents in making good decisions about child-care arrangements.

Licensing staff investigated 6,672 complaints against child-care facilities in fiscal year 1989, 8 percent more than the previous year. Specialized day-care investigators handled a total of 2,829 complaints or reports of alleged abuse and neglect of children.

At the end of the fiscal year, there were 7,050 licensed day-care facilities with a capacity of 498,730 children and 14,350 registered family homes with an estimated 86,100 children in care. This is an increase of about 1 percent for licensed day-care facilities and a little over 2 percent increase for registered family homes.

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Residential child-care licensing staff developed and delivered training programs for facility administrators and staff on identification and prevention of abuse and neglect. To address the incidence of unlicensed child-placements, the department automated information about all unlicensed child-placing investigations. The automation will allow staff to better coordinate investigation efforts and ensure that people who repeatedly engage in this activity are referred to the Attorney General's Office.

The process of revising the Minimum Standards for Child-placing Agencies was also begun this fiscal year. Child-placing agency staff and licensing staff attended predevelopment workshops to get a statewide perspective on desired results in child placements.

At the end of fiscal year 1989, there were 4,751 licensed or certified 24-hour facilities caring for about 22,300 children, an increase of about 4 percent over last year. Staff investigated 885 complaints and serious incidents during the year, about .5 percent higher than last year; 277 of these involved allegations of abuse or neglect and were handled by specialized licensing investigators.

The department spent about \$9.5 million to regulate the care provided to about 607,000 children in day care and residential child care in fiscal year 1989, an increase of about 2 percent over fiscal year 1988.

The department issued 1,189 certifications for social work practitioners in fiscal year 1989. A total of 9,856 social work practitioners were certified at the end of the fiscal year. In addition, the department issued 120 licenses for administrators of child-care institutions. A total of 675 administrators were licensed at the end of the fiscal year.

The administrator's licensing program held the sixth annual conference for licensed administrators in August 1989. About 300 people attended the conference, which was co-sponsored by a group of residential child-care providers. In addition to the annual administrators' licensing conference, the first annual statewide conference for social work practitioners was held in San Antonio in April 1989. About 425 persons attended the conference, which focused on ethical issues in social work practice.

The administrators' licensing and social work certification programs are financed totally through licensing and certification fees. ■