1994 ANNUAL REPORT

Painting a Brighter Texas

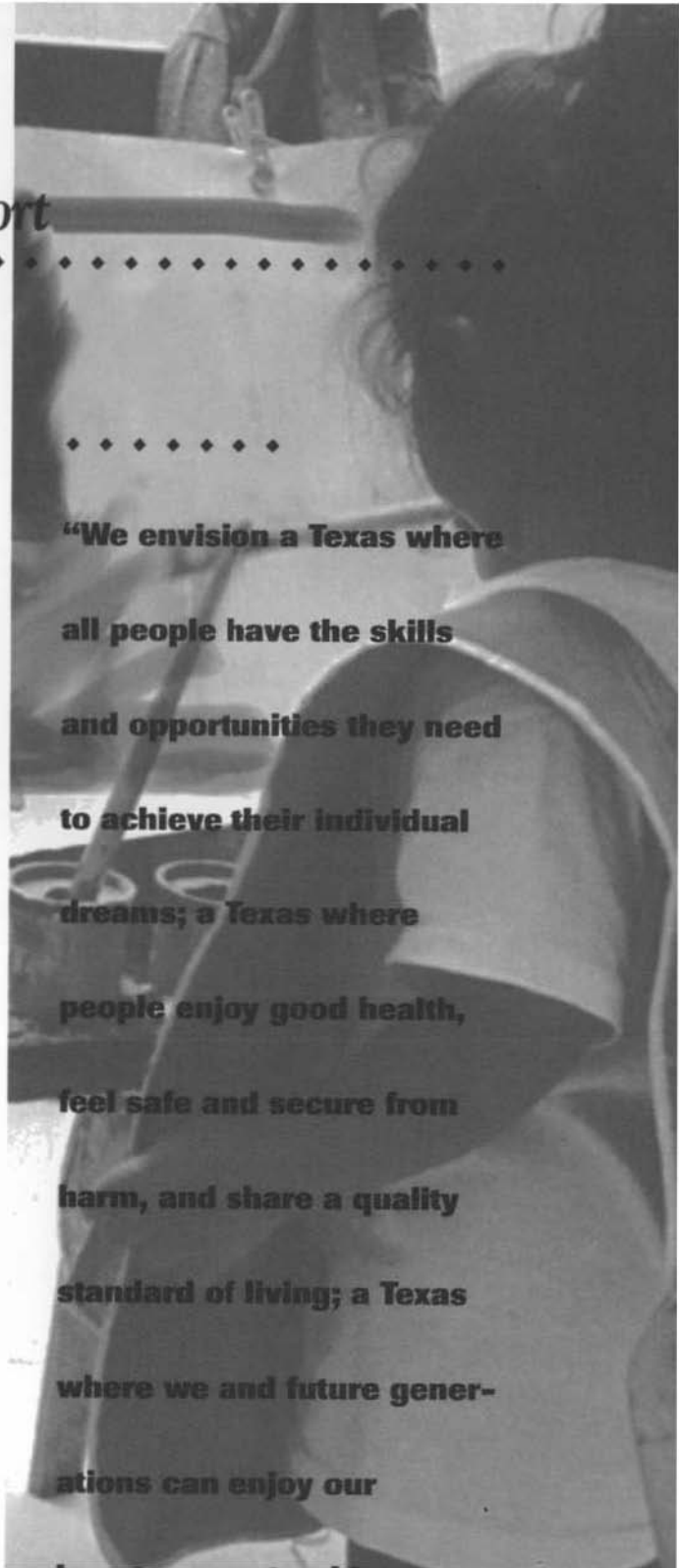
Texas Department of
Protective and Regulatory Services

Executive Director's Report

Our second year as a state agency has come to an end. Each year the challenges are greater as we strive to keep up with the ever-increasing demand for our services. I am pleased, however, with the strides we've made during the past year.

At the request of Gov. Ann Richards, PRS joined with many other state agencies in adopting the Total Quality (TQ) philosophy. Total Quality represents a new way of thinking, one that puts customers first, empowers employees to make decisions at their own levels, encourages teamwork to solve problems, breaks down barriers within the organization, and rewards employees for doing things that will produce the best results. Training in TQ principles began with management in the last fiscal year. During fiscal year 1994, training continued among staff at all levels statewide. As TQ philosophy is put into practice, we will find ways to work more efficiently and more effectively, resulting in a more productive use of tax dollars and better services to those for whose safety and well-being we are responsible.

One of my major goals since coming to PRS in March 1993 has been to provide field staff with automation. With the $25 million appropriated for automation by the 73rd Legislature, that dream is now becoming a reality. New computers are being delivered to staff across the state through the PRS Automation Initative. Automation will improve services to our clients by making our field staff more efficient and information more accessible.



"We envision a Texas where all people have the skills and opportunities they need to achieve their individual dreams; a Texas where people enjoy good health, feel safe and secure from harm, and share a quality standard of living; a Texas where we and future generations can enjoy our

1994
ANNUAL REPORT

Texas Department of Protective
and Regulatory Services

To the Governor

To the Governor of Texas
Austin, Texas

Dear Governor:

The 1994 Annual Report of the Texas Department of Protective and Regulatory Services (PRS) is an accounting of expenditures and a review of services provided during the fiscal year ending Aug. 31, 1994. The report describes major developments of the 1994 fiscal year with charts, graphs, and tables reflecting costs, services, and people served.

As required by Section 42.023, as amended, of the Human Resources Code, and Section 50, Article V, Senate Bill 5, 73rd Legislature, Regular Session, the report covers the department's operation and administration.

We are pleased to submit this summary of the department's second year of service and assistance to the people of Texas.

Respectfully submitted,
Texas Board of Protective and Regulatory Services

Susan Stahl, *Chair*, Dallas

Penny Beaumont, *Member*, Bryan

Frank Davila II, *Member*, San Antonio

Maconda Brown O'Connor, *Member*, Houston

Bill Sheehan, *Member*, Dumas

Janice M. Caldwell, Dr. P.H., *Executive Director*, Austin

Charts show actual data for fiscal year 1994. Data for fiscal years 1995-97 are projected on the basis of trend analysis of current service levels.

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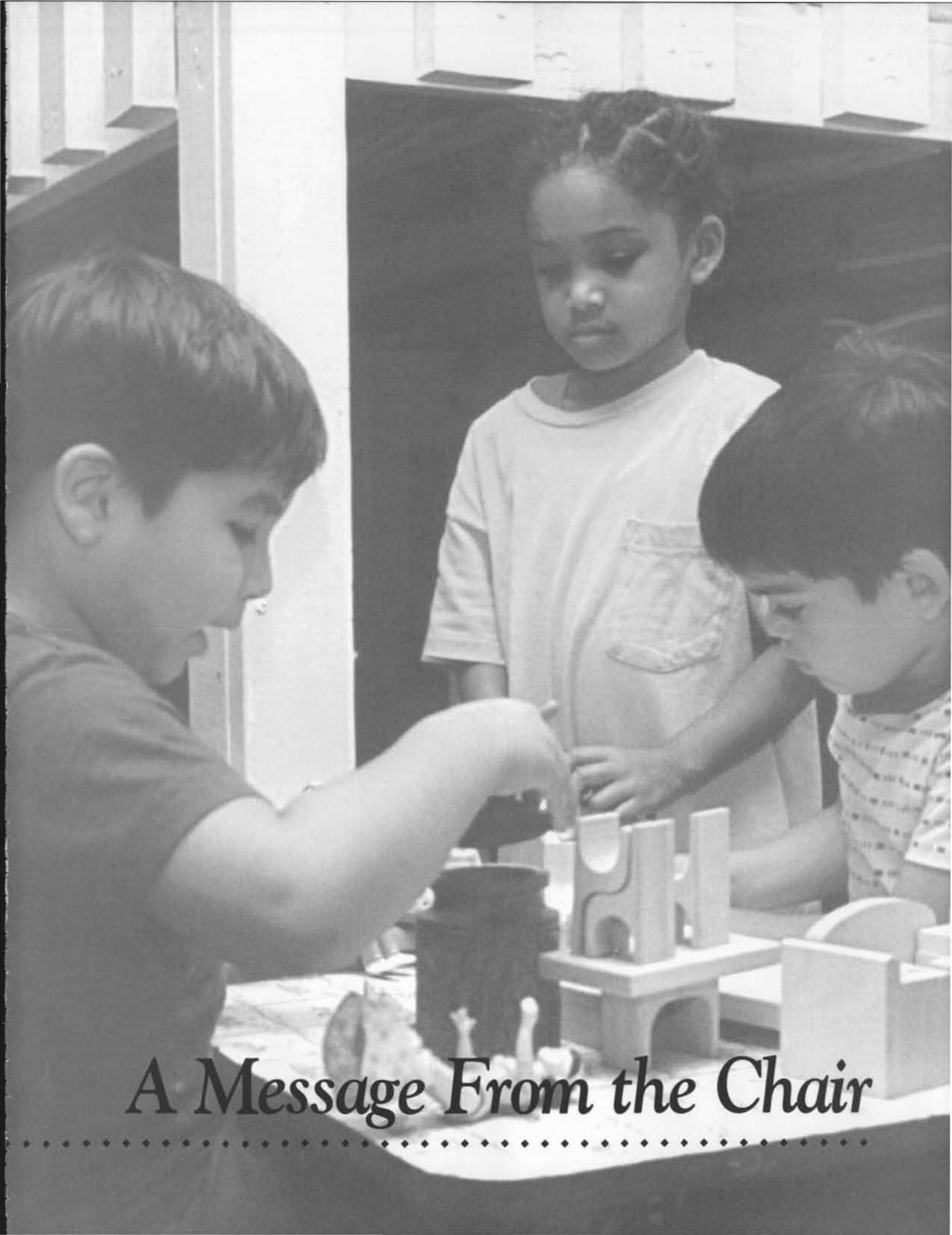


A Message From the Chair

A Message From the Chair

This is a time of change. Across the nation there is tremendous interest in finding real solutions to the complex social problems that confront us. In Congress, in statehouses, in local communities, and in offices and homes, people debate the issues of poverty, crime, domestic violence, teen pregnancy, and the decline of family values.

Much of this attention is focused on the victims of abuse and neglect. In spite of our best efforts, too many children and too many elderly or disabled adults continue to suffer.

There is reason for hope, however. I believe that, as these issues come to the forefront of national attention, we as a state are beginning to recognize that the problems of abuse and neglect affect all of us. The challenge is before us to work in partnership.

Fiscal Year 1994 was the second year of operation for the Texas Department of Protective and Regulatory Services. The primary focus of the PRS Board has been building on the foundation created in the first. We continued to emphasize our mission of long-term improvement of services to vulnerable Texans. We established a framework for evaluating existing policies. And we made significant strides toward our objective of creating partnerships with the community.

A major step toward increasing the role of the community in shaping policy was the installation of four advisory committees, including a Strategic Planning Committee. The potential in these program advisory committees, and in the new concept of an advisory committee to the Board to aid us in our strategic thinking and long-range planning, will have far-reaching benefits for the agency. Such distinguished representatives of the diverse populations of Texas, including client advocates, service providers, community and business leaders, foster parents, and other stakeholders, considerably expands our knowledge base as well as our advocacy base.

We as a state are beginning to recognize that the problems of abuse and neglect affect all of us. The challenge is before us to work in partnership.

Advisory committees were only a part of the Board's focus on developing partnerships with the community. Board members visited regional offices around the state, holding public hearings and seeking a new level of cooperation and communication critical to sound decision-making. They also sought to build relationships with other agencies, elected officials, and media representatives, who share the concerns of the people PRS serves.

An ambitious communication plan was approved by the Board late in the year. It is aimed not only at enhancing the department's efforts towards public education, public awareness and prevention, but also at increasing the accountability and responsiveness of the department, all top priorities of this Board.

Another major focus of the past year was the adoption of revised minimum standards for licensed child-care facilities in Texas, the culmination of four years of research, study, and input from both the public and private sectors. The new standards, which will be phased in over the next two years, include lower child-to-staff ratios, increased requirements for staff training, and prohibition of corporal punishment.

The Board also placed a great deal of emphasis on the needs of our aging population. Current projections indicate that, by the beginning of the next century, demand for Adult Protective Services may outstrip the current demand for Child Protective Services. In order to prepare for the future, the Board began the process of forging a working relationship with the University of Texas at Austin School of Social Work to provide strategic forecasting and planning.

Finally, during 1994 the Board adopted a formal process for reviewing existing program policies. Already a significant number of policies have been changed or updated to ensure that they conform to the objectives and values identified in our mission statement. Ultimately, through this process we are building a consistent and responsive policy framework to guide a unified agency.

Through all of these efforts and in all other policy decisions, the Board has not lost sight of its primary responsibility to protect vulnerable Texans from abuse and neglect. In this pursuit we identified a dual need: to measure not merely the immediate effects of our decisions, but their future impact; and to build an infrastructure with long-range viability and strength.

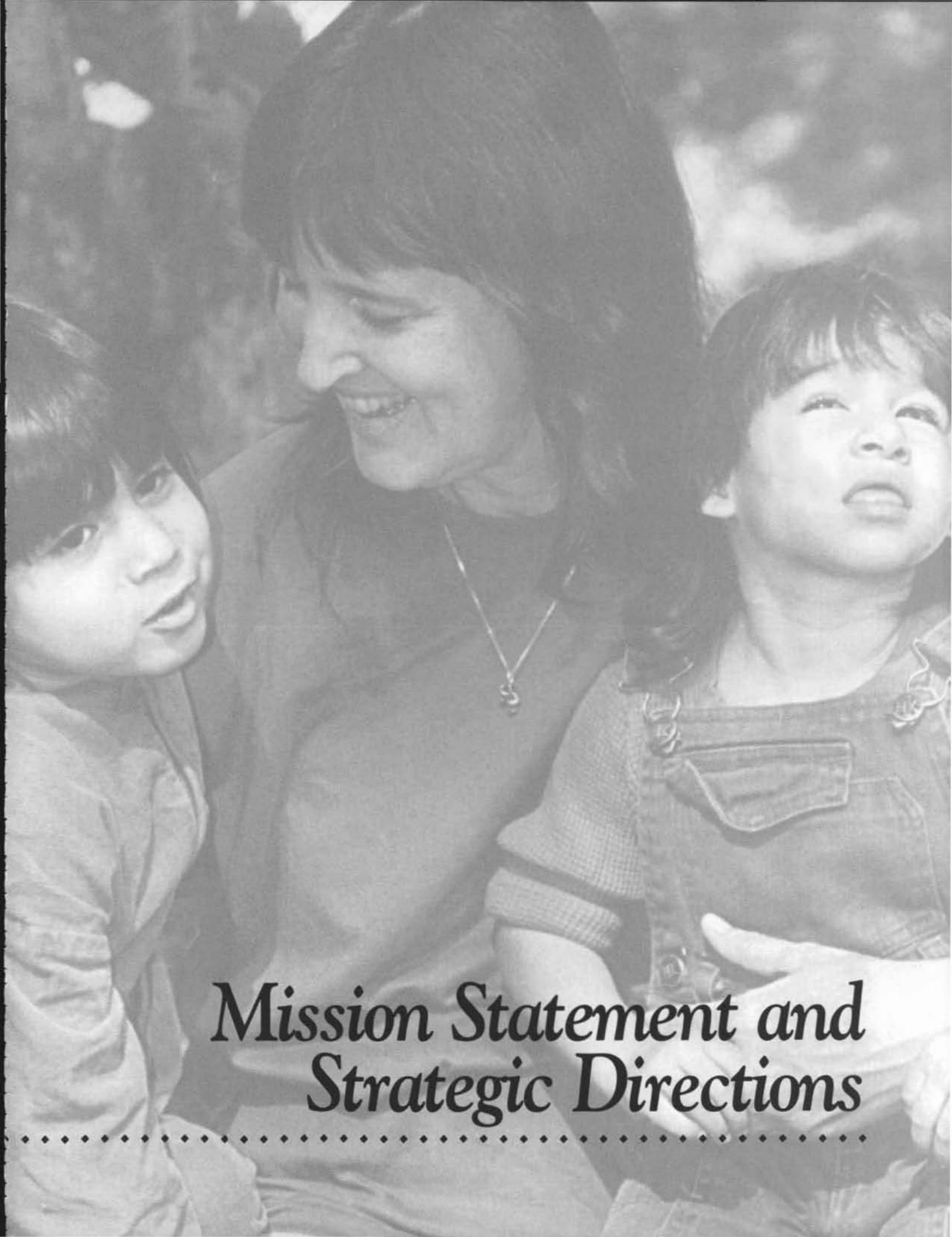
As I traveled across Texas this year in my role as Board chair, I had an opportunity to meet with staff and community leaders from all parts of the state. Everywhere, I was deeply impressed by the dedication and professionalism of this agency's employees. The Board adopts policy, but it is the hard work and commitment of these men and women who make the vision a reality.

Equally gratifying was the discovery of an astonishing number of citizens in urban and rural areas across Texas dedicated to our clients. We will increase our reliance on the experience, ideas and tenacity they bring to cooperative problem solving. At the same time we will continue to be grateful for the goodwill and benefit they bring to this public trust.

Many of the achievements in the last two years would not have been possible without the Board's generosity of time and spirit. It is not hyperbole to suggest that few people realize the countless hours each member contributes to this department. Board service is more than a responsibility to them, it is a dedication.

There is more to do to protect our children, our elderly, our disabled. In the year to come, the agency will face many challenges. If we continue to build on the foundation established in our first two years and seek to enhance the new spirit of cooperation and trust between the department and its many partners, I believe we can meet the challenge and fulfill the promise inherent in the creation of PRS.

Susan Stahl
Chair, Texas Board of Protective
and Regulatory Services



Mission Statement and Strategic Directions

Mission Statement

The mission of PRS is to protect the physical safety and emotional well-being of the most vulnerable citizens of Texas.

In pursuit of this charge, this agency is committed to:

- reducing the risk and alleviating the effects of abuse, neglect, and exploitation of children and people who are elderly or have disabilities;
- developing an agency culture that values quality client outcomes, innovation, and risk taking;
- providing an environment that supports all members of the agency;
- promoting full partnership with all stakeholders, including all levels of government, community organizations and interests, service providers, clients and families, and their advocates;
- providing services that respect the diversity of Texas citizens reflected in differing values, cultures, beliefs, economic status, and geographic locations;
- encouraging efforts to prevent the need for services to those affected by abuse, neglect, and exploitation; and
- supporting change of societal attitudes and tolerance of abuse, neglect, and exploitation.

The mission of PRS is to protect the physical safety and emotional well-being of the most vulnerable citizens of Texas.

Strategic Directions through Fiscal Year 1998

These strategies are so closely linked and interdependent that the agency mission can be fully accomplished only by the strong pursuit of all of them with equal commitment.

1. Values

PRS staff and volunteers at all levels will demonstrate the values and priorities inherent in the agency's mission statement and strategic plan.

2. Employee Environment

The mix of resources, policies, and expectations, as they relate to the demand for services, will be such that the front-line jobs can be defined, by that staff, as possible and rewarding. Adequate training, supervision, and peer support will prepare staff for their tasks. The work environment will be comfortable and safe, and staff will have the tools necessary to facilitate professional service delivery.

3. Automation

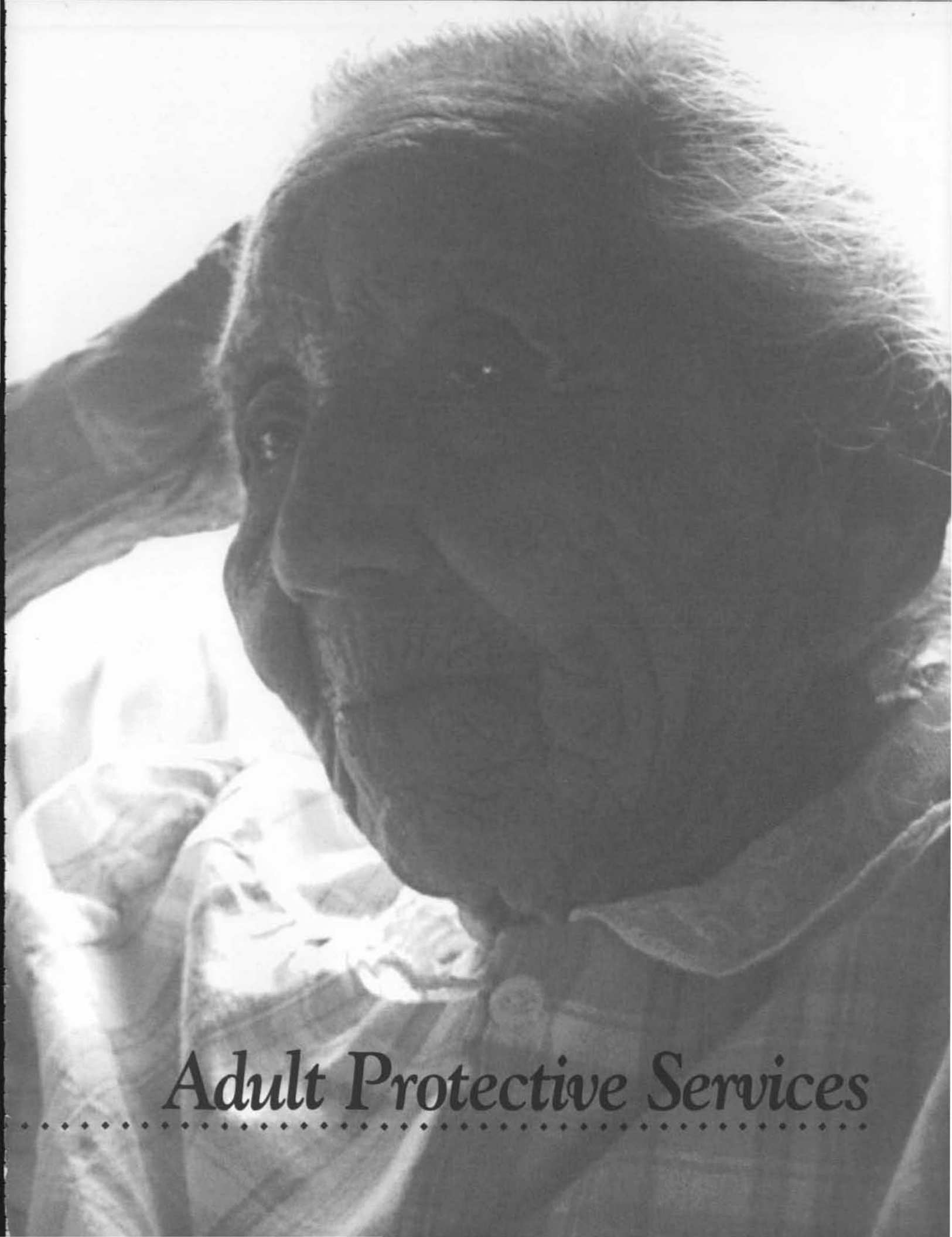
Staff effectiveness will be strengthened through implementation of a statewide automation system based on state-of-the-art technology.

4. Community Partnership

Regional and local consortiums will work in partnership with PRS in each region to define problems, identify potential solutions, and share resources related to preventing abuse, neglect, and exploitation, and protecting those citizens currently at risk. These consortiums may include (but are not limited to) service providers, all levels of government, clients, advocates, media representatives, volunteer groups, and legislators.

5. Public Trust and Identity

Education, communication, and media opportunities will be used to enhance and sustain public awareness of preventive strategies and to create a positive, trusting public identity of PRS, its staff and services.



Adult Protective Services

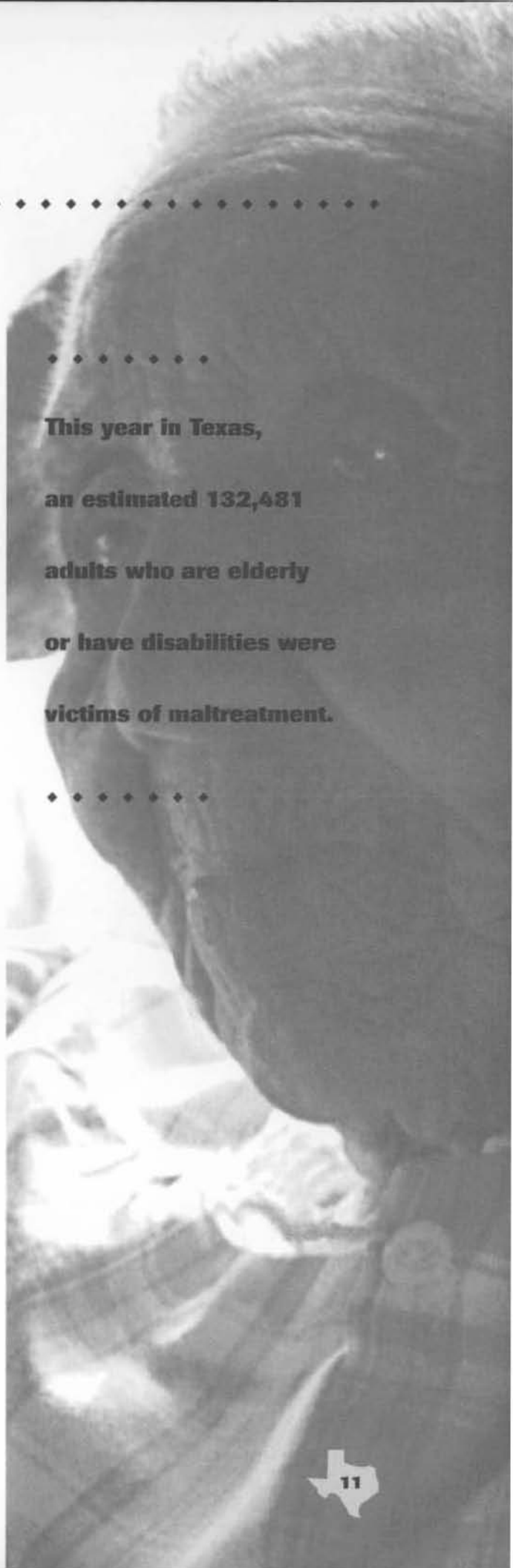
Adult Protective Services

This year in Texas, an estimated 132,481 adults who are elderly or have disabilities were victims of maltreatment. While some were abused by family, friends, or acquaintances, others became unable to care for themselves and had no assistance. Even so, only 43,524 of these situations were reported to Adult Protective Services (APS), which is charged by state and federal law to help them.

Compared to other PRS programs such as Child Protective Services, APS is relatively new. The program was first recognized in federal statute in the mid-1970s when Congress enacted Title XX of the Social Security Act to strengthen the delivery of social services in the states. In order to receive a share of the Title XX funds, states were required to provide protective services to children, people who are elderly, and adults with disabilities reported to be abused, neglected, or exploited. States then began passing legislation to ensure that children and vulnerable adults were protected.

Chapter 48 of the Human Resources Code (HRC 48), passed initially in 1981 and amended several times since then, establishes the baseline for the APS program in Texas. This state law provides for:

- mandatory reporting of abuse, neglect, and exploitation of elderly persons and adults who are disabled, with a penalty for failure to report;
- receipt and investigation of all reports (unless patently false);
- initiation of investigations within 24 hours after receiving a report;
- assessment of the adult's capacity to understand the situation and the degree of danger it presents;
- requirement to notify law enforcement of all valid cases of physical abuse and caregiver neglect;



This year in Texas, an estimated 132,481 adults who are elderly or have disabilities were victims of maltreatment.

- provision of or arrangement for the services needed to prevent or alleviate maltreatment;
- guardianship of persons with severe disabilities who leave CPS' conservatorship;
- honoring an individual's right to self-determination;
- using the least restrictive alternative in the provision of protective services;

Chapter 48 of the Human Resources Code also includes the following definitions of maltreatment:

Abuse is defined as "willful infliction of injury, unreasonable confinement, or cruel punishment" and includes:

- scratches, cuts, bruises, and burns;
- welts, scalp injury, and gag marks;
- sprains, punctures, broken bones, and bedsores;
- confinement;
- rape and other forms of sexual abuse; and
- verbal and psychological abuse.

Neglect is defined as "the failure to provide for one's self the goods or services which are necessary to avoid physical harm, mental anguish, or mental illness, or the failure of a caretaker to provide such goods or services" and includes:

- malnourishment and dehydration;
- over- or under- medication;
- lack of heat, running water, or electricity;
- unsanitary living conditions;
- lack of medical care; and
- lack of personal hygiene or clothes.

Exploitation is defined as "the illegal or improper act or process of using the resources of an elderly or disabled person for monetary or personal benefit" and includes:

- taking Social Security or Supplemental Security Income (SSI) checks;
- abusing joint checking accounts; and
- taking property and other resources.

- authority to seek court orders when necessary to gain access to individuals, to prevent interference with the provision of voluntary protective services, to access the records needed to conduct investigations, and to provide emergency protective services;
- authority to initiate an emergency removal without a court order after hours and on holidays;
- confidentiality of case records; and
- review and oversight of investigations conducted by other state agencies.

Community-based Investigations and Services

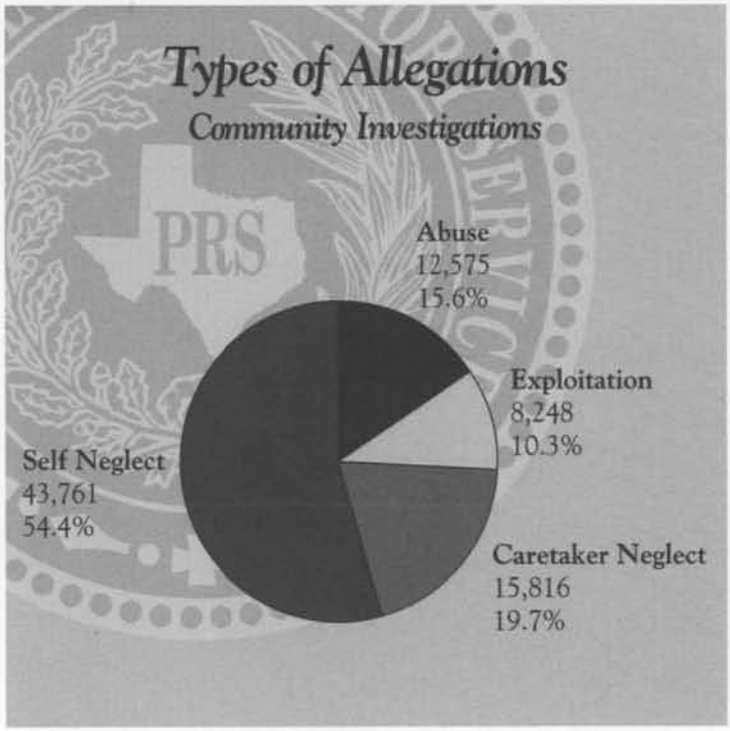
APS community-based staff receive and investigate reports of abuse, neglect, and exploitation of adults who are elderly or have disabilities. As appropriate in confirmed cases, they provide or arrange for services to alleviate the maltreatment.

Community-based staff provide services without regard to income to:

- persons who are age 65 or older,
- persons older than age 18 who have disabilities, and
- persons younger than age 18 who are mentally or physically incapacitated and have been declared legally to be adults, when these persons are alleged to have been abused, neglected, or exploited.

Typically, among the spectrum of APS clients are individuals who are:

- isolated,
- lacking a capable caregiver,
- ill,
- impoverished,
- experiencing substance abuse,
- experiencing mental illness in family dynamics,



- dependent upon an adult child or *vice versa*, or
- older adults caring for very old family members.

When the department receives reports of maltreatment, staff assign them priorities that determine how soon alleged victims will be seen by APS caseworkers.

Priority I reports allege that victims are in a state of serious harm or are in danger of death from abuse or neglect. A client must be seen within 24 hours of intake.

Priority II reports allege that victims are abused, neglected, or exploited, and, as a result, are at risk of serious harm. A client must be seen within three days of intake.

Priority III reports include all other reports alleging that victims are in a state of abuse or neglect. A client must be seen within seven days of intake.

Priority IV reports allege exploitation when there is no danger of imminent impoverishment or deprivation of basic needs. A client must be seen within 14 days of intake.

During investigations, caseworkers determine:

- whether the allegations of abuse, neglect, or exploitation are valid;
- whether clients need protective services;
- what services are needed;
- whether caregivers are willing to provide services or would agree to the provision of services;
- whether clients are capable of obtaining services for themselves and can bear the cost or whether they may be eligible for services from PRS or other state agencies;
- whether clients desire the services; and
- other pertinent information about clients and their situations.

What APS can accomplish in a given case is determined by many factors, including the skill of a worker, a client's capacity and willingness to accept help, a client's economic and social resources, and other resources in the community. When other resources can't be located, a worker may access "emergency client services" (ECS) funds to solve a particular client's problem.

Examples of short-term interventions paid for with ECS funds include personal care, heavy house cleaning, prescription medication, medical supplies and equipment, clothing, food, sundries, emergency shelter, medical and psychiatric assessment, critical transportation, restoration of utilities, and minor home repair.

In 1994, the program made significant gains in managing ECS funds. APS hired a staff person with expertise in contract administration who began regular meetings with regional staff responsible for APS contracts and provider agreements. These meetings focused on clarifying common issues, standardizing practices, reinforcing consistency, and preparing for the program's conversion to an automated system for tracking ECS expenditures.

The effort was coordinated with the design and implementation of the department's automa-

tion project, CAPS (Child and Adult Protective System), and will be fully integrated with the system when CAPS comes on line. Tested in July and August (before a September 1 start-up), this step will greatly improve the program's ability to manage its limited resources for purchased services.

APS casework effectiveness is severely hampered when emergency client services funds are lacking because finding and developing alternate community resources is very time-consuming, if not impossible. This problem worsens as caseloads increase. Often, the maltreatment cannot be alleviated if alternates are not available.

Premises that define the APS philosophy:

- Case resolution is client focused, individualized, and based on a social work model of problem-solving as opposed to approaches based on criminal prosecution or law enforcement.
- Vulnerable adults are APS' primary clients—not communities or families.
- Clients are presumed to be mentally competent and in control of decision making until facts prove otherwise.
- Clients will actively participate in defining problems and deciding the most appropriate course of action for resolution.
- Clients will exercise freedom of choice and the right to refuse services as long as they have the capacity to understand the consequences of their actions.
- Service alternatives that are pursued will be the least restrictive possible for clients; more intrusive remedies, such as guardianship or institutionalization, will be a last resort;
- When legal remedies are unavoidable, clients have a right to an attorney *ad litem* to represent their interests in court (an attorney *ad litem* is a court-appointed attorney whose role is to represent the client's interests).

Intervening in the abuse of vulnerable adults requires an array of human services that often are in short supply. APS staff have identified the following resources that, if more fully developed and widely available, would help to prevent or alleviate maltreatment:

- adult day care;
- adult foster homes;
- affordable housing;
- support services for caregivers;
- financial management services;
- funding to make homes accessible;
- geriatricians (particularly in non-metropolitan areas);
- guardianship services;
- hospice;
- in-home chore and personal-care services;
- mental health services;
- representative payees;
- respite for caregivers; and
- transportation.

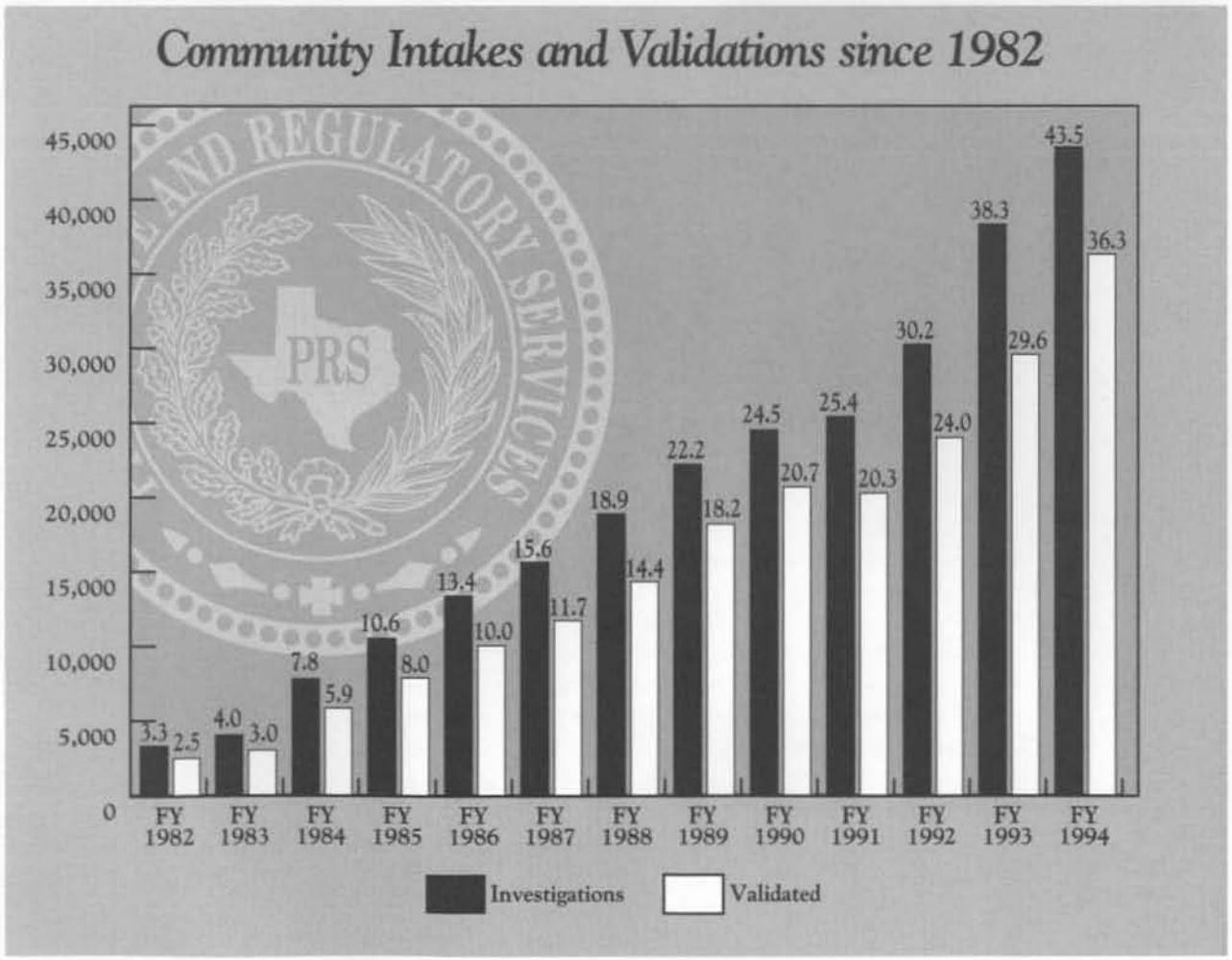
Recognizing the human service needs of vulnerable Texans, the APS program participated in the department's effort to acquire more federal funds for its clients. As a direct provider of social casework services for abused and neglected adults who are Medicaid-eligible, APS participated in the department's application for Title XIX (Medicaid) targeted case management reimbursement. If the state plan is approved as revised, a new source of federal funds for the APS program will become available.

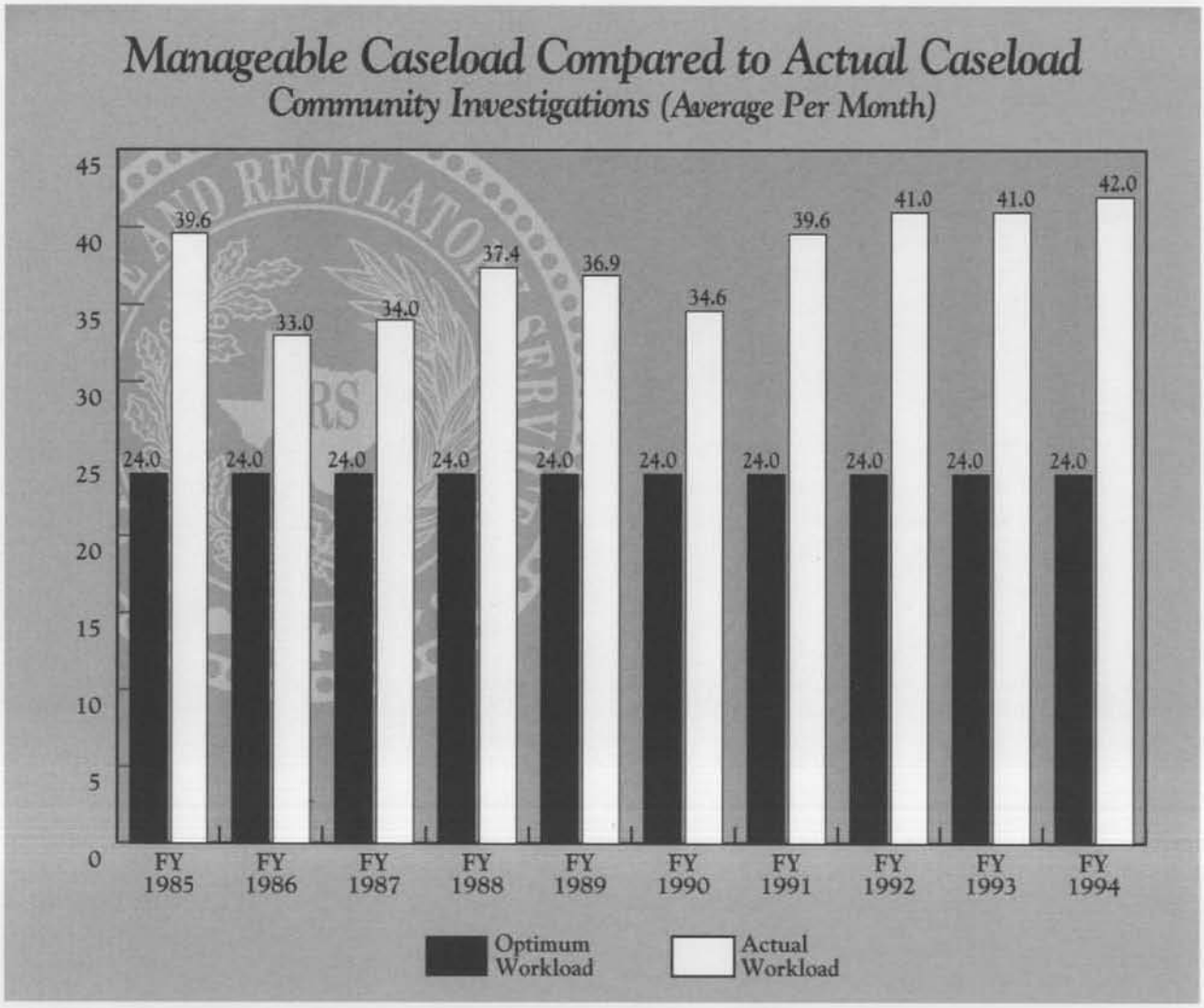
In response to the CAPS contractor's needs for staff input, several APS staff from the department's regional offices and state headquarters have been assigned to work either full or part time on the CAPS project. These staff participate in work groups who analyze the current work flow and develop the requirements for the new system. Their work also includes, but is not limited to:

- resolving policy issues that arise during the project's design;
- reviewing what is being provided through the project;
- developing training modules;
- planning for changes to management philosophy;
- testing custom software before it is distributed to the department's field offices; and
- designing the project's evaluation.

While dedicating staff to the project has significantly increased the program's workload, the investment of time and effort is expected to pay off later by increasing productivity and quality.

In the department's regional offices, communi-





ty outreach resulted in ongoing cooperative efforts to address the problem of adult abuse and neglect. For example, in San Antonio and other metropolitan areas, practicum students and interns from local universities volunteer with APS units. Often, such students later apply for and are hired as caseworkers.

In some cities, medical students work for several weeks with APS to become more familiar with community problems and characteristics of patients. Likewise, coordinating and cooperating with law enforcement agencies continue to be vital. For example, during the summer of 1994 in Austin, APS was part of a multi-agency effort that began planning a project that would help fill gaps in services to abuse victims in the Austin-Travis County area. The project will be administered by the Austin Police Department's Victim's Assistance Unit and will serve victims of family violence of all ages.

Churches are adopting APS workers and establishing funds to help APS clients. In one especially noteworthy event in April 1994, the executor of the George Baer trust donated $32,000 to the Brookhill Baptist Church in San Antonio to benefit elderly APS clients in Bexar County.

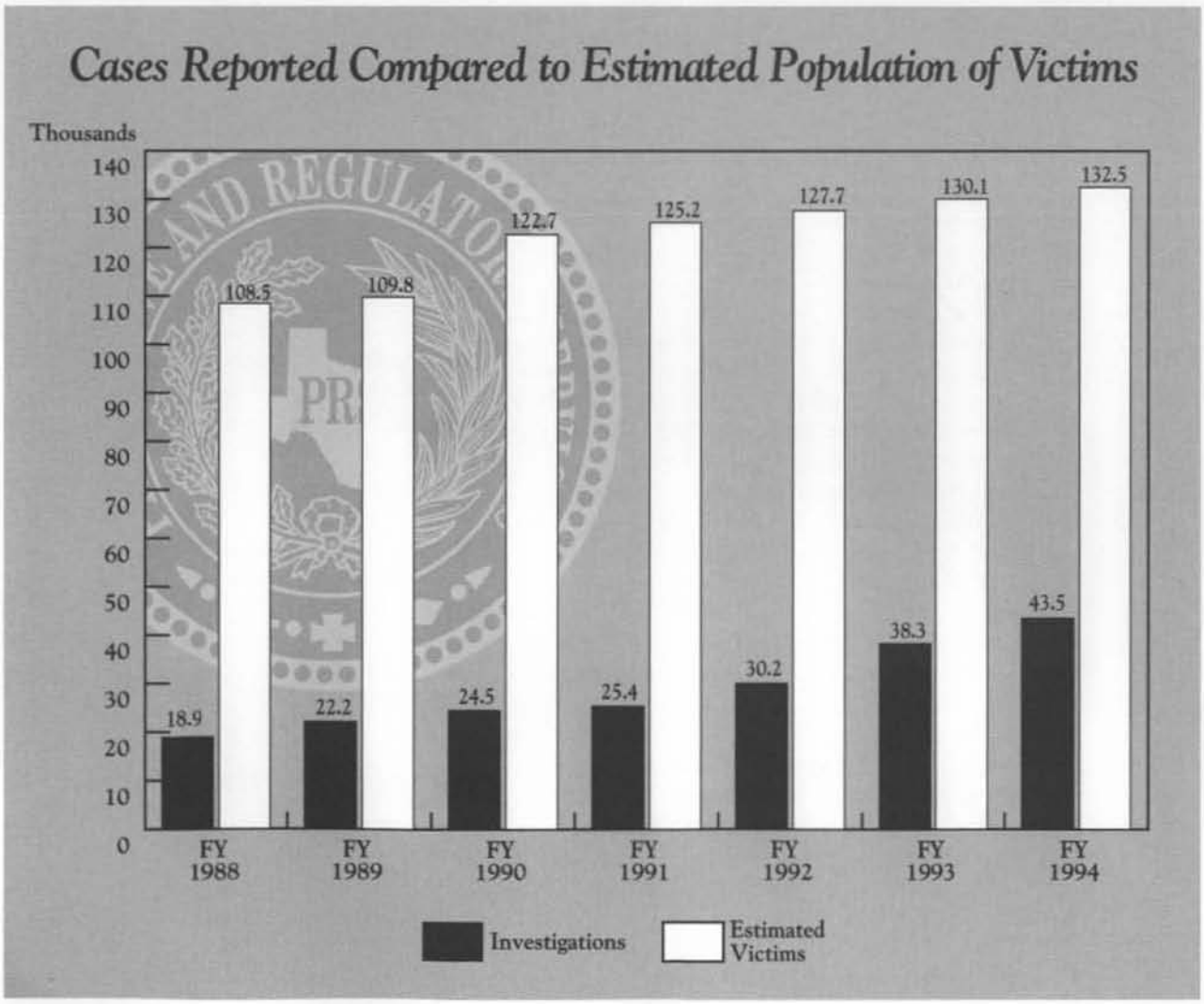
Advisory groups continued to function in various parts of the state, and in El Paso County in April, a new APS advisory council was formed. This group has established four committees to focus on specific program needs: Public awareness and education, service coordination, resource development, and multi-disciplinary approaches to resolving complex cases. The

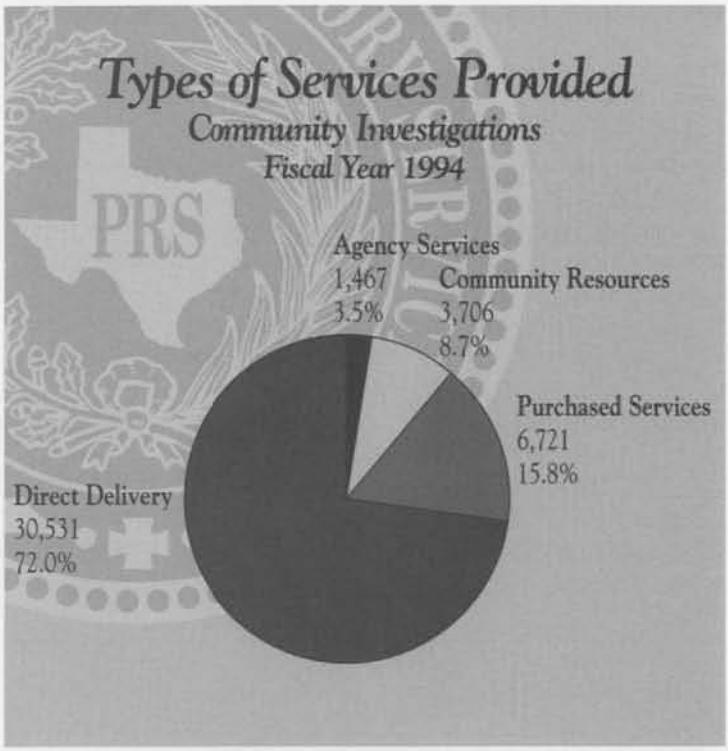
council is composed of civic leaders and representatives of health and human services agencies, the private sector, corporations, law enforcement, the medical community, universities, civic organizations, and the media. Its membership demonstrates an impressive community commitment to prevent and remedy maltreatment of vulnerable adults.

APS outreach this fiscal year crossed international boundaries when an APS specialist in Del Rio was selected by the American Public Welfare Association (APWA) to visit Japan in a U.S.-Japan social worker exchange project. The U.S. (and Texas APS) will in turn host visitors from Japan in a later phase of the project.

The annual APS conference continued in its 11th year, hosting in conjunction with the APWA participants from 42 states and one foreign country. Focusing on direct practice and related issues, the conference provided an opportunity for concurrent meetings of the National Association of Adult Protective Services Administrators, the National Committee for the Prevention of Elder Abuse, and the National Coalition on Abuse and Disability. Conference attendance this year reached an all-time high.

Effective September 1993, APS was given the responsibility of assuming guardianship of individuals with severe disabilities aging out of Child Protective Services (CPS) conservator-





ship. The challenge of this mandate has been not only to provide staff as guardians, but to find appropriate resources for the long-term care of these clients who as adults are no longer eligible for much of the state and federal assistance they received through CPS.

During fiscal year 1994, joint policy was developed by the APS and CPS programs to address responsibilities and procedures, and staff drafted a guardianship section of the APS handbook. While the number of cases leaving CPS was relatively small this year, a comparable number of referrals is expected next year from one region alone, and the needs of these clients for specialized care are extreme.

The APS caseload grew dramatically in fiscal year 1994. Although a manageable caseload in APS is considered to be 24 cases a month, this year the caseload averaged 42 cases per month per worker. While measures such as abbreviated documentation have brought some workload relief to over-burdened staff, the demographic realities of an aging population continue to drive the number of cases upward.

Inevitably, the number of frail elders and adults with disabilities will increase each year, and their needs will be affected by societal conditions beyond the department's control, such as substance abuse, homelessness, and unemployment. Concurrently, problems related to turnover, burnout, liability, span of control, staff development, and worker safety will continue to increase in magnitude.

To manage the workload with existing staff, the program began drafting policy in fiscal year 1994 aimed at further limiting the workload. Specifically, this new policy will curtail investigations in certain situations and expand the use of administrative closures. At the same time, legislative initiatives were developed to allow further streamlining of procedures and greater program flexibility.

In fiscal year 1994, $18.5 million was spent on community-based investigations and direct delivery and $4.1 million was spent on purchased services.

In fiscal year 1994, APS received and initiated investigations on 43,524 reports, a 14 percent increase over the last fiscal year. About 64 percent of APS clients are 65 years of age or older; 36 percent are younger; almost all (80 percent) have some degree of physical or mental impairment. In 82 percent of the completed investigations, clients were found to be abused, neglected, or exploited and therefore in need of protective services. Of these confirmed cases, 85 percent received some type of service beyond investigation, either direct or purchased or both. During the year, 6,721 clients, or 15 percent of the caseload, received purchased services. Despite these numbers, it is estimated that only 33 percent of the estimated population of victims, thought to number 132,481 in Texas, was reported to APS this year.

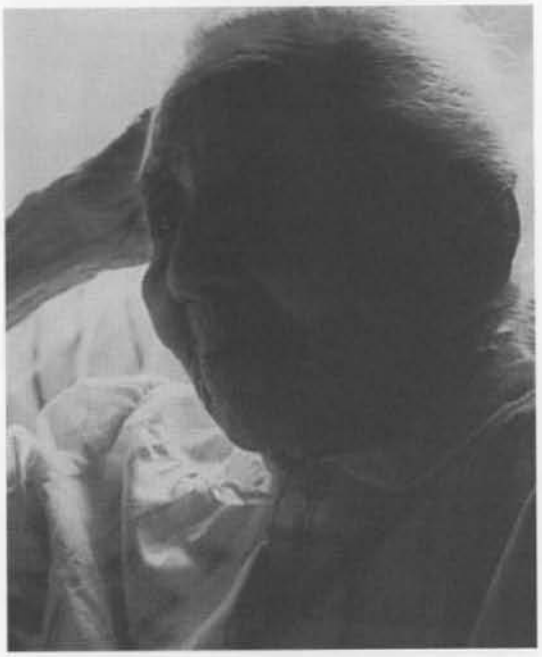
Facility-based Investigations

In fiscal year 1993, pursuant to House Bill 7, 72nd Texas Legislature, the functions, programs, and activities of the Texas Department of Mental Health and Mental Retardation (TxMHMR) relating to abuse and neglect investigations were transferred to PRS. These

functions and programs were placed within the APS program. This charge included:

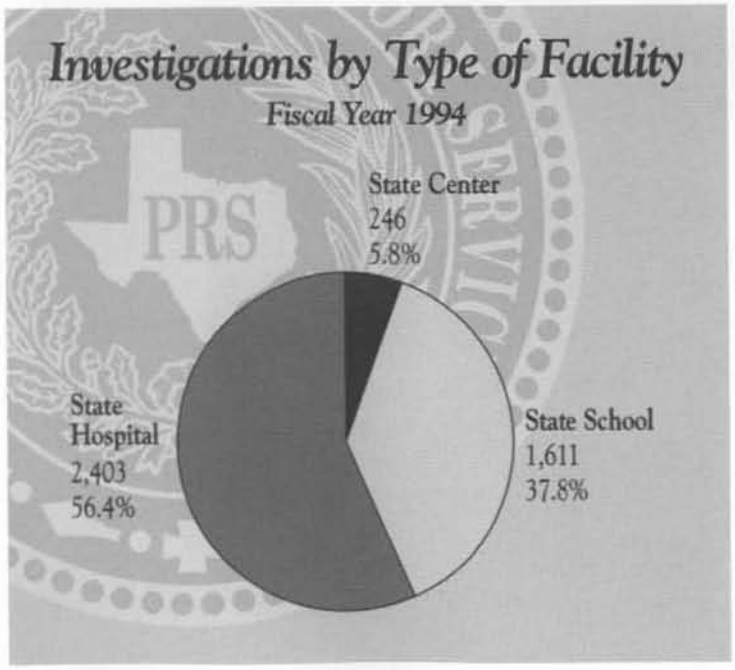
- the responsibility for investigating abuse and neglect in TxMHMR state schools, state hospitals, state centers, and their contractors;
- oversight of investigations in community mental health/mental retardation centers and private psychiatric hospitals; and
- rule-making authority regarding investigations in state facilities, community centers, and private psychiatric hospitals.

Legislation passed by the 1993 Texas Legislature moved the licensure of private psychiatric hospitals from TxMHMR to the Texas Department of Health (TDH), effective Sept. 1, 1993.



Investigators must be available to each facility to receive allegations 24 hours a day. Upon receiving an allegation of abuse or neglect, a facility investigator:

- immediately notifies the head of the facility or designee;
- notifies law enforcement within one hour of abuse-related allegations of a criminal nature;
- begins investigating immediately (i.e., interviews complainant, ensure safety of victim);
- interviews and gathers written statements from the victim, the accused, witnesses, and others who can furnish information;
- ensures photographs are taken of abuse-related injuries within 24 hours;
- completes the investigation within 10 working days and submits it to the head of the facility and to law enforcement (if previously notified); and
- enters data into the management information system.



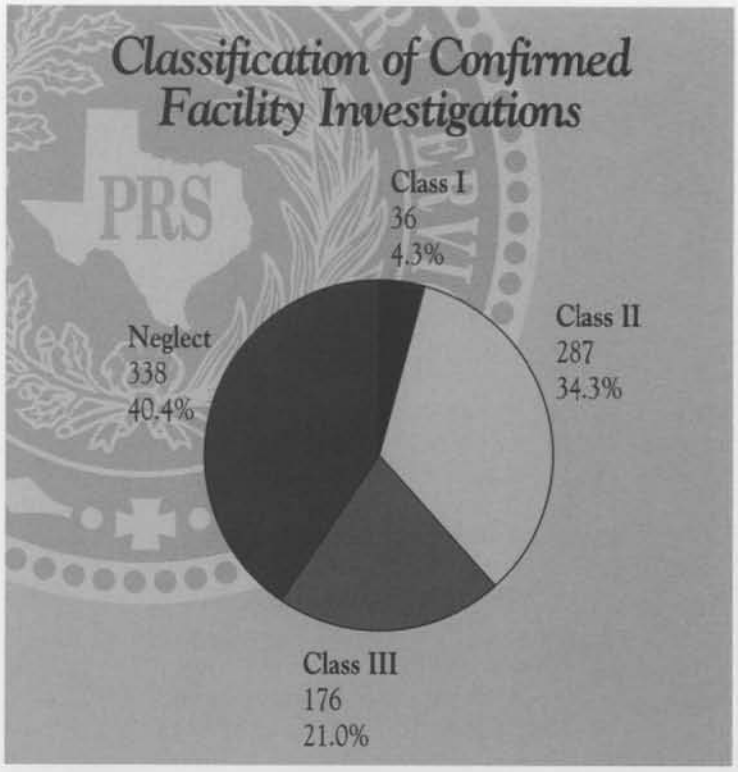
During fiscal year 1994, APS continued to work on integrating facility investigations into its operations. The program also coordinated closely with TxMHMR and advocates to draft the new rules for facility investigations called for by the 73rd legislative session. Staff further redefined and regularly delivered classroom entry-level training for facility investigators. Supervisors were trained on facility investigations policy and procedures.

Geographic and budgetary constraints have made it necessary generally to deploy facility investigators into what heretofore had been solely community-based units. However, an additional specialized unit of facility investigators was created in Dallas this year to comple-

ment existing units in San Antonio and Dallas. More specialized units are planned, as funding permits, to better enable staff to meet the demands of facility investigations, which require a more rigorous burden of proof than do community investigations.

A program improvement committee for facility investigations, consisting of all levels of the program's staff, continued to work on facility issues. This work included the standardization of case-reading forms for use statewide to help measure worker performance and compliance with program standards. Regional quality assurance plans also were developed and in place by the end of the year.

In fiscal year 1994, staff conducted 4,260 investigations in TxMHMR facilities, as compared to 4,408 investigations the previous year. Of these, 6.5 percent were classified as "unfounded," meaning that the reports were deemed to be spurious. Of the remaining investigations conducted, 21.1 percent were substantiated, 72.1 percent were not confirmed, and in 6.8 percent of the cases, a determination could not be made. The average monthly caseload for facility investigators was 10; the manageable caseload is considered to be 7 investigations per month.



In fiscal year 1994, $2.8 million was spent on facility investigations.

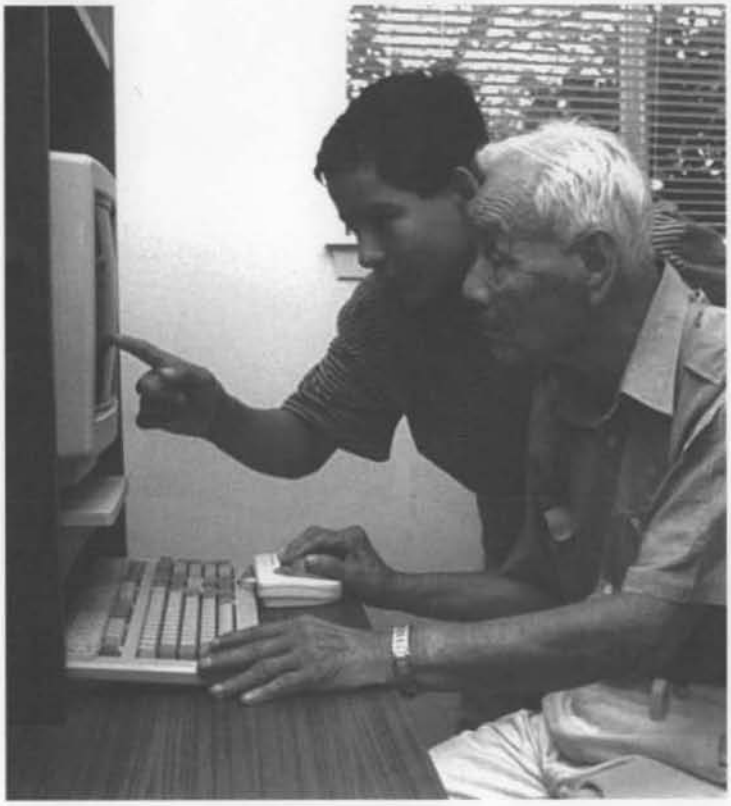
Investigations in Community Mental Health and Mental Retardation Centers

There are 35 community mental health/mental retardation centers across Texas. Each center is governed by a local board of trustees. TxMHMR contracts with centers to provide a specific array of inpatient and outpatient services to people with mental illness and mental retardation. Although community centers receive funding from a variety of sources, the majority of financial support comes from TxMHMR.

During fiscal year 1994, APS staff worked with the Texas Council of Community Mental Health and Mental Retardation Centers, advocates, and other stakeholders to resolve issues concerning the responsibility for abuse and neglect investigations in community centers. As a result, a plan was developed to phase in APS' assumption of this role during fiscal year 1995.

However, in fiscal year 1994, each center remained responsible for establishing policy for reporting and investigating allegations of abuse and neglect in its programs and those of its contractors. This policy was to include:

- the delineation of reporting responsibility of employees, contractors, and agents to the executive director;
- procedures for the executive director or designee to promptly and objectively investigate each alleged case;
- provisions for reporting criminal acts to law enforcement agencies;
- provisions for reporting allegations to clients' parents, guardians, or families within 24 hours;



- submitting written investigative reports to the department's state headquarters within 10 days of initial allegation; and
- procedures for implementing sufficient disciplinary action.

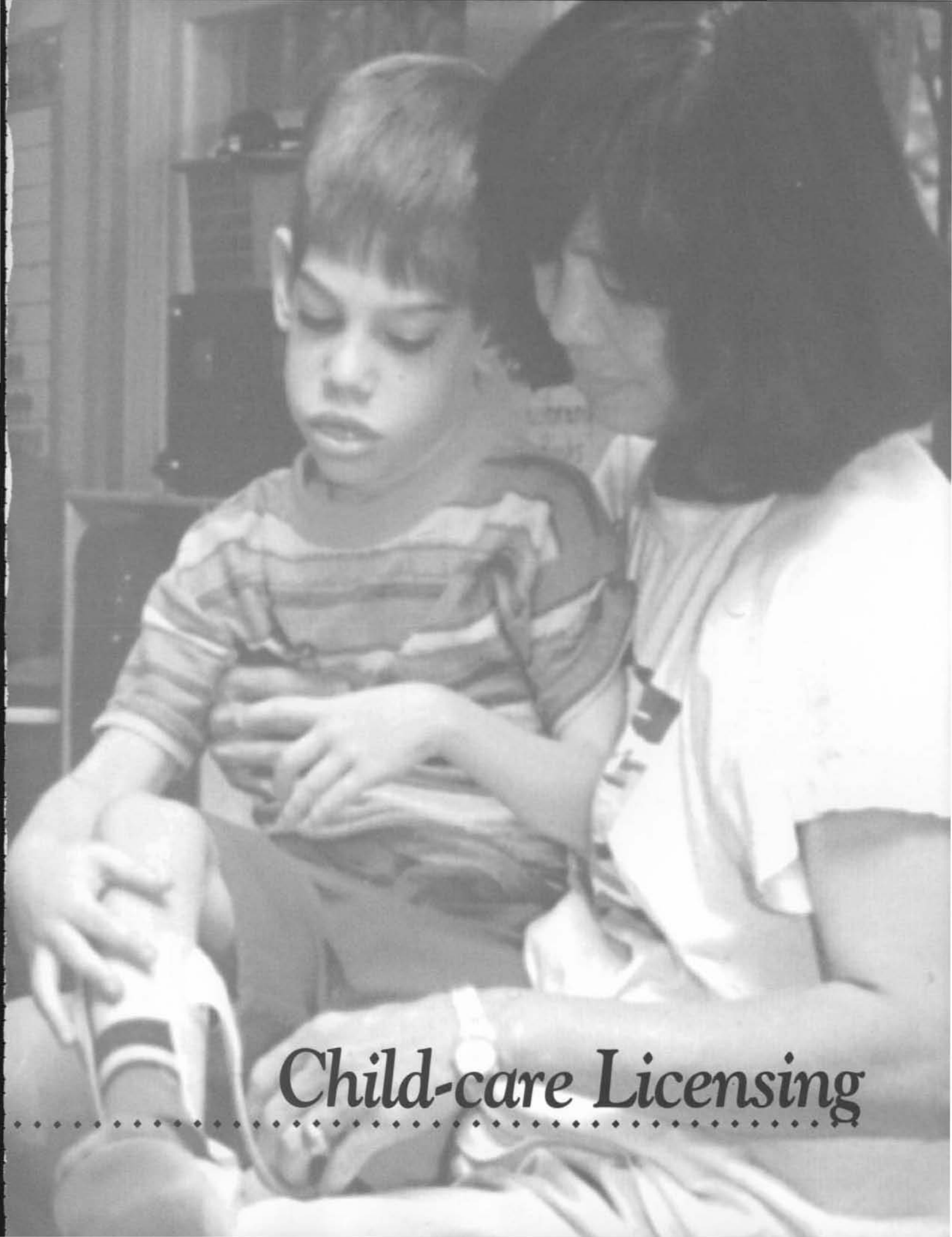
APS' state headquarters' oversight included:

- reviewing investigations and making recommendations to centers for corrective and preventive actions;
- determining when to close all investigations; and
- reporting cases involving registered nurses and medical doctors to the respective boards of examiners.

Facility Investigations

	Confirmed Cases	Inconclusive	Unconfirmed	Total Intakes*
1982	191	0	315	506
1983	210	0	394	604
1984	329	0	614	943
1985	360	0	670	1,030
1986	367	0	607	974
1987	371	0	561	932
1988	532	0	984	1,516
1989	709	0	1,116	1,825
1990	749	0	1,226	1,975
1991	764	0	1,346	2,110
1992	835	0	1,775	2,610
1993	870	320	2,567	3,757
1994	836	269	2,854	3,959

* Does not include intakes that were classified as "unfounded," meaning that the report was deemed to be spurious.



Child-care Licensing

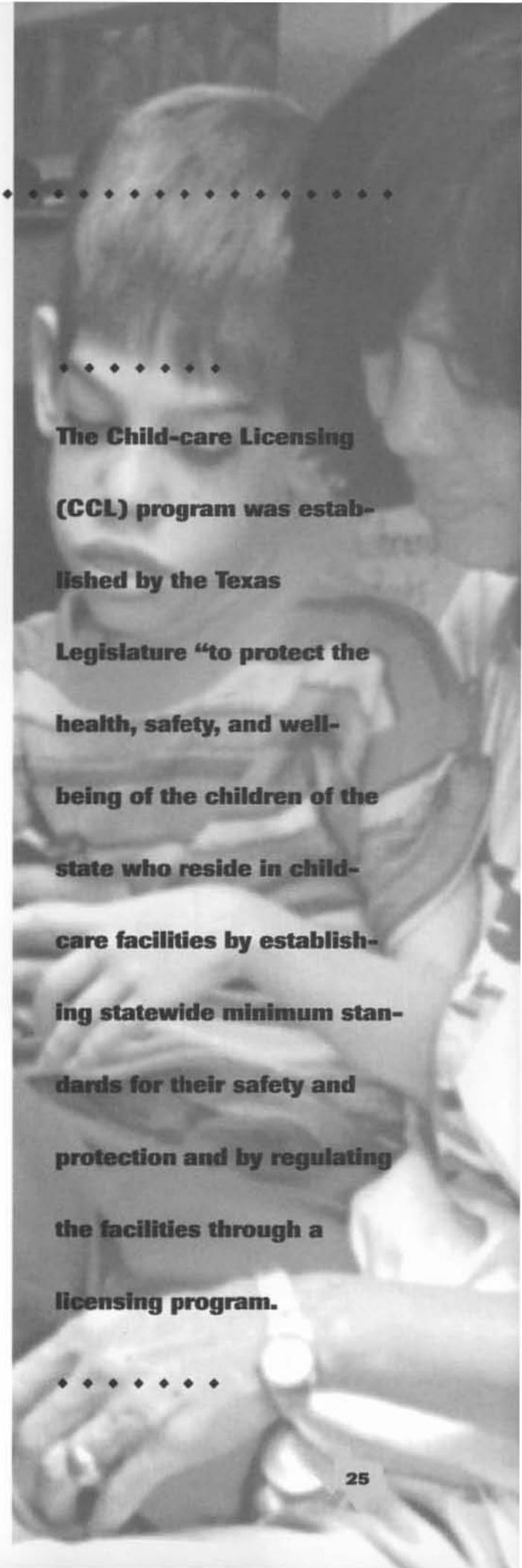
Child-care Licensing

The Child-care Licensing (CCL) program was established by the Texas Legislature "to protect the health, safety, and well-being of the children of the state who reside in child-care facilities by establishing statewide minimum standards for their safety and protection and by regulating the facilities through a licensing program. It is the policy of the state to ensure the protection of all children under care in child-care facilities and to encourage and assist in the improvement of child-care programs." (Human Resources Code, Chapter 42, Section 42.001.) Guided by the department's philosophy and under the direction of the Texas Board of Protective and Regulatory Services, CCL administration and staff work to carry out that responsibility.

The State Advisory Committee on Child-Care Administrators and Facilities, representing child-care providers, consumers, advocates, professionals in child care and related fields, and the general public, counsels CCL on all aspects of program development and implementation. Ad hoc work groups and committees are routinely formed to extend the CCL program's ability to seek advice on specific projects and tasks. For example, providers, parents, and professionals concerned with day care worked with CCL to develop recommendations for revisions to the minimum standards for day-care centers. Child-placing agency representatives and professionals in the areas of adoption and foster care worked with CCL on the new minimum standards for child-placing agencies.

The CCL program is based on specific assumptions:

- CCL shares responsibility for the health, safety, and well-being of children in care with parents, child-care providers, the general public, and other agencies such as health and fire authorities. The effectiveness of CCL's staff and resources increases exponentially through partnerships with these entities.



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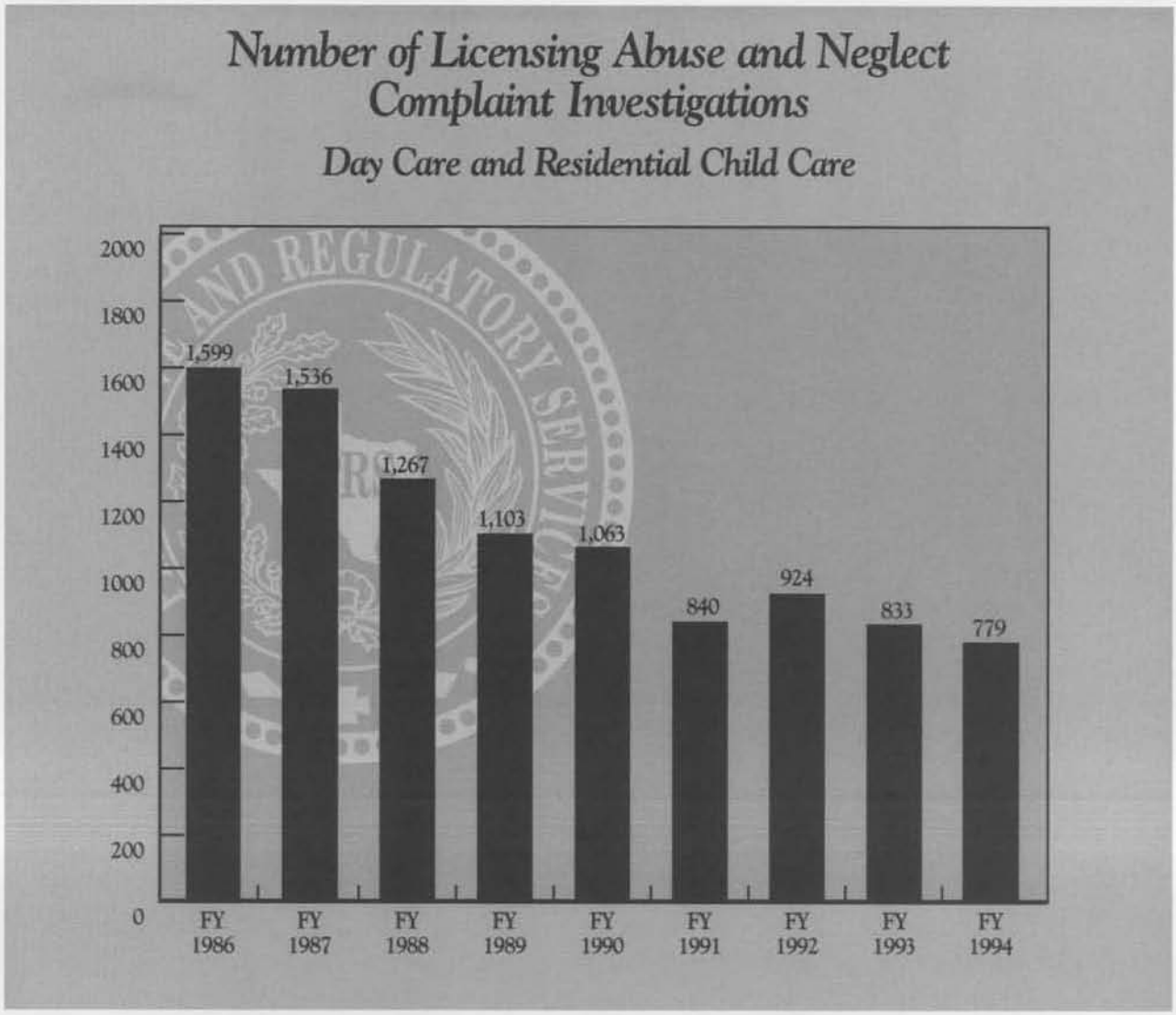


- Child-care providers, as a group, are at least as dedicated as CCL to protecting the health, safety, and well-being of children in care.
- CCL staff, at all levels, share and support the program's purpose and philosophy.
- Minimum standards for child-care facilities and other rules and regulations in the CCL program are most effectively developed and implemented when all interested parties have full opportunity for input, review, and discussion.
- Effective regulation is consistent, fair, objective, and equally applied.
- Regulated entities and individuals are entitled to due process throughout the regulatory process.
- Regulations and procedures must not take precedence over the best interests of children in care. Regulations and procedures must not interfere with the development of programs or program innovations consistent with the best interests of children in care.
- Child-care facilities and child-placing agencies are entitled to regulation by well-trained, competent, experienced, and professional staff.

Minimum Standards Revised

During fiscal year 1994, several years of work culminated in major changes to the Minimum Standards for Day Care Centers. About 12,000 people across the state participated in the

development of the new standards for day-care centers. They attended meetings, spoke at public hearings, and sent in written comments and suggestions. About 49 percent of these people represented day-care centers, owners, directors, and staff. About 33 percent of the participants in the process were parents of children in day care. The remaining 18 percent represented fire, health, and other interested professionals, as well as the general public. This represents participation from the total of 7,049 licensed day-care centers in the state, with a capacity of 578,186 children.

In residential child care, 175 licensed/certified child-placing agencies handle adoptions and oversee 6,551 agency foster family and foster group homes caring for 19,878 children. During fiscal year 1994, these agencies participated enthusiastically in orientation and training on the new standards that were adopted late in the previous fiscal year. At 12 locations across the state, a total of 442 persons attended the sessions; 6 percent were CCL staff, 19 percent had child-placing responsibilities in the department's Child Protective Services program, and 75 percent represented other licensed/certified child-placing agencies. In addition, more than 150 foster parents participated in orientation sessions provided by CCL staff.

Qualifications Examined

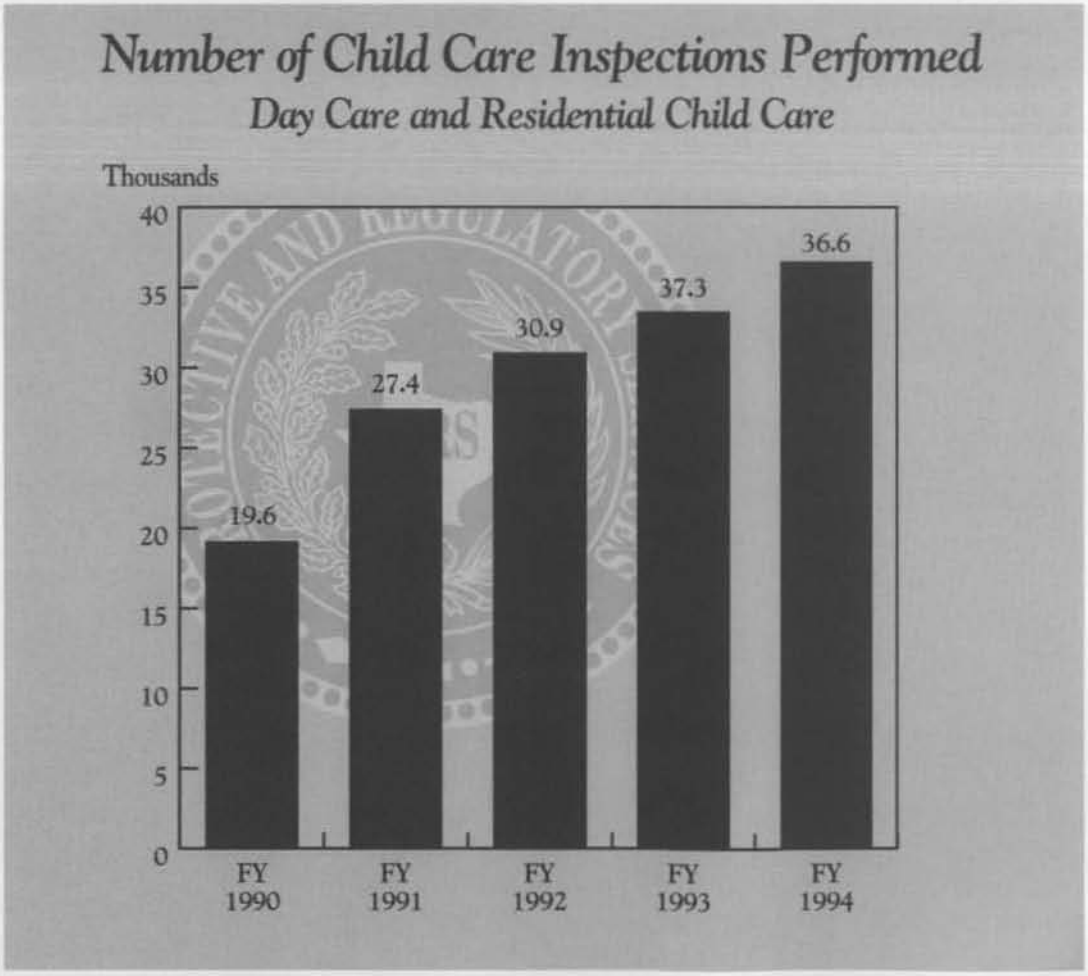
In 1994, CCL at the department's state headquarters surveyed staff across the state to develop an overall picture of staff qualifications. Of the 408 people on staff at the end of the fiscal year, 14.4 percent had master's degrees or higher; 57.3 percent had bachelor's degrees, 6.3 percent associates degrees, and the remaining 22

percent had high school diplomas. Of all staff, just more than 50 percent had experience in child-care facilities before joining the CCL Division. During fiscal year 1994, CCL staff averaged 63 hours of job-related training.

Increase in Service

On a national, state, and local level, each year more young children are placed in day care. This results in an increase in both the number of day-care facilities regulated and in the size of the average day-care facility.

The rate of increase is lower for residential (24-hour) child care. Children served in foster home care and residential child care facilities have usually suffered some form of abuse or neglect, or have been diagnosed as having



some form of emotional illness or intellectual handicap so severe that they cannot be cared for in their own home. The range and severity of disturbance and disability of children in residential care have both increased drastically over time. This has resulted in the development of a wider range of more specialized programs to meet the needs of children coming into care.

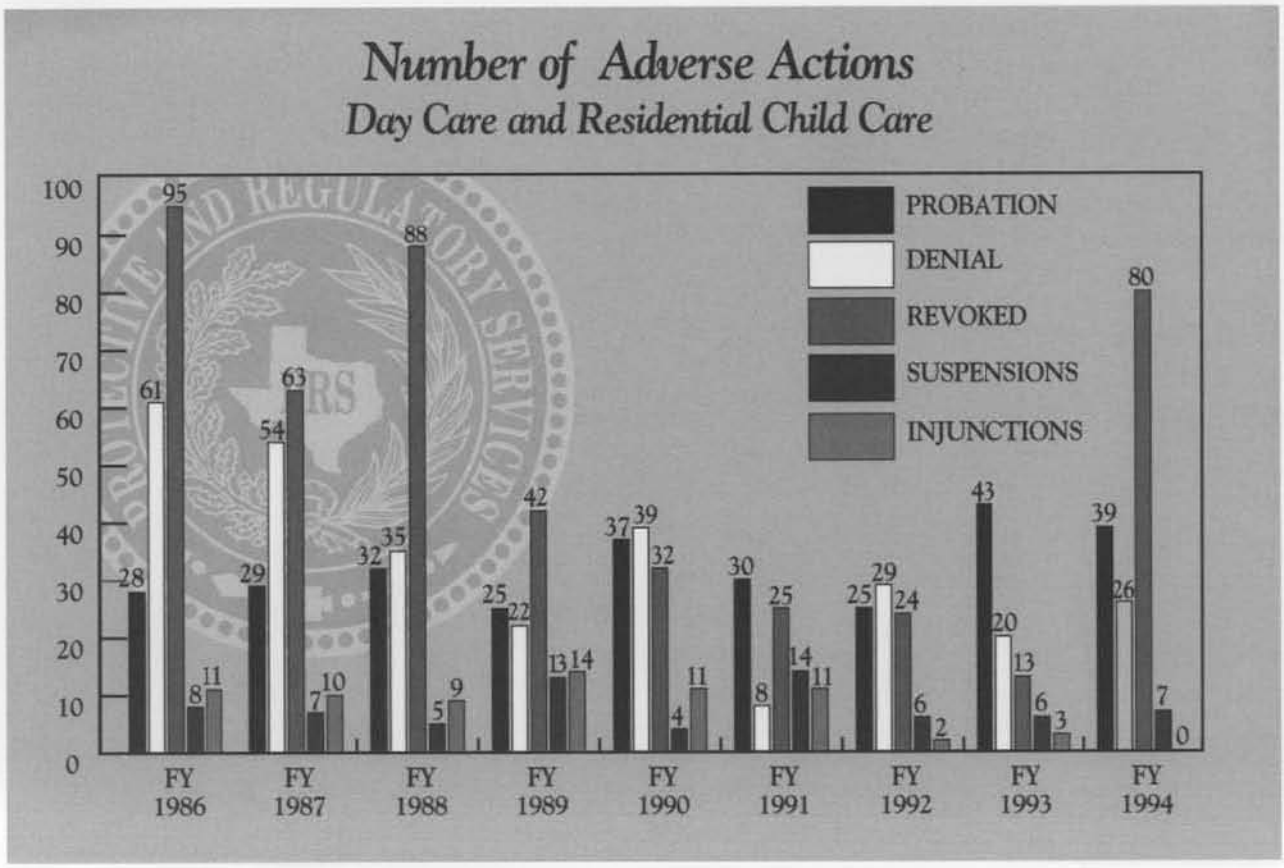
As a result of these trends, CCL is responsible for regulating more facilities and more complex programs without a corresponding increase in resources.

The CCL program works with stakeholders to identify and prioritize needs and develop ways to meet the needs within the scope of available resources. Given CCL resource restraints, this means that the program must focus on finding new, less staff-intensive ways to meet identified needs. CCL must locate resources outside of the program and the department to assist with meeting those needs.

Significant achievements during fiscal year 1994 included the following:

Partnership Efforts

- It's important that children in day care be immunized against preventable diseases. Checking facility immunization records is a tedious and time-consuming task. Day-care licensing staff, working with health authorities and the "Shots Across Texas" immunization initiative, used regulatory authority in fiscal year 1994 to promote increased compliance with immunization requirements in those facilities identified by health authorities as being in substandard compliance with requirements.
- CCL staff throughout the state began establishing staff committees in fiscal year 1994 to locate community outreach opportunities and establish systems for maintaining and expanding such opportunities. CCL can vastly increase its impact and effectiveness by combining efforts with other community resources on specific projects where we have common goals and objectives. A specific example has CCL staff working with the local chambers of commerce and realtors who specialize in relocation to get



information to parents coming into the community about day-care resources and how to choose day care for their children.

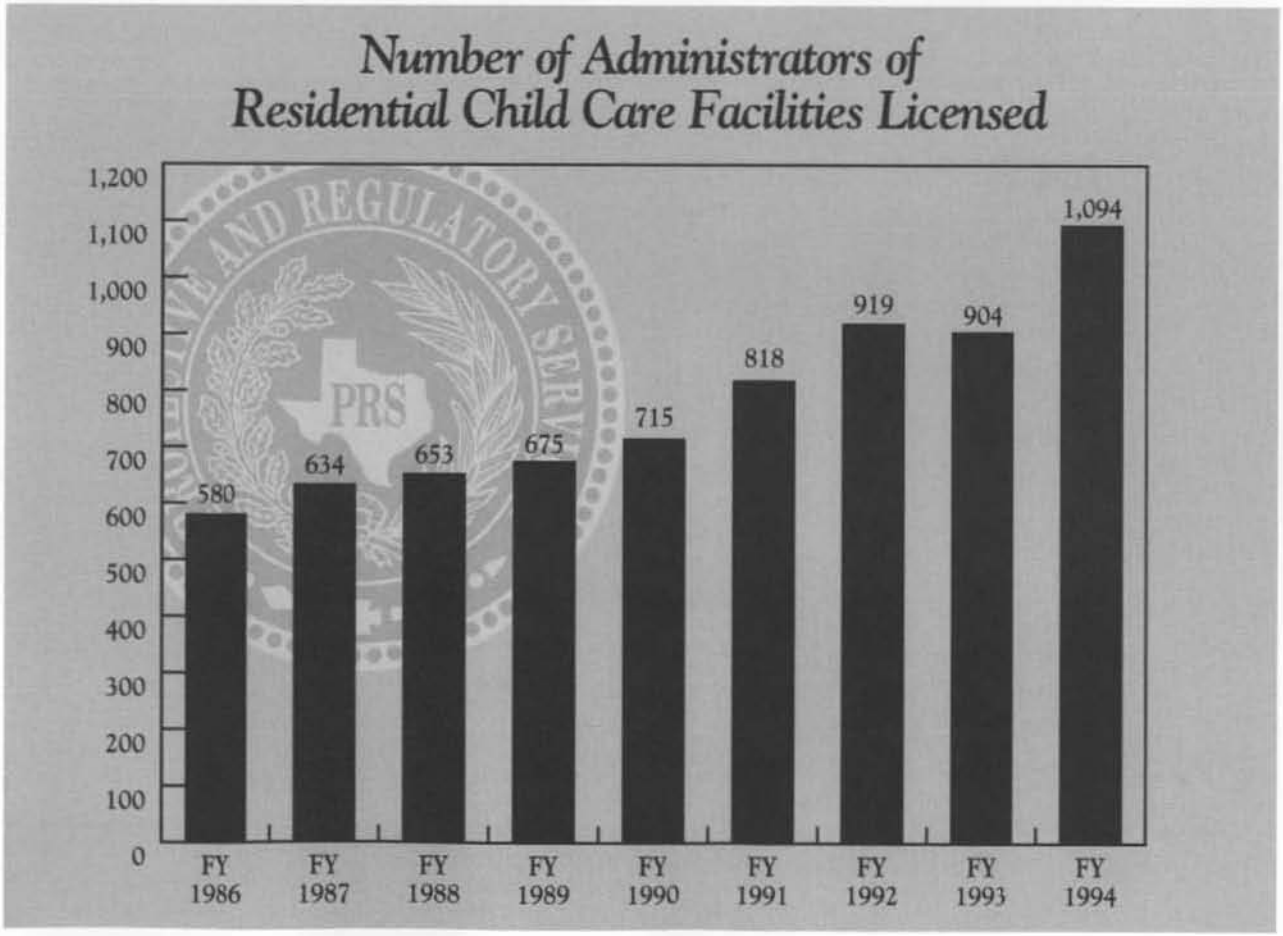
- Tarrant County CCL has a community project in which staff work with child day-care providers to develop a "Director's Handbook." This is a vehicle for providers to share ideas, practical experience, and innovations with each other, which benefits all children in care. The "handbook" will be distributed to all licensed facilities in the Tarrant County area early in fiscal year 1995.
- Dallas CCL initiated a program of community meetings in fiscal year 1994. Held at several locations in the county, the meetings were designed to foster a spirit of "partnership" by engaging child-care providers, interested parents, licensing staff, and other members of the community in open communication and information sharing. Participants reported that the meetings provided a way for local communities and neighborhoods to foster quality child care at a grass roots level.
- In the San Antonio area, CCL developed a mentoring program to assist day-care centers with meeting minimum standards and support centers' efforts to upgrade quality of care. The program brings experienced directors as "mentors" to other day-care directors and supports training sessions. San Antonio CCL received an award this year from local Headstart Programs for these partnership efforts. CCL staff in Travis County initiated a similar mentoring project, working with the Austin Association for the Education of Young Children and the Connections Resource Center. This project serves day-care centers and registered family homes.
- Because parents, providers, and others in the community have many concerns and questions about child care, CCL has established a toll-free child care "hotline" number. In fiscal year 1994, "diorama" posters promoting the hotline were installed in nine major airports across Texas. The campaign also enlisted the help of 21 supermarket chains across the state in placing about

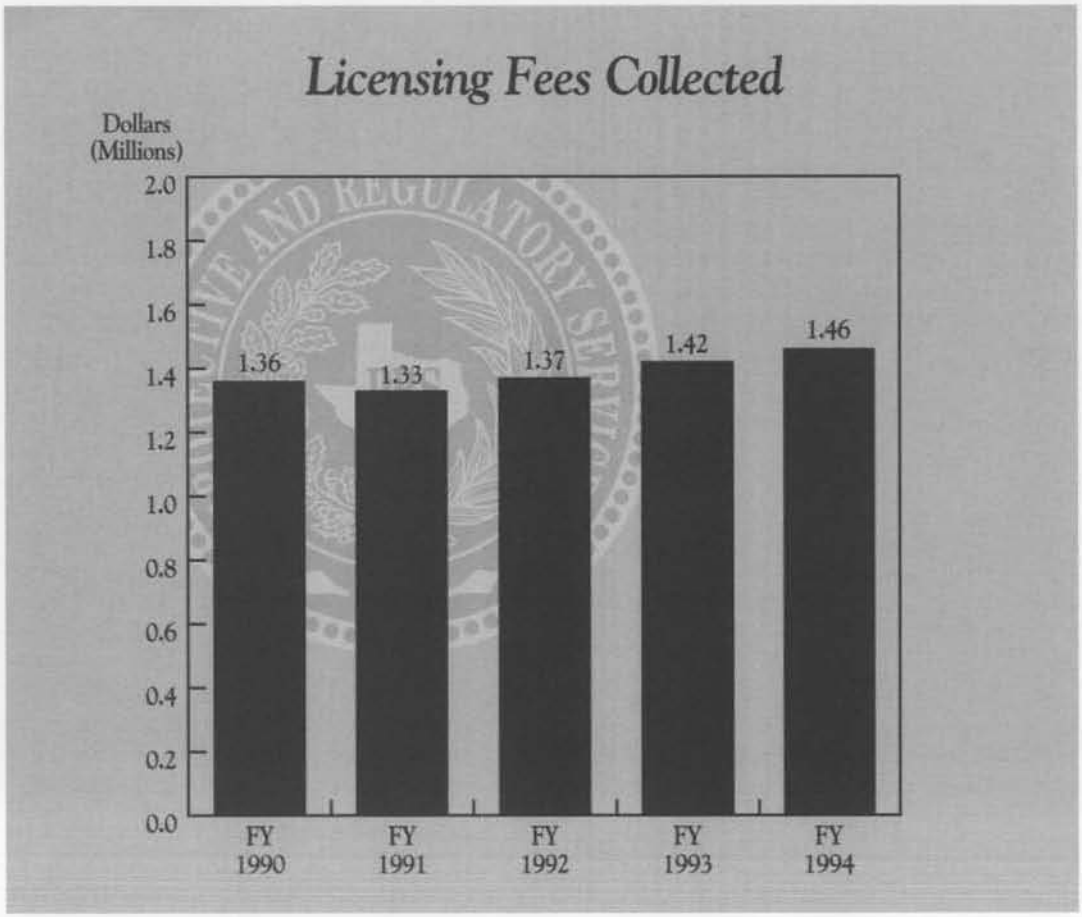
600 shopping cart posters about the hotline in their stores. This campaign encourages parents to become more involved with their children's care and to contact the CCL Hotline for information on child-care options and how to become better consumers of child-care services

- In addition to planned programs and initiatives throughout the state, CCL works with child-care providers, parents, and the community on an "as needed" basis. For example, in fiscal year 1994, a toxic gas leak occurred in an Austin day-care facility. Almost all of the facility staff and some of the children in care had to be taken to a local hospital for treatment. CCL staff went to the center and cared for the remaining children until other staff could arrive or until the children could be sent home with their parents.

Customer Service Improvements

- Child-care providers need immediate feedback on the results of CCL staff inspections of a facility. This information has to be presented in a way that providers can effectively use with their board members, staff, and others to make changes and improvements. Using notebook computers, CCL staff in the Houston region, for example, produced immediate, professionally formatted and printed feedback for child-care providers in 95 percent of inspections in fiscal year 1994.
- Day-care licensing staff in Tarrant County are piloting the use of a pre-inspection checklist. This is designed to help child-care providers prepare for licensing inspections and make more effective use of inspection findings.





- National and international research supports CCL's basic position that training is one of the most critical factors in determining for the quality of child care. CCL worked on a regional level with both day-care and residential child-care facilities in fiscal year 1994 to develop and maintain training coalitions. CCL works with other agencies, such as the agricultural extension services, colleges, universities, and professional groups, such as the Association for the Education of Young Children, to provide training conferences and workshops at the regional level. CCL also helped develop and distribute training calendars to make child-care providers aware of local training opportunities. CCL maintained training resource centers for child-care providers at which ready access to materials such as videotape programs and books. In the Uvalde area, 125 rural child-care providers attended a child-care conference co-sponsored by CCL and the Texas Department of Human Services' (DHS') Child Care Management System program. The conference provided training and also served as a way to recognize and support "grass-roots" efforts to improve care and obtain training by providers in this rural area.
- In a diverse state like Texas, training opportunities need to be available in languages other than English. In fiscal year 1994, CCL staff in McAllen and Laredo sponsored a six-hour training conference in Spanish for 300 registered family-home caregivers. CCL staff works with groups like the Texas Migrant Council to develop and deliver these kinds of training opportunities.

Innovations

- It's important that child-care providers be kept informed of how well they are complying with minimum standards. For example, to prevent accidents and protect children in care, it's important that a facility's buildings and grounds be checked and inspected reg-

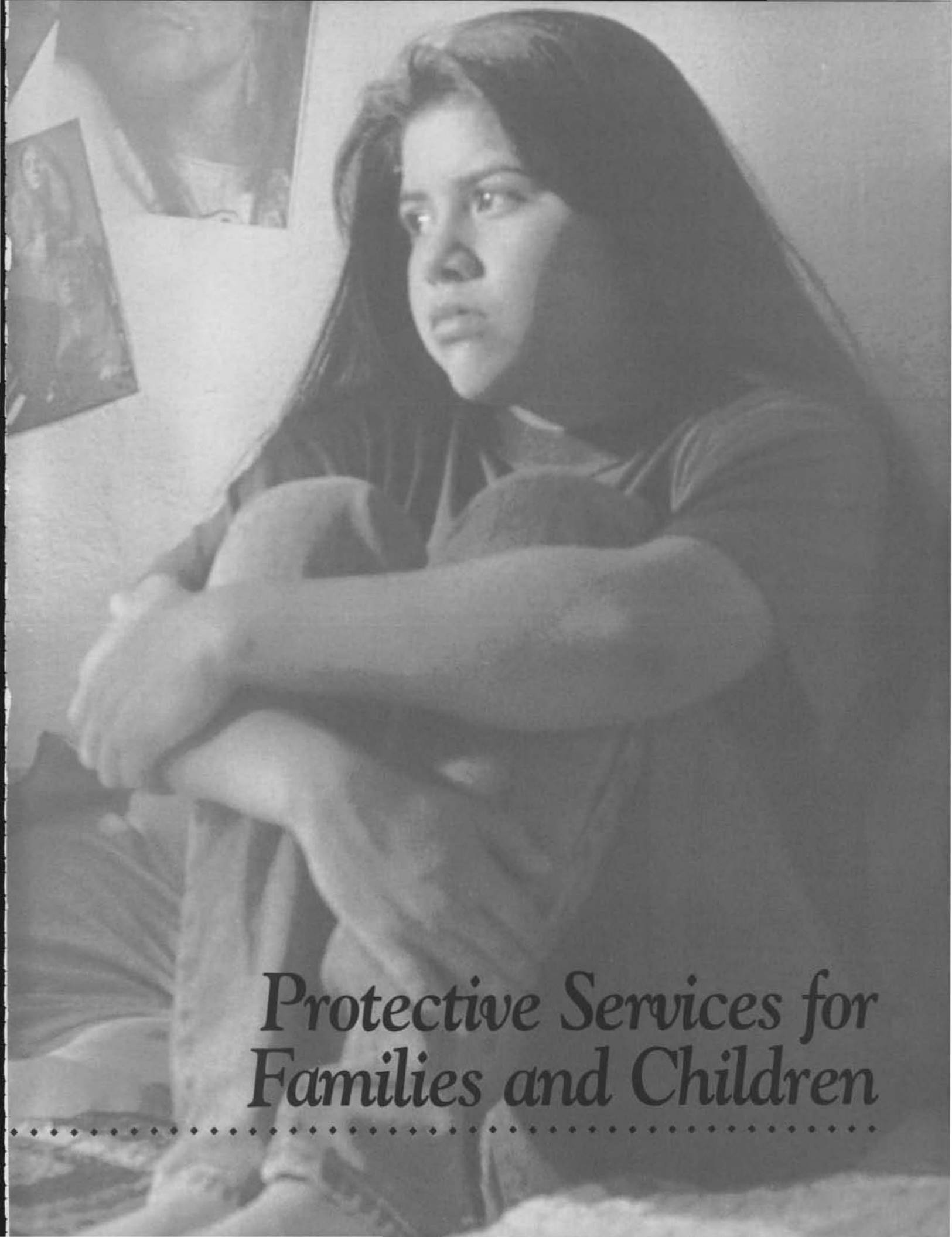
ularly—not just when the CCL representative is making an inspection. To facilitate this, the self-monitoring and reporting project in South Texas residential child-care facilities, expanded to include Houston in fiscal year 1994. The overall results of this pilot project will be formally evaluated early in fiscal year 1995. Depending on the effectiveness/efficiency rating, CCL plans to expand the project statewide for residential care and consider similar efforts in day care.

- In the El Paso area, a day-care licensing representative developed a GED (General Education Degree) preparation course for day-care providers who do not have a high school diploma or GED. Training was held weekly for six months, and about 90 percent of the participants have completed their GED requirements. Recognition and celebration events are scheduled for early fiscal year 1995.
- A major problem in child care is finding trained and qualified substitute child-care staff when regular staff are ill or absent for other reasons. Working with a grant from the Levi Strauss Company, CCL staff in El Paso are collaborating with El Paso Community College, child-care provider associations, and other agencies to establish a "pool" of trained and qualified staff for child-care providers to tap into when regular child-care staff are not available.

Automation - CCL's Computer Bulletin Board System

In fiscal year 1994, use of CCL's computer bulletin board system (BBS) was expanded to include:

- a listing of training opportunities;
- job opening announcements;
- answers to questions from the general public about the CCL program;
- information about Child Protective Services' STAR program, which is designed to help locate services for youth-at-risk and runaways;
- information and pictures of missing children.



Protective Services for Families and Children

Protective Services for Families and Children

PRS' largest program is Protective Services for Families and Children (PSFC). Its goals include protecting children from abuse and neglect, promoting the integrity and stability of families, and providing permanent places to live for children who cannot safely remain with their own families.

The program provides a number of services including intake and investigation of reports of child abuse and neglect; services to families and children in their homes; placement of children in substitute care; development and maintenance of foster homes; adoption and post-adoption services; services to runaways and at-risk youth; gang activity and prevention services; and operating the Texas Runaway Hotline. About $396 million was spent to protect and serve Texas children and families in fiscal year 1994.

During fiscal year 1994, staff undertook the major task of automation. This project, which began in 1993 and is called Child and Adult Protective System (CAPS), is being designed with the technical assistance of a consulting firm to support staff's work in the field. New computers and software will be installed to assist in case documentation, communication, appointment scheduling, and other office activities. Using the software, staff will be able to process electronically many of the forms that they are currently processing manually. By 1996, the department plans to add additional software to further support management of the department's resources, help people we serve achieve the best possible results, and provide staff with more information.

The department implemented projects in fiscal year 1994 to monitor the quality and quantity of PSFC services and ensure a better system of accountability for field management. These

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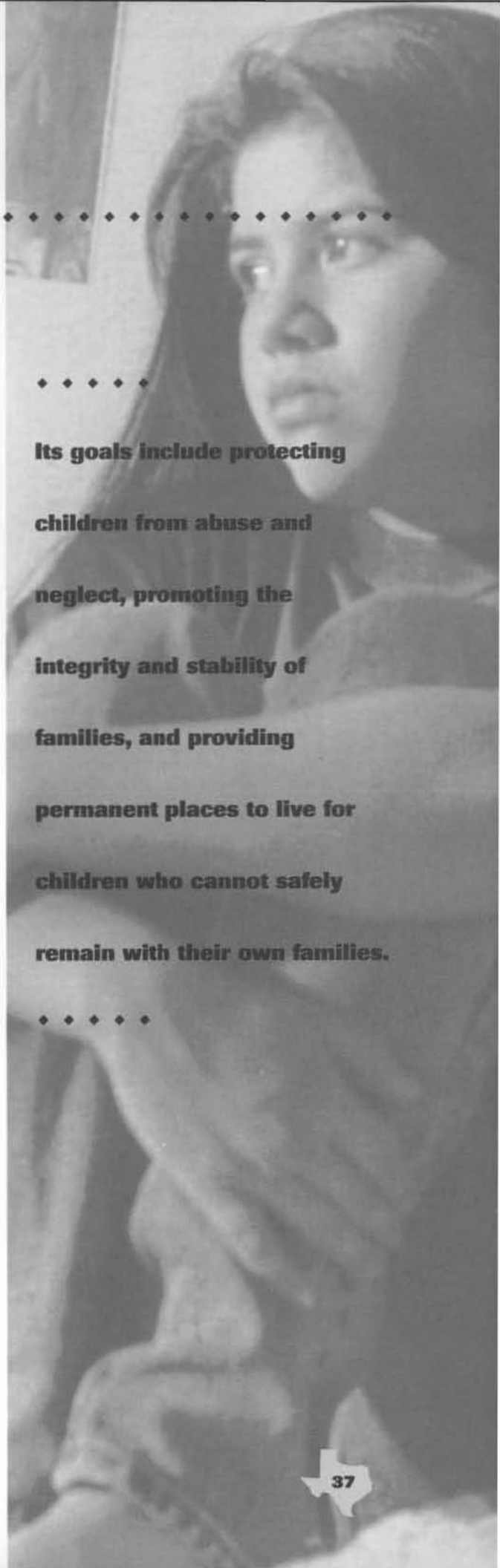


Its goals include protecting children from abuse and neglect, promoting the integrity and stability of families, and providing permanent places to live for children who cannot safely remain with their own families.

The legal definitions of abuse and neglect are as follows:

Abuse *includes the following acts or omissions:*

- mental or emotional injury to a child that results in an observable and material impairment in the child's growth, development, or psychological functioning;
- causing or permitting the child to be in a situation in which the child sustains a mental or emotional injury that results in an observable and material impairment in the child's growth, development, or psychological functioning;
- physical injury that results in substantial harm to the child, or the genuine threat of substantial harm from physical injury to the child, including an injury that is at variance with the history or explanation given and excluding an accident or reasonable discipline by a parent, guardian, or managing or possessory conservator that does not expose the child to a substantial risk of harm;
- failure to make a reasonable effort to prevent an action by another person that results in physical injury that results in substantial harm to the child;
- sexual contact, sexual intercourse, or sexual conduct, as those terms are defined by Section 43.01, Penal Code, sexual penetration with a foreign object, incest, sexual assault, or sodomy inflicted on, shown to, or intentionally practiced in the presence of a child if the child is present only to arouse or gratify the sexual desires of any person;
- failure to make a reasonable effort to prevent sexual contact, sexual intercourse, or sexual conduct, as those terms are defined by Section 43.01, Penal Code, sexual penetration with a foreign object, incest, sexual assault, or sodomy being inflicted on or shown to a child by another person, or intentionally practiced in the presence of a child by another person if the child is present only to arouse or gratify the sexual desires of any person;
- compelling or encouraging the child to engage in sexual conduct as defined by Section 43.01, Penal Code; or
- causing, permitting, encouraging, engaging in, or allowing the photographing, filming, or depicting of the child if the person knew or should have known that the resulting photograph, film, or depiction of the child is obscene (as defined by the Penal Code) or pornographic.

Neglect *includes:*

- the leaving of a child in a situation where the child would be exposed to a substantial risk of harm, without arranging for necessary care for the child, and a demonstration of an intent not to return by a parent, guardian, or managing or possessory conservator of the child; or
- the following acts or omissions:
  - placing the child in or failing to remove the child from a situation that a reasonable person would realize requires judgment or actions beyond the child's level of maturity, physical condition, or mental abilities and that results in bodily injury or a substantial risk of immediate harm to the child;
  - the failure to seek, obtain, or follow through with medical care for the child, with the failure resulting in or presenting a substantial risk of death, disfigurement, or bodily injury or with the failure resulting in an observable and material impairment to the growth, development, or functioning of the child;
  - the failure to provide the child with food, clothing, or shelter necessary to sustain the life or health of the child, excluding failure caused primarily by financial inability unless relief services had been offered and refused; or
  - the failure by the person responsible for a child's care, custody, or welfare to permit the child to return to the child's home without arranging for the necessary care for the child after the child has been absent from the home for any reason, including having been in residential care or having run away.

Continued From Page 37
efforts, coupled with worker advisory committees in the department's regions, were part of PRS' Total Quality initiative.

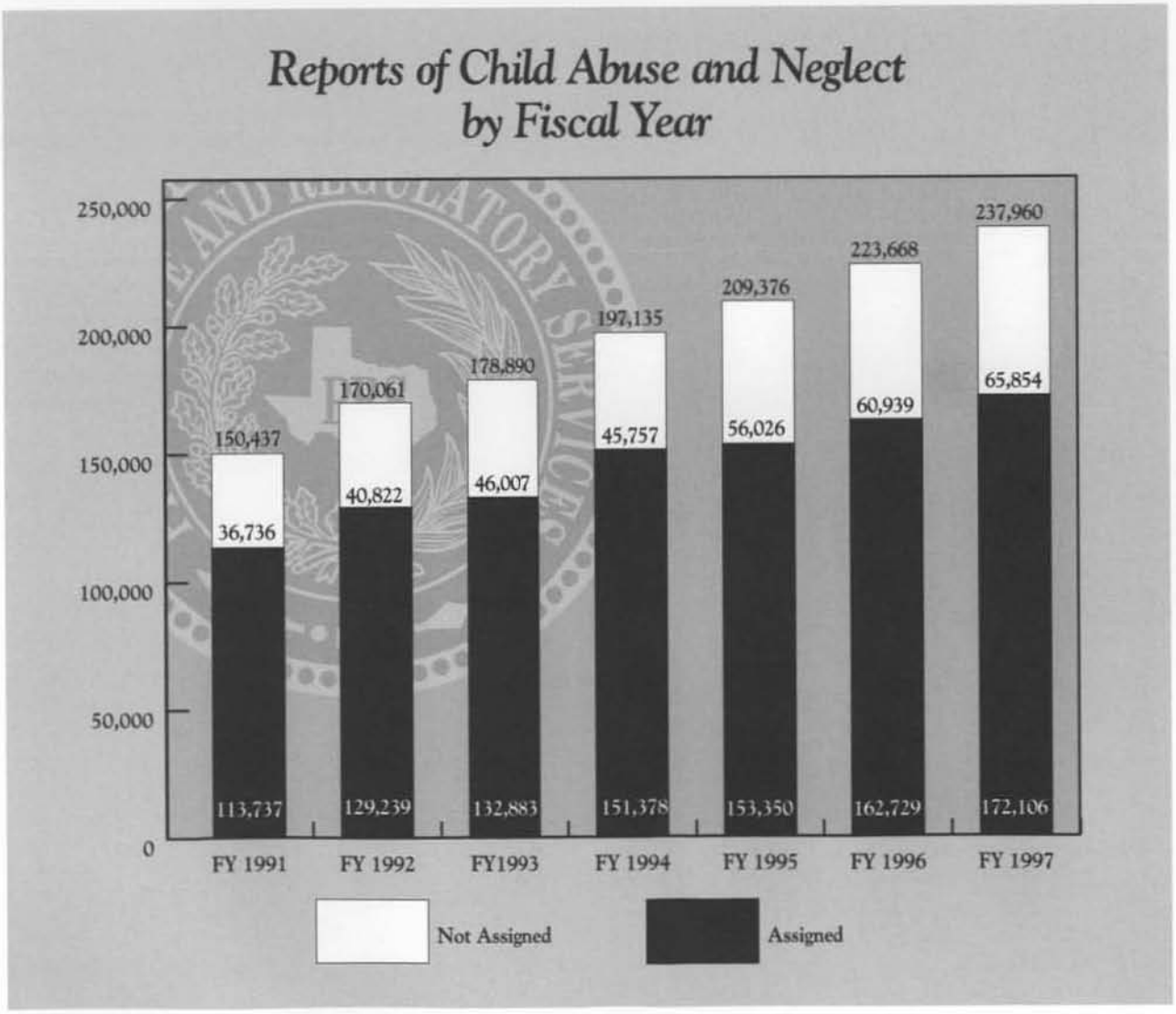
Child Protective Services

Child Protective Services (CPS) is the oldest and largest of PSFC's programs. It began with the establishment of the Child Welfare Division, which was created by the Texas Legislature in 1931 as a program within the Texas Board of Control. In 1939, the Child Welfare Division was transferred to the newly created Texas Department of Public Welfare.

During the next three decades, federal, state, and county participation in services to abused and neglected children increased gradually. When the Texas Family Code became effective Jan. 1, 1974, citizens were mandated to report suspected child abuse to the department. Statutory definitions of abuse and neglect were enacted in 1987 by the Texas Legislature.

In fiscal year 1994, the CPS program implemented major changes in its policies and procedures for intake and investigation of reports of child abuse and neglect.

The program began a pilot project during fiscal year 1993 involving a centralized intake



system that covers 30 central Texas counties. The pilot puts to use the already existing centralized abuse hotline, which also takes reports of abuse, neglect, or exploitation of adults who are elderly or have disabilities and reports of abuse and neglect in child-care facilities. The hotline has been expanded to handle an increasing number of calls and has replaced phone intake at the department's local offices in the pilot region. Under the pilot, the hotline not only receives all reports of abuse or neglect in central Texas, but decides whether the reports should be investigated. As in the past, hotline calls are also received from regions outside the pilot area. These reports, however, are still referred back to the region of origin, where local staff decide if they should be investigated.

Despite initial difficulties with this process, CPS believes that the idea of a statewide intake system is a good way to improve the consistency of the program's assessment of abuse and neglect at intake. In addition, a statewide intake system should enhance the department's capability to deliver the most appropriate services to clients.

Intake, Investigation, and Risk Assessment

Over the last five years, PSFC has moved toward establishing a more structured and consistent method for making decisions about the risk of abuse and neglect in families. In fiscal year 1993, the program implemented the Structured Model for Assessment of Risk in Texas (SMART). SMART is a service delivery system that gives staff a structured approach to assessing the risk of child abuse and neglect. The system is based on advances in casework practice and continuing research.

Under the SMART system, staff begin to assess the risk of abuse and neglect at intake by gathering information on risk-related areas that indicate how a family functions. Staff weigh such factors as whether abuse or neglect has already occurred, children's vulnerability, the parents' history, the way parents view their children, and the family's interactions and functioning. If staff believe that there is a reasonable likelihood that children will be abused or neglected in the foreseeable future, the report is assigned for investigation.

During the investigation, staff determine whether the children are at risk of abuse or neglect. If a child is in immediate and serious jeopardy, staff try to work with the family to establish and implement a plan to ensure the child's immediate safety. If that is not possible, PRS may petition the court to remove the child from the home.

When a child is currently safe but at risk in the foreseeable future, PSFC may offer in-home services to help the family manage the factors that place the child at risk. If the investigation

indicates that none of the children in the home currently face a significant risk of abuse or neglect, the investigation worker closes the investigation without further action.

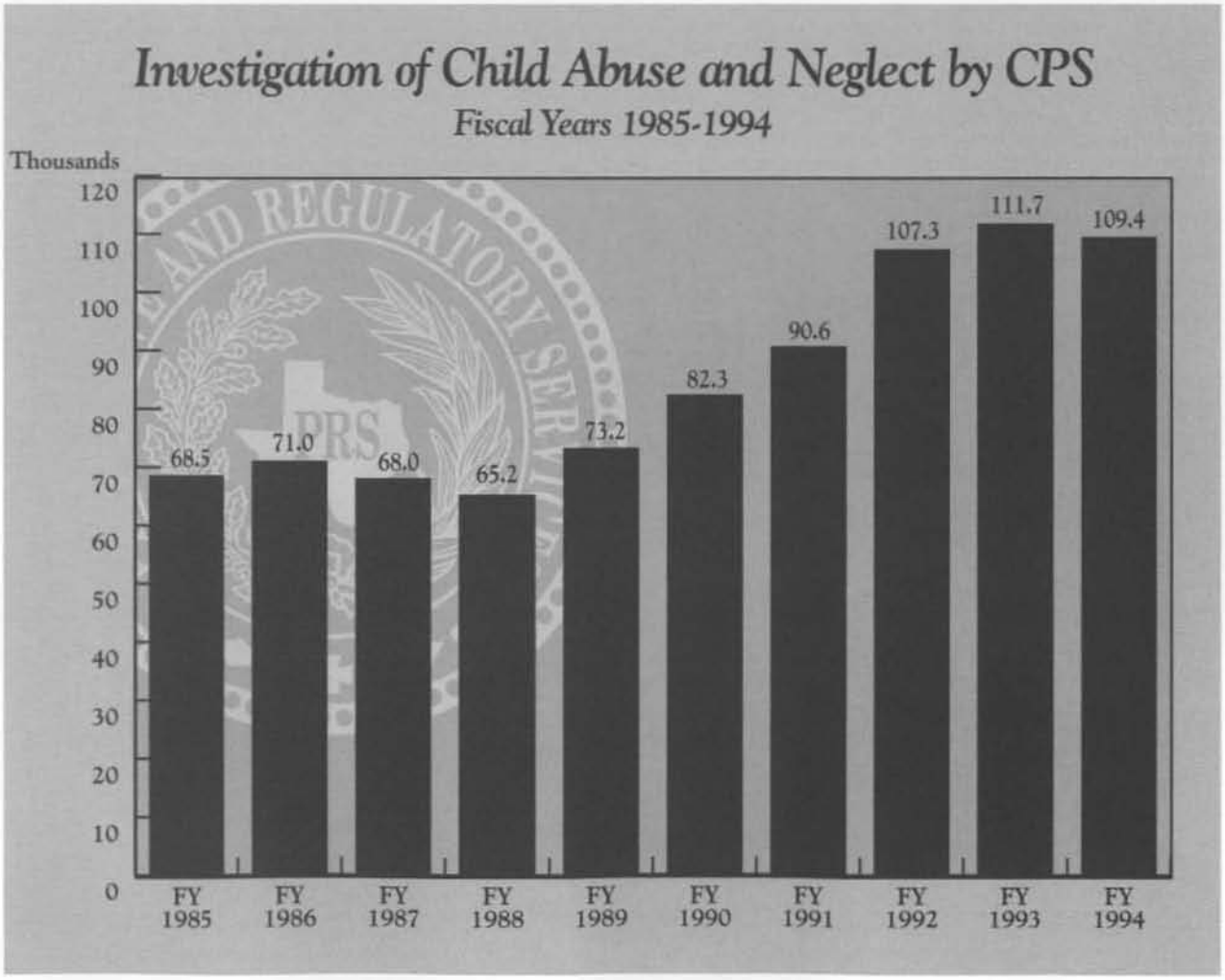
During fiscal year 1994, PSFC staff were involved in evaluating, monitoring, improving, and refining the SMART system. Statewide and regional work groups met quarterly to address issues and challenges identified with use of the system.

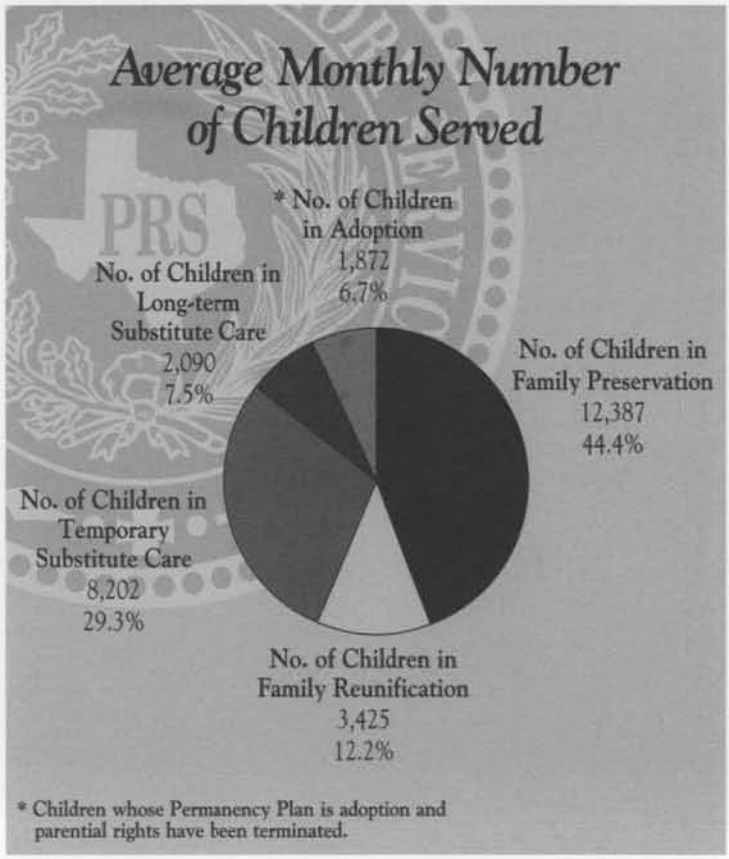
PSFC is in the second year of a three-year federal project funded by the U.S. Department of Health and Human Services to design, test, and implement refinements to the risk system. The project will result in improved decision-making skills of staff at all levels. The department hopes that the information gathered through this project will ultimately enable the state to direct resources where they are needed the most—to those families and children who are at the greatest risk of abuse and neglect.

CPS believes children are at risk of abuse or neglect when there is a reasonable likelihood that they will be abused or neglected in the foreseeable future.

When reports of maltreatment are received, CPS staff assign them with a priority that determines how soon the case must be handled.

To establish time frames for investigations, CPS assigns each report of child abuse or neglect to one of two priority groups. CPS must initiate an investigation:





- within 24 hours of receiving a Priority I report; and
- as soon as possible, but no later than 10 days of receiving a Priority II report.

Priority I reports concern children who appear to face an immediate risk of abuse or neglect that could result in death or serious harm.

All reports of abuse or neglect that are not assigned to Priority I are assigned to Priority II.

Family Preservation Services

When staff identify the need for continuing protective services and believe that children's safety can be maintained in their own homes, they develop service plans with the families with the goal of preventing further abuse or neglect. In a situation where children must be temporarily placed in foster care for their safety, the department also provides services to the parents that enable the children's return as soon as safety is ensured. In providing services, workers try to strengthen the families' abilities to meet the children's needs so the children can remain in or safely return to their own homes. More than 73 percent of the children removed return to their own homes.

Workers focus on factors contributing directly to the abuse or neglect. Often, the parents do not use appropriate and effective nonviolent discipline methods, have minimal knowledge of child development and appropriate expectations for children, and do not know how to handle family or individual crises or find available support. Some parents may have emotional disturbances and require more intensive services from medical or mental health professionals. Some may have health or financial difficulties, problems with drugs or alcohol, or other behaviors that prevent the children from being safe and properly cared for. Many of the families who have entered the CPS system are affected by more than one of these factors.

Both CPS staff and professionals from other disciplines participate in case planning with families. Where available, a variety of community resources may provide services for the family.

Once the safety and risk reduction plans are established, CPS staff provide and arrange for the planned services, continue to assess the family dynamics creating the risk, monitor the children's safety, and assess the effectiveness of the services and appropriateness of the plans. If changes in the families occur, staff establish new plans with the families. If children's safety appears to be unattainable in their homes, staff make recommendations about other options to the families and appropriate authorities.

Families who are receiving these services may still have unmet needs when their cases are closed, but the safety of their children will be controlled and risk of abuse or neglect reduced. Staff will refer families to other appropriate resources to address their remaining unmet needs.

CPS provides intensive family preservation services to families who need intensive assistance to protect a child from abuse or neglect in the immediate or short-term future. CPS provides

reunification support services to families whose children are returning home at the end of court-ordered placements in substitute care.

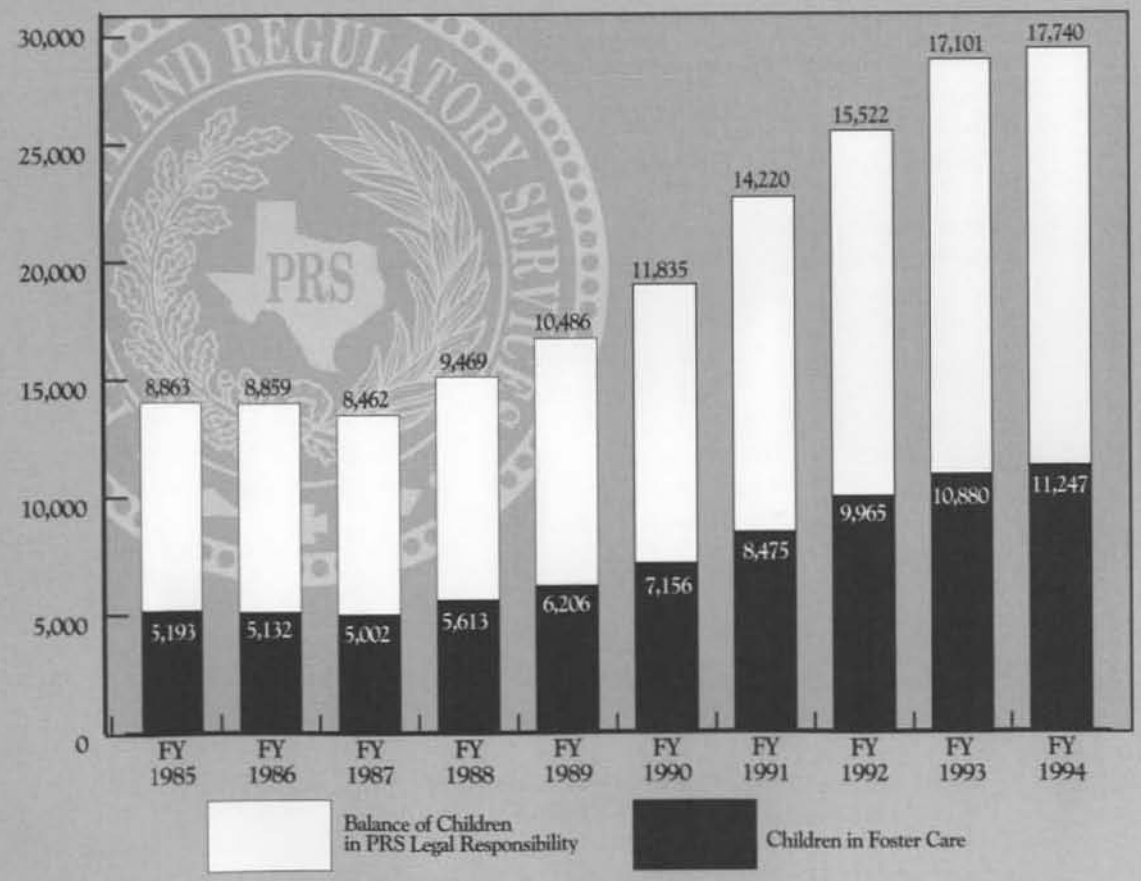
In 1994, staff solicited comments on service capacity, service needs, target populations, and goals for the state's family preservation and support services. Staff held a series of meetings in more than two dozens cities across the state over a period of four months. State and community leaders gave their insights on how the services should be delivered. Staff also adopted "Texas Families: Together and Safe" as the name for the program.

Prior to 1994, intensive family preservation services have been available in Houston, Dallas, Fort Worth, and San Antonio. By the end of fiscal year 1994, the program had been implemented on a statewide basis.

Resources are available when there are problems in a family that do not meet the statutory definitions of child abuse and neglect but need attention. These include Parents Anonymous, Family Outreach, Communities in Schools, and other child abuse prevention programs serving families at-risk of abuse and neglect.

Family Outreach is a community-based program that aids families in stress. Its main objective is to enlist volunteers in the prevention of child abuse and neglect and strengthening of family life. Casework managers funded by the depart-

Children in Legal Responsibility of PRS, Including Children in Foster Care Placement, at the End of Each Fiscal Year



ment supervise the work of highly-trained volunteers who provide support, encouragement, and parenting information to troubled families. There were 33 Family Outreach centers in Texas at the end of fiscal year 1994.

Foster Care

When CPS staff determine that children are not safe with their families because of abuse or neglect, they work with the courts to obtain managing conservatorship of the children. This court authorization allows staff to remove children from their families and place them temporarily with others and work with the families to make their homes safe for the children's return. Children may be placed with relatives, in foster homes, or in child-care facilities during their stay in the foster care system.

The increasing number of abuse and neglect reports result in a corresponding increase in the number of children entering foster care. At the end of fiscal year 1993, the number of children in care was 10,880. The end of fiscal year 1994 found 11,247 children living in out-of-home placement because their families were unable to provide them with a safe environment.

When children initially enter the foster care system, their needs are evaluated to determine which resources can best support normal growth and development while they are awaiting resolution of their families' problems. Staff continually work with the private sector to encourage the development of assessment centers that can receive children on an emergency basis and start medical, psychological, and developmental assessments almost immediately. The goal of assessment centers is to reduce the number of times children are moved while in care.

The great majority of children can, with support and understanding, be helped to live with families in the community. These volunteers, generally referred to as foster families, make caring for an extra child a part of their daily lives. Foster families assist in taking the children to appointments with professionals such as dentists, doctors, and psychologists. Additionally, foster children can have visits with their biological families that may also include participation by their foster parents. At the end of fiscal year 1994, there were 3,684 Texas foster families certified by PRS to care for abused and neglected children, including 33 families residing out-of-state.

Foster parents are called upon to deal with very difficult situations and children who may be experiencing intense grief due to being separated from their parents. They need support to do this type of work. A survey of foster parents conducted in fiscal year 1993 identified the need for staff to provide foster parents with clear expectations about foster parent roles and feedback on how they are meeting expectations. During fiscal year 1994, detailed guidance was given to all foster home development staff about the type of issues to discuss with foster parents on visits and how to document the information. This policy was developed jointly by foster parents and staff to assure concerns from both sides were addressed. Foster parents now receive written copies of staff's quarterly narrative documentation as feedback of the worker's perception of them. This policy has greatly improved communication between foster parents and the department and is just one example of how foster parents and staff working together have improved the program.

For years, CPS staff have struggled to recruit and train sufficient volunteers to become foster families. The "Dare To Love" recruitment campaign began in June 1990 to recruit and retain specialized foster and adoptive families, focusing on children with disabilities and recruitment of minority families. Through this campaign, staff have produced various advertisements, public service announcements, videos, brochures, posters, and other materials statewide to promote foster and adoptive care. The Texas Recruiters Coalition, which is made up of foster and adoptive parents and recruitment specialists from across the state, meets regularly to discuss innovative strategies for recruitment. There is also a statewide, toll-free foster care and adoption inquiry line (1-800-233-3405).

In an effort to provide children with appropriate levels of structure and supervision within the least restrictive environments, staff use a levels of care system. It defines what type of foster care each child needs and is eligible to receive. The billing rates and levels correspond to the child's behavioral and emotional problems, developmental disabilities, and the intensity of service needed.

Services to Children with Disabilities

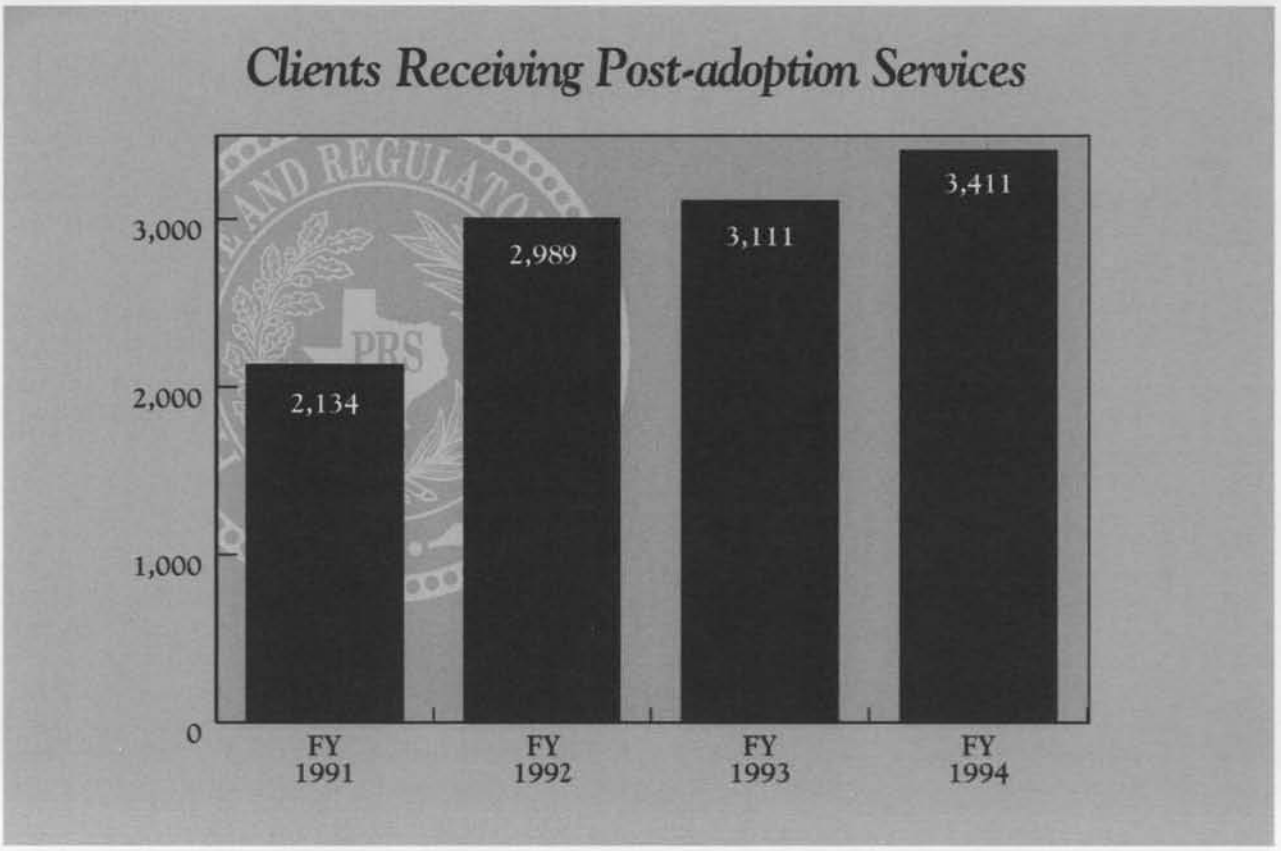
The Children with Disabilities Team, which is based at the department's state headquarters, was begun in 1993 to assist staff and caregivers in providing specialized services to children in substitute care who have disabilities. These children are disabled in the areas of mental health or intellectual functioning, or have medical disabilities or physical impairments. Staff help caregivers acquire in-home resources such as medical equipment and communication devices to help care for children who have been placed with them. The department is planning to develop Children with Disabilities Teams in each region so that staff and caregivers can have access to expertise and consultation for services within their communities.

Permanency Planning

After assessing families and weighing the results of periodic court reviews, staff determine if it is possible to return children to their homes. When staff conclude that it isn't possible to return children in the near future, they make arrangements through the court system for children to grow up in a consistent, stable environment that will provide them with long-term nurturing relationships. The process of finding and developing such environments is part of permanency planning.

Permanency planning involves selecting goals and establishing plans of service for cases to ensure that children have the most appropriate placements and don't linger in the system. Permanency planning also includes the legal steps taken on children's behalf while they are in care. PRS adopted new policy on permanency planning that provides a structure for decision making when choosing a permanency plan for a child. The department began an intensive training initiative in the last part of this fiscal year that will continue into 1995. All staff, with the exception of clerical workers, will receive training on this policy to increase cooperative efforts that will result in a faster resolution of cases.

During fiscal year 1994, PRS was awarded a federal grant that focuses on improving the placement process for children waiting to be adopted who are in CPS' custody. This three year project, called Children Awaiting Permanent Placement (CAPP), focuses on children entering foster care, as well as those in



foster care and free for adoption. Staff across the state and in residential treatment centers are coordinating efforts to establish more appropriate initial and permanent placements. They are also working toward improving training and communication to better meet the needs of children.

Adoption Services

The permanency plan for most children in PRS' managing conservatorship is for the children to return home and for the department's responsibility to be dismissed. But when a child cannot return home safely, adoption is the most frequently selected permanency plan.

Once PRS determines that adoption is in the best interest of a child, staff ask the court to terminate the parental rights of the child's parents. When the child is legally freed for adoption, staff begin work towards placing the child with a permanent adoptive family.

Most of the children in PRS' conservatorship who are awaiting adoptive placements have special needs. They generally are school-age, have physical or mental disabilities, belong to racial minorities, or need to be placed together with their brothers or sisters. These children have a great need for acceptance and nurturing to help them grow and flourish. The PRS adoption program finds adoptive families for these children. During fiscal year 1994, the department placed 791 children in adoptive homes.

PRS encourages private adoption agencies to help the department place children into adoptive homes. As a result of a collaboration between PRS and Texas Association of Licensed Children's Services (TALCS), in fiscal year 1995, the department will expand adoption services for children through open enrollment. By reformatting purchased adoption services in this manner, child-placing agencies can make their waiting families more generally available to children across the state. These services will include placement into approved private child-placing agency homes and supervision of the placement through consummation. The goal of this mutual effort is to increase the number of adoptive families avail-

able for children and reduce the length of time children wait for adoptive homes.

To enhance adoption services for children who are waiting to be adopted, PSFC has continued to make a special effort to recruit adoptive parents. Through the "Dare to Love" campaign, recruitment activities are both general and specific to a child's identified special needs. Activities involve efforts such as adoption booths and fairs at malls and other public facilities, public service announcements, news media campaigns, community task forces, recruitment of churches and private industry to help locate prospective adoptive families, and airport billboards.

Another resource used is the Texas Adoption Resource Exchange (TARE), which is an information exchange and photo-listing service published by PRS. TARE includes both the children who are available for adoption and families who are interested in adopting through the department. Private adoption agencies can also register their approved adoptive families in TARE. Registrations can be matched by specific criteria and referred to the child-placing staff. TARE registers children in the National Adoption Network to match with prospective adoptive families across the United States. TARE is distributed to about 550 agencies in Texas and other states. TARE received national recognition in fiscal year 1994 for registering the largest number of children from any of the 45 states that are members of the National Adoption Exchange. TARE ranked second in the nation in creating adoption matches for children.

Another initiative that gained momentum and has had positive results in fiscal year 1994 was the One Church, One Child recruitment campaign. The department provides funding for a liaison to work with this project, which is based in the Houston-area where there are a large number of African-American children waiting for adoption. African-American ministers involved in the project believe that if a family from each African-American church would adopt a child or sibling group, there would not be any African-American children waiting for permanent families.

Once recruited, prospective adoptive families attend a training program. The training gives staff and families the opportunity to explore their abilities to care for children who are waiting to be adopted. After adoptive parents complete the training, PSFC staff complete a home study of the parents. The study includes an assessment of the adoptive family's flexibility in all areas of life and their sensitivity, understanding, and ability to deal with the children's unique needs.

After completing the home study and approving families for adoption, adoption staff work with other CPS staff to identify children awaiting adoption who may benefit by a particular family's skills. When an adoptive family is selected for a child, CPS staff help the family understand the child's readiness for adoption and evaluate the family's ability to provide for the child's specfic needs. The first step in this process involves providing the adoptive family with a copy of the child's case record, including a detailed Health, Social, Educational, and Genetic History (HSEGH) report. The department requires a family to review a HSEGH report before meeting a child. Reports do not include information that might identify individuals whose identity is confidential.

Staff arrange a placement after several preplacement visits between the child and adoptive family and provide support services to help them develop their relationship. The adoption can be consummated after the child has been in the adoptive placement for six months.

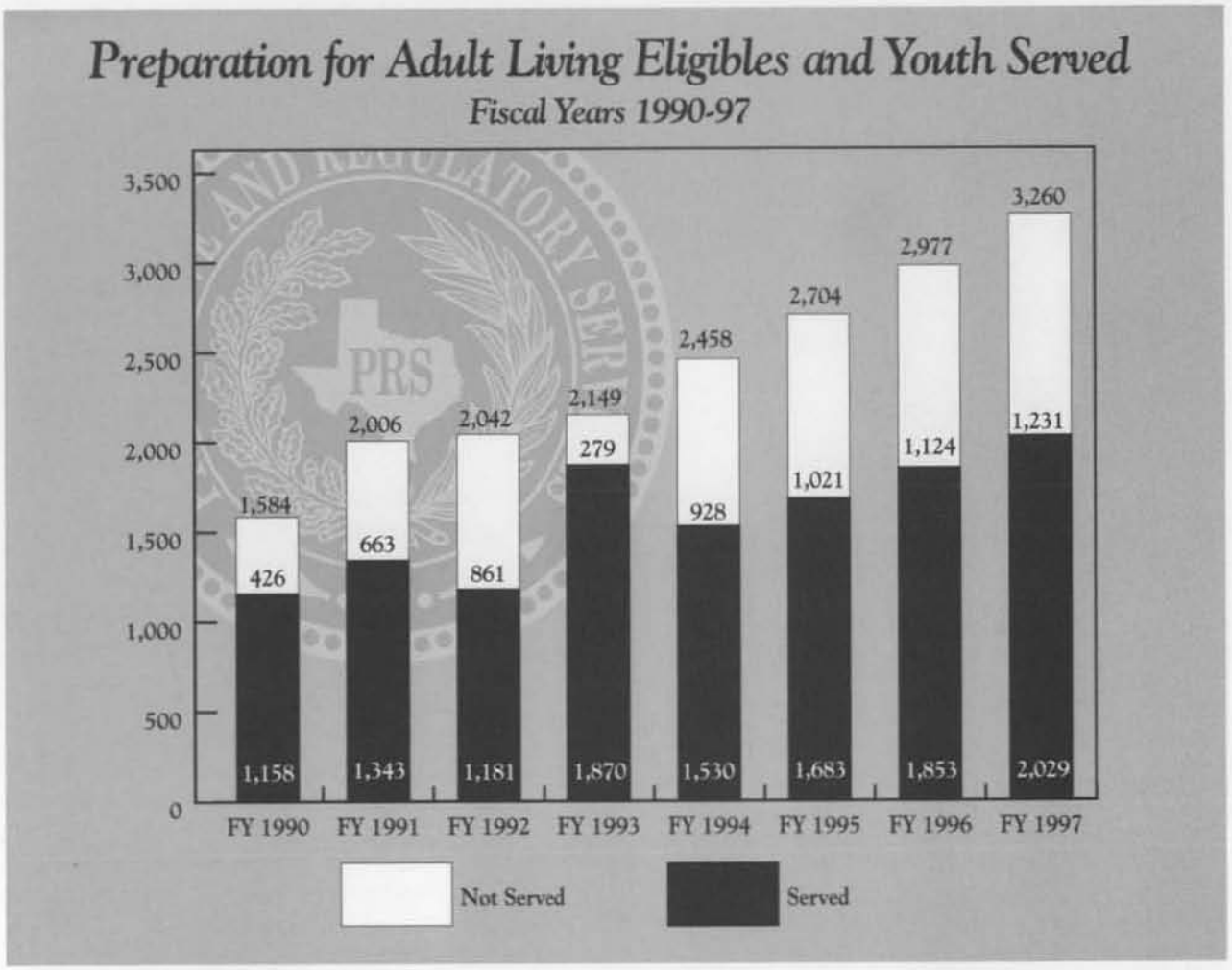
Children in foster care may be adopted by their foster parents, although they are assessed in a similar fashion to any other prospective adoptive families entering the CPS program. As with new placements, foster-adoptive placements receive support from adoption services staff to prepare the child and foster family for the transition.

Adoption assistance is available for eligible children to enable lower income families to adopt and otherwise help families provide for the adopted children's service needs. Adoption subsidy benefits include medical assistance and

when needed, financial assistance. The subsidies are provided from either federal or state funds depending on a child's eligibility. For fiscal year 1994, the average monthly total of adoption subsidies provided was 4,690. Another resource to alleviate financial barriers associated with adopting children through the department is the nonrecurring adoption expenses benefit. According to the Tax Reform Act of 1986, PRS reimburses nonrecurring adoption expenses such as attorney's fees, court costs, and adoption study costs.

Adoption was once considered an exit service, with no further services needed after a child was placed with a suitable family. As the department gained more experience placing children in its custody, it became apparent that the need for services did not end with the adoption. Placement in loving homes did not always heal the scars of abuse and parental separation. Often, as children placed by the department grew older, their needs increased and the adoptive families had to turn to mental health professionals for help. The traumatic effects of abuse and neglect were so powerful and lasting that the children often required chronic treatment. To address the situation, the 71st Texas Legislature authorized PSFC to provide post-adoption services to children and families whom the department was serving prior to adoption. The program was implemented in the spring of 1990 through the development of contracts with private child-placing and social service agencies. Services provided include case management, parent training and support groups, respite care, and therapeutic services. The purpose of the post-adoption service program is to help the adopted child and family adjust to the adoption, cope with any history of abuse in the child's background, and avoid permanent or long-term removal of children from their family's home. While inpatient/residential treatment is available through the program, it is limited to acute care situations. Post-adoption services were provided to 3,411 people during fiscal year 1994.

Project ENABLE was funded through a federal grant to develop a curriculum to train mental



health and adoption professionals. Further developed in fiscal year 1994, the focus of the training was post-adoption dynamics and services. Two-day training workshops were held in five sites across Texas. Nearly 600 professionals and adoptive parents attended the training.

To ensure the protection of children and adoptive families when working across state lines, Texas abides by the Interstate Compact on the Placement of Children. The compact promotes cooperation between the 50 states, the District of Columbia, and the U.S. Virgin Islands in foster and adoptive placements.

The compact ensures that each interstate placement is in the best interest of the child, policies and applicable laws have been followed, the child's legal and financial responsibilities will continue to be met by the sending agencies or individuals, and the child actually relocates to the receiving state. During fiscal year 1994, 1,222 children were approved by interstate compact to be placed into Texas and 1,437 were approved for placement out of the state.

Preparation for Adult Living

Becoming an adult is a frightening and challenging experience, but these factors are compounded further for youths who have been raised by the state in the foster care system. Many of these youths will not be able to depend on their biological family for emotional and financial support while they are making the transition. PRS provides the Preparation for Adult Living (PAL) program to help such youths assume the responsibilities of adulthood.

PAL services include independent-living assessment and skills training; group and indi-

vidual counseling; sex education; money management classes; vocational assessment and training; General Educational Development (GED) or college preparation courses; and other services aimed at preparing youths for responsible adulthood. During fiscal year 1994, 1,695 clients participated in the PAL program. The 73rd Legislature passed House Bill 1356, which exempts youths who are leaving foster care from having to pay tuition and most fees at state-supported universities, colleges, and vocational schools. This legislation opens doors of opportunity that these youths previously had little or no hope of entering. A number of youth took advantage of the legislation in fiscal year 1994.

In fiscal year 1994, the statewide Youth Advisory Council, which is made up of youths in foster care who are ages 16 to 19, met several times. This group solicits input and ideas from youth in substitute care and works with department staff to improve services to this population.

Gang Activity Prevention Program

In fiscal year 1994, PRS funded the Gang Activity Prevention Demonstration Project in Baytown, Texas, which was developed in response to increased violence in the community. Former gang members and parents of former gang members serve as staff on the project. The program provides after-school activities including tutoring, cultural enhancement, and recreation to children ages 9 to 11. Fifty children from four elementary schools are targeted for services; however, 191 children participate in the program on a regular basis. As of the end of fiscal year 1994, Baytown's two major African-American gangs disbanded.

Services to Runaways and At-risk Youth

Commonly referred to as the STARS program, Services to Runaways and At-risk Youth makes services available to youth and families who would otherwise fall through the cracks. They are experiencing family conflict related to a youth running away, threatening to run away, or skipping school. The pressures resulting from these family conflicts often create the potential for violence. Unfortunately, the situation must escalate before CPS or juvenile probation will intervene.

Thirty-three contractors across the state maintain 24-hour availability of services to provide crisis intervention and counseling services to youths and families in hopes of resolving conflicts so youths can remain with their families. Contractors have emergency residential care (shelter or emergency foster homes) available in the event that it is not advisable for youths to return home immediately. Follow-up counseling is made available to all youth and their families and a follow-up contact is made with the family 90 days after termination of services.

Texas Runaway Hotline

In April 1993, operation of the toll-free Texas Runaway Hotline transferred from the Governor's Office to PRS. An experienced team of volunteers headquartered in Austin provides an array of services aimed at reducing the number of runaway children living on the streets. These services include assessment of

callers' problems, information and referral, conference calls to parents, and a message relay service to runaways and their families. Over the past two years, calls to the Texas Runaway Hotline have increased by 60 percent. In fiscal year 1994, about 59,450 calls were processed by program volunteers in Texas.

Community Development and Volunteer Initiatives

PSFC had a number of inititives in fiscal year 1994 that addressed increasing community and volunteer participation in the CPS program. One initiative, known as the Community Services Coordination Project, supported regionally-based projects across the state that promote volunteer opportunities for communities and organizations to address the prevention of child abuse and neglect.

Examples of these community projects are Volunteers in Service to America (VISTA) projects in Regions 1 and 6, Adopt-a-Caseworker projects in several locations, the Dare-to-Love sponsorship program for children in foster care, respite/crisis nursery programs that support families by offering safe alternatives for children during times of family crisis, and the annual statewide Child Abuse Prevention Month campaign in April. Each of these projects resulted in thousands of hours of volunteer service to the families and children served by CPS, as well as valuable donations of goods and services. Without the help of these community partners, CPS would not be nearly as effective.

Other Program Directions

The Children's Protective Services Training Institute operates through a cooperative agreement between PRS and four graduate schools of social work in different metropolitan areas. The program identified caseworker competencies and helped a professional development coordination team create a supervisor training plan. The participating universities are the University of Texas at Austin, the University of Texas at Arlington, the University of Houston, and Our Lady of the Lake University of San Antonio.

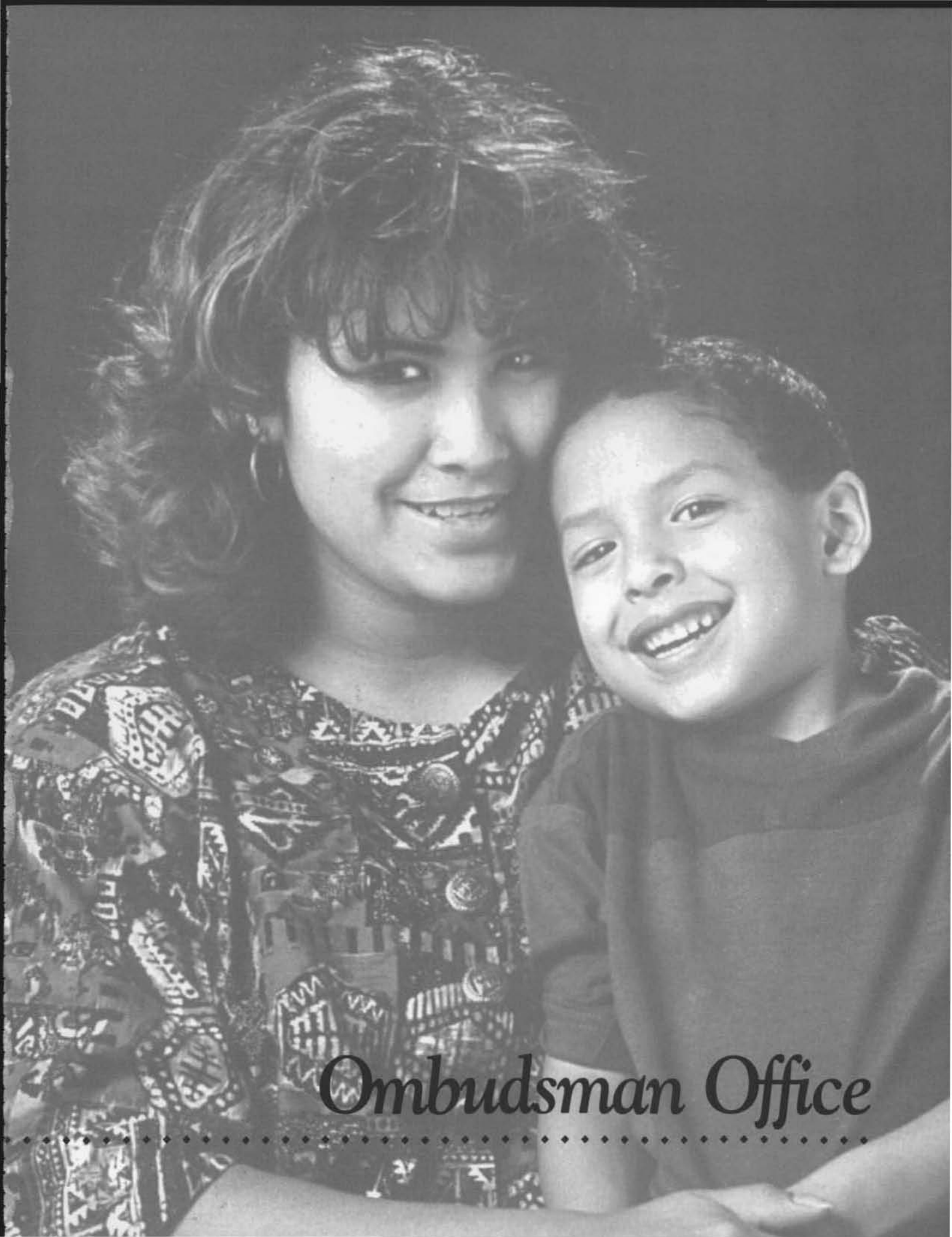
Staff began a quality control process in fiscal year 1994 to ensure that the right clients are being served with the right services for the right amount of time. The first stage was an audit process in the department's regions that involved interviews with clients, community, and staff. The second stage will involve redesigning the case-reading process with a focus on outcomes for families. The third stage will use information gained from prior studies to show the relationship between resources and outcomes so that resources can be better managed.

Beginning in the fall of 1994, PSFC staff began a pilot project that will test revisions to the current risk assessment system. The project, which will end by the summer of 1995, is integrating information on cases, caseworkers, and the organization into decision-making models for intake, investigation, and post investigation. Staff are also studying the use of intake information to help screen-in or screen-out some of the cases for investigation.

PSFC staff worked with the PRS Office of the Ombudsman to coordinate responses and actions when complaints from clients were received. This has improved responsiveness to the individuals whose lives are affected by the department.

PSFC developed child death review teams in various parts of the state, as a result of the Children's Justice Act Grant. The goals of this multi-disciplinary team approach are to identify causes of child deaths in Texas, change laws and develop educational programs as needed, and reduce the number of preventable child deaths in Texas. Children's Justice Act staff completed production of two instructional videos during fiscal year 1994. The videos covered CPS specialists in court and a mock trial of a case involving child sexual abuse.

PSFC will continue to support prevention efforts targeting at-risk families. PSFC is committed to building a strong community of advocates for children.



Ombudsman Office

Ombudsman Office

The creation of the Ombudsman Office reflects the department's philosophy to listen and be responsive to the individuals whose lives we affect. Within this context, the Ombudsman Office defines a complaint as a "statement of dissatisfaction" and regards all complaints as valid until determined otherwise. The office upholds the following mission statement: We respect every person's right to complain and to be responded to with respect and dignity.

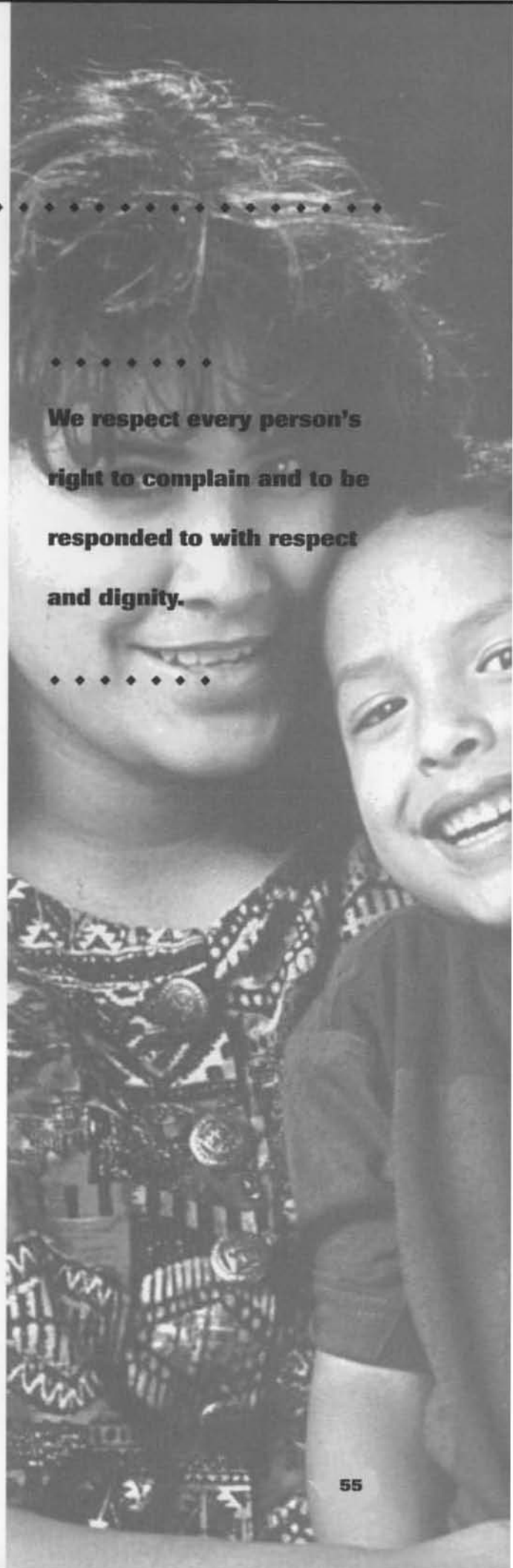
The Ombudsman Office acts as a neutral third party for inquiries related to case-specific complaints by:

- providing a fair and impartial review process for eligible complainants through research of prior and current case actions to ensure that the department's policy and procedures were followed;
- ensuring that the complainant receives due process; and
- making recommendations to PRS program areas to revise case actions if it is determined that program area's policies and procedures were not followed.

The Ombudsman Office does not have statutory authority to:

- overturn court actions or affect their outcomes;
- alter or dictate placement options for children, force a competent adult to accept services, initiate closure or license revocation of a child-care facility; or
- release case-specific information to individuals who do not have the legal authority to receive such information.

Although House Bill 7, 72rd Texas Legislature, requires the department to establish a system for receiving and cataloguing complaints, the Texas



We respect every person's right to complain and to be responded to with respect and dignity.

Board of Protective and Regulatory Services and the department's executive director exceeded requirements by directing staff to create the Ombudsman Office Automated Tracking System and to offer a statewide toll-free number (1-800-720-7777) for convenient customer access. The system, implemented in June 1994, allows data input, transmittal and receipt of information from the department's regions, retrieval of data, and compilation of statistical reports. In 1995, the Ombudsman Office will be able to provide an annual statistical report reflecting trends in the types and outcomes of complaints it receives.

The Ombudsman Office assumed the responsibilities of the Office of Youth Care Investigations that were transferred to PRS under the provisions of House Bill 1510 during the 73rd Legislative session. Those responsibilities include maintaining a record of reports of abuse or neglect in state-operated facilities and conducting reviews of cases after an Administrative Review of Investigative Findings (ARIF) has been conducted at the regional level. From Sept. 1, 1993 to Aug. 31, 1994, the Ombudsman Office reviewed 40 requests for ARIFs.

The Ombudsman Office handled 1,301 cases from Sept. 1, 1993 through Aug. 31, 1994. Of those, 4.3 percent or 57 cases were identified as questionable (substantive or action recommended). This reflects a 95.7 percent case total validity rate for all departmental programs.

As part of the department's Total Quality initiative, the Ombudsman TQ team developed a brochure to educate legislative staff about the office's roles and responsibilities. Another brochure, now in preparation, will inform the public and program consumers about the services offered by the Ombudsman Office.

The Ombudsman Office has been in operation for less than a year. During that time, the accomplishments have been considerable, and the initiatives that are planned for the coming year go well beyond statutory requirements in an effort to listen to and serve those whose lives PRS affects.

Ombudsman Office Annual Report

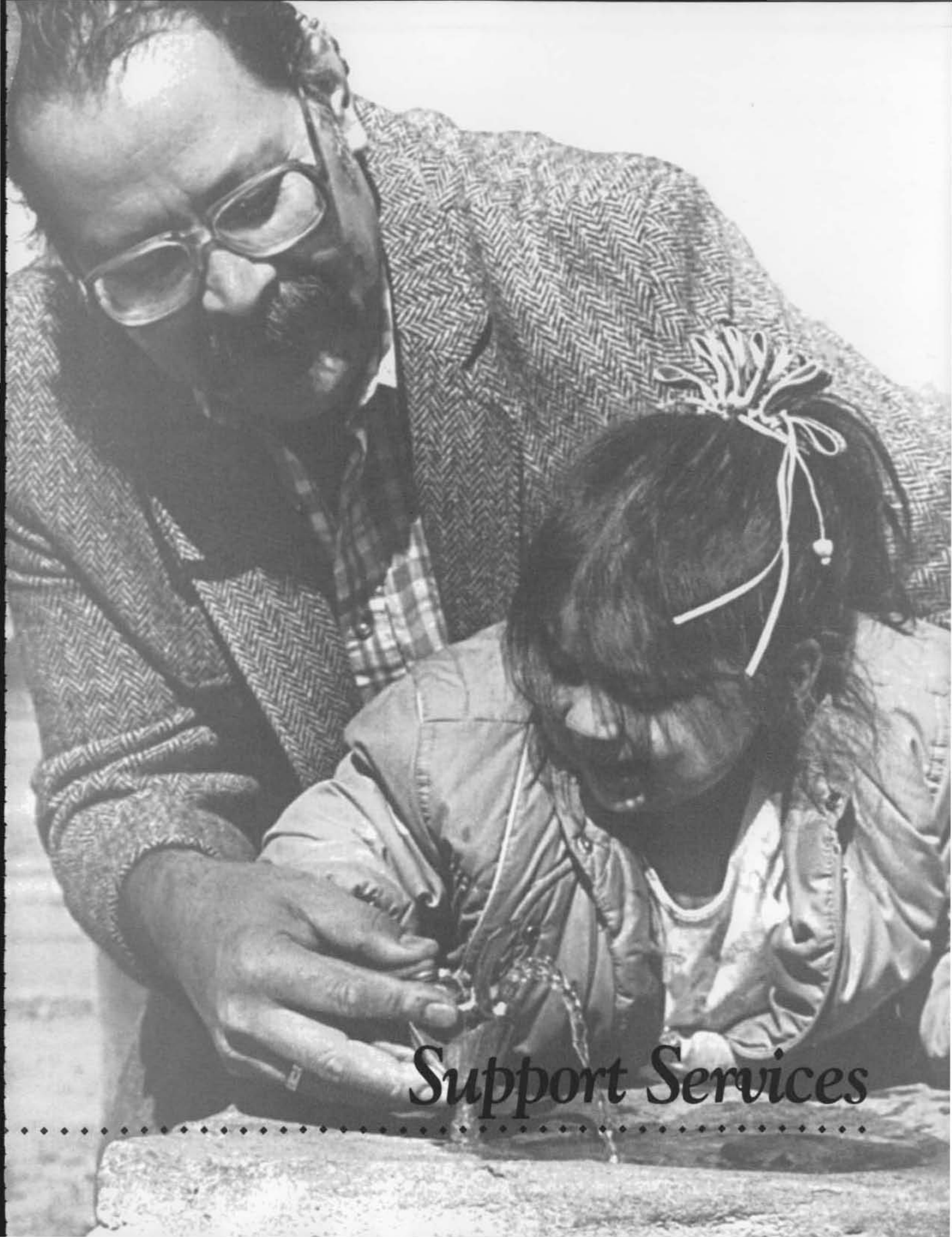
Fiscal Year 1994

Element	Definition	Number
Intake	Telephone Inquiry	925
	In-person Inquiry	13
	Written Inquiry	363
Type	Legislative	154
	Executive Officer (governor, lieutenant governor, attorney general, Health and Human Services Commission)	93
	Other agency	40
	Public: advocacy or general citizenry	336
	Consumer (involved in a PRS case or receiving PRS services)	678
Program	**Adult Protective Services**	70
	♦ Community Investigations	58
	♦ Facility Investigations	12
	Child-care Licensing	41
	♦ Residential Licensing	7
	♦ Day-care Centers and Registered Family Homes	34
	Child Protective Services	1173
	♦ All services	
	Program Not Applicable	17
Category of Inquiries	Investigation	345
	Administrative Reviews	40
	Staff Conduct	210
	Service Plan Delivery	66
	Placement/Guardianship	114
	Procedural/Timelines	186
	Case Findings	92
	Denied Application, Corrective Action, or Revocation	
	a. Adoption	13
	b. Foster Care	11
	c. Licensing	1
	Miscellaneous or Procedural Inquiry	223

Ombudsman Office Annual Report

Fiscal Year 1994

Element	Definition	Number
Findings	**Substantive:** Agency action is questionable (i.e. compliance with agency policy, procedure, or standards of conduct were in question), but does not affect final case status	37
	Unsubstantiated: Ombudsman Office concurs with agency action	771
	Inconclusive: Disputed information that cannot be substantiated	66
	Action Recommended: Corrective or additional PRS case action recommended by the Ombudsman Office	20
	Information Only: The complainant receives further information or explanation of the agency's role (Includes information and referral to community resources)	277
	Misdirected Inquiries: PRS involvement is not applicable	59
	Status Pending:	27
Other State Agencies	**Texas School for the Deaf**	8
	Valid	0
	Invalid	5
		(3 Non-applicable)
	Texas School for the Blind and Visually Impaired	10
	Valid	3
	Invalid	7
	Texas Youth Commission	319
	Valid	78
	Invalid	203
		(38 Pending)
	Total Reported	**337**



Support Services

Support Services

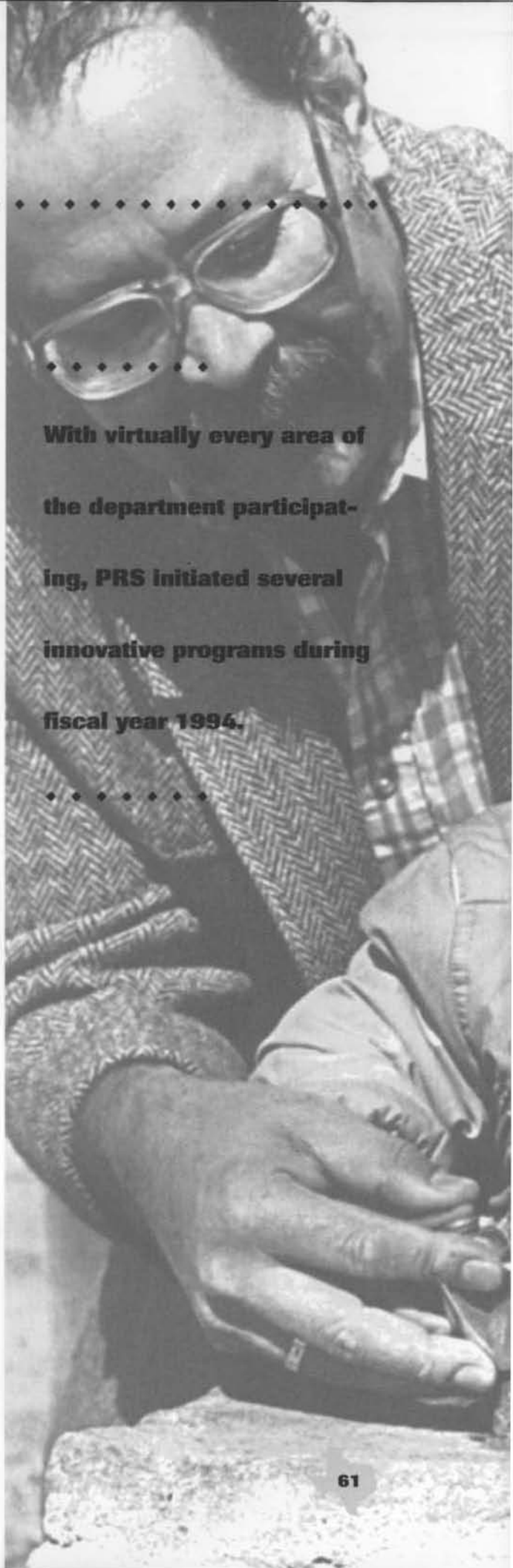
External Relations

The Office of External Relations works with the department's key stakeholders (local communities, client advocates, professional associations, providers, and program staff) to promote the protection of vulnerable children, adults, and families. It serves as a catalyst in the genesis of community partnerships to develop more comprehensive and effective solutions to the protective services needs of local communities throughout the state. The office includes three divisions: Public Affairs, Community Development, and Volunteer Services.

Public Affairs

Public Affairs, which works in conjunction with Public Information, includes corporate relations, media services, board relations, and special projects. Public information responds to requests for information by the general public, news media, public officials, and community organizations. Corporate relations seeks to develop collaborative partnerships with business that strengthen the community's commitment to nurture and sustain healthy family relationships and expand the range of options available for meeting the needs of those in need of protection. Media services is responsible for the development of publications and audio-visual materials for clients, prospective clients, the general public, and employees of the department. Public Affairs also coordinates agendas for monthly board meetings, gathers information for public hearings, board meetings, and other projects related to the public and stakeholders.

During fiscal year 1994, Public Affairs worked with outside agencies such as child welfare boards and foster parent associations to produce communications materials about the department's services. Public Affairs also received national recognition for *Pressing Forward*, the statewide newsletter for the department's staff and retirees.



With virtually every area of the department participating, PRS initiated several innovative programs during fiscal year 1994.

Community Development

The Community Development team was established during fiscal year 1994; it consists of a director and three community liaisons. The team's focus is to develop social infrastructure that enhances a community's capacity to care for its members. Working through the regional staff of the department, community development professionals provide technical assistance, guidance, and support for local initiatives that seek to enhance families' and communities' capacity to provide nurture, sustenance, and support for their members.

The team's efforts over the past year have resulted in the resurrection of the One Church, One Child project in Houston, which seeks to increase the number of African-American children adopted within their communities of origin. The groundwork was also laid for the adoption of this program by local churches in the communities of Dallas, Fort Worth, and El Paso.

In El Paso, team members served as a catalyst for the development of a Child Advocacy Center and a residential treatment program for seriously disturbed adolescents. In the Rio Grande Valley, staff were instrumental in the development of a 47 county community collaborative project, "Salud Y Unidad En La Familia," which received $1.3 million from the Health Services and Resources Administration (HRSA) and a designation as a "Special Project of National Significance," one of only four such projects in the country.

Community development staff brought together a coalition of state agencies, universities, advocacy groups, and philanthropies to develop a statewide volunteer parenting education project that secured $4.7 million in Americorps funding for 27 local communities across Texas. This project was one of only five Texas projects to receive funding from the national pool of Americorps funds.

Goals for the upcoming year include:

- collaboration with the Human Resources division to develop a diversity plan and more effective recruitment and retention programs for staff who possess the necessary skills to work with the increasing diversity of Texas' population;
- expansion of our current partnerships with colleges and universities across Texas in the areas of research and staff training and development; and
- continued collaboration with local communities to develop or replicate projects that strengthen Texas families and prevent abuse or neglect of vulnerable individuals with particular emphasis on minority communities and the Frontera (the Texas-Mexico border area).

Volunteer Services

Volunteer Services has successfully promoted the use of community volunteers within the department. In fiscal year 1994, about 8,000 volunteers provided 426,554 hours of service valued at $4,615,310.69.

A sampling of the variety of ways in which volunteers are involved with the department's programs include:

- Adopt-A-Caseworker programs;
- VISTA projects in both Adult Protective Services and Protective Services for Families and Children;
- speakers' bureaus;
- mentoring projects in the "Preparation for Adult Living" program and between child-care providers;
- guardianship programs for APS clients; and
- Teen Court and Adult Community Service placements.

A major focus of the Volunteer Services staff has been the development of the infrastructure required to support the growth of volunteer programs. A major accomplishment in this regard was the development of regional volunteer teams, which consist of staff across all the department's divisions, to plan, develop, coordinate and evaluate the regional volunteer pro-

gram. Some teams have reached out to include other stakeholders such as VISTA volunteers or Family Outreach staff.

The Office of External Relations, as its contribution to the fulfillment of the department's mission, will continue to promote collaborative partnerships with local communities and the department's stakeholders; to strengthen our capacity to serve the diverse needs of Texas' vulnerable citizens; to facilitate the development of community-based prevention programs; and to seek change, through effective communication and public education strategies, in those societal attitudes that justify and tolerate abuse, neglect and exploitation.

Office of Government Relations

The Office of Government Relations (OGR) was established to promote full partnership with all stakeholders, including all levels of government. OGR concentrates on helping the department to communicate effectively and coordinate activities with local and county government, business, other state agencies, the state Legislature, federal agencies, Congress, and other interested public and private organizations. Staff are committed to developing and implementing a proactive program that will result in improved relationships between PRS and governmental, community, and other interests.

OGR's specific responsibilities include:

- responding promptly to inquiries concerning PRS policies and activities from the Legislature, Congress, and other public and private organizations;
- providing information to governmental organizations concerning issues that affect PRS to ensure that state policy makers and others have sufficient information regarding PRS to carry out their duties;
- reviewing federal and state legislation, laws, and regulations and helping frame PRS responses to them.

In addition, OGR:

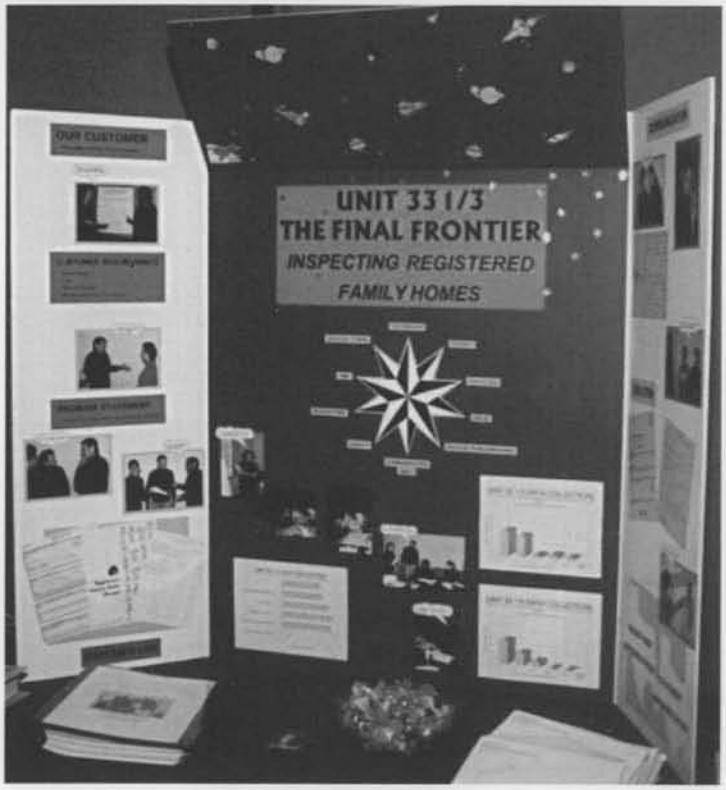
- has developed proposed state legislation for the 1995 legislative session;
- has provided this legislation to members requesting assistance;
- will conduct orientations for members of the Legislature and their staff concerning PRS services;
- assists the department's Management Services staff to develop PRS' legislative appropriation request and meet with staff of the Legislative Budget Board, various committees, and others to review this request;
- develops federal legislative proposals and reviews these proposals with congressional staff; and
- participates in various conferences to develop joint strategies to strengthen PRS' relationships with city, county, and state government.

Management Services

Management Services includes Financial Services (Budget, Fiscal, and Strategic Planning), Business Services, Human Resources (Personnel and Employment Opportunity and Client Compliance), Staff Development and Total Quality Initiative, and Forecasting and Program Statistics.

Total Quality Initiative

In September 1993, PRS embarked on a journey to create a learning organization and to develop processes to improve the department's systems. During the past year the total quality initiative focused on training and working with 70 process improvement teams located throughout the state. These teams, made up of staff at all levels and in all areas of the department, focused on improving processes that are under their control. Part of the total quality focus involves interviewing our customers and focusing on their requirements. Data collection and analysis are also integral parts of this process. This year's work culminated in a high-



ly successful quality exposition held in September 1994.

While staff were working on their process improvement teams, the PRS executive team was working on developing their skills as a learning team and providing guidance to the process improvement teams.

During next fiscal year the department plans to train an additional 100 teams that will apply process improvement techniques to improve even more systems throughout the state.

Financial Services

Financial services staff continued to meet many challenges in fiscal year 1994. A new strategic planning process was initiated resulting in the development of the department's first formal strategic plan. Work also began on development of coordinated strategic plans for offices and divisions throughout the agency.

Other major activities during the fiscal year included:

- preparation of the fiscal year 1996-1997 Legislative Appropriations Request (LAR);
- working with the Legislative Budget Board, Governor's office, and legislative committees to provide special analyses and detailed information on the LAR and on department programs and projects;
- establishment of a budget analyst function in each PRS region to provide consistent analysis and budget support to regional and state office management staff;
- coordination with the Texas Department of Human Services for fiscal support to PRS; and
- preparation and submittal of the fiscal year 1995 department operating plan.

Business Services

Functions in Business Services include leasing and facility management, procurement of goods and services, telecommunications, safety, risk management, and records management.

Facility management staff developed and maintained a data base for the 277 offices occupied by PRS staff. In addition, floor plans including approximately 1.1 million square feet of PRS office space were entered into Automated Computer-Assisted Drafting (ACAD) software. The ACAD and its associated software will enhance Business Services staff's ability to plan for and manage department facilities in future years. Facility management staff also processed 35 new leases during fiscal year 1994.

During 1994, Business Services assumed full responsibility for meeting PRS purchasing and accounts payable needs. Efforts continued to meet state goals for award of purchases to Historically Under-utilized Businesses (HUBs.) As a result, 26.42 percent of PRS purchases were awarded to HUBs in fiscal year 1994, compared to 18.65 percent in fiscal year 1993. Other significant accomplishments during fiscal year 1994 included such diverse activities as initiation of a work group to prepare the agency's first safety plan, development of a plan to reduce microfilming backlogs for CPS adoption and conservatorship case records, and suc-

cessful negotiations for and implementation of an Automated Call Distribution (ACD) switch to support the agency's Statewide Intake Project.

Human Resources

During fiscal year 1994, the first full fiscal year as an established division, Human Resources (HR) staff accomplished a variety of projects aimed at ensuring fair and equitable policies and procedures for employees. One of the largest, and continuing, efforts was refinement of the career track system, a systematic career advancement plan for caseworkers and supervisors in Adult Protective Services (APS), Child Protective Services (CPS), and Child-care Licensing (CCL). HR staff also restructured and merged the client abuse investigators career track with the APS career track to reflect APS cross-training of its workers for investigations in both the community and facilities.

HR's clerical study, begun last year to ensure that clerical employees are properly classified, was completed after staff analyzed more than 2,000 questionnaires, processed about 300 appeals, provided recommendations and cost projections for executive approval, and coordinated payroll changes. As a result of the study, more than 1,000 people were reclassified. Statewide audits to ensure correct classification were completed on seven other job classifications involving more than 100 positions. Staff also assisted with a State Auditor's Office Compliance Audit of 275 PRS positions to ensure alignment with the state's classification plan. The audit found only two job classification series needing changes next fiscal year.
Staff created and distributed the PRS Job Description Manual, which gives specific functions of and minimum qualifications for each job classification in the department, and developed a new list of 49 standardized job audit forms to help supervisors create jobs more quickly.

To make sure that employees' job performance is evaluated on equitable criteria throughout the state, HR staff worked with APS staff to develop uniform tasks and standards for performance appraisals and drafted new performance appraisal forms for testing next fiscal year. Regional and state office staff were trained on the classification system, performance appraisals, and selection testing procedures.

A new decentralized system, in which regional directors (in the regions) and deputy directors (in the state headquarters) will become the final decision-making authority for adverse actions such as terminations, was established and will be implemented in fiscal year 1995. To ensure that all adverse actions follow policy guidelines, HR staff focused much of their statewide training activities on adverse action procedures for supervisors, regional personnel specialists, and regional directors. Some regional and state office staff also received training on the department's anti-sexual harassment policies and Equal Employment Opportunity Commission policies and compliance procedures. This effort is continuing.

HR staff completed and distributed to PRS employees the first five of eight chapters of the PRS Human Resources Handbook, which details the department's human resources policies and procedures. HR staff also developed and began testing a statewide electronic job announcement system which will allow all PRS employees electronic access to information about vacant positions within the department. In addition, staff implemented a job line—a recorded message announcing vacant positions at the department's state headquarters.

Working with staff from other state agencies, HR staff participated in research and analysis projects in preparation for implementation of the Uniform Statewide Payroll System (USPS). Once completed, this system is expected to provide centralized payroll authority and statistical access and reduce duplicate administrative efforts. Another statewide program, the state service buy-back program, was implemented this year, allowing employees to buy back military service and refunded state retirement service that has never before been available through payroll deductions.

To help employees better understand their benefits, HR staff conducted seminars on tax-deferred savings plans and retirement, coordinated the annual insurance, TexFlex, and Texas Legal Protection Plan enrollment; and conducted the Savings Bond drive. In response to employee benefit claims and questions, HR staff processed more than 2,000 benefits-related forms and responded to more than 6,000 telephone calls from employees, health-care providers, and other agencies.

Staff Development

The Staff Development division works with PRS management to further staff's effectiveness by providing educational and training oppportunities designed to meet the diverse needs of all employees. Efforts are being focused in three major areas: automation, program area, and management development and human resources training. The Total Quality philosophy and tools are incorporated into all learning areas to support the vision, mission, and culture of PRS as a learning organization.

Automation training staff are in the process of developing and providing curriculum, self-instructional modules, and computer-based training. Currently, staff are assisting the CAPS training administration system and hiring trainers to help in the delivery and development of software. Staff are incorporating these applications into the APS and CPS Basic Job Skills Training (BJST).

Program area training is provided to all CPS supervisors, APS, CCL, and statewide intake staff. This comprehensive training gives employees a basic understanding of each program area's mission, philosophy, expectations, and the rationale for policy and standards. The training also provides staff with the opportunity for continued personal and professional growth and development.

Management development and human resources training is a comprehensive program for department management and supervisors. The program also provides human resources training relevant to all PRS staff such as prevention of sexual harassment, safety in the work place, and writing skills.

Staff Development is building an infrastructure and creating standardized systems and procedures that enhance staff effectiveness. This includes development of a policy and procedures handbook, a standard registration system, and an automated course catalog and calendar. The division intends to make these systems easily and readily available to all PRS staff.

Staff Development is also providing organizational development services to management in many PRS offices and divisions including Information Resource Technology and the Office of General Counsel. These services include skilled facilitation for work groups, meetings, and training sessions.

Forecasting and Program Statistics

Forecasting and Program Statistics compiles statistical information about programs, services, and the Texas client populations served by PRS. The mission of the staff is to provide timely, accurate, and useful program activity information, measure performance and workload, and to assess statistically the service needs of PRS clients. The information is analyzed and evaluated to assist with policy development, program management, service monitoring, budgeting, research, planning, and evaluation of the effects of PRS' services.

Forecasting models are developed using automated analytical tools to attempt to predict how many Texans will suffer from abuse, neglect, or exploitation in the future. The staff work with and support program and budget staff throughout the state to use these statistics to determine the service and monetary needs necessary to prevent and alleviate the abuse and neglect of Texas' most vulnerable citizens and to ensure that protection through regulation of child-care facilities.

Staff also coordinate, assess, and direct automated systems development and maintenance in order to identify and insure that the department's performance, workload, and need

assessment requirements are met. Forecasting and Program Statistics prepares mandated federal and state reports required to obtain the funding necessary for program operations. Staff also provide consultation and technical support, both statistical and automation, to all department staff and provide the legislature, media, legal, and the general public with program statistical information.

In early August 1994, Forecasting and Program Statistics staff hosted the National Association for Welfare Research and Statistics' 34th annual workshop in Austin. With help from many PRS staff and staff at the Texas Department of Human Services, the workshop was a major success, combining education and a lot of fun for those who participated.

Office of General Counsel

The Office of General Counsel provides legal advice and assists in the department's legal representation. During fiscal year 1994, the Office of General Counsel filled all vacant positions in the department's state headquarters and many of the vacant positions in the regional legal offices. A full complement of legal staff is vital to providing effective legal assistance to the department.

The Office of General Counsel in both the department's state headquarters and regional offices provides advice and legal representation to program area staff, represents the department in administrative hearings, assists local district and county attorneys in representing PRS in child and adult protective cases, and manages the department's litigation in which court representation is provided by the Attorney General's office. The Office of General Counsel also provides advice in contract matters and personnel decisions, as well as legal training to caseworkers that promotes effective and proper use of Texas statutes and department rules, policies, and procedures to protect clients.

During fiscal year 1994, the Office of General Counsel helped the department create policies and procedures that would appropriately implement legislation passed during the 1993 Texas legislative session. The Office of General Counsel staff members are also key players in developing the department's legislative initiatives for the next legislative session. Staff compiled a comprehensive handbook setting forth confidentiality guidelines for all PRS programs. The handbook promotes legally correct and consistent application of confidentiality statutes, rules, and policies throughout the state.

Research and Development

Legislative riders enacted by the 73rd Texas Legislature directed PRS to increase federal financial participation by more than $80 million during the fiscal year 1994-95 biennium. This mandate means replacing about 14 perecent of the department's state funds with federal funds. Responsibility for the PRS initiative to respond to these riders rests with the federal funds management staff in the Research and Development division.

With virtually every area of the department participating, PRS initiated several innovative programs during fiscal year 1994 to comply with these riders. Under a new Title XIX (Medicaid) Targeted Case Management Program, case management activities performed by CPS and APS staff qualify for funding. The Title IV-A Emergency Assistance Program funds some services for CPS clients who qualify, as well as some other functions performed by CPS staff. The Title XIX Psycho-Social Treatment Services Program is also being developed to fund covered treatment services provided within some foster care settings. Foster care providers are contributing to this development by participating in an extensive time study of their services. Overall, PRS has very successfully responded to the challenge of replacing state funding with federal funds.

Research and Development also supports the Texas Board of Protective and Regulatory Services' initiative to establish a department-wide process for ongoing review and tracking

of PRS policies and procedures. In May 1994, the PRS Board adopted a plan calling for:

- a separate, comprehensive review of policy in each program area;
- continued sharpening of the Board's statements of values, mission, objectives and expectations;
- periodic critical evaluation of the department's mission statement in light of emerging trends and challenges;
- review of the Board's policy framework as it relates to the Texas Strategic Plan; and
- engaging community sources to enhance both departmental perspectives and to gain information.

Research and Development is preparing a detailed plan to put the proposal adopted by the Board into operation. When fully implemented, the PRS Policy Review Process will provide a mechanism for:

- taking a proactive position on emerging policy issues;
- adequate and appropriate input from clients, the community, and other interested parties;
- tracking implementation of new Board policies and decisions; and
- cross-program tracking of policies for department-wide continuity and consistency.

Research and Development staff are also responsible for preparing grant applications, monitoring projects, and conducting technical studies. Grant applications are written and submitted to a variety of federal funding sources, as well as private foundations. In fiscal year 1994, Research and Development obtained six federal discretionary grants totaling $3.3 million for PRS to operate multi-year projects to test innovations in service delivery and management strategies. In a collaborative effort, staff obtained a $2.9 million federal award for the Mental Health Association of Texas to conduct a three-year parent education project. Specialized staff within the division assist federally funded projects with implementation, project operations, and preparation of federal reports. Staff also conduct research projects and evaluate programs and projects to support the needs of program area staff. For example, staff members currently are conducting a controlled caseload study for CPS and an evaluation of the PRS Automation Project.

Information Resource Technologies

Information Resource Technologies (IRT) was established as the department's automation division. During fiscal year 1994, IRT hired an information resource manager and established and staffed critical positions for a statewide support structure.

IRT staff followed the department's Total Quality initiative in the way they implemented systems and considered all impacts, resulting in better decision making. IRT used facilitators in meetings, incorporated business reengineering in defining requirements for the department's automation project, and participated in a process improvement team established to find ways to make information on PRS products and services more accessible to employees.

IRT provided automation support to the department's Ombudsman Office. Staff designed, developed, installed, and continue to support a system that tracks all inquiries and provides critical information to the department's Board and management on how PRS does business. This information is being used to improve policy and rule-making decisions.

During fiscal year 1994, IRT established a methodology to meet the requirements of legislation related to oversight by the Quality Assurance Team. This team consists of the Department of Information Resources, the Legislative Budget Board, and the State Auditor's Office and is charged with monitoring high risk automation projects.

IRT also worked with Research and Development staff to implement changes to

the department's pre-existing (or legacy) systems needed to obtain additional federal funds. Working with APS, IRT expanded automation to support the program's facility investigators who were transferred to PRS.

IRT staff worked with DHS to expand and stabilize the technical environment of the department's statewide intake project (the abuse hotline). IRT also hired addition staff to provide 24-hour support for LAN/network services.

CAPS Project

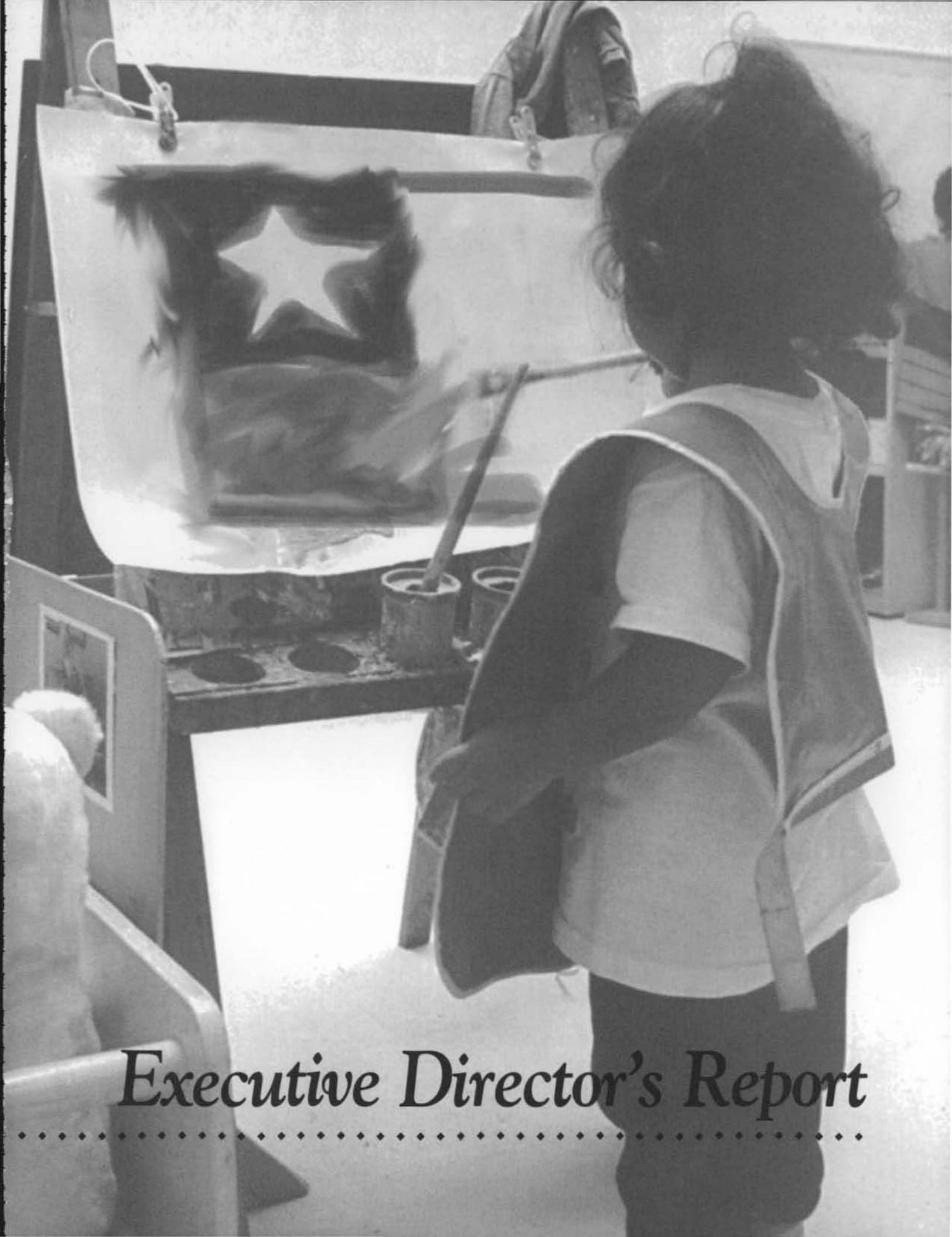
The biggest news for IRT in fiscal year 1994 was the awarding of a contract for the department's Child and Adult Protective System (CAPS) project. The contract, which was given to Andersen Consulting, was issued without protest using the catalog method. Staff issued a purchase order, obtained approval for federal funding, and established a contract management area to oversee the project's progress.

To help prepare department staff for the change to an automated system, IRT created statewide and regional transition teams. IRT coordinated efforts between Andersen and DHS to provide access to legacy systems and communication between the old and new electronic mail systems needed to support PRS until all new systems are in place.

Because Texas is one of the first states to begin automating child welfare and because of the quality and thoroughness of the documents, the Federal government is using PRS' Advanced Planning Documents (APDs) as models for other agencies.

IRT coordinated with APS and CPS to ensure that the project was meeting their needs. After consulting with the program areas' front-line staff, IRT staff began to develop the custom application needs for CAPS.

In accordance with the Texas Health and Human Services Commission's strategic directions, IRT formed a partnership with DHS to capitalize on existing computer network resources for the department and project. Staff developed a very detailed interagency agreement to be committed to by both agencies.



Executive Director's Report

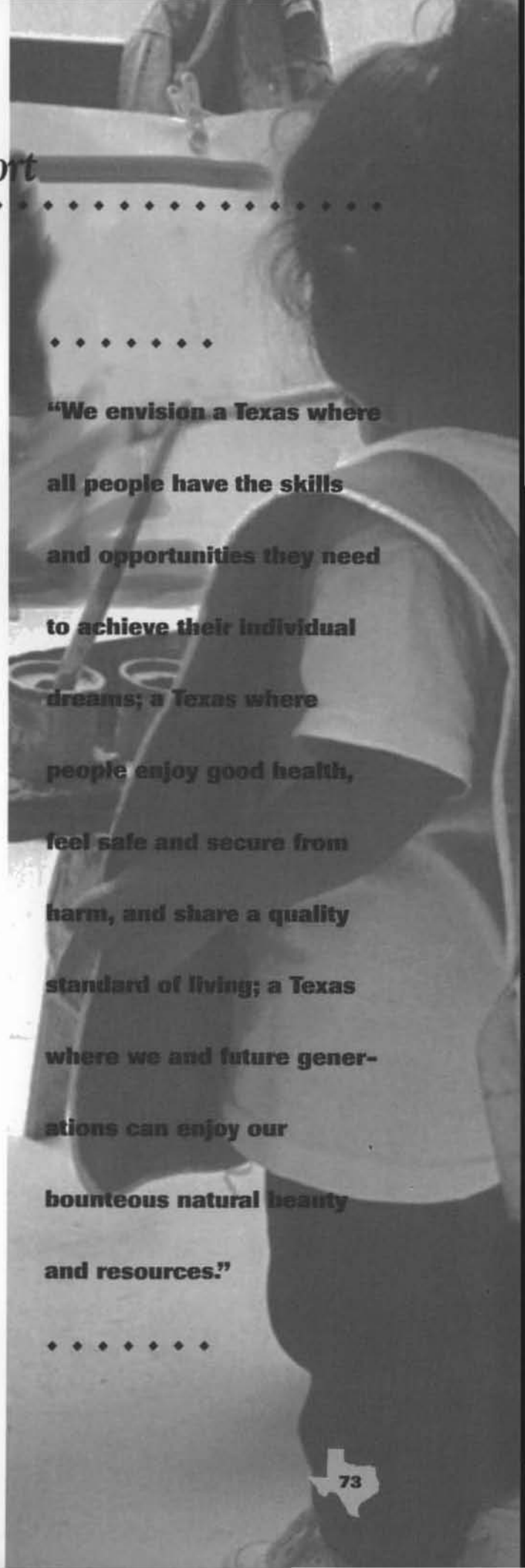
Executive Director's Report

Our second year as a state agency has come to an end. Each year the challenges are greater as we strive to keep up with the ever-increasing demand for our services. I am pleased, however, with the strides we've made during the past year.

At the request of Gov. Ann Richards, PRS joined with many other state agencies in adopting the Total Quality (TQ) philosophy. Total Quality represents a new way of thinking, one that puts customers first, empowers employees to make decisions at their own levels, encourages teamwork to solve problems, breaks down barriers within the organization, and rewards employees for doing things that will produce the best results. Training in TQ principles began with management in the last fiscal year. During fiscal year 1994, training continued among staff at all levels statewide. As TQ philosophy is put into practice, we will find ways to work more efficiently and more effectively, resulting in a more productive use of tax dollars and better services to those for whose safety and well-being we are responsible.

One of my major goals since coming to PRS in March 1993 has been to provide field staff with automation. With the $25 million appropriated for automation by the 73rd Legislature, that dream is now becoming a reality. New computers are being delivered to staff across the state through the PRS Automation Initative. Automation will improve services to our clients by making our field staff more efficient and information more accessible.

During the last legislative session, the department was given the mandate of coming up with $80 million for fiscal year 1995 on its own. The solution was to find ways to maximize the amount of federal dollars that PRS programs deserve. This was done by aggressively pursuing approval for the department to become eligible for funds from the federal Title IV-A Emergency



"We envision a Texas where all people have the skills and opportunities they need to achieve their individual dreams; a Texas where people enjoy good health, feel safe and secure from harm, and share a quality standard of living; a Texas where we and future generations can enjoy our bounteous natural beauty and resources."

Assistance and Title XIX (Medicaid) Targeted Case Management programs. The department not only met its own goals, but helped the other health and human service agencies reach theirs.

The additional funds also enabled us to offer for the first time in over three years—achievement bonuses to 25 percent of our most outstanding and productive employees.

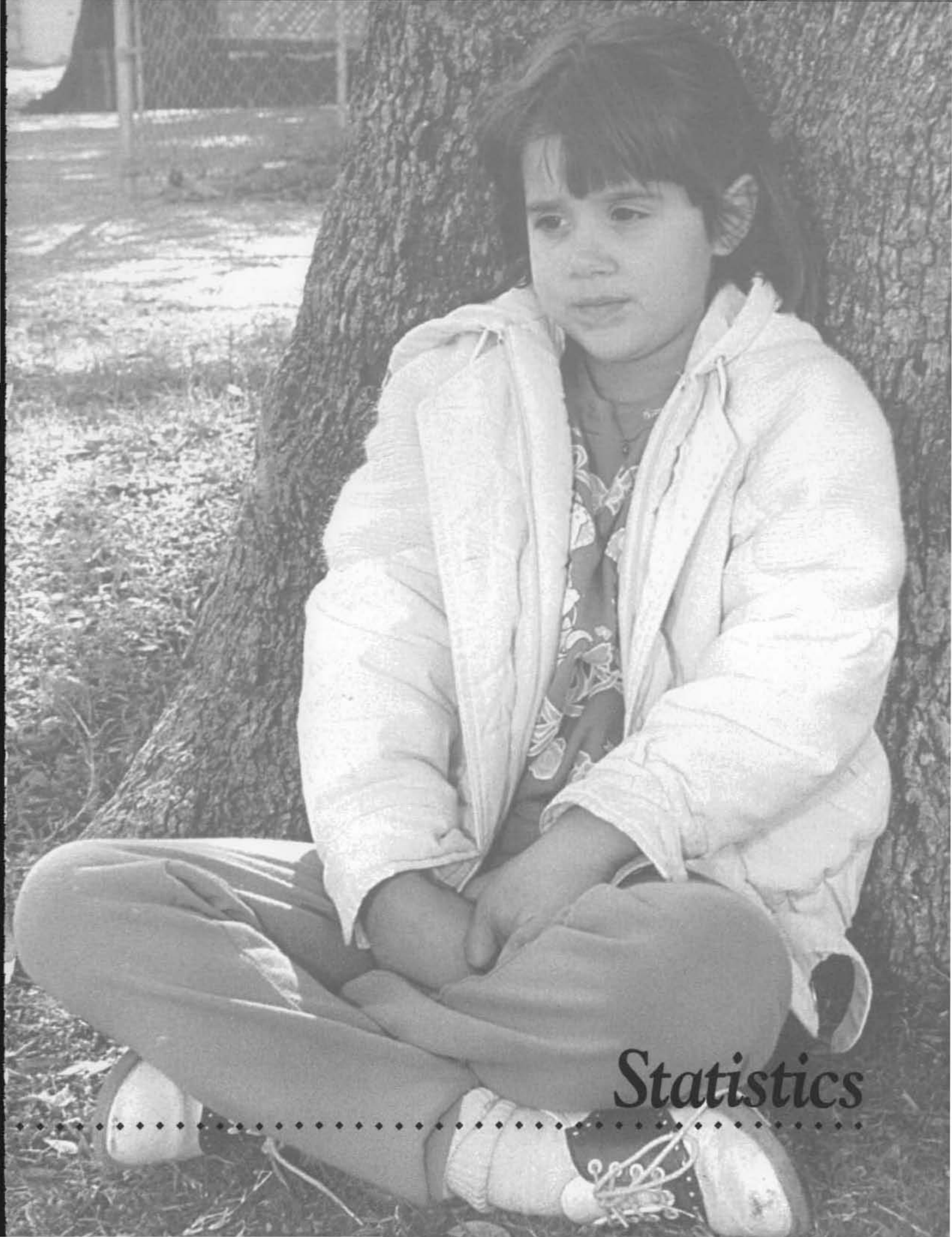
In fiscal year 1994, Child-care Licensing staff proposed revisions to upgrade the minimum standards for licensed day-care facilities followed by a public comment and review period. In March 1994, the Board approved the proposed revisions for publication in the Texas Register. The proposed revisions represent the first major upgrade of day-care standards since 1985.

The PRS Mission Statement addresses our commitment to "promoting full partnership with all stakeholders." I am pleased with the efforts of staff and others to develop successful partnerships. I am grateful for the wonderful response from those who share our concerns and wish to join with us in making a difference in the lives of those we serve. Their contributions of time, labor, money, and materials make possible what we could not do alone.

Among the many things I envision for this agency is that it represent all the people we serve. As stated in our Agency Mission Statement, PRS is committed to "providing services that respect the diversity of Texas citizens reflected in differing values, cultures, beliefs, economic status, and geographic location." To help bring this about, a cross-cultural group of employees is taking a careful look at minority-related issues and considering ways to recruit more minority parents for foster care and adoption, hire more minority staff, and review program policies from a minority perspective.

In June 1994, PRS staff developed the department's first strategic plan. As our statewide vision, we embraced the following: "We envision a Texas where all people have the skills and opportunities they need to achieve their individual dreams; a Texas where people enjoy good health, feel safe and secure from harm, and share a quality standard of living; a Texas where we and future generations can enjoy our bounteous natural beauty and resources." This may sound like the impossible dream, but I believe that keeping our sights fixed on this lofty ideal will help all of us in our efforts to tackle the difficult problems our state faces today.

Janice M. Caldwell, Dr. P.H.
Executive Director



Statistics

Staff and Budget Summary

Fiscal Year 1994

Child Protective Services	Number of Staff	Estimated Expenditures
Investigations	1,920	$ 62,291,521
Intake	269	7,117,775
In-Home Services	451	34,508,370
Substitute Care (Staff)	2,637	84,972,802
Purchased Services	12	22,963,047
Substitute Care Payments	86	178,265,186
Alternative Treatment for Youth	0	1,869,578
Services to Runaways and At-risk Youth	13	4,453,328
Total, Child Protective Services	**5,388**	**396,441,607**
Adult Protective Services		
APS Investigations	160	5,744,004
APS Services	362	16,850,349
MHMR Investigations	73	2,837,922
Total, Adult Protective Services	**595**	**25,432,275**
Licensing of Child Care and Child Placing		
Child-care Licensing	102	3,775,908
Child-care Investigations	86	3,198,284
Child-care Inspections	215	7,845,378
Total, Licensing of Child Care and Child Placing	**403**	**14,819,570**
PRS Automation Project		
	0	7,936,945
Grand Total	**6,386**	**$ 444,630,397**

Licensed, Certified, and Registered Child-care Facilities by Number, Capacity, and Percent Change

Fiscal Year 1994

Type of Facility	Sept. 1, 1993 Number of Facilities	Sept. 1, 1993 Capacity	Aug. 31, 1994 Number of Facilities	Aug. 31, 1994 Capacity	Percent of Change in Number of Facilities	Percent of Change in Capacity
Day Care						
Day-care centers	6,847	552,848	7,049	578,186	3.00	4.58
Kindergartens/nursery schools	435	28,516	409	27,276	-4.60	-4.55
Schools/kindergartens and above	96	6,767	96	6,873	0.00	1.57
Group day-care homes	1,233	15,046	1,389	16,550	12.65	10.00
Total Licensed/Certified Facilities	**8,611**	**603,177**	**8,943**	**628,885**	**3.86**	**4.26**
Total Registered Family Homes	**13,443**	**80,658**	**12,981**	**77,886**	**-3.44**	**-3.44**
Total Day-care Facilities	**22,054**	**683,835**	**21,924**	**706,771**	**0.59**	**3.35**
Residential Child Care						
Institutions providing basic child care	77	4,830	75	4,846	-2.60	0.33
Institutions serving children with mental retardation	7	400	9	462	28.57	15.50
Emergency shelters	70	1,613	65	1,524	-7.14	-5.52
Halfway houses	3	67	3	82	0.00	22.39
Residential treatment centers	81	4,151	91	4,212	12.35	1.47
Therapeutic camps	11	396	8	280	-27.27	-29.29
Foster group homes	36	422	39	492	8.33	16.59
Foster family homes	73	371	73	383	0.00	3.23
Child-placing agencies (24-hour care and adoption)	176	N/A	175	N/A	-0.57	N/A
Agency foster group homes	56	501	128	982	128.57	96.01
Agency homes	6,207	18,836	6,423	18,896	3.48	3.19
Total 24-hour Care Facilities	**6,797**	**31,587**	**7,089**	**32,159**	**4.30**	**1.18**
Grand Total	**28,851**	**715,422**	**29,013**	**738.930**	**0.56**	**3.29**

Regulation of Day-care Facilities by Regional Area

Fiscal Year 1994

Regional Area*	1	2	3	4	Total
Provisional applications accepted	529	623	570	541	2,263
Provisional licenses issued	374	296	366	352	1,388
Licenses issued	325	279	368	320	1,292
Licenses denied	1	0	0	2	3
Licenses revoked	7	2	0	5	14
Requests to register granted	528	451	778	760	2,517
Requests to register denied	3	0	0	4	7
Registrations revoked	9	5	0	50	64
Corrective actions	46	17	32	63	158
Complaints investigated	2,434	1,507	2,530	2,264	8,735
Licenses suspended	0	1	4	2	7
Probations	8	9	11	8	36

* PRS regions included in each regional area are:
Regional Area 1—Regions 1, 2, 7
Regional Area 2—Regions 8, 9, 10, 11
Regional Area 3—Regions 3, 4
Regional Area 4—Regions 5, 6

Regulation of 24-hour Care Facilities by Region

Fiscal Year 1994

Region	1	2	3	4	5	6	7	8	9	10	11	Total
Provisional applications accepted	1	4	13	5	1	17	8	8	0	0	2	**59**
Provisional licenses issued	2	4	16	6	1	15	10	10	0	1	1	**66**
Licenses and Verifications issued	32	13	203	14	6	221	108	63	4	10	24	**698**
Licenses denied	0	0	0	0	0	0	0	0	0	0	0	**0**
Licenses revoked	0	0	0	0	0	0	0	0	0	0	0	**0**
Complaints investigated	99	21	188	32	15	93	219	55	13	15	57	**807**
Probations	0	0	0	2	0	1	0	0	0	0	0	**3**

Licensing Staff by Function

Fiscal Year 1994

Positions	Sept. 1, 1993	Aug. 31, 1994
Regional day care	343	338
Residential child care	48	42
State agency certification specialists	3	3
Other state office	22	20
Total	**416**	**403**

Administrators' Licensing Activities

Fiscal Year 1994

Licenses Issued	Sept. 1, 1993	Aug. 31, 1994
New licenses granted	65	88
Biennial licenses renewed	372	304
Currently licensed	467	702
Subtotal	**904**	**1,094**
Inactive Licenses	**105**	**102**
Emeritus Licenses	**12**	**16**
Total	**1,021**	**1,212**
Disciplinary Actions		
Applications denied	0	20
Licenses revoked	0	1
Licenses probated	1	0
Licenses suspended	2	0
Complaints Investigated		
	2	2

Protective and Regulatory Services by County

Fiscal Year 1994

County	Average Monthly In-home Services	Children in PRS Legal Responsibility	Children in PRS Foster Care	Regulated Child-care Facility 24-hour (Full time)	Regulated Child-care Facility Day Care (Part time)
Anderson	11	42	28	10	32
Andrews	3	4	4	3	9
Angelina	13	49	43	27	49
Aransas	11	33	23	7	13
Archer	5	8	7	9	11
Armstrong	0	0	0	2	1
Atascosa	25	33	21	5	14
Austin	6	15	14	5	19
Bailey	3	0	0	4	5
Bandera	5	13	11	2	7
Bastrop	21	66	48	17	48
Baylor	0	5	5	1	3
Bee	26	43	31	11	31
Bell	112	281	216	84	317
Bexar	639	1,450	988	398	1,437
Blanco	3	5	0	3	11
Borden	1	0	0	0	0
Bosque	5	11	10	7	21
Bowie	68	153	117	38	74
Brazoria	122	345	235	62	205
Brazos	41	114	98	28	161
Brewster	5	8	6	2	9
Briscoe	0	2	0	1	0
Brooks	3	3	3	1	7
Brown	15	57	41	20	44
Burleson	6	15	13	3	10
Burnet	14	63	51	20	17
Caldwell	11	19	17	20	14
Calhoun	14	23	17	5	28
Callahan	0	0	0	5	11
Cameron	99	290	211	101	177
Camp	5	11	5	3	13
Carson	3	14	13	1	6
Cass	16	48	31	29	13
Castro	3	25	14	5	5
Chambers	11	32	27	2	11
Cherokee	8	42	26	6	39
Childress	5	10	10	3	8
Clay	3	18	15	4	15
Cochran	2	2	2	2	1
Coke	2	0	0	1	0
Coleman	5	35	27	3	9
Collin	61	126	78	59	456
Collingsworth	2	5	3	1	2
Colorado	9	18	13	5	23

Protective and Regulatory Services by County

Fiscal Year 1994

County	Average Monthly In-home Services	Children in PRS Legal Responsibility	Children in PRS Foster Care	Regulated Child-care Facility 24-hour (Full time)	Regulated Child-care Facility Day Care (Part time)
Comal	38	80	49	18	40
Comanche	5	7	5	4	18
Concho	4	2	2	2	4
Cooke	9	42	37	12	46
Coryell	31	55	48	28	90
Cottle	1	2	1	1	3
Crane	1	0	0	1	4
Crockett	1	9	4	0	5
Crosby	3	8	5	8	12
Culberson	3	0	0	1	1
Dallam	6	22	16	3	16
Dallas	591	2,131	1,537	540	2,577
Dawson	6	11	10	5	9
Deaf Smith	13	37	28	2	9
Delta	3	4	4	0	2
Denton	56	93	83	66	515
DeWitt	22	39	34	13	14
Dickens	2	4	4	3	0
Dimmit	6	11	9	2	10
Donley	4	10	7	0	5
Duval	7	18	17	0	3
Eastland	6	20	15	11	18
Ector	51	137	112	34	90
Edwards	2	2	0	0	2
Ellis	27	74	40	39	97
El Paso	207	510	388	198	562
Erath	6	24	20	18	47
Falls	12	35	31	7	14
Fannin	9	35	29	8	16
Fayette	4	13	12	3	28
Fisher	0	13	10	1	6
Floyd	3	18	15	2	5
Foard	1	4	4	4	1
Fort Bend	111	194	140	104	356
Franklin	3	2	1	1	3
Freestone	5	19	13	3	18
Frio	7	14	12	2	7
Gaines	2	7	6	1	8
Galveston	139	244	198	58	320
Garza	2	1	1	3	4
Gillespie	9	26	20	3	23
Glasscock	0	0	0	0	0
Goliad	5	5	4	5	4
Gonzales	30	30	26	6	13
Gray	10	36	22	6	17

Protective and Regulatory Services by County

Fiscal Year 1994

County	Average Monthly In-home Services	Children in PRS Legal Responsibility	Children in PRS Foster Care	Regulated Child-care Facility 24-hour (Full time)	Regulated Child-care Facility Day Care (Part time)
Grayson	20	90	67	23	119
Gregg	39	276	203	43	115
Grimes	8	14	12	3	33
Guadalupe	45	178	92	19	55
Hale	19	34	27	11	29
Hall	2	7	6	0	1
Hamilton	6	2	2	2	14
Hansford	2	5	3	1	4
Hardeman	0	11	4	1	6
Hardin	15	37	28	10	21
Harris	1,754	5,635	3,670	1,140	4,501
Harrison	24	105	82	34	49
Hartley	2	0	0	3	2
Haskell	0	8	4	0	9
Hays	29	43	35	43	74
Hemphill	0	2	0	3	4
Henderson	18	83	68	12	31
Hidalgo	131	325	259	72	869
Hill	9	25	19	6	31
Hockley	13	22	16	3	26
Hood	12	14	12	6	23
Hopkins	15	42	30	25	21
Houston	5	23	21	8	16
Howard	14	33	27	6	22
Hudspeth	0	0	0	0	1
Hunt	22	88	70	21	59
Hutchinson	17	34	26	13	15
Irion	2	1	1	0	1
Jack	1	3	3	1	7
Jackson	5	11	10	5	17
Jasper	11	31	23	13	18
Jeff Davis	4	1	0	1	1
Jefferson	119	543	382	116	321
Jim Hogg	0	0	0	0	5
Jim Wells	28	45	37	10	35
Johnson	58	116	92	53	90
Jones	3	5	5	9	16
Karnes	10	12	4	0	0
Kaufman	26	65	51	26	56
Kendall	22	20	14	15	19
Kenedy	0	0	0	0	0
Kent	1	7	3	1	2
Kerr	34	47	30	16	40
Kimble	3	4	4	1	6
King	0	0	0	0	0

Protective and Regulatory Services by County

Fiscal Year 1994

County	Average Monthly In-home Services	Children in PRS Legal Responsibility	Children in PRS Foster Care	Regulated Child-care Facility 24-hour (Full time)	Regulated Child-care Facility Day Care (Part time)
Kinney	1	3	2	0	1
Kleberg	25	43	32	15	19
Knox	1	1	1	4	3
Lamar	22	79	55	10	42
Lamb	8	24	22	7	11
Lampasas	14	28	19	15	20
LaSalle	2	8	7	0	6
Lavaca	18	32	26	3	41
Lee	7	12	9	9	15
Leon	6	15	14	3	8
Liberty	42	93	46	19	28
Limestone	10	31	20	5	20
Lipscomb	1	3	3	2	4
Live Oak	6	2	2	4	5
Llano	3	12	12	1	12
Loving	0	0	0	0	0
Lubbock	249	427	360	142	337
Lynn	3	13	12	1	12
Madison	3	9	6	3	8
Marion	4	21	15	4	4
Martin	1	7	6	0	2
Mason	3	1	1	1	2
Matagorda	22	101	80	14	36
Maverick	13	22	17	5	18
McCulloch	6	8	7	1	12
McLennan	112	363	286	86	232
McMullen	0	0	0	0	0
Medina	13	18	12	11	20
Menard	2	3	2	5	1
Midland	24	79	62	44	108
Milam	15	32	26	21	21
Mills	15	1	0	19	8
Mitchell	0	8	7	1	2
Montague	5	24	23	2	32
Montgomery	46	176	147	48	156
Moore	10	24	20	3	16
Morris	5	12	11	10	9
Motley	1	2	2	0	0
Nacogdoches	16	43	34	12	30
Navarro	20	72	51	13	57
Newton	5	3	3	6	5
Nolan	8	12	10	5	12
Nueces	221	481	380	123	282
Ochiltree	5	26	24	7	7
Oldham	1	2	0	5	2

Protective and Regulatory Services by County

Fiscal Year 1994

County	Average Monthly In-home Services	Children in PRS Legal Responsibility	Children in PRS Foster Care	Regulated Child-care Facility 24-hour (Full time)	Regulated Child-care Facility Day Care (Part time)
Orange	27	131	92	30	63
Palo Pinto	4	34	33	8	18
Panola	12	11	5	4	18
Parker	13	49	43	20	50
Parmer	3	4	4	5	5
Pecos	7	20	12	2	11
Polk	11	27	19	9	11
Potter	120	296	228	58	131
Presidio	1	0	0	1	5
Rains	3	11	7	1	0
Randall	38	59	47	53	164
Reagan	1	5	1	0	6
Real	1	0	0	1	0
Red River	6	15	14	4	8
Reeves	6	18	12	3	8
Refugio	3	9	7	2	5
Roberts	0	1	1	1	0
Robertson	6	31	27	2	17
Rockwall	13	22	14	6	32
Runnels	6	18	15	2	20
Rusk	23	34	30	17	31
Sabine	5	2	2	2	2
San Augustine	3	3	2	7	4
San Jacinto	3	9	9	10	4
San Patricio	34	74	67	9	55
San Saba	1	1	1	5	8
Schleicher	1	3	3	0	4
Scurry	5	53	47	3	8
Shackelford	0	4	4	1	4
Shelby	11	1	1	6	5
Sherman	1	0	0	0	1
Smith	66	213	144	67	119
Somervell	1	9	5	3	4
Starr	9	51	40	4	31
Stephens	1	10	10	3	10
Sterling	1	4	4	1	1
Stonewall	1	2	2	0	1
Sutton	1	0	0	0	5
Swisher	3	12	9	2	6
Tarrant	309	932	736	397	1,744
Taylor	37	144	107	56	165
Terrell	1	0	0	1	0
Terry	10	9	7	6	10
Throckmorton	0	1	1	0	2
Titus	10	55	49	8	20

Protective and Regulatory Services by County

Fiscal Year 1994

County	Average Monthly In-home Services	Children in PRS Legal Responsibility	Children in PRS Foster Care	Regulated Child-care Facility 24-hour (Full time)	Regulated Child-care Facility Day Care (Part time)
Tom Green	53	200	153	38	129
Travis	272	1,233	897	267	929
Trinity	4	25	17	3	3
Tyler	8	11	10	10	6
Upshur	19	98	81	30	15
Upton	2	1	1	0	2
Uvalde	11	18	11	2	26
Val Verde	8	25	17	5	13
Van Zandt	18	34	29	12	24
Victoria	57	130	115	32	110
Walker	12	19	12	6	35
Waller	7	18	16	3	41
Ward	7	28	21	4	8
Washington	9	11	10	11	31
Webb	27	93	68	13	116
Wharton	32	46	40	32	34
Wheeler	2	5	5	2	1
Wichita	39	258	193	53	259
Wilbarger	5	48	40	8	21
Willacy	13	28	15	2	34
Williamson	80	334	250	92	283
Wilson	23	19	12	7	26
Winkler	8	11	9	3	4
Wise	12	22	19	13	20
Wood	9	50	43	9	21
Yoakum	6	21	15	2	4
Young	6	23	22	6	18
Zapata	3	0	0	2	6
Zavala	4	7	4	0	11
Total	**8,001**	**23,210**	**16,843**	**6,235**	**21,924**

Protective and Regulatory Services by County

Fiscal Year 1994

County	APS Total Investigations	APS Confirmed Investigations	CPS Total Investigations	CPS Confirmed Investigations
Anderson	162	134	467	129
Andrews	48	41	151	46
Angelina	210	171	1,032	306
Aransas	82	69	312	90
Archer	22	20	61	31
Armstrong	1	1	300	120
Atascosa	105	102	445	126
Austin	59	56	183	84
Bailey	29	29	92	25
Bandera	24	13	69	22
Bastrop	167	158	466	164
Baylor	88	109	34	10
Bee	129	85	235	51
Bell	553	424	2,119	579
Bexar	3,242	2,649	6,807	2,289
Blanco	9	7	19	7
Borden	0	0	1	0
Bosque	37	21	85	25
Bowie	333	281	622	274
Brazoria	296	228	1,259	387
Brazos	142	124	811	294
Brewster	55	50	55	23
Briscoe	10	8	3	0
Brooks	28	14	52	17
Brown	136	115	279	91
Burleson	91	61	97	27
Burnet	117	99	227	50
Caldwell	98	89	191	58
Calhoun	31	28	172	33
Callahan	57	51	53	17
Cameron	1,033	788	1,292	461
Camp	74	61	55	15
Carson	9	6	49	19
Cass	85	80	208	69
Castro	11	9	40	22
Chambers	34	31	97	43
Cherokee	158	141	281	75
Childress	42	39	48	28
Clay	18	16	46	20
Cochran	9	11	28	6
Coke	11	10	13	4
Coleman	49	42	95	30
Collin	189	152	1,120	253
Collingsworth	32	31	17	5
Colorado	56	45	65	34

Protective and Regulatory Services by County

Fiscal Year 1994

County	APS Total Investigations	APS Confirmed Investigations	CPS Total Investigations	CPS Confirmed Investigations
Comal	127	92	296	101
Comanche	37	30	52	22
Concho	11	10	13	7
Cooke	49	34	243	58
Coryell	97	74	480	141
Cottle	21	17	13	3
Crane	17	12	23	4
Crockett	20	17	21	6
Crosby	32	23	81	27
Culberson	36	28	19	7
Dallam	20	14	58	25
Dallas	2,698	2,264	10,685	3,659
Dawson	51	44	81	17
Dewitt	93	82	105	32
Deaf Smith	57	55	35	6
Delta	28	25	1,180	215
Denton	164	111	135	71
Dickens	16	13	14	3
Dimmit	30	31	56	29
Donley	19	18	18	12
Duval	38	22	102	31
Eastland	125	100	132	41
Ector	626	560	1,333	247
Edwards	0	0	5	3
El Paso	1,652	1,308	545	128
Ellis	122	80	3,565	1,051
Erath	72	43	192	31
Falls	65	52	105	23
Fannin	120	112	217	69
Fayette	56	51	92	19
Fisher	41	39	10	4
Floyd	10	8	37	7
Foard	7	2	9	3
Fort Bend	223	208	903	435
Franklin	22	14	61	16
Freestone	68	54	79	23
Frio	54	52	86	35
Gaines	14	14	75	11
Galveston	556	429	2,069	590
Garza	34	34	44	10
Gillespie	19	7	53	16
Glasscock	0	0	2	1
Goliad	13	9	25	9
Gonzales	37	28	117	58
Gray	130	124	144	45

Protective and Regulatory Services by County

Fiscal Year 1994

County	APS Total Investigations	APS Confirmed Investigations	CPS Total Investigations	CPS Confirmed Investigations
Grayson	160	112	729	142
Gregg	305	270	934	365
Grimes	109	87	115	38
Guadalupe	167	139	318	117
Hale	86	89	277	63
Hall	27	28	16	5
Hamilton	54	42	84	31
Hansford	3	0	19	5
Hardeman	20	20	34	12
Hardin	186	140	254	115
Harris	3,466	3,155	13,542	5,376
Harrison	211	184	397	110
Hartley	1	0	6	2
Haskell	47	49	26	7
Hays	128	92	365	118
Hemphill	1	0	6	3
Henderson	239	211	454	150
Hidalgo	1,104	812	2,495	668
Hill	117	90	256	74
Hockley	118	103	156	35
Hood	48	45	221	59
Hopkins	99	71	180	67
Houston	92	75	85	26
Howard	135	114	307	59
Hudspeth	9	10	1	1
Hunt	248	238	420	93
Hutchinson	122	109	221	81
Irion	3	2	6	2
Jack	48	49	24	12
Jackson	25	24	69	16
Jasper	220	199	228	79
Jeff Davis	12	8	4	0
Jefferson	1,727	1,523	1,795	721
Jim Hogg	12	10	30	7
Jim Wells	151	91	282	110
Johnson	131	86	796	243
Jones	123	105	32	12
Karnes	33	31	39	12
Kaufman	139	125	396	115
Kendall	17	13	57	19
Kenedy	1	1	2	1
Kent	1	1	0	0
Kerr	86	49	201	58
Kimble	14	10	31	6
King	0	0	1	1

Protective and Regulatory Services by County

Fiscal Year 1994

County	APS Total Investigations	APS Confirmed Investigations	CPS Total Investigations	CPS Confirmed Investigations
Kinney	10	7	2	1
Kleberg	53	27	227	56
Knox	38	40	18	6
LaSalle	28	18	395	116
Lamar	102	63	142	52
Lamb	119	110	150	43
Lampasas	63	47	30	7
Lavaca	54	45	77	42
Lee	37	30	73	14
Leon	51	44	100	22
Liberty	379	327	479	156
Limestone	65	52	134	39
Lipscomb	3	1	19	8
Live Oak	18	10	61	17
Llano	53	44	64	19
Loving	0	0	1	1
Lubbock	892	729	2,353	676
Lynn	39	32	47	15
Madison	25	16	75	20
Marion	49	58	63	26
Martin	20	20	28	3
Mason	14	9	21	9
Matagorda	143	130	296	87
Maverick	85	66	123	58
McCulloch	85	80	67	25
McLennan	535	377	1,674	528
McMullen	5	2	7	1
Medina	140	125	135	60
Menard	7	6	12	4
Midland	471	429	757	122
Milam	145	98	128	29
Mills	15	13	22	4
Mitchell	58	42	21	8
Montague	51	45	121	49
Montgomery	565	451	877	224
Moore	29	27	145	72
Morris	29	33	76	13
Motley	3	3	3	0
Nacogdoches	168	148	336	118
Navarro	85	70	314	77
Newton	41	38	84	26
Nolan	104	97	119	52
Nueces	995	826	2,640	752
Ochiltree	7	6	87	27
Oldham	1	1	8	5

Protective and Regulatory Services by County

Fiscal Year 1994

County	APS Total Investigations	APS Confirmed Investigations	CPS Total Investigations	CPS Confirmed Investigations
Orange	464	357	724	253
Palo Pinto	100	65	265	54
Panola	84	71	156	50
Parker	97	48	475	107
Parmer	5	7	26	8
Pecos	303	284	102	37
Polk	209	184	204	57
Potter	410	354	1,218	522
Presidio	40	34	32	7
Rains	10	8	46	23
Randall	49	40	385	150
Reagan	13	12	12	7
Real	3	1	9	0
Red River	37	26	97	35
Reeves	86	70	106	21
Refugio	24	18	35	15
Roberts	1	1	4	1
Robertson	69	52	137	31
Rockwall	78	72	138	40
Runnels	40	28	61	30
Rusk	140	116	258	85
Sabine	84	68	43	14
San Augustine	47	35	30	8
San Jacinto	69	54	90	28
San Patricio	198	141	351	100
San Saba	15	13	27	5
Schleicher	10	8	17	5
Scurry	159	140	78	38
Shackleford	12	10	23	14
Shelby	101	91	131	43
Sherman	7	6	12	6
Smith	248	210	1,049	291
Somervell	9	13	46	15
Starr	82	37	164	61
Stephens	47	39	60	25
Sterling	0	0	9	5
Stonewall	10	9	2	0
Sutton	5	4	20	4
Swisher	21	21	58	14
Tarrant	1,318	986	8,682	2,347
Taylor	1,275	1,151	559	189
Terrell	18	19	10	4
Terry	41	37	110	22
Throckmorton	10	13	13	9
Titus	68	54	194	59

Protective and Regulatory Services by County

Fiscal Year 1994

County	APS Total Investigations	APS Confirmed Investigations	CPS Total Investigations	CPS Confirmed Investigations
Tom Green	550	487	746	209
Travis	1,427	1,209	4,481	1,332
Trinity	34	28	67	19
Tyler	161	150	102	24
Upshur	92	83	225	96
Upton	38	31	21	2
Uvalde	73	60	129	54
Val Verde	95	77	118	33
Van Zandt	142	106	245	66
Victoria	164	148	434	124
Walker	237	203	180	56
Waller	143	114	88	42
Ward	62	54	156	37
Washington	123	108	138	49
Webb	449	331	653	180
Wharton	126	100	253	104
Wheeler	13	15	15	3
Wichita	705	577	778	294
Wilbarger	139	114	109	59
Willacy	74	69	130	44
Williamson	242	203	1,034	289
Wilson	39	41	111	40
Winkler	27	19	98	24
Wise	72	53	211	61
Wood	91	84	208	86
Yoakum	9	8	49	12
Young	163	160	94	41
Zapata	42	28	58	13
Zavala	54	51	47	22
Out of state	0	0	374	127
Total	**43,524**	**36,215**	**109,905**	**35,116**

Map of Regional Boundaries

Texas Department of Protective and Regulatory Services

PRS

Stock Code 20710-FY94